



# POLICY COMMITTEE AGENDA

## WEDNESDAY 29 NOVEMBER 2017

Council Chamber  
70 Stafford Street, Dunedin

### **Membership**

Cr Gretchen Robertson	<i>(Chairperson)</i>
Cr Michael Laws	<i>(Deputy Chairperson)</i>
Cr Graeme Bell	
Cr Doug Brown	
Cr Michael Deaker	
Cr Carmen Hope	
Cr Trevor Kempton	
Cr Ella Lawton	
Cr Sam Neill	
Cr Andrew Noone	
Cr Bryan Scott	
Cr Stephen Woodhead	

### **Disclaimer**

Please note that there is an embargo on agenda items until 8:30 am on Monday 27 November 2017. Reports and recommendations contained in this agenda are not to be considered as Council policy until adopted.

*For our future*

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## **1. APOLOGIES**

## **2. LEAVE OF ABSENCE**

A leave of absence noted for Cr Laws.

## **3. ATTENDANCE**

Nick Donnelly, (Acting CE, Director Corporate Services)

Sian Sutton, (Director Stakeholder Engagement)

Tanya Winter, (Director Policy, Planning & Resource Management)

Gavin Palmer, (Director Engineering, Hazards and Science)

Scott MacLean, (Director Environmental Monitoring and Operations)

Sally Giddens, (Director People & Safety)

Lauren McDonald, (Committee Secretary)

Ian McCabe, (Executive Officer)

## **4. CONFIRMATION OF AGENDA**

## **5. CONFLICT OF INTEREST**

Members are reminded of the need to stand aside from decision-making when a conflict arises between their role as an elected representative and any private or other external interest they might have.

## **6. PUBLIC FORUM**

NIL

## **7. PRESENTATIONS**

NIL

## **8. CONFIRMATION OF MINUTES**

### **Recommendation**

*That the minutes of the meeting held on 18 October 2017 be received and confirmed as a true and accurate record.*

### **Attachments**

1. 08 Minutes of the Policy Committee - 18 October 2017 **[8.1.1]**



Minutes of a meeting of the Policy Committee held in the  
Council Chambers at Otago Regional Council  
on Wednesday 18 October 2017, commencing at 1:29pm.

**Membership**

Cr Gretchen Robertson           *(Chairperson)*  
Cr Michael Laws                   *(Deputy Chairperson)*  
Cr Graeme Bell  
Cr Doug Brown  
Cr Michael Deaker  
Cr Carmen Hope  
Cr Trevor Kempton  
Cr Ella Lawton  
Cr Sam Neill  
Cr Andrew Noone  
Cr Bryan Scott  
Cr Stephen Woodhead

**Welcome**

Cr Woodhead welcomed Councillors, members of the public and staff to the meeting.

**1. APOLOGIES**

**Resolution**

*That the apologies for Crs Brown and Noone be accepted.*

Moved:           Cr Hope  
Seconded:       Cr Kempton  
CARRIED

**2. LEAVE OF ABSENCE**

Leave of Absence was noted for Cr Deaker

### **3. ATTENDANCE**

Peter Bodeker	(CEO)
Nick Donnelly	(DCS)
Tanya Winter	(DPPRM)
Sian Sutton	(DSHE)
Gavin Palmer	(DEHS)
Scott MacLean	(DEMO)
Dale Meredith	Policy Manager
Lauren McDonald	(Committee Secretary)

### **4. CONFIRMATION OF AGENDA**

The agenda was confirmed as tabled.

### **5. CONFLICT OF INTEREST**

No conflicts of interest were advised.

### **6. PUBLIC FORUM**

No public forum was held.

### **7. PRESENTATIONS**

No presentations were held.

### **8. CONFIRMATION OF MINUTES**

#### **Resolution**

*That the minutes of the meeting held on 13 September 2017 be received and confirmed as a true and accurate record.*

Moved: Cr Hope  
Seconded: Cr Robertson  
CARRIED

### **9. ACTIONS**

(Status report on the resolutions of the Policy Committee). No current items for action.

### **10. MATTERS FOR COUNCIL DECISION**

#### **10.1. Director's Report on Progress**

The report provided an overview of significant activities undertaken by the Policy directorate for the period 25 August to 29 September 2017, including: national policies, strategies and plans; consent applications and water quantity planning.

#### **Resolution**

*That this report be noted.*

Moved: Cr Kempton  
Seconded: Cr Bell  
CARRIED

## **10.2. National direction for clean water and Otago**

The report provided a summary of: recent government freshwater reforms; amendments to the National Policy Statement for Freshwater Management (NPS-FM); the 2017 review of Council's implementation of the NPS-FM by the Ministry for Primary Industries (MPI) and Ministry for the Environment (MfE) and the ORC actions underway to implement recent amendments to the NPS-FM.

