

River Liaison Committees

Review of structure and Terms of Reference
Prepared for Environment Southland



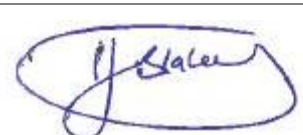
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1.0 Purpose of the report

The purpose of this report is to assist Environment Southland (ES) to undertake a review of the structure, scope and funding of its river drainage and flood management liaison committees (hereafter referred to as 'liaison committees'), including their terms of reference (TOR). This work acknowledges that whilst the actions and planning for river works, flood and river erosion control services remain relevant and important, there is a need to look at how these actions interact with wider catchment issues. In particular, biodiversity, cultural values, water quality and ecological and soil health, and the possibility of strategic catchment interventions that are planned with existing river works in mind. We understand that ES is looking to build upon the river liaison committees (RLCs) 'action-based' approach to achieve water management objectives, and potentially extend that approach to incorporate principles of integrated catchment management (ICM).

2.0 Structure of this report

This report has been structured in two parts.

Part One enables the reader to understand the issues that ES is trying to address and the research that has informed the options for restructuring the RLCs. This is followed by discussion of:

- The options for restructuring the Liaison Committees.
- A high-level consideration of each option.
- Draft matters that could be included in updated TORs and operating procedures for the revised committees.

Part Two of the report contains detailed information on:

- The role and responsibilities of ES.
- Historic and current river and drainage management in Southland.
- An overview of drainage and river management committees across New Zealand.
- ICM approaches and governance structures employed by other regional councils, and outside the natural resources sector.

Part One

3.0 Overview

3.1 The issues

ES is trying to address the following issues:

- The opportunity to address a much broader range of issues that are likely to be catchment rather than river focussed, such as biodiversity and water quality and soil health.
- The current TOR under which the liaison committees operate are out of date and too constrained, especially given the broader nature of matters that the committees will need to address in the future.
- The current reporting method via the Regional Services Committee unnecessarily separates river drainage and flood management from other Council responsibilities and activities (e.g. the Regional Forum).
- Ensure that in any discussion the liaison committees are focused on action.
- The need to ensure that river drainage and flood management continue to be part of any new committee structure.

3.2 Different approaches to land drainage and river management

We have set out a number of different approaches to land drainage and river management actions across New Zealand in **Section 5 and Annexure 2**. Some Councils have chosen not to have such committees, others seem to have rolled the responsibilities of such committees into stakeholder (or other such) groups that have been set up to address broader catchment issues, while others have catchment groups, river liaison groups and drainage advisory committees comprised of regional, district, iwi and community representatives, all of which inform a council committee. Greater Wellington has focused on flooding issues and has several subcommittees that prepare flood management plans on behalf of the Council, whilst Canterbury Regional and West Coast Regional councils address flood and drainage related issues through rating district committees.

3.3 What is Integrated Catchment Management (ICM)?

Landcare Research defines ICM as 'a process that recognises the catchment as the appropriate organising unit for understanding and managing biophysical processes in a context that includes social, economic and political considerations, and guides communities towards an

agreed vision of sustainable resource management in their catchment'. Put simply, ICM is taking a broad catchment-based approach to managing catchments given that mountains, lowlands, lakes, rivers and estuaries do not exist in isolation but form part of a complex network that link together to form a broader ecosystem.

Research undertaken for MfE¹ 2010 identified the following critical factors that are observed in successful ICM. These factors have been used as a guideline to inform (rather than being stringent requirements) the options in Section 4 below as the critical factors may vary according to the nature of the catchment:

- institutional alignment and engagement between agencies and catchment communities.
- stakeholder / community engagement.
- leadership and partnership.
- capacity building to successfully promote change in the behaviour of the different parts of the respective agencies, user groups and wider communities.
- sensible regulation introduced through a community process that enables the community to reach shared understandings of the issues and management options and provide a framework within which a range of voluntary or supporting methods are developed to help achieve measurable objectives.
- long-term funding to promote more effective catchment-related initiatives.
- consideration of social, economic, cultural and environmental wellbeing.
- collaborative monitoring to promote adaptive management as it encourages learning and adaptation.
- “top down” together with “bottom up” approaches to promote more effective catchment-related initiatives.

Within the biophysical setting, an equally complex ‘human environment’ exists, that will in fact stretch beyond catchment boundaries. In a very cursory evaluation of these factors, noting the purpose of this report, we suggest that institutional alignment and funding considerations are critical. These two factors surely promote or allow for the other factors to more readily be present.

3.4 Using ICM approaches to manage natural resources

The table below identifies a selection of approaches that have aspects of ICM, which are employed by other regional councils and organisations in the management of natural resources. These have been further grouped into five broad categories: catchment groups, projects, community led approach, strategies and regional development agencies.

¹. Clare Feeney Environmental Communications Ltd, w Allen.W, Lees.A, Drury.M. *Integrated Catchment Management- a review of literature and practice*. June 2010.

These examples are set out in full in **Section 8** with a high-level consideration of each approach.

Table 1: A selection of approaches to manage natural resources that have aspects of ICM.

Category	Project Name and Organisation	Mandate of group/Organisation	High Level Considerations	
Catchment groups	Poutō Catchment Group (Northland Regional Council)	<p>Develop a management plan, which is a non-statutory document that records:</p> <ul style="list-style-type: none"> objectives, methods and actions for management of the Poutō dune lakes and their margins that have been agreed by the catchment group. <p>The objectives, methods and actions are recommendations only unless included in statutory documents by local authorities or other agencies with regulatory powers.</p>	<ul style="list-style-type: none"> Involve a very broad range of stakeholders and the community, meaning that there is communication and co-ordination between agencies. Potential for capacity building - farmers and dairy sector learning from involvement of Fish and Game and iwi. Can implement non-statutory measures/undertake improvement works – bottom up approach. Ability to develop catchment management plans. 	<ul style="list-style-type: none"> Make recommendations to the Council - bottom up approach. Recommended objectives will need to be implemented through a statutory process and may be substantially altered through the public submission and hearing process. Diverse group perhaps less likely to result in agreed outcomes. Lots of people /groups to coordinate and organise.
Projects	Northern Wairoa Freshwater Improvement project (Northland Regional Council).	<p>Over the next five years the Northern Wairoa Freshwater Improvement project group will:</p> <ul style="list-style-type: none"> Work with mana whenua and landowners to incorporate Mātauranga Māori (indigenous knowledge) alongside good farming and forestry principles and restoration practice. Complete at least 180 farm environment plans. Provide subsidies to landowners to assist with fencing, planting, stock water reticulation and wetland enhancement. Target efforts on the highly erodible land in the catchment. Set up new freshwater quality monitoring sites in the catchment. 	<ul style="list-style-type: none"> Community and stakeholders volunteer to be part of these groups – could lead to greater commitment and buy-in to the process due to people joining because of their interest and enthusiasm. Involve a very broad range of stakeholders and the community, meaning that there is communication and co-ordination between agencies. 	<ul style="list-style-type: none"> Volunteers may feel that they can be flexible over their commitment. The need for continual fundraising can exhaust resources and limit the ability to undertake future works.

Category	Project Name and Organisation	Mandate of group/Organisation	High Level Considerations	
		<ul style="list-style-type: none"> • Undertake riparian planting. 	<ul style="list-style-type: none"> • Involvement of groups such as Landcare Research brings scientific basis for recommendations and provides opportunity for capacity building. • Ability to fundraise. • Can directly fund and undertake works to achieve objectives. • Can effectively monitor results. 	
	Motueka Project (Landcare Research, the Cawthron Institute and Tasman District Council)	<p>Develop and demonstrate approaches which guide sustainable management of land and water resources at small to large catchment scales, including the adjacent coast, and based on four 'big picture' issues:</p> <ul style="list-style-type: none"> • Building Human Capital and Opportunities for Community Participation. • Allocation of Scarce Water Resources among Competing Land Uses. • Managing Land Uses in Harmony with Freshwater Resources. • Managing Land and Freshwater Resources to Protect Marine Values. 		
Community led approaches.	Water Zone Committees (Canterbury Regional Council)	<p>Water zone committees develop actions and tactics to deliver on the 10 targets of the Canterbury Water Management Strategy in their zone.</p> <p>Water zone committees recommend actions and tactics to councils and other organisations involved in water management, which are recorded in Zone Implementation Programmes (ZIPs).</p> <p>They oversee and champion the implementation of these recommendations by Environment Canterbury and other Canterbury Water Management Strategy partners.</p>	<ul style="list-style-type: none"> • Involves different community interests (e.g. rural, urban, recreation, environmental groups) acknowledging the diversity within a community – can be inclusive process. • Can also be used as forums to give effect to NPSFM obligations. • Can enable continual engagement with the regional and district councils. • Election of new members may bring innovative ideas to the management of water. • Can facilitate engagement with the community beyond the committees and groups. 	<ul style="list-style-type: none"> • Challenge in getting the envisaged, diverse representation for community reference groups. • Some approaches can be overly complex, time consuming and costly. • Can require a long term and on-going commitment from the community, regional and district councils. • Implementation or management plans can only be achieved through a statutory process and may be substantially altered through the public
	Regional Forum and Community Reference Groups for, Rangitāiki, Kaituna/Maketū and Pongakawa/Waitaa	The Rangitāiki, Kaituna/Maketū and Pongakawa/Waitaanui reference groups informed a draft plan change that set objectives, limits and methods (including rules) for improving the way water quality and quantity is managed locally.		

