

Submission

13 OCTOBER 2022

TO THE

GREATER WELLINGTON REGIONAL COUNCIL

ON THE

PROPOSED CHANGE NUMBER 1 TO THE REGIONAL POLICY STATEMENT FOR THE WELLINGTON REGION

BY

Beef + Lamb New Zealand Ltd

SUBMISSION ON PROPOSED CHANGE NUMBER 1
TO THE REGIONAL POLICY STATEMENT FOR THE WELLINGTON REGION
Clause 6 of First Schedule, Resource Management Act 1991

To: Wellington Regional Council

Email: regionalplan@gw.govt.nz

Name of submitter: Beef + Lamb New Zealand Limited

Contact person: Lilly Lawson
Email: Lilly.Lawson@beeflambnz.com
Phone [redacted]

Address for service: PO Box 121, Wellington 6140, New Zealand

Beef + Lamb New Zealand Limited could not gain an advantage in trade competition through this submission.

The specific provisions of Proposed Change 1 to the Regional Policy Statement (**PC1**) that this submission relates to, and the decisions sought from Council, are as detailed on the following pages. The outcomes sought and the wording used are suggestions only. Where a suggestion is proposed it is with the intention of 'or words to that effect'. The outcomes sought may require consequential changes to or restructuring of PC1, or parts thereof, to give effect to the relief sought.

Beef + Lamb New Zealand Ltd wish to be heard in support of their submission; and will consider presenting a joint case at hearing with others presenting similar submissions.

Section A. Introduction

1. Beef + Lamb New Zealand Ltd (B+LNZ) welcomes the opportunity to make a submission on Proposed Change 1 to the Regional Policy Statement for the Wellington Region (**PC1**).

2. B+LNZ is an industry-good body funded under the Commodity Levies Act through a levy paid by producers on all cattle and sheep slaughtered in New Zealand.

3. B+LNZ's vision is 'Sustainable and profitable farmers, thriving rural communities, valued by New Zealanders'. An important part of B+LNZ's role is investing in building capability and capacity to support a vibrant, resilient, and profitable sector based around thriving communities. Protecting and enhancing New Zealand's natural capital and economic opportunities through a holistic approach to environmental management is fundamental to the sustainability of the sector and to new Zealand's wellbeing for current and future generations.

4. B+LNZ is actively engaged in environmental issues that affect the pastoral production sector, and in building famer specific capability and capacity in these areas to ensure that the industry supports an ethos of environmental stewardship, together with a vibrant, resilient, and profitable sector. Maintaining and, where degraded, enhancing the health of freshwater and biodiversity and the quality of the environment across the Wellington region is important to the people and communities of the region. It is important for our economy, important for our future and it is important to farmers.

5. B+LNZ is actively building our work programme throughout the region to support the integrated and sustainable management of land and water resources. B+LNZ is:

    (i) Working with farmers to develop Land Environment Plans (LEP) through levy funded workshops;
    (ii) Developing and implementing science and extension programmes to help identify, prioritise, and implement on farm actions that will make a difference to improving water quality, aquatic habitats, and biodiversity;
    (iii) Working with farmer leaders throughout the region to support uptake of farm environment plans and to encourage and support the development of sub catchment approaches to managing water quality; and
    (iv) Working with farmers to know their greenhouse gas number through levy funded workshops.

6. B+LNZ is actively engaged in environmental management, with a particular emphasis on building farmers' capability and capacity to support an ethos of environmental stewardship, as part of a vibrant, resilient, and profitable sector based around thriving communities. Protecting and enhancing New Zealand's natural capital and economic opportunities and the ecosystem services they provide is fundamental to the sustainability of the sector and to New Zealand's wellbeing for current and future generations.

7. This submission reflects the views of our levy payers. As an organisation we have gone to great lengths over a long period of time to ensure that our proposed approach is supported by the farmers who ultimately will play a critical role of implementing, funding, and supporting the actions required to improve or sustain resources throughout the Wellington region.

8. The specific provisions of PC1 that this submission relates to and the decisions it seeks are detailed in Section B below.

