From: Paul Thompson

To: RPS

**Subject:** proposed Otago Regional Policy Statement 2021 - submission by Environment Canterbury

**Date:** Wednesday, 25 August 2021 11:41:44 a.m.

Attachments: Environment Canterbury submission on proposed ORC RPS August 2021.pdf

Kia ora

Please find attached Environment Canterbury's submission on the proposed Otago Regional Policy Statement 2021.

We hope that you find the comments helpful, if you would like to discuss further please don't hesitate to get in touch with us.

Kind Regards

Paul

On behalf of Andrew Parrish

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# Notice of Submission on Proposed Otago Regional Policy Statement 2021

### Resource Management Act 1991 - Form 5

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## This is a submission on the Proposed Otago Regional Policy Statement 2021

Environment Canterbury thanks the Otago Regional Council (the Council) for the opportunity to provide a formal submission on the Proposed Otago Regional Policy Statement 2021. We wish to acknowledge the extensive work that has been undertaken by the Council in preparing the Proposed Regional Policy Statement, including the early engagement with Environment Canterbury.

Environment Canterbury is supportive of the Regional Policy Statement review process the Council has undertaken and the proposed provisions are generally consistent with the regional planning framework in Canterbury. In acknowledgement of this the Environment Canterbury submission contains many submission points in full support of the proposed provisions, particularly in relation to the identification of cumulative effects and the coordinated management of natural and physical resources for the management of cross boundary issues.

Our submission also contains a number of submission points that seek amendments to the proposed provisions. The submission points support the intent of the proposed provisions but are seeking amendments to better recognise the potential for cross boundary issues and the need to involve local authorities in neighbouring regions where this may occur.

These submission points have been included as a table in **Appendix A** to indicate the relevant provisions submitted on, the relief sought, and our reasons for seeking amendments. The order of the table follows the same structure of the Proposed Statement.

Where amendments have been sought, we have used <u>underlined</u> text to indicate recommended additions to the provisions and <u>strikethrough</u> to indicate recommendations for the removal of the proposed text. Please note to avoid the potential for confusion, we have removed in **Appendix A** any hyperlinks (which also appear as underlined text) from the proposed provisions.

**Appendix A** can be provided in MSWord format if this would be more useful to the Hearing Officers or to the Panel.

Thank you again for this opportunity to provide a submission. For any clarification on the submission points contained within **Appendix A**, please contact Paul Thompson (paul.thompson@ecan.govt.nz) and he will be happy to assist the Hearing Officers.

We wish to retain the opportunity to speak in support of our submission.

**Andrew Parrish** 

Planning Section Manager

(Authorised under delegated authority from the Canterbury Regional Council)

Date: 25/08/2021

### **Appendix A – Table of Submission Points**

The specific provisions of the proposal that my submission relates to are:	Support or oppose or amend	Reasons	Decision requested
Part 1 Introduction and General Provisions  How the policy statement works 	Amend under the heading 'Cross- boundary matters'	The identification of Otago's cross-boundary matters as including those situations where adverse effects in one jurisdiction arise due to the activities in another (particularly where territorial authority boundaries do not match catchment boundaries) is supported. In connection with this type of cross-boundary matter, the reference to the Waitaki River catchment (which Otago and Canterbury Regionals share jurisdiction for) is also supported.	Cross-boundary matters  Ecosystems and human activities cross jurisdictional boundaries. When different jurisdictions manage similar activities or resources in different ways there is potential for inconsistent outcomes, resulting in inefficient and ineffective management.
Cross-boundary matters		For similar reasons an amendment is proposed in connection with the subsequent reference made to Otago's coastal environment. The proposed amendment seeks to ensure adequate recognition is given to the potential for cross-boundary matters in the coastal environment to occur between the Otago and Canterbury region as well as between territorial authorities (within the Otago region).  The proposed relief is consistent with the Regional Coastal Environment Plan for the Canterbury Region (RCEP) which	To achieve integration, those involved in resource management need to coordinate their policies, plans and actions. This is encompassed by the philosophy "ki uta ki tai" – from the mountains to the sea. Accordingly, section 62 of the RMA 1991 requires regional councils to include in the RPS the processes to be used to deal with issues that cross <i>local authority</i> boundaries, and issues
		identifies (at Chapter 10.1) the need for integrated resource management in the coastal environment. The RCEP identifies this arises from, inter alia, the need to ensure consistent management of resource issues occurs along the entire coast of the region and with adjacent territorial local authorities and between regions. The RCEP identifies (at Chapter 10.2) that a principal cross boundary	between territorial authorities or between regions.  Cross-boundary issues can arise in several ways, and generally manifest in issues for either plan preparation and review, or plan