Category	Project Name and Organisation	Mandate of group/Organisation	High Level Considerations	
	nui catchments (Bay of Plenty Regional Council).	<p>The groups discussed and provided guidance to the Council on:</p> <ul style="list-style-type: none"> the process for implementing the National Policy Statement for Freshwater Management and what values should be provided for. The current state of water quality, quantity and ecology in the catchment's rivers, groundwater, wetlands and Maketū Estuary. Logical geographic areas for establishing water management objectives (Freshwater Management Units). What an acceptable state of in-river values such as ecosystem health, swimmability and mahinga kai (food gathering) might look like in local waterways, and how that could be measured. <p>They worked with Council planning and science staff.</p>	<ul style="list-style-type: none"> Can enable the community to work with councils to develop plan provisions to give effect to management and implementation plans. Regional groups that involve stakeholders (Fish and Game, Landcare) can provide councils with a broad range of perspectives and considerable depth of expertise to work through region-wide issues. Working regionally as well as across catchments provides a good overview of issues and may avoid a one-size-fits-all approach. 	<p>submission and hearing process.</p> <ul style="list-style-type: none"> Community only groups could be seen as unfair by industry groups and other stakeholders. Committee members can make submissions in their own right on plan changes. The election of new members could result in changes to management plans and a subsequent notification process, placing pressure on councils to amend the relevant regional plan. Often only looking at issues in a particular catchment with no regional focus. Large groups can make it difficult to facilitate meaningful discussion and engagement.
	Greater Heretaunga and Ahuriri (TANK) Collaborative Stakeholder Group (Hawke's Bay Regional Council).	<p>The TANK Group was been convened to provide recommendations to the Regional Planning Committee for the management of land and water in the Greater Heretaunga and Ahuriri catchment area, comprising the Tutaekuri, Ahuriri, Ngaruroro and Karamu catchments and associated estuarine and coastal receiving environments.</p> <p>The TANK Group:</p> <ul style="list-style-type: none"> Identified values, and recommended objectives, policies, rules and other methods to be included in the 		

Category	Project Name and Organisation	Mandate of group/Organisation	High Level Considerations	
		Regional Resource Management Plan (RRMP) to provide for those values.		
Strategy	<p>A strategy for promoting an integrated approach to the management of coastal areas in England 2009 (DEFRA)</p> <p>Integrated Planning Strategy (NZTA).</p>	<p>DEFRA – take a holistic view of the coast and provide and communicate a clear policy steer and strategic direction for coastal management. Also, to achieve the vision (consulted on in 2006) that seeks to:</p> <ul style="list-style-type: none"> • Sustainably manage coastal areas. • Develop a clear policy and regulatory framework. • A new strategic management approach in the marine environment. • More consistent application of the principles of good, holistic and co-ordinated management around the coast. • A management approach that builds on existing structures and responsibilities. • A flexible management approach that supports local initiatives and solutions. • Appropriate and effective stakeholder and local community involvement throughout management processes. <p>NZTA – The Strategy sets out how NZTA intends to embed an integrated planning approach into all aspects of its business: planning, investing, building, operating, regulating and working with others.</p>	<ul style="list-style-type: none"> • Can provide a clear national/regional directive that draws upon existing organisations and groups. • Can provide for community engagement and empowerment of the community through awareness and education. • Can enable a range of issues to be managed holistically. • Can be a good internal document to focus organisational activities. • Can be good way of understanding links between existing organisations, committees and groups. • Can limit duplication of roles and responsibilities, and even result in clear understanding of these for existing groups. • Identifies gaps in institutional organisational structure or connections to stakeholders and/or the community. 	<ul style="list-style-type: none"> • Can reveal a complex network of agencies and plans. • No ability for the community or other agencies to participate in developing the Strategy • Only effective if the Strategy states how it will be implemented by a range of organisations.
Regional Development Agency	Regional Development Victoria (e.g. Connecting	Created in 2003, Regional Development Victoria (RDV) is a statutory agency within the Department of Jobs, Precincts and Regions. In accordance with the Regional Development Victoria Act 2002, RDV	<ul style="list-style-type: none"> • Has led to significant projects and investment such as \$45 million Connecting Regional Communities Programme 	<ul style="list-style-type: none"> • Long term commitment to on-going community engagement that requires significant time and

Category	Project Name and Organisation	Mandate of group/Organisation	High Level Considerations	
	Regional Communities Programme)	<p>works closely with various Victorian Government agencies to facilitate economic, infrastructure and community development throughout regional Victoria. By agreement with the Commonwealth, RDV supports Regional Development Australia committees and their activities within Victoria.</p> <p>RDV helps facilitate key Victorian Government funding to:</p> <ul style="list-style-type: none"> • provide better infrastructure, facilities and services. • strengthen the economic and social base of communities. • create jobs and improve career opportunities for regional Victorians. • support local project development and planning. 	<p>bringing regional Victoria better broadband, mobile coverage and Wi-Fi hubs.</p> <ul style="list-style-type: none"> • Brings different levels and parts of Government and different community groups together, to build relationships, share ideas, speak and solve issues in regions. • Has a direct impact on the way government works and influences delivery of services and programs in the regions. • Directly connects communities and business to local and central government. 	<p>funding commitments including full time staff.</p> <ul style="list-style-type: none"> • May still exclude certain parts of the community unless there is targeted consultation i.e. in different languages. • May not result in any changes to state government policy. • The community may suffer from engagement fatigue with less people involved as time goes on. • People who choose to be involved may not represent all community views, and it relies on regional partnerships putting forward a consensus view to the Victorian Government.

The community-led approaches require on-going financial and operational commitment from councils, stakeholders and the community. Likewise, ongoing engagement is the main cost of a regional development agency that advises Council, though the ability to directly impact on regional services, influence central government and drive change at a local level are key benefits to consider. Creating a regional development agency certainly addresses the institutional connectedness factor but does not provide for any long-term funding security. More conventional integrated catchment management approaches (e.g. Northern Wairoa Freshwater Improvement project and Motueka Project) still require significant commitment from all parties and finance but provide the setting for community capacity to be developed, and for connecting all parts of the catchment. They can be applied to specific projects and set up and dissolved with relative ease. As expected, elements of the integrated approach are seen across all of the approaches.

4.0 Options for restructuring the Liaison Committees

4.1 Where to from here?

Drawing on the information set out above and in part two of this report, each of the identified categories have a number of considerations. The costs often relate to the investment of time required from regional and district councils, stakeholders, iwi and the community, and the financial cost to regional councils as a result of organising and co-ordinating meetings and committee activities, independent of any funding of resulting works. This is always likely to be the case unless external funding can be achieved (as for the Northern Wairoa Freshwater Improvement Project and Motueka Project).

Engagement with a diverse range of the community and stakeholders is also seen as a benefit. In fact, across all the categories, the involvement of the community and stakeholders is key to establishing and / or giving effect to identified objectives. Taking an integrated catchment management perspective or preparing a Strategy would likely identify the community and stakeholders as a key part of giving effect to plans and implementing works. Such engagement would also assist in building relationships and capacity across key groups to enable change to occur in both thinking and land management practices.

The information on integrated catchment management, the knowledge of the continued importance of river drainage and flood management in Southland, and the current and future water challenges faced by the region are the basis on which the following options have been developed.

4.2 The options

The following factors have been considered in the development of options, that is the structure is to:

- be non-regulatory committees of action. The committees will not be involved in preparing management or implementation plans or working alongside ES developing statutory documents;
- sit outside any statutory or regulatory processes, although their activities may require resource consents;
- be accountable to the Council through the Regional Services Committee, or equivalent.
- Reflect institutional alignment and be funded to undertake works and projects.

4.2.1 Option 1 – Liaison Committees - Current Arrangements

Purpose

The purpose of the liaison committees is to:

- be the link between Environment Southland and the river management and land drainage community for the waterways where rates are collected.
- be aware of and monitor projects identified by ES through the relevant committee.
- provide feedback on the Council's annual work programme that would be set by ES.

Membership

The membership of the committee would be limited to those who attend the annual general meeting once a year. Each committee nominates and votes on a chairperson. Agencies and organisations that attend the AGM are able to join the committee if they wish and receive notification of information.

ES could choose to have a representative on the committee.

Responsibilities

- Report on issues identified by individuals and the community to ES.
- Where considered necessary establish a technical working group of interested people to consider in more detail and provide feedback on specific projects and issues.
- Report to ES (through relevant committee) on project initiatives and maintenance works.