We welcome the opportunity to further discuss any of the points above with your team, should you require more information. For any inquiries relating to this feedback please contact Lilly Lawson (Senior Environment Policy Analyst) B+LNZ via the phone or email detailed on page 2 of this submission).

Yours faithfully,

Heather McKay
Environment Policy Manager
Beef + Lamb New Zealand

Section B. Opposition, Reasons and Relief Sought

Overarching Concern - Timing

1. The section 32 report accompanying PC1 explains (at paragraph 46) that the four issues addressed by PC1 are:
   - Lack of urban development capacity
   - Degradation of fresh water
   - Loss and degradation of indigenous biodiversity
   - The impacts of climate change.

2. The PC1 section 32 report explains that the above four issues are the focus of PC1 because the RPS must be changed to give effect to the National Policy Statements for urban development and freshwater management. The NPS-Urban Development 2020 specifies a time frame by which Tier 1 and 2 regional councils must publicly notify amendments to give effect to some NPS-UD policies (no later than 20 August 2022, being two years after the commencement of the NPS-UD). The NPS-FM requires local authorities to give effect to its provisions *as soon as reasonably practicable* (provided the necessary freshwater planning instruments are publicly notified no later than 31 December 2024).

3. The PC1 section 32 report describes the Whaitua process GWRC currently has under way to inform and support the preparation of regional plan and regional policy statement provisions to give effect to the requirements of the NPS-FM. The Whaitua process is a community-led, collaborative planning process described on the GWRC website as intended to '*achieve a community vision for water by combining mātauranga Māori, citizen science, community knowledge, and expert information to fulfil the requirements of the Essential Freshwater Package'*. Although Whaitua Implementation Programmes have been developed for three of the five Whaitua, the process has not yet concluded in all Whaitua.

4. The PC1 section 32 report acknowledges that the drafting of PC1 draws on the Whaitua work. The amended and new policies for freshwater management proposed by PC1 are intended to apply region-wide. Where Whaitua processes have not yet concluded (or commenced) it cannot be said that the proposed PC1 freshwater policies are fully informed by the outcomes of Whaitua engagement processes.

5. The PC1 section 32 report acknowledges that the NPS-UD is the primary driver for PC1. Expansion of the scope of PC1 to include freshwater, indigenous biodiversity and climate change response is justified, throughout the section 32 report, on the basis that this is necessary to achieve 'integrated management'. There are important national policy initiatives yet to be concluded for indigenous biodiversity and climate change. The planned National Policy Statement for Indigenous Biodiversity has not been finalised. The Climate Change Adaptation legislation is still being drafted. GWRC's own Whaitua process has not yet concluded, so cannot completely inform the development of long term visions and objectives. The PC1 section 32 report itself

acknowledges that Te Mana o te Wai objectives (required by Part 3.2 (3) of the NPS-FM) for most of the five Whaitua cannot be included at this time and will be added later.

6. B+LNZ considers it is premature and unnecessary to include in PC1 the proposed objectives, policies and methods for freshwater management, climate change and indigenous biodiversity at this time, pending completion of:

   (a) the Whaitua processes; and
   (b) legislative changes addressing climate change adaptation;
   (c) the NPS-Indigenous Biodiversity.

7. In these respects, B+LNZ considers that GWRC has 'jumped the gun'. There is no urgency to expand the scope of PC1 beyond implementation of the NPS-UD at this time and there is a risk that the climate change and indigenous biodiversity provisions will misalign or conflict with national guidance.

8. Misalignment between national legislation is evident in PC1's failure to distinguish between the emissions reductions/warming impacts of short-lived and long-lived emissions. Differentiation between long and short-lived gases is a fundamental concept to climate change and in failing to do so, PC1 is inconsistent with the Zero Carbon Act and New Zealand's wider approach to climate change.