		issue for the Canterbury region in this regard is the effect on coastal water quality from land areas and for Tāngata whenua, Otago Regional Council and Marlborough District Council.	administration and the processing of applications for resource consents. Otago's cross-boundary matters include:  • adverse effects in one jurisdiction due to the activities in another, particularly where territorial authority boundaries do not match catchment boundaries, as with the Clutha Mata-au, or the Waitaki River catchment over which Otago and Canterbury Regional Councils share jurisdiction, or Otago's coastal environment, which covers three territorial authorities' jurisdictions, and may be affected by land uses in the other two (through sediment flowing down the Clutha Mata-au, for instance) and which may also have adverse effects on the Canterbury coastal environment; •
Part 1 Introduction and General Provisions How the policy statement works	Support under the heading 'Cooperation and partnerships with other	The recognition that the processes that can be used to address cross boundary matters includes cooperation and partnerships with other local authorities such as the sharing information to ensure natural resources are not artificially fragmented is consistent with the Canterbury regional planning framework.	Retain as notified or preserve the original intent.

Cross-boundary	local		1
matters	authorities'		
Cooperation and			
partnerships with			
other <i>local</i>			
authorities			
How the policy	Support the	The proposed definition of 'Local authority' is supported in	Retain as notified or preserve the original
statement works	definition of	connection with the other relief sought in this submission.	intent.
	'Local		
Interpretation	authority'		
Definitions	,		
Local authority			
Part 2 – Resource	Support IM-	The co-ordinated management of natural and physical resources	Retain as notified or preserve the original
management	P7	across jurisdictional boundaries is necessary for the management	intent.
overview		of cross boundary issues, including boundaries shared with	
		neighbouring regions.	
IM – Integrated			
Management			
Policies			
•••			
IM-P7 – Cross			
boundary			
management			
Part 2 – Resource	Support	The recognition provided by clause 4 of Policy IM-P12 that the	Retain as notified or preserve the original
management	clause 4 of	objectives of regional policy statements in neighbouring regions	intent.
overview	IM-P12	may also be relevant to activities under this policy is supported.	
IM – Integrated			
Management			

 Policies			
 IM-P12 –			
Contravening			
environmental			
bottom lines for			
climate change			
mitigation			
Part 2 – Resource	Support IM-	The management of cumulative effects may be necessary for the	Retain as notified or preserve the original
management	P13	management of cross boundary issues, including boundaries	intent.
overview		shared with neighbouring regions.	
IM – Integrated			
Management			
Policies			
IM-P13 – Managing			
cumulative effects			
Part 2 – Resource	Support	Clause 5 of Method IM-M1 requires a ki uta ki tai approach to	Retain as notified or preserve the original
management	clause 5 of	resource management is adopted and should involve collaboration	intent.
overview	IM-M1	between local authorities to achieve consistent management of	
		resources or effects that cross jurisdictional boundaries. The	
IM – Integrated		proposed definition of 'local authorities' includes a regional council	
Management		or territorial authority and as such clause 5 recognises that such	
		collaboration may involve local authorities in neighbouring regions.	
Methods		This matter is necessary as the Method IM-M1 implements in part	
		the management of cumulative effects (as proposed by Policy IM-	
IM-M1 – Regional		P7) and the co-ordinated management of natural and physical	
and district plans		resources (as proposed by Policy IM-P13) which may involve cross	
		boundary matters including boundaries with neighbouring regions.	