A request was made for regular progress updates on the ORC's implementation of the NPS-FM amendments to the Otago Water Plan.

Discussion was held on the alignment of terminology to that used in the NPS, for enforcement, SOE monitoring and stakeholder engagement.

### **Resolution**

*That Council:*

- a) *Note the Clean Water 2017 changes with respect to freshwater management (Attachment 1);*
- b) *Note the findings of three recent reviews of Council's implementation of the National Policy Statement for Freshwater Management by:*
  - *the Ministries for the Environment and Primary Industries;*
  - *Pattle Delamore Partners Ltd; and*
  - *the National Institute of Water and Atmospheric Research;*
- c) *Endorse the actions underway and proposed by Council to implement the National Policy Statement for Freshwater Management*
- d) *Be provided six weekly progress reports on table 1 and table 2 (steps identified to reflect NPS-FM 2014 amendments in the Otago Water Plan).*

Moved: Cr Woodhead

Seconded: Cr Laws

CARRIED

## **11. MATTERS FOR NOTING**

No matters for noting were tabled.

## **12. NOTICES OF MOTION**

No Notices of Motion were advised.

## **13. CLOSURE**

The meeting was declared closed at 02:07 pm.

Chairperson

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## 9. ACTIONS

Status report on the resolutions of the Policy Committee.

Report	Meeting date	Resolution	Status
<b>10.2. National direction for clean water and Otago</b>	<b>18/10/17</b>	<p><i>That Council:</i></p> <p>a) <i>Note the Clean Water 2017 changes with respect to freshwater management (Attachment 1);</i></p> <p>b) <i>Note the findings of three recent reviews of Council's implementation of the National Policy Statement for Freshwater Management by:</i></p> <ul style="list-style-type: none"> <li>• <i>the Ministries for the Environment and Primary Industries;</i></li> <li>• <i>Pattle Delamore Partners Ltd; and</i></li> <li>• <i>the National Institute of Water and Atmospheric Research;</i></li> </ul> <p>c) <i>Endorse the actions underway and proposed by Council to implement the National Policy Statement for Freshwater Management</i></p> <p>d) <i>Be provided six weekly progress reports on table 1 and table 2 (steps identified to reflect NPS-FM 2014 amendments in the Otago Water Plan).</i></p>	<b>CLOSED – a,b,c ONGOING - d</b>

### Attachments

Nil

## 10. MATTERS FOR COUNCIL DECISION

### 10.1. Director's Report on Progress

<b>Prepared for:</b>	<b>Policy Committee</b>
<b>Activity:</b>	Governance Report
<b>Prepared by:</b>	Tanya Winter, Director Policy, Planning and Resource Management
<b>Date:</b>	10 November 2017

#### 1. Précis

This directorate report contributes toward the following Strategic Plan Goals:

- Active resource stewardship
- Active regional partnerships
- Realisation of new opportunities

#### 2. Policy Responses

##### 2.1 National Policies, Strategies and Plans

The following were received over the five-week period to 10 November 2017:

Agency	Number	Document
None		

The following responses were made over the five-week period to 10 November 2017:

Proposal	Response Type	Issues
None		

##### 2.2 Territorial Authority District Plan Changes and Reviews

The following summarises the current situation regarding changes and reviews of District Plans.

District or City	Change or review	Current situation
Central Otago	Review pending	Date notification of District Plan review has not been confirmed.
Clutha	Plan change 39 - 41	Notified: Residential and Industrial Zoning areas for Balclutha, Stirling and Milton.
Dunedin	2GP: District Plan review	Notified: 2015 Hearings completed: November 2017. Decisions due: early 2018
Queenstown Lakes	District Plan Review	Stage 1 of 4: Notified: 12 Feb 2016 Stage 1 hearings: adjourned.
Waitaki	Review pending	Stage 1: Initial consultation underway Proposed Notification: 2018

As requested by the 2GP hearings panel, ORC and DCC have lodged a joint conferencing statement on relief sought by the ORC to have sensitive activities in



Hazard 1 (flood) overlay zones on the Taieri Plains classified as prohibited activities instead of non-complying.

### 2.3 Territorial Authority and Regional Council Resource Consent Applications

The following were received over the six-week period to 10 November 2017:

Agency	Number	Document
QLDC	3	Resource Consent application
DCC	5	Resource Consent application
CODC	2	Resource Consent application

### 2.4 Other Proposals

Proposal	Response Type	Issues
QLDC – Draft Navigation Safety Bylaw	Submission	<p>ORC noted is creating a navigational safety bylaw which will apply to all waters in the Otago Regional, except for:</p> <ul style="list-style-type: none"> <li>• Navigable waters in QLDC district</li> <li>• Lake Dunstan</li> </ul> <p>ORC expects to give further input to QLDC as the bylaw is developed to ensure they are consistent.</p>

## 3. ORC: Policy, Plans and Strategies

### 3.1 Review of Regional Policy Statement

Most issues raised in appeals have been resolved by agreement between parties.