4.2.2 Option 2 – Catchment Committees

Purpose

The purpose of the catchment committees would be to:

- be the link between ES and ratepayers across a catchment (or freshwater management unit).
- provide feedback on the Council's annual work programmes.
- recommend projects to ES that address issues relating to water quality, quantity, biosecurity, biodiversity and soil conservation in the rating district.
- allow for a rating district² across the entire catchment that allows funding for river drainage, water quality, biosecurity/biodiversity and flood management.
- be an important local contact for each river community regarding special river and land drainage management issues.
- liaise with ES catchment teams (note these do not exist at present).

Membership

The membership of the committee would be based on catchments and limited to those who attend the annual general meeting once a year. Each committee would nominate and vote on a chairperson. Representatives from relevant agencies and organisations would be encouraged to attend the AGM and form part of the membership.

Environment Southland could choose to have a representative on the committee, and an iwi representative could be invited to the committee.

Responsibilities

- Identify key issues that affect water quality and quantity, soil conservation or river and land management, through the local community and/or discussions at committee meetings, and potential projects to address these. These projects could form part of the annual work programme.
- Be advised of key issues to be addressed by ES e.g. winter grazing. Staff will advise on information of note and then seek help from the "Catchment Committee" to find an appropriate way of addressing these issues with the landowners in the area.
- Hold regular committee meetings and meet with the relevant catchment team every quarter.
- Support delivery of projects to address identified issues using catchment (existing or new), contractors or establish working groups as required. Examples include the River

² This work to be done in the second phase of the Capacity Building Project.

Corridor Concept Plan, catchment projects such as ACE, and the farmer led catchment group initiative.

- Enable the committee to fundraise or apply for funds from other organisations or central government to undertake works (e.g. Provincial Growth Fund, One Billion Trees).
- Report to ES (through relevant committee) on project initiatives and budgets for projects and maintenance works.

4.2.3 Option 3 – Regional Services Committee with co-opted Catchment representatives

Purpose

The purpose of the Regional Services Committee would be to:

- provide for elected catchment representatives to be involved at a governance level.
- be the link between ES and ratepayers across a freshwater management unit.
- develop an overarching freshwater management unit strategy and provide feedback on the Council's annual work programmes.
- recommend projects to ES that address issues relating to water quality, quantity, biosecurity, biodiversity and soil conservation in the rating district.
- allow for a rating district across the entire catchment that allows funding for river drainage, water quality, biosecurity/biodiversity and flood management³.
- be an important local contact for each river community regarding special river and land drainage management issues.
- liaise with ES catchment teams (note these do not exist at present).

Membership

A sub-committee could be established for each freshwater management unit (collective of catchments based around each of the major Southland catchments).

This committee would be formed by individuals with an interest in the particular unit, with invites extended to iwi, catchment groups, agencies and organisations with a similar level of interest. Alternatively, these groups may wish to sit independently.

From this group a chair would be nominated and elected to be part of the Regional Services Committee.

Membership of the Regional Services Committee would be extended to include one iwi representative, and four sub-committee representatives.

³ This work to be done in the second phase of the Capacity Building Project.

Responsibilities

- Identify key issues that affect water quality and quantity, soil conservation or river and land management, through the local community and/or discussions at committee meetings, and potential projects to address these. These projects could form part of the annual work programme.
- Be advised of key issues to be addressed by ES e.g. winter grazing. Staff will advise on information of note and then seek help from the “Catchment Committee” to find an appropriate way of addressing these issues with the landowners in the area.
- Hold regular sub-committee meetings and meet with the relevant catchment team every quarter.
- Support delivery of projects to address identified issues using catchment (existing or new), contractors or establish working groups as required. Examples include the River Corridor Concept Plan, catchment projects such as ACE, and the farmer led catchment group initiative.
- Enable the committee to fundraise or apply for funds from other organisations or central government to undertake works (e.g. Provincial Growth Fund, One Billion Trees).
- Report to ES (through relevant committee) on project initiatives and budgets for projects and maintenance works.

4.3 Matters to include in amended TORs

Environment Southland is working with the Liaison Committees to update the Liaison Committees Terms of Reference and structure to reflect the change to the purpose of the committees and ensure that the premise under which they operate is very clear. As such, it is considered that the TORs should at least address the following matters:

- Vision for the new structure.
- Objectives of the committee. Roles and responsibilities of the committee – these should be clearly defined and unambiguous.
- Committee membership – how many members, any required groups, whether they are elected.
- Who the committee reports to and when / how.
- Who reports to the committee.
- Frequency of meetings.
- Delegations / Powers to Act.

Examples of TORs for Waikato Regional Council's Integrated Catchment Management Committee, Catchment Committees, Catchment Committees Community Representatives and Waikato's Drainage Advisory Subcommittees can be found in **Annexure 3**.

4.4 Conclusions

Given the drive for ICM, it is suggested that expanding the membership of the Regional Services Committee, and refreshing the membership, structure and purpose of the newly formed Catchment Sub-Committees would enable issues to be identified and addressed on a catchment-wide basis rather than being river focussed. It is also logical to combine the Liaison Committees or equivalent with the River Rating Groups given that it is the rates charged by this Group that will fund the annual works plan and identified projects. This would provide a much clearer and efficient process, directly connecting the funding body and the body that will carry out the works. The two 'arms' related to river / catchment works can then directly communicate and it may be easier for the community to understand that a certain rate has been set to undertake a particular piece of work.

The options set out above (Section 4.2.1 – 4.2.3) individually achieve elements of integrated catchment management, as they would enable alignment and engagement between ES and catchment communities as well as potentially providing opportunities for building capacity in the community as they become empowered to change behaviours and implement projects. The options will also enable the funding of projects, which may have long-term positive effects and, potentially, some economic and social benefits. There could also be community monitoring of projects that leads to project adaption to improve their effectiveness.

Part Two - Context

5.0 Environment Southland

As a regional council, ES is responsible for the sustainable management of Southland's natural resources – land, water, air and coast – in partnership with the community. The Council has four outcomes in its Strategic Intent which guide the Council's work programmes until 2025, as set out below:

1. Engagement – building trust and confidence from shared understanding.
2. Investment in the future – investment across the spectrum of capability, not just Environment Southland's own operations.
3. Connectivity- thinking holistically.
4. Knowledge – generating and utilising knowledge and solutions.

In the 2019-20 financial year there is a focus on our water, our land our future, and empowered, resilient communities. Both of these priorities link directly to the role and scope of the Liaison Committees, from both infrastructure and business continuity and ecological health and water quality perspectives. It is within this context that the Council operates and has set up the Liaison Committees, in part, to assist in managing the matters identified under its key outcomes.

6.0 River and drainage management in Southland

6.1 The origins of river and drainage management

Land drainage is part of the history of Southland as it was a prerequisite to establishing farming. Early settlers had difficulty achieving adequate drainage because of a lack of cooperation amongst fellow settlers, although there were some successful small schemes. Consequently, 19 independent river and drainage boards were set up under the 1884 River Boards Act and the 1893 Land Drainage Act, which enabled the rating of small numbers of landowners to get funds for localised works. In 1935, the original Land Drainage Act was replaced by The Southland Land Drainage Act, which empowered the then County of Southland and the County of Wallace to, amongst other matters, require a landowner to give their upstream neighbour drainage outfall, with provision for the cost to be shared between upstream and downstream owners depending on the benefit they gained from the work.

In 1941, the Soil Conservation and Rivers Control Act came into force. The Soil Conservation and Rivers Control Act established the Soil Conservation and Rivers Control Council to oversee works, which were carried out by Catchment Boards. The Southland Catchment Board was established in 1945, by which time many of the original 19 drainage and river boards were no longer operating and many of the old drainage schemes had failed because of lack of maintenance. Southland Catchment Board's functions included deepening, widening, straightening, diverting and otherwise improving watercourses, removing obstructions and improving or establishing stopbanks, and controlling erosion with soil conservation methods. The Board also set up a special committee to report on establishing a demonstration area for soil conservation and erosion control techniques in Southland, with Mid Dome being used until 1976. Tree planting was also undertaken but soil conservation really did not become a focus until the 1950s or later.

Furthermore, all river works needed to be approved by the Soil Conservation and Rivers Control Council, and it could take many years to finalise schemes. For example, it took 20 years to finalise the comprehensive Makarewa River Scheme, which was completed in 1969. However, it was subject to complaints soon after its completion and in the late 1980s, the catchment suffered a series of above-average rainfall and flood events, followed by calls to revamp the scheme. However, by then there were no longer generous Government subsidies and ratepayers were unlikely to have agreed to pay several million dollars for a scheme that would not offer total flood protection for all properties. In 1986, the last chairman of the Catchment Board (Owen Horton) described the scheme as 'technically successful but not so good environmentally'. "The shortened river carries water away quickly and the drainage brought thousands of acres into production, but the lack of meanders turned the river channel into a big ditch".