Inefficient Process

9. B+LNZ is also concerned that progressing the proposed freshwater management provisions in PC1, via a publicly notified process at this time, sets up dual freshwater policy-development processes (the Whaitua-plan-change process plus the PC1 process). This dual process means that members of the regional community who have a legitimate interest in freshwater will be required to participate in both the PC1 Schedule 1 process and the Whaitua-based regional plan change Schedule 1 processes, likely in parallel, with all of the attendant costs associated with each. That is not an efficient process or an efficient use of the expertise and resources available to the regional community. For many, the broad scope of PC1 will have come as a surprise and the additional challenge of participating in the PC1 Schedule 1 process will be an unwelcome drain on resources.

10. PC1 is a 225-page document. B+LNZ is disappointed that there was no opportunity to consider a draft of the proposed provisions prior to notification. B+LNZ accepts the tight time frame for the NPS-UD provisions limited opportunities for engagement on a draft. For the other proposed provisions, good practice and GWRC's usual practice would be to circulate a draft for feedback so that a refined draft is advanced for public notification. The absence of that opportunity for PC1 means that even minor matters, that could have been resolved at a draft stage, must be negotiated and resolved through the Schedule 1 process. That is not an efficient process.

Partnership and Engagement

11. B+LNZ accepts that changes to the RPS are necessary, in a compressed time frame, to give effect to the NPS-UD. The need for that has been known since August 2020. The PC1 section 32 report clarifies that pre-notification engagement was held with Iwi authorities, territorial local authorities, Waka Kotahi, Wellington Water Limited. B+LNZ was unaware that there was an opportunity available for engagement about or comment on a pre-notification draft of PC1.

12. To the extent that PC1 addresses well-functioning urban environments, urban development capacity and management of urban intensification, B+LNZ accepts the appropriateness of targeted pre-notification engagement with urban authorities, Iwi authorities and infrastructure providers. However, given the broad scope of PC1, it is of concern to B+LNZ that there was no opportunity available to other key stakeholders who will be significantly affected by the PC1 provisions. Notably, PC1 includes provisions that rely on the actions of communities including rural communities. For example: proposed Objective CC.5 is that, '*by 2030, there is an increase in the area of permanent forest in the Wellington Region*'. Policy CC.18 proposes to increase regional forest cover to support climate change mitigation and Policy CC.6 proposes to increase regional forest cover and avoid plantation forestry on highly erodible land. These, and other PC1, objectives and policies rely on rural land and will significantly affect rural communities. PC1 also includes objectives and policies addressing climate change responses that have a strongly urban environment or urban transport focus, but which will have significant consequences for rural communities.

13. There are good examples of partnering between GWRC and the rural communities of the region. The failure by GWRC to recognise B+LNZ and other rural sector interests as partners or key stakeholders in the development of PC1 cuts across the historical and current constructive approaches to partnering.

14. B+LNZ supports GWRC's intention, expressed throughout PC1, to partner with mana whenua in giving effect to the NPS-FM and in developing and implementing PC1. However, B+LNZ urges GWRC to also maintain partnerships with other important community and sector representatives. In this respect, B+LNZ and its levy payers look forward to the opportunity to develop RPS objectives that describe how the management of freshwater in the region will give effect to Te Mana o te Wai, as an outcome of GWRC engaging with communities and tangata whenua, as intended by Part 3.2 of the NPS-FM.

Requested Relief

15. B+LNZ supports proposed new Policy FW.7 (promote and support water attenuation and retention including storage at community, farm and domestic scales).

16. B+LNZ accepts, and neither supports nor opposes the following provisions of PC1 that are intended to give effect to the NPS-UD:

(a) Chapter 3: Statement of Issue number 2 ('Increasing pressure on housing and infrastructure capacity');

(b) Chapter 3.3 Energy, Infrastructure and Waste: Deletion of eighth paragraph of introduction (outdated references to documents that have been superseded);

(c) Chapter 3.9 Regional Form, Design and Function: All of the amendments detail summarised in the table on pages 75 and 76 of PC1;

(d) Chapter 4.1 Regulatory Policies:

- The amendments to the chapter heading and introduction detailed on page 95 of PC1 (replacing 'Regional Land Transport Strategy' with 'Regional Land Transport Plan');
- Proposed Policy CC.4 (climate-resilient well-functioning urban environments);
- The amendments to operative Policy 3 (protecting high natural character in the coastal environment – district and regional plans);
- Deletion of operative Policy 10 (travel demand management mechanisms);
- The amendments to operative Policy 11 (enabling small scale renewable energy generation);
- Proposed Policy FW.4 (financial contributions for urban development – district plans);
- The amendments to operative Policy 30 (maintaining and enhancing the viability and vibrancy of regionally and locally significant centres – district plans);
- The amendments to operative Policy 31 (enabling a range of building heights and densities in urban environments – district plans);
- The amendments to operative Policy 32 (identifying and protecting key industrial-based employment locations – district plans);

(e) Chapter 4.2 Regulatory Policy Considerations:

- The amendments to operative Policy 56 (managing development in rural areas);
- The amendments to operative Policy 58 (coordinating urban land use development with development and operation of infrastructure):
- Proposed Policy UD.3 (responsive planning to developments that provide for significant urban development capacity);

(f) Chapter 4.3 Allocation of Responsibilities: Replacement of the expression 'indigenous biological diversity' with 'indigenous biodiversity');

(g) Chapter 4.4 Non-Regulatory Policies:

- The amendments to operative Policy 65 (supporting and encouraging efficient use and conservation of resources);
- The amendments to operative Policy 67 (establishing and maintaining the qualities and characteristics of well-functioning urban environments);

(h) Chapter 4.5 Methods:

- The amendments to operative Method 14 (undertake research and prepare and disseminate information about natural hazards and climate change effects.

- Proposed Method UD.1 (prepare development manuals and design guidance for urban development);
- Proposed Method FW.2 (joint processing of urban development consents);
- The amendments to operative Method 17 (reducing waste and greenhouse gases from waste streams);
- The amendment to operative Method 30 (to implement a harbour and catchment management strategy for Porirua Harbour);
- Deletion of operative Method 31 (protocol for management of earthworks and air quality between local authorities);
- Deletion of operative Method 35 (regional stormwater action plan);
- Deletion of operative Method 40 (sign the NZ Urban Design Protocol);
- Deletion of operative Method 41 (integration of public open space)
- Deletion of operative Method 42 (develop visions for regionally significant centres);
- Deletion of operative Method 43 (develop principles for retail activities);
- Deletion of operative Method 44 (analyse factors and trends affecting supply and demand of industrial based employment locations);
- Deletion of operative Method 45 (develop principles for rural residential use and development);
- The amendments to operative Method 46 (develop and implement plans for complex (urban) development opportunities);
- Deletion of operative Method 47 (analyse housing affordability);
- Proposed Method UD.2 (future urban development strategy);
- Deletion of operative Method 56 (sustainable water use));

(i) Chapter 5 Anticipated Environmental Results:
- AERs 1 to 5 for Objective 19 (natural hazards);
- AERs 1 to 7 for Objective 22 (well-functioning urban environments);

(j) Appendix 3 Definitions: The proposed definitions and amendments to or deletions of the definitions of 'city centre zone', 'complex development opportunities', 'future development strategy', 'high density development', 'hydrological controls', 'key centres', 'marae', 'medium density residential development', 'metropolitan centre zone', 'national grid', 'papakainga', 'regional form', 'regionally significant centres', 'relevant residential zone', 'small scale', 'tier 1 territorial authority', 'tier 1 urban environment', 'urban areas' and 'urban environment'; and

(k) The consequential amendments to tables that set out the relationship between objectives, policies and methods pertaining to the matters listed in paragraphs 15 (a) to 15 (k) above.

17. B+LNZ opposes and requests withdrawal of all other provisions of PC1 for the reasons explained in paragraphs 1 to 14 of Part B of this submission. B+LNZ challenges the provisions of PC1 other than those listed in paragraph 16 above on the basis that no adequate evaluation of those provisions has been undertaken in accordance with section 32 of the Act.