Appeals relating to mining and port infrastructure are likely to proceed to an Environment Court hearing in mid-February 2018, and evidence is now being exchanged.

Staff are continuing to work with the parties involved to seek resolution rather than proceeding to Court.

### 3.2 Urban water quality plan changes

Over the next two months, staff will meet with the City and District Councils to discuss how to work together more effectively on urban water quality matters and how implementation of the strategy might work. It is proposed to form key stakeholder and technical oversight groups to oversee an implementation programme across the region.

A risk management method for assessing risk of contamination for urban areas is now being developed. This will involve all councils, and it will help prioritise our workloads.

Preliminary work has commenced for possible plan changes to wastewater and stormwater provisions, which will lead to parallel changes to the Water Plan and Coast Plan over the next two years. Following that, provisions relating to hazardous substances and trade waste will be reviewed, with the intention of making parallel

changes to the Water, Coast and Air Plans, and revoking in part any duplicating provision in the Waste Plan.

Staff are now commencing a series of plan changes to better address the effects of urban contaminants. Initially, a methodology for managing activities and their effects addressing risk management is being developed, in conjunction with the Resource Science unit.

### 3.3 Biodiversity Strategy

The Biodiversity Strategy is being prepared now, in association with the Biodiversity Reference Group. It draws on the Wildland Consultants Ltd report, 'Strategic Analysis of Options to Improve Management of Ecosystems and Biodiversity for Otago Region'.

A draft strategy was presented to a Council workshop in October, prior to the Forum on Tuesday 31 October on biodiversity and pest management. Following the Forum, feedback is being sought on the Strategy draft, online and through community meetings in November. A draft implementation plan is being developed in tandem with the Strategy to ensure clear alignment between desired outcomes and possible responses by the Council. This will feed into the 2018-28 LTP process.

### 3.4 NPS Freshwater Management

The following table summarises actions that are being taken to complete giving effect to the NPS Freshwater Management, as updated to 2017.

<b>NPSFM Matter</b>	<b>Action to be taken by ORC</b>	<b>Time</b>	<b>Current situation Nov 2017</b>
<b>Proposed Plan Change (NPSFM alignment)</b>			
<b>a) Policy CA1</b> Freshwater management units (FMUs)	Plan change to align terminology used in managing water	2017-18 year	Work on plan change has commenced. A report will be presented to March 2018 Policy Committee.
<b>b) Policy CA2</b> Freshwater objectives for all FMUs	Re-present current Water Plan to more transparently show how the national values and uses for fresh water apply in Otago.		
<b>c) Policy CA3</b> Bottom lines for FMUs	Re-present operative Water Plan to more transparently show how the national value bottom lines for fresh water apply in Otago		
<b>d) Objective A3</b> Primary contact <b>Policy A5</b> Primary contact sites	Plan change to identify specified rivers, lakes and primary contact sites; any programme for improvements to those sites; and how those sites will be maintained once regional targets are achieved.		
<b>e) Policy A6</b> Regional targets	Develop regional targets to improve the quality of freshwater to meet the national target for water quality improvement as part of the above plan change process.		

<b>Any change proposed to Water Plan</b>			
<b>f) Policy CA2</b> Freshwater objectives for all FMUs	Assess national values transparently, as part of each new relevant plan change. Alter operative plan provisions as necessary using the plan change and review process	Ongoing	These assessments are being undertaken as part of each plan change process.
<b>g) Objectives A4, B5</b> Economic wellbeing <b>Policies A7, B8</b> Economic wellbeing	Ensure that economic wellbeing is transparently considered when giving effect to the NPS-FM through plan change consultation and Section 32 evaluation processes.		
<b>Monitoring, freshwater accounting &amp; reporting</b>			
<b>h) Policy CB1</b> Monitoring plan	Review SoE monitoring activity to include required attribute analysis.	2016-17 year	Review is underway. Some monitoring practices have already been changed to become more compliant
<b>i) Policy CC1</b> Freshwater accounting systems for quality and quantity management	Review monitoring and reporting systems to ensure that national reporting requirements are met and best use can be made of data collected to inform decision making regionally.	2016-2018 years	Review is underway.
<b>j) Objective CB1</b> Monitoring <b>Policies CB1, CB2, CB3, CB4</b> Monitoring values	Complete review of SOE network and associated data collection systems to give effect to the monitoring requirements prescribed. Monitoring and reporting that information, as prescribed.	2018-19 [proposed] then ongoing	To commence in 2018
<b>k) NPS Appendix 2</b> Attribute tables	Modify monitoring regime in accordance with attribute monitoring specifications of Appendix 2.	2019-20 [proposed] then ongoing	To commence in 2019
<b>l) Policy E1g)</b> Progressive implementation programme	Report at least every 5 years on primary contact site improvements made to the rivers specified in Policy A5	2023-24 [proposed] then 5-yearly	To commence in 2023

### 3.5 Overview of Water Quantity Plan Change Development

The table in Appendix 1 provides an overview of progress for each of the Water Quantity Plan Changes. Plan changes progress at different rates at times depending on the information available, complexity and size of the catchment and water use and the numbers in the community.