This illustrates the engineering-focused solutions to river, drainage and flooding issues, most likely at the expense of wider 'environmental' goals which at the time were somewhat subservient to the economic needs of the region. The Board purchased land, predominantly in the Mataura River catchment, to create floodways downstream when it became apparent that it was not feasible to build stopbanks right to the sea on both sides of the river. There was also often a piecemeal approach to works resulting in public opposition when a scheme that provided protection to some parts of the community adversely affected another.

In 1968, the Southland Catchment Board also became the Regional Water Board for Southland charged with promoting the protection of water supplies, and planning projects for conserving water and putting it to the most beneficial use for the region. The Catchment Board ceased to exist in 1989, being replaced by the Southland Regional Council (today known as Environment Southland).

6.2 The management of river and drainage today

Today there are eight Liaison Committees, established by Environment Southland as a means of communication between the ratepayers and the Council. The Waiau Liaison Committee has been tasked with giving effect or 'holding the link' between Meridian and Environment

Southland, including responsibility for how funds given as part of the Waiau Agreement are to be spent.

The eight liaison committees (with respective rating districts) are as follows⁴:

1. Mataura River Liaison Committee.
2. Oreti River Liaison Committee.
3. Aparima River Liaison Committee.
4. Te Anau River Liaison Committee.
5. Makarewa River Liaison Committee.
6. Waituna Liaison Committee
7. Waiau River Liaison Committee.
8. Waimatuku Stream Liaison Committee.

The purpose of these eight committees is to advise and assist Environment Southland in the development of annual maintenance works programmes and budgets, and to provide an important local contact for each river community regarding river management and land drainage management issues. The Liaison Committees with Council staff to implement land and river drainage programmes, which enables the Council to continue to meet its obligations under the Soil and Conservation and Rivers Control Act 1941.

Each committee is made up predominantly of representatives of landowners who pay rates to the rating district, and who are elected at an annual AGM (those who attend the AGM are generally added to the committee). At these meetings a chairperson is also elected. Some, like the Waiau River Liaison Committee, also have other stakeholders, such as Fish and Game, and Meridian Energy Limited by virtue of their attendance at the AGM.

The full committees meet annually, but in some cases a technical sub-committee or working group has been created to meet more frequently to address specific matters.

The committees report to the Regional Services Committee (Ropu Ratonga a-Rohe) who oversee the work of the Operations Directorate (within which the Catchment Management Division sits). The Regional Services Committee (RSC) is responsible for providing advice and reporting to Council on, amongst other matters, governance oversight and monitoring of the non-regulatory implementation of Council plans, strategies and by-laws, such as the River Corridor Concept Plans.

The Liaison Committees operate under terms of reference, which state that:

- Council encourages the formation and maintenance of liaison committees consisting of ratepayers evenly distributed throughout the major river catchments.

⁴ A river catchment rating district has also been established for each of the waterways listed above.

- The purpose of liaison committees is to assist the Council to maintain better communications between the Council and ratepayers generally.
- Council meets formally with each liaison committee on at least an annual basis to receive expressions of opinion and give such explanations as may be requested.
- Any complaints or other matters pertaining to individual ratepayers not be considered by liaison committees but redirected to the Council.
- Liaison committees not make decisions on the Council's behalf, as such decisions must rest with the Council in terms of its statutory authority.
- All liaison committees hold an annual general meeting of ratepayers at an appropriate time. The meeting must be publicly advertised and an election by ratepayers must be held to confirm membership of the committees.

These matters do not set out a clear or detailed vision, purpose or extent of the committees' responsibilities, and apply only to the land over which rates are collected.

6.3 A challenge to the purpose of the River Liaison Committees

These terms of reference and the role of the Liaison Committees were subject to scrutiny in the Environment Court in 2018. The Waiau River Liaison Committee (WRLC) and the Waiau Rivercare Group (WRG) sought leave to join NZEnvC 218 (Meridian Energy Limited et al v Southland Regional Council) as s274 parties⁵. Meridian Energy and others had appealed decisions on the Proposed Southland Regional Plan.

The Court (in November 2018) determined that WRG had standing as a s274 party because:

- its farmer members have a sufficiently direct interest and the WRG is an appropriately representative body for those members' interests - all member farmers have land immediately adjacent to the Waiau River and within the WRG's specified section of interest.

⁵ 274 Representation at proceedings

(1) *The following persons may be a party to any proceedings before the Environment Court:*

- (d) *a person who has an interest in the proceedings that is greater than the interest that the general public has, but the person's right to be a party is limited by [section 308C](#) if the person is a person A as defined in [section 308A](#) and the proceedings are an appeal against a decision under this Act in favour of a person B as defined in section 308A:*
- (da) *a person who has an interest in the proceedings that is greater than the interest that the general public has, but the person's right to be a party is limited by [section 308CA](#) if the person is person A as defined in [section 308A](#) and the proceedings are for an application for a resource consent or a notice of requirement by person B as defined in section 308A:.....*

- there is a close correlation between the stated aspirations of the WRG of improving the health of the Lower Waiau River and the fact that farmer members depend upon the river resource's health for the success of their farming businesses.
- the Waiau Catchment is a resource sensitive to competing uses and demands.
- the related proceedings are concerned with objectives, policies and rules of the pSLWP that could directly bear upon how competing uses and demands are determined.

However, the Court found the WRLC did not have standing as a s274 party because:

- it was set up with a very specific and limited purpose in mind, which was to assist with communication between the Council and the community (rather than for example, the overall integrated management of the catchment including river and land drainage management).
- any coherent interest it may have in the relevant proceedings, let alone that any such interest reaches the requisite threshold in s274(1)(d) was not discernible. The WLRC is what it is, namely a Council committee with divergent membership which relies on a mandate to act but has no conferred mandate to be a party.
- its members could well be at cross-purposes in this particular instance. That is particularly problematic in the context of appeal proceedings where the Council, as parent of this committee, is respondent and various of its members (including Meridian) are parties. In Meridian's case, it is a party whose appeal WLRC seeks to join but in respect of which WLRC's declared interests do not align.

The outcome of this court determination gives rise to a refreshed look at the purpose of the structure of the committees to allow for a wider gambit of issues if desired by the community.

Liaison Committees

6.4 Catchment groups in Southland

In June 2019, there were 19 Catchment Groups across the region with the potential for more to be established. The boundaries of these Catchment Groups do not necessarily represent specific river catchments, but maybe parts thereof or multiple sub-catchments / areas of interest. The boundaries are relatively fluid and do evolve over time. These catchment groups have largely been established by farmers, with the assistance initially of DairyNZ and latterly supported by Landcare Trust. Each group is formed by a group of interested individuals, who with the wider community shape their unique entity, goals and vision. Their aim is generally to raise awareness and educate people on regulatory work underway that might affect their farming business, and some have moved into how to improve water quality through good management practices, to help communities identify what they can do to improve water quality in their area, and then do it.

Landcare Trust was awarded a Sustainable Farming Fund grant in 2018 to support the development of the catchment groups over the next three years, and Land and Water Science Ltd was awarded from the same fund to work in partnership with farmers in Southland to make

farm scale physiographic information more readily available. The purpose of this work is to give farmers the science they need to identify the environmental investments most suited to their property.

Environment Southland has also supported the formation of these catchment groups, particularly with through the Land and Water Services Team and science programmes, helping with the interpretation of the resources used and the accountability for the uses of these resources: land, air and water.

Whilst not focused on land drainage and river management, the work being done by these groups overlaps with and complements the Liaison Committees.

7.0 Overview of drainage and river management committees around New Zealand

7.1 Purpose of drainage and river management committees

DRMCs are not unique to Southland and, as illustrated in the table in **Annex 1**, are utilised by Regional Councils and Unitary Authorities across New Zealand. As in Southland, the committees are often a link between ratepayers and councils and comprise landowner appointees and sometimes, regional councillors. These committees often recommend the annual work programmes and budgets for river and drainage works and oversee and monitor the respective council's annual work programme. In some cases, the DRMCs may make recommendations to councils on future large-scale schemes. Recommendations received from DRMCs are generally reported to the relevant council through a council committee.

The works overseen by the DRMCs are often subject to guidelines, codes of practice, and consent requirements. Regional councils, such as Bay of Plenty, Hawkes Bay, and Waikato, have instituted in-house codes of practice for drain maintenance. Canterbury and Marlborough have formal environmental guidelines for river management such as the Code of Practice for gravel extraction, which is under the auspices of flood maintenance activities. Several other regions are in the process of developing guidelines (e.g. Manawatu-Wanganui and Southland).

7.2 Approaches around NZ

There are a range of approaches to such committees with selected examples set out in a table in **Annexure 1**.

Several of the regional councils (Northland, Waikato and Horizons) have taken a similar approach to Southland, having catchment groups, river liaison groups and drainage advisory committees and "NPS-FM water quality" committees comprised of a mix of regional, district, iwi

and community representatives that inform a council committee. The council committee provides an overview role, looks at objectives for the catchments / rivers, budgets and the implementation of agreed measures.