Part 2 – Resource management overview IM – Integrated Management Methods IM-M2 - Relationships	Amend clause 2 of IM-M2	The intent of IM-M2 is supported. The proposed amendment seeks to give stronger recognition to working with local authorities in neighbouring regions to enable IM-M2 to implement in part the management of cumulative effects (as proposed by Policy IM-P7) and the co-ordinated management of natural and physical resources (as proposed by Policy IM-P13) which may involve cross boundary matters including boundaries with neighbouring regions. The proposed amendment is consistent with IM-M1.	<ol> <li>IM-M2 - Relationships</li> <li>Starting immediately, local authorities must:</li> <li>partner with Kāi Tahu to ensure mana whenua involvement in resource management,</li> <li>work together and with other agencies including local authorities in neighbouring regions to ensure consistent implementation of the objectives, policies and methods of this RPS, and</li> <li></li> </ol>
Part 3 - Domains and Topics  Domains CE - Coastal Environment Methods  CE-M1 – Identifying the coastal environment	Amend clause 1 of CE-M1	The intent of CE-M1 is supported. The proposed amendment seeks to ensure the identification of the coastal environment across regional boundaries takes place in an integrated form. The proposed amendment gives stronger recognition to the need to work collaboratively with regional and territorial councils in neighbouring regions when identifying the landward extent of the coastal environment.  This relief acknowledges that while NZCPS Policy 1 recognises the extent and characteristics of the coastal environment vary from region to region and locality to locality; and the issues that arise may have different effects in different localities, NZCPS Policy 1 recognises the coastal environment includes a variety of areas and features including, inter alia, elements and features that contribute to the natural character, landscape, visual qualities or amenity values (NZCPS Policy 1 clause (2)(f)). Proposed Policy CE-P2(1)(f)	CE-M1 – Identifying the coastal environment  Local authorities must:  1. no later than 31 May 2023, work collaboratively, including with local authorities in neighbouring regions, to  a. identify the landward extent of the coastal environment, in accordance with CE-P2(1),  b. map the landward extent of the coastal environment area in the

		also recognises that these features are to be taken into account	relevant <i>regional</i> and <i>district</i>
		when identifying the landward extent of the coastal environment.	plans.
		when racherlying the randward extent of the coustal environments	pianoi
		The potential for natural character to involve cross boundary	
		matters with neighbouring regions is recognised by clause 5(c) of	
		ECO-M2 which identifies the lower Waitaki River as a significant	
		natural area noting that Part 1 - Introduction and General	
		Provisions recognises that the Otago and Canterbury Regional	
		Councils share jurisdiction of the Waitaki River catchment.	
		The potential for landscape, visual qualities and amenity values to	
		involve cross boundary matters with the Canterbury region can	
		also be found in connection with the relief sought to clause 3 of	
		Method NFL-M1.	
		The proposed relief is consistent with the Canterbury regional	
		planning framework. Policy 8.3.2 of the Canterbury Regional Policy	
		Statement (CRPS) provides for the integration of management of	
		natural and physical resources and activities in the coastal	
		environment, including those that cross administrative boundaries.	
Part 3 - Domains	Amend	The intent of CE-M2 is supported. The proposed amendment seeks	CE-M2 – Identifying other areas
and Topics	clause 1 of	to ensure the identification of 'other areas' in the coastal	
	CE-M2	environment takes place in an integrated form. The proposed	Local authorities must work collaboratively
Domains		amendment gives stronger recognition to the need to work	together, including with local authorities in
		collaboratively with regional and territorial councils in	neighbouring regions, to:
CE - Coastal		neighbouring regions when identifying 'other areas' in the coastal	
Environment		environment.	1. identify areas and values of high and
 NA -+ll -		The managed askief is consistent with the identification of Occasion	outstanding natural character within
Methods		The proposed relief is consistent with the identification of Otago's	their jurisdictions in accordance
		cross-boundary matters in Part 1 – Introduction and General	with CE–P4(1), map the areas and
		Provisions which recognises resources that cross local	describe their values in the