### 3.6 Proposed Plan Change Clutha Minimum Flow

ORC is progressing the development of a change to Otago's Regional Water Plan to manage the amount of water in the Clutha/Mata-au, its lakes and main upper catchment tributaries. This involves setting minimum flows and water allocation limits **for the main stems of the Clutha/Mata-au, Kawarau and Hawea rivers and levels and** allocation limits for lakes Wakatipu, Wanaka, Hawea, Dunstan and Roxburgh.

Before ORC notifies the proposed plan change to the Water Plan, ORC is holding three stages of community consultation. The feedback received during each stage of consultation will assist with the development of the plan change.

The first stage of consultation will be between 22 November and 5 December 2017. This consultation stage will focus on getting an understanding from the community on what they value and what is important to them, with regard to the main stems of the Clutha/Mata-au, Kawarau and Hawea Rivers and the Lakes Wakatipu, Wanaka, Hawea, Dunstan and Roxburgh.

Session times and locations are shown below:

Location	Date	Session Time
Queenstown	22 Nov (Wed)	1.30pm
		6.30pm
Wanaka	23 Nov (Thu)	1.30pm
		6.30pm
Cromwell	27 Nov (Mon)	6.30pm
Alexandra	28 Nov (Tue)	1.30pm
		6.30pm
Roxburgh	4 Nov (Mon)	6.30pm
Balclutha	5 Nov (Tues)	1.30pm
		6.30pm

The format of each session is:

- Short introduction by a Councillor followed by a presentation delivered by staff;
- Presentation to be followed by an opportunity to ask questions of clarification;
- The remainder of the time is available for people to talk to staff, discuss concerns and issues, peruse the information available and provide feedback through the various activities available (as explained in the presentation). The consultation is an informal opportunity for people to engage with the information available and to talk directly to staff.

Feedback can be provided during the session (through conversation with staff or by submitting a feedback form) or via email, post or online (interactive values mapping tool and online feedback form). The feedback period closes on Friday 19 January 2018.

### 3.7 Proposed Plan Change 5A Lindis: Integrated water management

Council received 1 appeal on Proposed Plan Change 5A Lindis: integrated water management, while a further 15 Section 274 parties to the proceedings notices have been lodged.

Environment Court assisted mediation was held on 8 and 9 December 2016, with some 25 people attending. Further hydrological, cultural, and ecological investigations and a social impact assessment have been undertaken as a result of this mediation.

The parties reported back to the Court on 28 April 2017, on progress and potential dates for reconvened mediation. The appeal was referred back to mediation and Court facilitated expert conferencing. Court facilitated expert conferencing was held on 6 June and mediation continued on 4 July. The parties reported back to the Court by the end of July.

The Court has agreed that the parties proceed to a combined hearing for both the minimum flow plan change and the replacement of the mining privileges. A hearing date has yet to be set.

### **3.8 Development of Proposed Plan Change 5D Cardrona: Integrated water management**

Preliminary work is being undertaken to resume the development of a water quantity plan change for managing the water resources of the Cardrona River, Cardrona Alluvial Ribbon Aquifer and Wanaka-Cardrona Aquifer.

In the last year ORC commissioned the following studies to inform the development of potential management options, including:

- Prefeasibility study on water storage in the Cardrona catchment (GEOSOLVE & David Hamilton);
- Study on identification of Kai Tahu Values in the Cardrona catchment (KTKO Ltd);
- Review of hydrology of the Wanaka Basin-Cardrona Gravel Aquifer and update of the groundwater model (Pattle Delamore Partners Ltd).

ORC science staff also reviewed and updated information on surface water hydrology and flow requirements for aquatic ecosystems, using recent flow data collected from a network of flow recorders located throughout the Cardrona main stem and its tributaries.

All of the above studies have now been finalised and all study reports are expected to be available by the end of November 2017. Flow monitoring work will continue over the summer to better confirm the relationship between hydrology and groundwater.

Contracts have been awarded for undertaking an Economic Impact Assessment (EIA) and a Social Impact Assessment (SIA). BERL Economics have been awarded the EIA and Nick Taylor and Associates the SIA. The requests for tenders asked for the EIA to be completed in November 2017 and for the SIA to be completed the following month. Alternative timelines were accepted as the timeframes requested in the tender documents were considered to be unachievable by tenderers.