Greater Wellington has focused on flooding issues and has several subcommittees that prepare flood management plans on behalf of the Council. These subcommittees have representatives from the regional, district, iwi and community members from within the floodplains.

The Canterbury Regional Council and West Coast Regional Council address flood and drainage related issues through district rating committees.

Some Councils such as Hawkes Bay Regional Council seem to have combined the role of these committees into stakeholder or other such groups that have been set up to address broader catchment issues under the National Policy Statement for Freshwater Management (NPS-FM), thereby taking a more integrated approach. Gisborne, Otago and Marlborough councils do not appear to have any drainage or river management committees.

8.0 Integrated management approaches

As discussed above, Councils such as Hawkes Bay Regional Council are approaching the management of catchments from an integrated catchment management perspective. Section 3.3 of this report outlined one interpretation of integrated catchment management, and provided a summary of examples of this approach in action in both the regulatory and non-regulatory space. The information below provides greater detail on each of the examples.

8.1 Other examples of water management in New Zealand

8.1.1 Northland Regional Council

8.1.1.1 Poutō catchment group

Approach

The Poutō catchment group was formed in June 2014 to help determine how Poutō catchment's freshwater resources should best be managed into the future. This is a collaborative stakeholder group supported by Northland Regional Council and made up of members representing a range of parties with an interest in freshwater in the catchment of the Poutō dune lakes.

Who is involved?

The group includes representatives from tangata whenua, Fish and Game NZ, Department of Conservation, Forest & Bird, and forestry, drystock and dairy sectors. It also includes representatives from Kaipara District Council. The Northland Regional Council representative is Councillor Penny Smart.

How?

The Group developed the Poutō Catchment Management Plan that sets out the issues identified by the group, their objectives for water quality and quantity in the Poutō catchment and includes a range of methods to achieve the outcomes sought. Once finalised, regulatory measures can be included in the new regional plan and apply specifically to the Poutō catchment in addition to the other region-wide rules in the regional plan. The non-regulatory measures will be achieved by way of an implementation plan.

A draft Poutō Catchment Plan was released for consultation with the wider public. A number of submissions were received on both the substance and format of the catchment plan. The Poutō Catchment Group is appreciative of the time taken by the public to make submissions. The submissions have been taken into consideration in revising the draft catchment plan.

8.1.1.2 Northern Wairoa Freshwater Improvement project

Approach

In 2017, a group of mana whenua, community organisations, non-government organisations and government agencies that care about the Kaipara came together with a common vision for a healthier and more productive catchment and harbour: healthy land, water and people, elevated mauri, abundant kai and productive land in the Kaipara.

Who is involved?

Project partners include:

- Ngā Kaitiaki o Ngā Wai Māori
- Te Roroa
- Te Uri o Hau
- Integrated Kaipara Harbour Management Group
- Reconnecting Northland
- DOC and Fonterra Living Water Partnership
- Northland Regional Council
- Manaaki Whenua (Landcare Research)
- Sustainable Business Network's Million Metres Streams Project

How?

The Group developed the Northern Wairoa Freshwater Improvement project and were successful in receiving funding from the Ministry for the Environment's Freshwater Improvement Fund.

Over the next five years the group will:

- Work with mana whenua and landowners to incorporate Mātauranga Māori (indigenous knowledge) alongside good farming and forestry principles and restoration practice.
- Complete at least 180 farm environment plans with landowners to identify, prioritise and adopt sustainable land management practices on their farms.
- Provide subsidies to landowners to assist with fencing, planting, stock water reticulation and wetland enhancement.
- Target our efforts on the highly erodible land in the catchment.
- Set up new freshwater quality monitoring sites in the catchment.

A key part of the project is riparian planting. The Group has a goal is to plant 100,000 native plants and trees annually along streams, rivers and wetlands in the Northern Wairoa catchment for five years. They are crowdfunding now so that we can plant lots of trees in 2019 and beyond. It is intended to plant the native trees where they matter most. Planting along waterways helps to stabilise stream banks and decreases the sediment (eroded soil) entering the waterways. Eventually, the plants will grow up and shade the water, lowering water temperatures and providing habitat and food for native birds and fish. Bringing back wetlands means they can filter nutrients and sediment and keep them out of the river and the harbour below.

It is of importance to note the significant donations and funding sources. Te Ārai Native Nursery, the Integrated Kaipara Harbour Management Group and Reconnecting Northland are providing the plants for the project. This generous contribution of 100,000 native plants annually significantly decreases our costs, but funds are still needed to get the plants in the ground and take care of them.

Fund raising is being undertaken to prepare the sites for planting, the planting itself and maintaining the plantings over time to ensure the trees survive. Funds could also go towards coordinating the planting effort or monitoring our impact. 15% of the funds raised will go to Million Metres for the administration and maintenance of the website and help with the fundraiser.

There is also a collaborative, five-year project with a total budget of nearly \$3 million. As a result, there are other sources of funds for the planting effort, including funding from the Ministry for Environment Freshwater Improvement Fund, Northland Regional Council, DOC and Fonterra Living Water Partnership, Reconnecting Northland and other project partners.

Finally, mana whenua, landowners and communities are already contributing to this work and will continue to make a huge contribution, volunteering their time during planting days, or taking care of the plants, etc.

8.1.2 Canterbury Regional Council

Approach

Canterbury Regional Council (CRC) has adopted a collaborative, community-led approach to environmentally-sustainable water management. The CRC has established ten Water Zones, and each Zone has a Water Zone Committee. The zone committees lead a collaborative process of identifying and explaining local issues and aspirations for water management. They bring the local community together to discuss options and make recommendations, which are worked into plans. Technical, facilitative and administrative support is provided by Environment Canterbury and the relevant district council.

Who is involved?

The zone committees have between 7 and 10 members including:

- An Environment Canterbury appointee.
- A local territorial authority councillor.
- A rūnanga appointee.
- Between four and six local members nominated by the community.

Water zone committee members are appointed after councils advertise for expressions of interest from the community. Applicants are assessed on skills, expertise and experience, as well as their ability to work together to develop water management solutions to economic, social, cultural and environmental issues.

Members serve for three years.

How?

The zone committees seek to:

- develop solutions to water management issues within their zone through co-ordinating the development and periodic review of Zone Implementation Programmes (ZIPs) that give effect to the CWMS (Canterbury Water Management Strategy).
- facilitate community involvement & debate.
- keep relevant councils (local and regional) and other committees informed during process – iterative process.
- work collaboratively with neighbouring Zone Committees and the Regional Committee (major utility and infrastructure providers).

The committees operate under the Local Government Act and meet every few weeks to gather information from stakeholders and the community to ensure all interests are represented. These meetings are open to the public.

By way of example, the Orari-Temuka-Opihi-Pareora (OTOP) Zone Committee in preparing its ZIP:

- Held 12 formal meetings, and almost 20 workshops of committee working groups.
- Attended field trips to each of the Orari, Opihi and Pareora catchments, and additional field trips on water quality and to lowland wetlands.

- Held community meetings in Fairlie, Geraldine and Timaru prior to the draft ZIP being prepared, and then further meetings in Southburn, Fairlie, Geraldine and Timaru following release of the draft ZIP.
- Met with Te Rūnanga o Arowhenua.
- Met with stakeholders at workshops, formal meetings and on field trips.
- Received and considered 43 submissions on the draft ZIP.

ZIPs are a detailed collection of integrated actions and proposals to give effect to the CWMS but generally do not set specific targets for water quality or quantity. Furthermore, the Zone Committee does not have authority to commit CRC to any path or expenditure as the ZIP is not a statutory programme under the Resource Management Act (1991). That is, it has no binding force in its own right, despite proceeding through a submission process. It is a set of recommendations to the relevant District Councils, Environment Canterbury, and other stakeholders. However, ZIPs have informed the development of the Land and Water Regional Plan (LAWRP) and subsequent plan changes to include sub-regional sections⁶.

Zone committees can also establish catchment groups, which form a key part of the sub-regional process, presenting to zone committees and providing relevant and detailed information on which the committees base their decision making. For example, the establishment of Otipua-Saltwater Creek Catchment Group's followed on from a special working group that was set up in 2017 to provide an information base and establish a shared commitment to managing the creek. This included representatives from Environment Canterbury, Timaru District Council and the Department of Conservation, members of local rūnanga of Ngāi Tahu, Fish and Game Council, Timaru Rowing Club, and a local farming family. This working group became the Otipua-Saltwater Creek Catchment Group, which has broadened involvement to recreational users, Timaru schools, urban ratepayers and community members, local industry, other farmers and owners of small blocks.

The new Otipua-Saltwater Creek Catchment Group's activities could include:

- celebrating what the community values about Otipua-Saltwater Creek and its tributaries.
- sharing information for all landowners on good management practices that protect water quality.
- arranging farm visits and looking for in-stream life.
- raising funds and volunteering help for water-side (riparian) planting.
- encouraging industry and household actions to improve urban stormwater.