## CE-M2 – Identifying other areas

authority boundaries must be managed in a uniform manner, such as outstanding natural features, outstanding natural landscapes and significant natural areas. The potential for natural character to involve cross boundary matters with neighbouring regions is recognised by clause 5(c) of ECO-M2 which identifies the lower Waitaki River as a significant natural area noting that Part 1 - Introduction and General Provisions recognises that the Otago and Canterbury Regional Councils share jurisdiction of the Waitaki River catchment

The proposed relief is consistent with the Canterbury regional planning framework. Policy 8.3.2 of the CRPS provides for the integration of management of natural and physical resources and activities in the coastal environment, including those that cross administrative boundaries. CRPS Policy 12.3.4 Consistency of identification and management of outstanding natural features and outstanding natural landscapes recognises that although a uniform management framework is not expected, widely varying methods of management in adjacent districts or regions have the potential to create different outcomes for the same outstanding natural landscape area. This may create inequalities for landowners and resource users across local authority boundaries. It is appropriate that landscape management is addressed as a cross-boundary issues requiring some consistency in their identification and management.

- relevant regional and district plans, and identify their capacity to accommodate change through use or development while protecting the values that contribute to the natural character of the area being considered high or outstanding,
- 2. identify areas and values of outstanding natural features, landscapes, and seascapes (in the coastal environment) within their jurisdictions in accordance with CE-P6(1), map the areas and describe their values in the relevant *regional* and *district plans*, and identify their capacity to accommodate change through use or development while protecting the values that contribute to the natural features, landscapes, and seascapes being considered outstanding,
- identify areas and values of indigenous biodiversity within their jurisdictions in accordance with CE– P5, map the areas and describe their values in the relevant regional and district plans, and

<ol><li>prioritise identification under ( in areas that are:</li></ol>	1) – (3)
<ul> <li>a. likely to face developm growth pressure over t of this RPS, or</li> </ul>	
b. likely to contain outsta natural character areas outstanding natural fea or landscapes, and area significant indigenous biodiversity including the areas in t	s, atures as of
table below:	
Table 2: Areas likely to contain significant value	S
Oamaru Harbour Te Whakareka	iwi
Breakwater Papanui Inlet	
Moeraki Beach Hoopers Inlet	
Moeraki Peninsula Kaikorai Estuai	У
Shag Point & Shag River Estuary  Akatore Creek	
Stony Creek Estuary Estuary	
Pleasant River Tokomairiro Es	stuarv
Estuary Wangaloa	,
Hawksbury Inlet Clutha River M	lata-
Waikouaiti River au, Matau Brai	nch
Estuary Nugget Point	
Karitane Headland Surat Bay	
Puketeraki Catlins Lake Es	tuary

			Blueskin Bay Orokonui Inlet Mapoutahi Purakanui Inlet Aramoana Otago Harbour Historic Walls Otakou & Taiaroa Head Pipikaretu Point	Jacks Bay Waiheke Beach Tahakopa Estuary Oyster Bay Tautuku Estuary Waipati Estuary & Kinakina Island
Part 3 - Domains and Topics  Domains LF – Land and freshwater LF-VM – Visions and management  Objectives LF-VM-O3 – North Otago FMU vision	Support clause 1 of Objective LF- VM-03	The reach of the lower Waitaki River within the Otago region is located within the North Otago FMU. The recognition that the Waitaki River in Otago is influenced in part by catchment areas within the Canterbury region is supported.	Retain Objective LF-VM notified or preserve the	
Part 3 - Domains and Topics  Domains	Amend clause 1 and clause 3 of LF–FW–M5	The intent of LF–FW–M5 is supported. The proposed amendment to clause 3 of LF–FW–M5 seeks to require consultation with local authorities in the identification outstanding water bodies. The intent of the proposed relief is to promote integrated management of any outstanding water bodies that cross local authority	No later than 31 Decen Regional Council must:	nber 2023, Otago