The EIA will be delivered in February 2018 and the SIA won't be completed until April 2018, because any SIA should consider the final outcomes of the EIA.

If the next stage of consultation is to occur as initially planned in February 2018 there is a considerable risk that the information on social and economic impacts cannot be provided in time to be:

- a) Considered in the development of management options for consultation; and
- b) Included in any of the consultation materials.

Community members and other stakeholders have previously stated that they cannot make an informed decision on the appropriateness of management options in the absence of any information on social and economic impacts on these options.

Staff are recommending that the timeframes are amended to allow the local community to fully consider the economic and social impacts of various management options during the next stage of community consultation. Therefore, the date for notification will be deferred for three months (Consultation in May 2018 and Notification in November 2018).

### **3.9 Development of Proposed Plan Change 5C: Manuherikia Catchment: Integrated water management**

The second round of consultation on options has been undertaken and a summary of feedback prepared.

A cultural effects assessment is underway and BERL have been contracted to undertake an assessment of the availability of hydrological information they need in order to complete an economic impact assessment. Once that is complete, any hydrological modelling that is needed can be commissioned, and then economic and social impact assessments can be completed.

We are continuing to work with the wider community and meetings have been held in Central Otago with irrigation groups to discuss working together and sharing information. It is proposed that a technical experts meeting be held in early 2018, independently facilitated, to identify the hydrological information that is held across the parties and agree where the gaps are. This will feed into the process that BERL are undertaking as outlined above.

We will be going back to the community, but only after the hydrological effects simulation, economic and social reports are available for the community.

A consultation draft will then be developed, using all technical and scientific investigation to date, all consultation feedback, and the hydrological, economic, cultural, and social reports. The consultation draft will then be workshopped with Councillors and consulted with the community for feedback, before a proposed plan change is formally notified. It is still too early to confirm a date for this.

### **3.10 Development of Proposed Plan Change 1D: Flow Requirements for Water Takes**

Following the second series of community consultation, held in the first week of August, a review of the feedback received has been completed. Feedback has been summarised and this summary has been provided to all who attended the sessions and is available on the ORC website. The notes taken from the facilitated discussion tables at the consultation have also been typed up and the relevant session sent to those who registered attendance.

The feedback received is being reviewed and policy options are being developed and analysed. Inputs across science, consents and policy are underway during this stage. A preferred option will be workshopped with Council and then presented to the community in early 2018 at a third series of community consultation.

### **3.11 Proposed Plan Change 3E: Arrow catchment and Wakatipu Basin Aquifer**

Following the first stage of consultation held at the end of June 2017 on values, options for the plan change have now been developed with input from both science and policy.

These options are now being assessed by economic (BERL) and social (Rob Greenaway & Associates) consultants. The completion of their work is expected in November 2017.

Consultation sessions with the community are planned as set out below. The format of these sessions will include a short presentation on the options, Q&A time to provide clarification and the opportunity to discuss in detail the options with staff and fellow community members:

Location	Date	Session Time
Arrowtown	7 December	1.30pm – 3.30pm
		6.30pm – 8.30pm
Frankton	8 December	12.30pm – 2.30pm

Community and stakeholders will have the opportunity to provide input into the options until 26 January 2018.

A cultural assessment on values is currently underway by Aukaha (formerly KTKO Ltd).

#### 4. Regional land transport planning

The Otago and Southland Regional Transport Committees are on track to notify proposed variations to their Regional Land Transport Plans (RLTPs) in mid-December. Consultation will be open until the end of January. Updates to the RLTPs in this mid-term review include:

- A much better understanding of the drivers of change, which in turn underpins clear strategy focusing on a safe and sustainable transport network that supports and enhances regional development, with timely investment and adequate future-proofing;
- Many new projects for 2018-2021, most of which will deliver the Queenstown integrated transport business case, and the Dunedin integrated walking, cycling and public transport programme (these include several ORC projects);
- A proposal from NZTA to suspend, abandon or delay several Otago state highway projects scheduled in the current RLTP for delivery in 2015-21.

#### 5. Recommendation

- a) *That this report be noted.*

<b>Endorsed by:</b>	<b>Tanya Winter</b>
	<b>Director Policy, Planning &amp; Resource Management</b>