8.1.3 Bay of Plenty Regional Council

Approach

⁶ The sub-regional sections manage activities in specific water zones.

The Bay of Plenty Regional Council has adopted a two-tiered approach to its obligations under the National Policy Statement for Freshwater Management.

The Council has created the Regional Water Advisory Panel to address issues relevant to all catchments (e.g. principles for reconciling economic development and environmental protection and dealing with 'clawbacks').

Community Reference Groups focus on catchment issues and catchment-based actions across nine water management areas. To date, the Council has established three community reference groups in the Rangitāiki, Kaituna/Maketū and Pongakawa/Waitahanui catchments.

Who is involved?

The Regional Water Advisory Panel meets quarterly, or as needed, and consists of 16 key stakeholders representing tangata whenua, environmental, economic development, energy, forestry, agricultural and tourism interests. Some members are not based in the Bay of Plenty because they are involved with nationally based sector organisations.

Community Reference Groups consist of representatives of community interests (e.g. tangata whenua, urban, rural, recreational, forestry) and local stakeholder interests (e.g. land trusts, local government, Department of Conservation, and Fish and Game). These members have been chosen through an advertised expression of interest process and chosen by a co-governance group and staff within the Council. A regional councillor is a member of each group. The groups appear to be large, with 20–25 members.

Consensus decisions are required of community reference groups, and the Council will take their recommendations into account in decision-making. To allow free and frank discussion, community reference group meetings are not held in public. It is not clear what guides decision-making in the Regional Water Advisory Panel or its reporting lines.

How?

Workshops have been held in each water management area to consider the current state of the water management area, community views on water as well as more science driven sessions on in-river state, use values and modelling and information on current surface and ground water quantity.

To give a sense of time commitment involved, the first workshop of the Kaituna/Maketū community group was held in December 2015, with workshop 7 on April 2018. There has also been a considerable period of time between meetings. For example, Kaituna/Maketū and the Pongakawa/Waitahanui group had workshop 3 in April 2016, workshop 4 in November 2016, workshop 5 in May 2017, workshop 6 in September 2017, and workshop 7 in April 2018.

Unpaid members can receive an honorarium and all members are eligible for reimbursement of travel costs. A facilitator is appointed to act as a neutral support person for the group and is not a member of the Community Reference Group.

8.1.4 Motueka Project

Approach

The Motueka project began in 2000, having originated in 1998 from a multidisciplinary science workshop in Nelson looking into the effects of land use on freshwater, coastal and marine ecosystems (Basher 2003).

The activities of the Motueka project include historical research, biophysical experimentation, simulation modelling and social learning (Table 4) – all aimed at improving the communities' understanding and management of land, freshwater and coastal resources in catchments with multiple interacting and potentially conflicting resource uses. The Motueka is one of the inaugural demonstration basins in the UNESCO/WMO global HELP project (Hydrology for the Environment, Life and Policy), and contributes to a Sustainable Farming Fund project (Improving Water Quality through Farm Environment Planning across the Sherry Catchment, Project 07/113).

Who is involved?

The ICM research project that developed out of this is a FRST-funded partnership between Landcare Research, the Cawthron Institute and Tasman District Council, with significant involvement of iwi group Tiakina Te Taiao, the NZ Landcare Trust and Fish & Game NZ (Nelson-Marlborough Region). The case study resource includes the 2180 km² land area of the Motueka and Riwaka catchments, as well as the majority of Tasman Bay into which the catchments flow. Research components are based on stakeholder analysis of issues, with two primary audiences: (1) regional council policy, and (2) subcatchment or sector groups.

Since 2001, community reference group meetings have been held approx. quarterly and an annual stakeholder AGM has been held, with the 2008 meeting combined with the NZ Association of Resource Management Conference.

How?

It was intended to develop and demonstrate approaches which guide sustainable management of land and water resources at small to large catchment scales, including the adjacent coast, and based on four 'big picture' issues:

- Building Human Capital and Opportunities for Community Participation.
- Allocation of Scarce Water Resources among Competing Land Uses.
- Managing Land Uses in Harmony with Freshwater Resources.
- Managing Land and Freshwater Resources to Protect Marine Values.

8.1.5 Hawkes Bay Regional Council

Approach

Defined as a "community-based" approach to decision-making, the Hawke's Bay Regional Council created a collaborative stakeholder group in 2012. The group's terms of reference were

updated in 2014, and again in 2016. Water quantity issues in the Ngāruroro and Karamū catchments instigated the creation of the group but it will also help the Council meet its obligations under the NPS-FM.

The group was convened to provide consensus recommendations on objectives, policies, rules and other approaches to the Council via its Regional Planning Committee for the management of land and water in the Greater Heretaunga and Ahuriri catchment areas. It is noted that a consensus decision commits the group member to consensus in subsequent public discussion and planning processes.

The Greater Heretaunga and Ahuriri catchment areas comprise the catchments as well as estuarine and coastal marine areas of the Tūtaekuri River, Ahuriri Estuary, Ngāruroro River and Karamū River (i.e. TANK). The last TANK meeting was its 42nd meeting and was held in July 2018.

Who is involved?

The TANK group is a stakeholder group. It comprises around 30 members and represents a range of interests and sectors (e.g. tangata whenua, irrigators, farmers, dairy, pip fruit, Forest & Bird, Fish and Game, local district health board, district and city councils, wine and vegetable growers).

The terms of reference state that members were nominated by their respective sector or group to be their representative. The expectation was that members would be feeding information from their wider networks into the group, and that the views expressed by members would be representative and endorsed by the group they represented.

The terms of reference also state that the Regional Planning Committee has “agreed to have particular regard to any TANK consensus outcome, if one emerges”, with the regional council having “given a good faith undertaking to implement the recommendations of the TANK Group”. The terms of reference note that any recommendations have to be consistent with higher-level documents (e.g. the Resource Management Act 1991) as well as national and regional policy statements. The Council’s July 2018 newsletter explains that the draft plan change developed by the TANK group had been completed but did not have consensus on all aspects.

Also, members of the Regional Planning Committee (regional councillors and tangata whenua representatives) were not members of TANK, although they could attend meetings as observers and had speaking rights. The terms of reference state: “For clarity, members of the Regional Planning Committee are not to take part in TANK Group decision-making to ensure a clear separation, both actual and perceived, between statutory governance and the advisory role of the TANK group” (p. 5).

How?

The group had an independent facilitator. There were also broader public relations activities, including the monthly THINK TANK newsletters, which started in July 2016.

In 2017, new groundwater science from the Regional Council was presented to the TANK Group and indicated that the waterways and aquifer below the Heretaunga Plains are highly

inter-connected. There had been a misconception that the groundwater was a bottomless water resource, so this was a significant consideration for the Group.

The Council agreed on 19 December 2018 to adopt the Draft TANK Plan Change (version 8) for targeted consultation early 2019. Affected iwi authorities, territorial authorities and the Minister for the Environment have been contacted (31 January) seeking their feedback and comments on the draft TANK Plan Change Version 8. To ensure adequate time is provided to consider the Plan content and prepare a response, feedback needed to be submitted by 5pm 29 March 2019. There was also an accompanying draft Implementation Plan (outlining the programme of work which is required not only from the Regional Council, but also seeks commitment from stakeholders, industry, iwi and local councils).

Once this feedback has been received, staff will summarise and evaluate the comments and report back to the Regional Planning Committee. The Regional Planning Committee will make recommendations to the Regional Council for any changes that might be necessary following consideration of the feedback.

It is envisaged that the TANK Plan Change will be notified mid-2019 and this will be the opportunity for anyone to make a formal submission on the Plan.

8.2 Integrated approaches in other settings

The following section sets out a selection of approaches that are employed outside the area of natural resource management that have an integrated approach in their methodology.

8.2.1 Department for Environment, Food and Rural Affairs: an integrated approach to the management of coastal areas in England

Approach

In 2010, the Department for Environment, Food and Rural Affairs (DEFRA) prepared 'a strategy for promoting an integrated approach to the management of coastal areas in England'. It is intended to harmonise the different policies and decision-making structures and bring together coastal stakeholders to take concerted action towards achieving common goals.

It was informed by the European Parliament and Council who adopted a Recommendation on implementing Integrated Coastal Zone Management in Europe (2002), which asked Member States to undertake a national stocktake of coastal legislation, institutions and stakeholders. Based on this information, Member States were also asked to develop national strategies, following eight key principles, to implement an integrated approach to the management of coastal areas and to report progress to the European Commission by February 2006.

The eight key principles of Integrated Coastal Zone Management in the European Recommendation are:

1. A broad holistic approach
2. Taking a long-term perspective

3. Adaptive management
4. Specific solutions and flexible measures
5. Working with natural processes
6. Participatory planning
7. Support and involvement of all relevant administrative bodies
8. Use of a combination of instruments.

Who will be involved?