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LF – Land and		boundaries. The proposed relief recognises that the criteria for		
freshwater		identifying outstanding water bodies (contained in proposed	1.	in partnership with Kāi Tahu,
		Appendix APP1) includes, inter alia, ecology, landscape and natural		undertake a review based on existing
LF-FW - Freshwater		character matters. The proposed relief is consistent with the relief		information and develop a list
•••		sought in relation to CE-M1, CE-M2 and NFL-M1 in connection with		of water bodies likely to contain
Methods		the identification of the coastal environment, 'other areas' in the		outstanding values, including
•••		coastal environment and natural features and landscapes outside		those water bodies listed in LF-VM-
LF-FW-M5 -		of the coastal environment respectively and recognition that these		<del>P6,</del> <u>LF-FW-P11,</u>
Outstanding water		features may span jurisdictional boundaries. Part 1 – <i>Introduction</i>		
bodies		and General Provisions recognises that Otago's cross-boundary	2.	identify the outstanding values of
		matters include resources that cross local authority boundaries,		those water bodies (if any) in
		and these are to be managed in a uniform manner, such as		accordance with APP1,
		outstanding natural features, outstanding natural landscapes		·
		and significant natural areas.	3.	consult with the public during the
				identification process, and local
		The proposed relief is consistent with the Canterbury regional		authorities,
		planning framework. CRPS Policy 12.3.4 seeks to ensure		<u>-</u>
		consistency in the identification and management of outstanding	4.	map outstanding water bodies and
		natural features and outstanding natural landscapes. This policy		identify their outstanding and
		recognises that these features do not always begin and end within		significant values in the
		regional or district boundaries.		relevant <i>regional plan(s),</i> and
				reconstruction, and
		A minor correction is also proposed in connection with an incorrect	5.	include provisions in regional plans to
		cross-reference in clause 1 of LF-FW-M5. It is proposed the cross		avoid the adverse <i>effects</i> of activities
		reference in clause 1 to Policy LF-VM-P6 <i>Relationship</i>		on the significant and outstanding
		between FMUs and rohe is amended to Policy LF-FW-P11		values of <i>outstanding water bodies</i> .
		Identifying outstanding water bodies.		values of outstanding water boules.
		wentifying outstanding water bounes.		
Part 3 - Domains	Support	The direction under clause 3 of ECO-M2 that identification of	Retain	as notified or preserve the original
and Topics	clause 3 of	significant natural areas (that span jurisdictional boundaries) by	intent.	as he are or presente the original
	ECO-M2	local authorities must involve collaborative working to ensure		
Topics	-552	is the state of th		
. 5 5 103		I	I.	

ECO - Ecosystems and indigenous biodiversity Methods ECO-M2 – Identification of significant natural areas		areas identified by different local authorities are not artificially fragmented is supported.  Clause 5(c) of ECO-M2 identifies the Lower Waitaki River as a significant natural area. Part 1 – Introduction and General Provisions recognises that the Otago and Canterbury Regional Councils share jurisdiction of the Waitaki River catchment. The identification of Otago's cross-boundary matters (also in Part 1) includes resources that cross local authority boundaries which must be managed in a uniform manner, such as outstanding natural features, outstanding natural landscapes and significant natural areas. Clause 3 of ECO-M2 is consistent with ECO-M6.  Clause 3 of ECO-M2 is consistent with the Canterbury regional planning framework. CRPS Policy 9.3.3 Integrated Management Approach which adopts an integrated and co-ordinated management approach to halting the decline in Canterbury's indigenous biodiversity through, inter alia, collaboration between key agencies and individuals. The Canterbury Biodiversity Strategy recognises that biodiversity crosses regional authority boundaries and it will be necessary to work with adjacent Regional Councils (and relevant District Councils).	
Part 3 - Domains and Topics  Topics	Support	The direction in ECO-M6 that local authorities will work collaboratively with other local authorities to adopt an integrated approach to manage biodiversity across administrative boundaries is supported.	Retain as notified or preserve the original intent.
ECO - Ecosystems and indigenous biodiversity 		Clause 5(c) of ECO-M2 identifies the Lower Waitaki River as a significant natural area. Part 1 – Introduction and General Provisions recognises that the Otago and Canterbury Regional Councils share jurisdiction of the Waitaki River catchment. The	