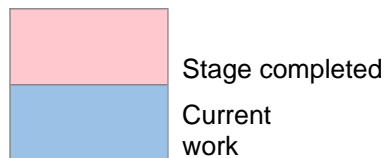
#### Attachments

1. Appendix 1 (for Policy Report) 29 Nov 17 [10.1.1]

**APPENDIX 1**

**WATER QUANTITY PLAN CHANGES**

Project	Scoping / Gathering Background information	Consultation 1 Community values	Identifying surface/ groundwater values / Science Reports	Social / economic / cultural reports	Developing Options	Consultation 2 Options	Identifying preferred option / develop plan change	Consultation 3 Draft Plan Change	Refining plan change WRT community feedback	Public Notification	Submissions / Hearings	Deliberations / Decision	Appeals / Mediation
Arrow	Stage completed	Stage completed	Stage completed	Current work	Stage completed	Dec-17							
Cardrona	Stage completed	Stage completed	Current work			May-18							
Clutha Mata Au	Stage completed	Nov/Dec 17											
Lindis	Stage completed	Stage completed	Stage completed	Stage completed	Stage completed	Stage completed	Stage completed	Stage completed	Stage completed	Stage completed	Stage completed	Stage completed	Jun/Jul 18
Manuherikia	Stage completed	Stage completed	Current work	Current work	Stage completed	Stage completed							
Residual Flows	Stage completed	Stage completed	Stage completed	Current work	Stage completed	Stage completed	Current work						





**Prepared for:** Policy Committee  
**Activity:** Environmental - Air Management Planning  
**Prepared by:** Sylvie Leduc, Senior Policy Analyst  
**Date:** 10 November 2017

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### **1. Precis**

This report presents the Draft Air Quality Strategy for consultation, and the proposed consultation strategy for endorsement.

### **2. Background**

The Draft Air Quality Strategy was discussed at the Policy Committee on 18 October 2017 (Report 2017/1024). Amendments made following that discussion are incorporated within the revised Draft, attached.

The Draft Strategy sets out the goals, priorities and principles that are proposed to guide ORC's work program over the next 10 years through Council's Long Term Plan (LTP). It will be finalised after public consultation.

### **3. Consultation proposal**

The purpose of consultation is to receive feedback on the proposed strategy, to ensure that the goals, priorities and principles are suitable. It will also provide the foundation for ongoing engagement with stakeholders and the community.

Two stages of consultation are proposed:

- With key stakeholders (city and district councils, iwi, Public Health South and Otago Cosy Home Trust), in November-December 2017; and
- With the wider public, as part of Draft LTP consultation, in April 2018.

This will enable the community to provide feedback on the actions proposed to give effect to the strategy before the strategy is finally adopted.

### **4. Recommendation**

*That Council adopts the Draft Air Quality Strategy and consults in accordance with its consultation plan.*

**Endorsed by:** Tanya Winter  
**Director Policy, Planning & Resource Management**

### **Attachments**

Appendix 1 – Draft Air Quality Strategy

Appendix 2 – Draft Air Quality Strategy Consultation Plan



# AIR QUALITY STRATEGY FOR OTAGO

# ABOUT THIS STRATEGY

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This strategy aims to identify the Otago Regional Councils approach to delivering good air quality. It establishes a starting point for discussions with stakeholders and community. It will evolve as new knowledge is developed, stakeholders become invested and national legislation is reviewed.

DRAFT





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# AIR QUALITY IN OTAGO

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**Air quality affects everyone in Otago. Poor air quality has an impact on the health of our people. The aim of this strategy is to ensure that, air quality issues are resolved and air is safe to breathe for everyone, at all times of the year.**

Air quality is important to everyone. Pollutants can cause unpleasant smells and poor visibility, but most importantly poor air quality impacts on human health.

Air pollution can come from many sources both natural and anthropogenic - environmental pollution originating in human activity. Research shows that once inhaled these pollutants can have numerous adverse health effects, particularly for the elderly, the very young and those with existing respiratory conditions.

In 2004 the government developed national standards for air quality, in part to guarantee a level of protection for the health of all New Zealanders. Most of the year air quality in Otago is very good, but in winter when chimney emissions peak, ambient (outdoor) air quality is often degraded, particularly in areas such as Alexandra, Arrowtown, Clyde, Cromwell, Milton and Mosgiel.

Ten years ago, the Otago Regional Council developed a multi-faceted strategy to managing air quality in Otago, with the aim of meeting the national standards for air quality.

Since then, emissions have significantly reduced in the towns with air quality problems. However, they have not reduced enough for air quality to meet the national standards and World Health Organisation standards for human health.

The Otago Regional Council approach needs to be revisited, to ensure that, in time, air quality issues are resolved and air is safe to breathe for everyone, and at any time in Otago.