The Strategy states quite clearly that effective coastal management is reliant on partnership working at and between all levels of governance: it should involve all those involved in the management and use of the coast. Coastal Partnerships and other local initiatives bring together organisations and individuals with an interest in the coast to seek solutions to coastal issues. Public participation throughout the management, plan development and decision-making processes in coastal areas improves the integration, quality and value of plans and decisions. It also increases understanding, gives a sense of coastal stewardship and empowers local people.

DEFRA will work with a range of stakeholders and stakeholder groups to progress the actions in this strategy and to assess the 'on the ground' effect of all the changes including Coastal Working Towns Group, Regional Development Agency Coastal Towns Network, Infrastructure Planning Commission and Local Authority Leaders' Board.

How?

The Strategy will be delivered through the Marine and Coastal Access Bill, which is the trigger for many, but not all, of the initiatives in the strategy.

The Strategy sets out the actions to deliver the following objectives to:

- integrate coastal policies and provide a clear, strategic direction to coastal managers.
- ensure a consistent, joined-up approach to regional and local planning and decision-making.
- promote the benefits of local coastal initiatives which bring together coastal stakeholders.
- promote awareness and understanding of the value of the coast and the issues facing it.
- improve the quality and co-ordination of information about the coast to improve management practices.
- monitor progress towards improving integration at the coast.

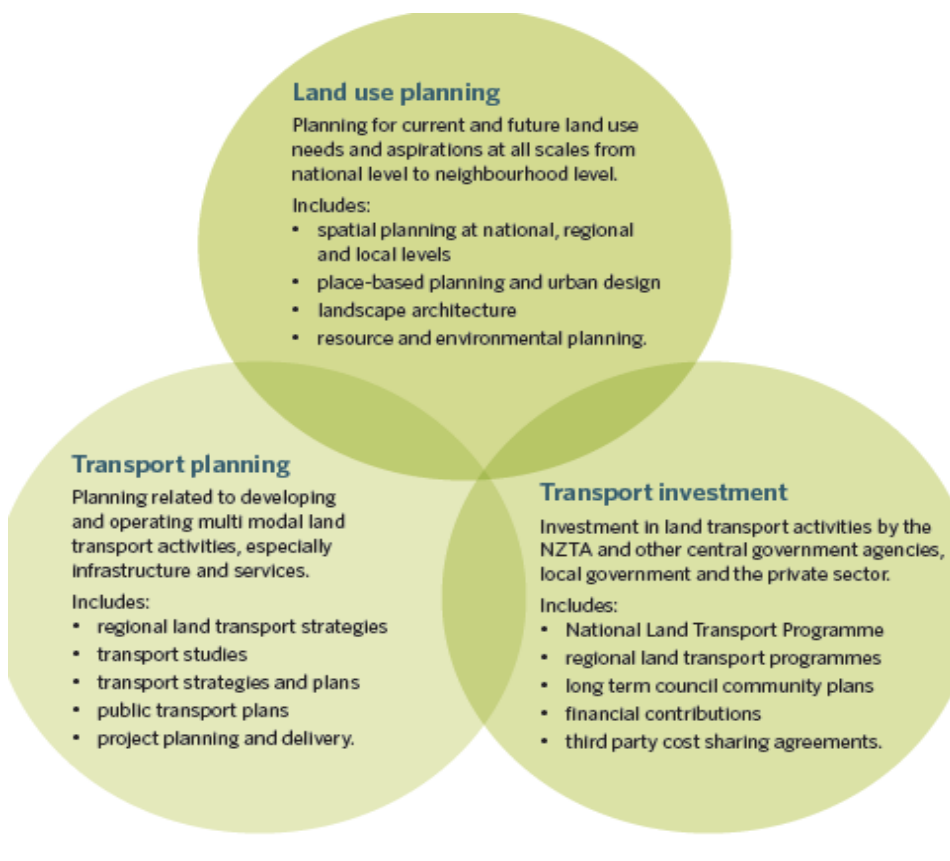
The diagram below sets out the national framework for coastal integration

8.2.2 New Zealand Transport Agency

Approach

New Zealand Transport Agency (NZTA) developed an Integrated Planning Strategy in September 2010. It shows how the NZTA intends to embed integrated planning into all aspects of its business: planning, investing, building, operating, regulating and working with others.

An integrated planning approach brings together many different but highly interdependent planning-related activities to direct and influence the transport system:



Who will be involved?

NZTA has a Regional Partnerships and Planning group which will play a key role in leading the implementation of an integrated planning approach across NZTA and the roading sector. Regional Partnerships and Planning will align its activities with this strategy, particularly high priority focus areas, by reviewing national and regional activities and reprioritising resources and effort, where required.

NZTA will also lead and work with central, regional and local government, private developers and other partners such as KiwiRail and port companies, to bring land use planning, and transport planning and investment together, to deliver an affordable transport system that supports a growing economy, safe and vibrant communities and a healthy environment, now and in the future.

How?

The Strategy will help NZTA deliver on:

- its long-term and intermediate outcomes.
- its strategic priorities.
- the Land Transport Management Act 2003 (LTMA) and the Government policy statement on land transport funding (GPS).
- guiding frameworks such as the NZ Urban Design Protocol and Safer Journeys.

NZTA has established strategic objectives for integrated planning. These allow prioritisation of organisational effort and resources at national and regional levels. Immediate strategic objectives cover 2010 to 2012, while ongoing strategic objectives extend from now until 2020. Immediate strategic objectives include supporting critical statutory reviews (Resource Management Act, Land Transport Management Act, Public Transport Management Act, Local Government Act) and on-going strategic objectives such as improving journey time reliability at peak travel times, particularly in severely congested urban areas and on key freight routes. In other words, it is not just about building and maintaining roads.

8.2.3 Regional Development Victoria

Approach

Regional Development Victoria (RDV) is the Victorian Government's lead agency responsible for rural and regional economic development. Their work includes enabling businesses to invest, consolidate and grow jobs, strengthen regional economies and enrich the social fabric of Victoria's regional cities and towns. It aligns closely with State Budget initiatives that include implementing better transport and digital connectivity, more affordable housing, comprehensive health, education and community infrastructure throughout rural and regional Victoria. RDV helps facilitate such targeted outcomes via nine Regional Partnerships.

RDV is also instrumental in helping regional Victorians manage life-changing events, from industry transition to natural disasters such as bushfires and floods.

There are nine Regional Partnerships which were established by the Victorian Government in 2016 recognising that local communities are in the best position to understand the challenges and opportunities faced by their region.

Who is involved?

RDV operates in partnership with regional businesses and communities, and all tiers of government to deliver the Government's regional development agenda and instigate positive change for regional and rural Victorians.

The nine Regional Partnerships are made up of community and business leaders who are passionate about regional Victoria. They are joined on the Partnership by the CEOs of local councils, a representative of Regional Development Australia and a Victorian Government representative, so that all levels of Government are represented.

How?

RDV is a statutory agency within the Department of Economic Development, Jobs, Transport and Resources. In accordance with the Regional Development Victoria Act 2002, RDV works closely with various Victorian Government agencies to facilitate economic, infrastructure and community development throughout regional Victoria. By agreement with the Commonwealth, RDV supports Regional Development Australia committees and their activities within Victoria.

RDV helps facilitate key Victorian Government funding to:

- provide better infrastructure, facilities and services
- strengthen the economic and social base of communities
- create jobs and improve career opportunities for regional Victorians
- support local project development and planning.

RDV's role with each Regional Partnership involves building consensus around regional priorities, assembling cases for action and investment, and supporting annual Regional Assemblies to ensure local priorities are shared directly with government.

Regional Partnerships consult and engage with their communities year-round to identify priorities for their regions and to develop collaborative solutions to local problems. From transport and education, to tourism, health and economic opportunities, the Regional Partnerships provide an opportunity for local communities to have their voices heard and acted on.

The Partnerships provide advice directly to the Victorian Government about these regional priorities, so they can then be incorporated into government policies, programs and planning. The Partnerships work across all government portfolios and with the three levels of government to address complex issues facing rural and regional communities. They build on and complement existing regional leadership and working groups and strategic planning processes.

The cornerstone of the Regional Partnerships' engagement with their communities are the annual Regional Assemblies, first held in 2016, and again in 2017 and 2018. Across the nine Partnerships, more than 2,000 people attended a Regional Assembly in 2018.

Following each Assembly, the Partnership Chair writes to attendees with a report back on key issues discussed. Each Partnership then takes messages and learnings from its Assembly, and from its wider consultation, to present to the Victorian Government.

The chairs of the Regional Partnerships make up the Regional Development Advisory Committee (RDAC), which is the Victorian Government lead body for regional development policy advice. The RDAC has a separate legislated role to operate as a source of policy advice to the Minister for Regional Development on matters that affect regional Victoria. RDAC is an independent committee established under the Regional Development Victoria Act 2002 to:

- provide advice to the Minister for Regional Development on policies, projects and issues related to rural and regional Victoria;

- undertake research in relation to rural and regional Victoria;
- consult stakeholders on the development of rural and regional Victoria; and
- undertake other activities related to rural and regional Victoria as directed by the Minister.