Methods ECO-M6 - Engagement		identification of Otago's cross-boundary matters (also in Part 1) includes resources that cross local authority boundaries which must be managed in a uniform manner, such as outstanding natural features, outstanding natural landscapes and significant natural areas  Clause 3 of ECO-M2 is consistent with the Canterbury regional planning framework. CRPS Policy 9.3.3 Integrated Management Approach which adopts an integrated and co-ordinated management approach to halting the decline in Canterbury's indigenous biodiversity through, inter alia, collaboration between key agencies and individuals. The Canterbury Biodiversity Strategy recognises that biodiversity crosses regional authority boundaries and it will be necessary to work with adjacent Regional Councils (and relevant District Councils).	
Part 3 - Domains and Topics Topics HAZ – Hazards and risks Methods HAZ-NH-M2 – Local authorities	Amend clause 1(a) of HAZ-NH- M2	The intent of HAZ-NH-M2 is supported. The proposed amendment seeks to require consultation with local authorities in neighbouring regions when identifying the level of natural hazard risk (in the event they are not otherwise deemed to be a partner organisation).  The proposed relief is consistent with the implementation methods to CRPS Policy 11.3.9 Integrated management of, and preparedness for, natural hazards which identifies within the Canterbury region that the Canterbury Regional Council is to work as a coordinating agency in partnership with others to address natural hazards and this extends across local and regional boundaries and involves working other regional councils.	HAZ-NH-M2 – Local authorities  Local authorities must:  1. assess the level of natural hazard risk in their region or district in accordance with HAZ-NH-P2 and APP6, including by:  a. consulting with communities, stakeholders and partners, including with local authorities in neighbouring regions, regarding risk levels

			thresholds, and
			b
Part 3 - Domains and Topics  Topics	Amend clause (3) of NFL-M1	The intent of clause 3 of NFL-M1 which seeks to ensure the identification of outstanding and highly valued natural features and landscapes that span jurisdictional boundaries are treated uniformly across district boundaries, is supported.	NFL-M1 - Identification  Territorial authorities must:
NFL – Natural features and landscapes  Methods  NFL-M1 – Identification		An amendment is proposed to require consultation with local authorities in neighbouring regions in support of this intent consistent with the identification of Otago's cross-boundary matters in Part 1 – Introduction and General Provisions which recognises resources that cross local authority boundaries must be managed in a uniform manner, such as outstanding natural features, outstanding natural landscapes and significant natural areas.  The proposed relief is consistent with the Canterbury regional planning framework. Appendix 4 of the CRPS identifies the following Canterbury outstanding natural features and landscapes (ONFLs) of potential relevance to both the Canterbury and Otago regions:  • Lindis and Ahuriri – Waitaki District: with recognition given as an important connection to the Otago region; and the  • Hawkdun and St Marys Ranges (Oteake Conservation Park): as a mountainous border between the Canterbury and Otago regions.	<ol> <li>include in their district plans a map or maps and a statement of the values of the areas of outstanding and highly valued natural features and landscapes in accordance with NFL-P1,</li> <li>include in their district plans a statement of the capacity of outstanding and highly valued natural features and landscapes to accommodate change in use and development without their values being materially compromised or lost, in accordance with NFL-P1,</li> <li>recognise that natural features and landscapes may span jurisdictional boundaries and work together, including with the Regional Council</li> </ol>
		CRPS Policy 12.3.4 Consistency of identification and management of outstanding natural features and outstanding natural	and local authorities in neighbouring regions, to identify areas under (1) to ensure that the identification of

landscapes recognises that although a uniform management
framework is not expected, widely varying methods of
management in adjacent districts or regions have the potential to
create different outcomes for the same outstanding natural
landscape area. This may create inequalities for landowners and
resource users across local authority boundaries. It is appropriate
that landscape management is addressed as a cross-boundary
issues requiring some consistency in their identification and
management.

- natural features and landscapes are treated uniformly across district boundaries, and
- 4. prioritise identification under (1) in areas that are likely to contain outstanding natural features or landscapes and are likely to face development or growth pressure over the life of this RPS.