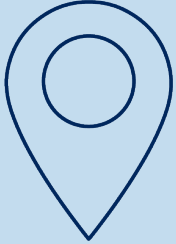
# KEY ISSUES

Issue	Effect	Desired Outcome
<p><b>Widespread reliance on solid fuel burners for domestic heating</b> Solid fuel burners are widely used, and still the source of heating of choice for Otago households.</p> <p>The cumulative emissions from domestic heating account for most emissions to air. They result from the density of households using solid fuel burners in any area, the type of burner used and how efficient it is, how people operate and maintain their burner, including what fuel they use and its quantity.</p> <p>Exacerbating factors include:</p> <ul style="list-style-type: none"> <li>• The frequency of inversion layers in Central Otago,</li> <li>• The cost of clean fuels, such as electricity</li> <li>• The state of current housing, with a large number of Otago houses being old and badly insulated</li> <li>• The rapid growth of Central Otago towns in areas where temperature inversion occurs</li> </ul>	<p>Communities are exposed to harmful concentrations of air pollutants in some Otago towns.</p> <p>We will not achieve clean air everywhere in Otago if cleaner heat is not widely adopted in Otago.</p> <p>The use of typical solid fuel burners that currently meet national wood burner design standards will not deliver clean enough heat:</p> <p>Otago’s communities will need to go a step further with “ultra-low” emission burners, electricity or gas heating, pellet fires, emission control devices or other innovative low emission heating.</p>	<p><b>Even cleaner heating</b></p> <p>Reducing emissions from current heating as low as possible in the short-to-medium term while facilitating the transition to low impact heating in the longer term so health guidelines are met.</p> <p>“Low impact heating” includes no-emission heating (gas or electricity), or other solutions adequate to achieve clean air. Those may include pellet fires, “ultra-low” emission burners, emission control devices, or other innovative low emission heating.</p>
<p>Outdoor burning is still practiced in Otago, for the management of green waste, diseased material and for pasture management.</p>	<p>Outdoor burning adds to the overall pollution of an area. Its smoke can be a nuisance for local residents and visitors.</p>	<p><b>Reduced reliance on outdoor burning</b></p>
<p>People do not always manage their discharges properly, especially with regard to those who may be impacted by their discharges. Earthworks, roads or other land uses can generate dust.</p>	<p>People can be directly affected by nuisance smoke, smells or dust. Beyond its nuisance effect, dust contributes to wider air quality issues.</p>	<p><b>No nuisance from emissions and dust</b></p>
<p>Chemical spraying is a common practice to manage pests.</p>	<p>Chemicals have impacts beyond their intended purpose:</p> <ul style="list-style-type: none"> <li>• Drift of pesticides can affect the neighbouring crops and ecosystems</li> <li>• Some pesticides are detrimental to important ecosystems services such as pollinators</li> </ul>	<p><b>No toxic emissions impacting on people and ecosystems</b></p>

# ORC'S VISION FOR AIR QUALITY

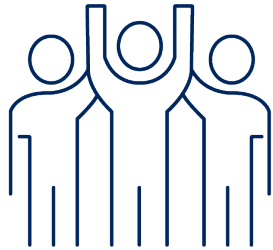


# DELIVERING GOOD AIR QUALITY



## LOCALLY FOCUSED

- Develop local air quality programmes which considers the specific local context.



## COMMUNITY CENTERED

- Engage local communities in finding practical solutions
- Harness the community's pride and energy
- Support communities and individuals in reducing pollution.



## HOLISTIC

- Liaise with other agencies to integrate energy policies, urban development, building design, and air quality programs.
- Manage all sources of emissions
- Use a multi-dimensional approach which mixes regulatory and non-regulatory tools.



## COLLABORATIVE

- Share knowledge and resources with other regional councils and central government.
- Work alongside territorial authorities, Iwi, industries, and community groups to enhance effectiveness of air quality programs.



## CLEANER HEATING

### Upgrades to low impact heating

ORC will support transition to low impact heating by:

- Supporting monitoring and research in low impact heating and informing people about their options
  - Promoting upgrades to low impact heating
  - Advocating, promoting, and supporting what will facilitate the uptake of low impact heating (e.g. home insulation; or cheaper electricity)
- ORC will do so working with other regional councils, with central government, and with industries.

### No smelly or smokey chimneys

The ORC will focus on its efforts on problem areas (polluted areas, offensive emissions or vulnerable populations), and support people reducing their emissions by working alongside community groups, agencies, and local councils to offer effective assistance to people and communities, while requiring that regional rules are complied with.

The ORC will develop local air quality programs in areas with air pollution issues. Those programs will:

- Combine and align education/information and rule enforcement activities
- Involve the local community, local councils and other potential partners (e.g. suppliers and other businesses) in designing tailored solutions for their communities

### Low impact heating in new homes

ORC will work with local councils, and with central government to ensure that all legislation is consistent and to require low impact heating in new homes, especially in problem areas, and in areas where urban growth creates air pollution risks. New developments may include appropriate community heating systems.

## REDUCED RELIANCE ON OUTDOOR BURNING

### Reduced rural burning

The ORC will work towards outdoor burning being limited to appropriate areas and times through its regional plan. ORC will promote the development and adoption of acceptable alternatives to outdoor burning. It will do so by working with industries.