8.3 Evaluation of the approaches

The approaches set out above can be grouped into six broad categories: drainage advisory subcommittees, catchment groups, project-focus, community led approach, strategies and regional development agencies. Within each category, the approaches have a range of objectives from achieving clear change on the ground (e.g. Northern Wairoa River and its catchment) and the ongoing involvement of the community and stakeholders in achieving the NPS-FM (e.g. ECan FMUs).

Table 2 provides an evaluation of each broad category against the principles of ICM and the purpose of the group/project.

Table 2: evaluation of each category

Category	Approach	Evaluation	
Drainage Advisory Subcommittees:	Landowner representatives and Waikato regional councillors.	<ul style="list-style-type: none"> • Link between drainage ratepayers and the regional council. • Oversee the work programmes for the council's drainage service in their relevant areas and make sure local needs and interests are taken into consideration. • Ensure there is detailed community input into the land drainage programmes for each area. 	<ul style="list-style-type: none"> • Recommendations are reported to the Council through the Integrated Catchment Management Committee.
Catchment groups	Poutō catchment group.	<ul style="list-style-type: none"> • Involve a very broad range of stakeholders and the community, meaning that there is communication and co-ordination between agencies. • Potential for capacity building - farmers and dairy sector learning from involvement of Fish and Game and iwi. • Can implement non-statutory measures/undertake improvement works. • Ability to develop catchment management and implementation plans. 	<ul style="list-style-type: none"> • Only make recommendations to the Council. • Many recommended objectives will need to be implemented through a statutory process and may be substantially altered through the public submission and hearing process. • Diverse group less likely to result in agreed outcomes. • Lots of people /groups to coordinate and organise.
Project-focus	Northern Wairoa Freshwater Improvement project.	<ul style="list-style-type: none"> • Community and stakeholders volunteer to be part of these groups – could lead to greater commitment and buy-in to the process due to people joining because of their interest and enthusiasm. 	<ul style="list-style-type: none"> • Volunteers may feel that they can be flexible over their commitment. • The need for continual fundraising can exhaust resources and limit the ability to undertake future works.

Category	Approach	Evaluation	
		<ul style="list-style-type: none"> • Involve a very broad range of stakeholders and the community, meaning that there is communication and co-ordination between agencies. • Involvement of groups such as Landcare Research brings scientific basis for recommendations and provides opportunity for capacity building. • Ability to fundraise. • Can directly fund and undertake works to achieve objectives. • Can effectively monitor results. 	
	Motueka Project.	<ul style="list-style-type: none"> • Community and stakeholders volunteer to be part of these groups – could lead to greater commitment and buy-in to the process due to people joining because of their interest and enthusiasm. • Involve a very broad range of stakeholders and the community, meaning that there is communication and co-ordination between agencies. • Involvement of groups such as Landcare Research brings scientific basis for recommendations and provides opportunity for capacity building. 	<ul style="list-style-type: none"> • Volunteers may feel that they can be flexible over their commitment. • Research unlikely to result in projects that can be directly implemented, requiring further work to implement agreed objectives. • Findings of the research is not disseminated and used.

Category	Approach	Evaluation	
Community led approaches	<p>ECan – Zone Committees.</p> <p>Regional Forum and Community Reference Group – Bay of Plenty.</p> <p>Collaborative Stakeholder Group – Hawkes Bay.</p>	<ul style="list-style-type: none"> • Involves different community interests (e.g. rural, urban, recreation, environmental groups) acknowledging the diversity within a community – can be inclusive process. • Can also be used as forums to give effect to NPSFM obligations. • Can enable continual engagement with the regional and district councils. • Elections may bring innovative ideas to the management of water. • Can facilitate engagement with the community beyond the committees and groups. • Can enable the community to work with councils to develop plan provisions to give effect to management and implementation plans. • Regional groups that involve stakeholders (Fish and Game, Landcare) can provide councils with a broad range of perspectives and considerable depth of expertise to work through region-wide issues. • Working regionally as well as across catchments provides a good overview of issues and may avoid a one-size-fits-all approach. 	<ul style="list-style-type: none"> • Challenge in getting the envisaged, diverse representation for community reference groups. • Some approaches can be overly complex, time consuming and costly. • Can require a long term and on-going commitment from the community, regional and district councils. • Implementation or management plans can only be achieved through a statutory process and may be substantially altered through the public submission and hearing process. • Community only groups could be seen as unfair by industry groups and other stakeholders. • Committee members can make submissions in their own right on plan changes. • The election of new members could result in changes to management plans and a subsequent notification process, placing pressure on councils to amend the relevant regional plan. • Often only looking at issues in a particular catchment with no regional focus.

Category	Approach	Evaluation	
			<ul style="list-style-type: none"> Large groups can make it difficult to facilitate meaningful discussion and engagement.
Prepare a strategy	DEFRA and NZTA.	<ul style="list-style-type: none"> Can provide a clear national/regional directive that draws upon existing organisations and groups. Can provide for community engagement and empowerment of the community through awareness and education. Can enable a range of issues to be managed holistically. Can be a good internal document to focus organisational activities. Can be good way of understanding links between existing organisations, committees and groups. Can limit duplication of roles and responsibilities, and even result in clear understanding of these for existing groups. Identifies gaps in institutional organisational structure or connections to stakeholders and/or the community. 	<ul style="list-style-type: none"> Can reveal a complex network of agencies and plans. No ability for the community to participate in developing the Strategy and noting any weaknesses. Only effective if the Strategy states how it will be implemented by a range of organisations.
Regional Development Agency	Regional Development Victoria.	<ul style="list-style-type: none"> Has led to significant projects and investment such as \$45 million Connecting Regional Communities Program bringing regional Victoria better broadband, mobile coverage and Wi-Fi hubs. 	<ul style="list-style-type: none"> Long term commitment to on-going community engagement that requires significant time and funding commitments including full time staff.

Category	Approach	Evaluation	
		<ul style="list-style-type: none"> Brings different levels and parts of Government and different community groups together, to build relationships, share ideas, speak and solve issues in regions. Has a direct impact on the way government works and delivers services and programs in regional areas. Directly connects communities and business to local and central government. 	<ul style="list-style-type: none"> May still exclude certain parts of the community unless there is targeted consultation i.e. in different languages. May not result in any changes to state government policy. The community may suffer from engagement fatigue with less people involved as time goes on. People who choose to be involved may not represent all community views, and it relies on regional partnerships putting forward a consensus view to the Victorian Government.

Table 2 reveals that there is no 'overall winner' because of the broad range of approaches that have different advantages and disadvantages. The drainage advisory subcommittees only address one issue but do enable engagement with the community and potentially key stakeholders. The catchment groups also provide an opportunity for stakeholder and community engagement as well as capacity building, although this requires a long-term commitment from all parties involved. It also supports a bottom-up approach whereby the community is recommending objectives and management approaches to the Council, and there is some capacity for institutional alignment and engagement between the community and the Council. However, achieving consensus on recommendations can be difficult if there is a large and diverse group of people, and the recommendations can only be implemented through a statutory process led by the Council.

The project-focus approach is generally looking at works in a particular location and whilst it can involve engagement with stakeholders and the community, this is generally only for the life of the project (ranging from a few months to a few years). Such groups can be informal with little or no direct contact with the relevant regional council. Whilst they can fundraise, there is no funding required by the Council. Furthermore, there is often limited ability for capacity building or influencing regulation.

Community-led and regional development agency approaches provide the opportunity for on-going, long-term community and stakeholder engagement with the potential to build capacity in both of these groups, as well as enabling collaborative monitoring. They can also offer opportunities to enable institutional alignment and engagement between the Council, community and stakeholder groups, that could lead to regulation that is supported by the community and stakeholders. Whilst requiring on-going funding and a commitment from the Council, stakeholders and the community, it enables a top-down and bottom-up approach to catchment management with the community informing Council of recommendations and potential projects, and the Council providing guidance and necessary regulation, and funding. This collaborative approach is more likely to lead to the community and stakeholders feeling involved, engaged and enabled with potentially positive effects on social and cultural wellbeing.

The strategy approach is generally focussed on the desire to undertake integrated management and sets out how this will be achieved. It is generally a top-down approach as it sets clear guidance to the community, key stakeholders and other organisations. This approach is less likely to lead to community led regulation and requires long term funding to achieve its intended vision or objectives. However, giving effect to the strategy can lead to engagement, particularly between agencies and, between agencies and the community, whilst providing opportunities for capacity building.

It is considered that the community led approach, strategy and regional development agency categories could achieve all the critical factors for ICM. Even the other three approaches (drainage advisory subcommittees, catchment groups and project-focus) could achieve a significant number of the critical factors for ICM. However, there is no perfect approach to ICM or effectively achieving water management objectives, as all come with advantages and disadvantages. All or a mix of these approaches could be adopted in Southland, it is a matter of determining the appropriate approach(es) to fit the Southland context.