ORC will also work with local councils to make it easier to dispose of green waste and diseased material appropriately. This will include developing coherent messages and policies for waste minimisation and discharges.

ORC will support councils, industries and people taking initiatives to make appropriate waste disposal easier.

### No burning of offensive waste

ORC will continue requiring avoidance of emissions from offensive waste burning, and will raise awareness of rules and appropriate waste disposal.

## NO NUISANCE FROM EMISSIONS

### New activities are not a nuisance

ORC will advocate for adequate controls in district plans and other relevant legislation for the effective prevention of nuisance, while continuing to respond to complaints received over nuisance.

### Dust is effectively controlled

ORC will advocate for effective dust control provisions in district plans.

### Reducing outdoor burning including in cities

ORC will tighten up rules on outdoor fires in cities and residential areas, while working with suppliers/industry for adequately-designed outdoor fires in cities and residential areas.

**NO TOXIC  
EMISSIONS  
IMPACTING ON  
PEOPLE AND  
ECOSYSTEMS**

**Toxicity risks are understood**

The ORC will watch the state of knowledge on chemicals, and raise awareness on risks from chemicals.

**Harmful chemicals are used sparingly, in a targeted and controlled way**

The ORC will support and promote changes to chemical use and practices and inform people about available alternatives to chemicals.



# Draft Air Quality Strategy

## Consultation plan

### Context

The draft Air Quality Strategy sets out the goals, priorities and principles that will guide the development of a work program for the next 10 years (through Council's long-term plan process); and the delivery of that work programme.

The draft air quality strategy will be finalised after public consultation. That consultation needs to be integrated in a wider stakeholder engagement programme for air quality, and well-coordinated to the Long-Term Plan process.

### Purpose of consultation

***We want to consult with key stakeholders and the wider community to ensure that the draft Air Quality Strategy reflects Otago's community's values and aspirations, and that they will support its implementation.***

The purpose of this consultation is to improve the quality of the draft air quality strategy, and start discussions over its implementation as reflected in the proposed Long-Term Plan.

The consultation will provide the foundations for further community engagement during the strategy's delivery phase (e.g. development of local air quality programs); and contribute to developing and strengthening ORC's relationship with the communities and interested parties.

It will also kick off discussions with key parties on potential partnerships for the strategy's implementation. Those parties include city and district councils, the Southern Health District Board, Kai Tahu, and the Cosy Home Trust.

### Stakeholder analysis and ORC's commitment

#### Tangata Whenua

Kai Tahu, as *tangata whenua* in Otago has a significant role to play in resource management in the region.

As part of the consultation, ORC will ensure that Kai Tahu's concerns and aspirations are reflected in the strategy and that Kai Tahu has the opportunity to input in the implementation plan, and the delivery of the air quality strategy as they see fit.

#### Key stakeholders

The city and district councils, Public Health South and the Cosy Home Trust will be key partners in implementing the strategy:

- The city and district councils, by aligning their planning to the region's air quality goals, by sharing information and by supporting the development of local air quality programs
- Public Health South, by leading the assessment of the health effects from air pollution in Otago;

- Cosy Home Trust, by co-ordinating their programme with ORC's.

As such, the ORC will seek their feedback on the draft air quality strategy, and work with them to ensure that the strategy's implementation plan provides for their concerns and priorities, and allows for the effective co-ordination of all work programmes.

### Wider public

The wider public includes the whole of Otago's community.

Air Zone 1 communities and Milton (including residents, property owners, visitors, local businesses and prospective buyers); and some industries (such as suppliers of heating appliances, fuel suppliers, developers, construction and roading, and the primary industry) will be particularly affected. They will have a role to play in the strategy's implementation by participating to the development of local air quality programs, and by changing their practices.

As a result, the ORC will seek their feedback on the draft air quality strategy, and its implementation plan (through consultation on the Long-Term Plan).

### Other

Other interested parties include the Ministry for the Environment, and the media. The ORC will keep them informed of the strategy and its implementation. The ORC will also communicate to MfE on the support that may be needed to assist with the effectiveness of the strategy.

## Engagement Plan

WHEN	AUDIENCE	PURPOSE	METHOD
<b>Oct-Dec 2017</b>	Tangata whenua and key stakeholders	<ul style="list-style-type: none"> <li>▪ Feedback on draft strategy</li> <li>▪ Discussions over implementation and need for coordination</li> </ul>	Individual meetings with each agency
<b>April</b>	Wider public	Public consultation on draft strategy	Integrated with LTP consultation
<b>May/June 2018</b>	All	Kept informed of decision on air quality strategy	<ul style="list-style-type: none"> <li>▪ e-briefing</li> <li>▪ Online web info</li> <li>▪ Newsletter</li> </ul>

**11. MATTERS FOR NOTING**

**12. NOTICES OF MOTION**

**13. CLOSURE**