

MANAGING COMMUNITY COMPLIANCE EXPECTATIONS- THE CANTERBURY EXPERIMENT

Richard Purdon

Regional Leader Monitoring and Compliance
Environment Canterbury

INTRODUCTION

- Outreach teams are not new to RCs but no others have the compliance function in them
- Formal compliance activity can hamper outreach relationships and out compete other priorities
- Canterbury is trying something new and very bold building on the bottom up success of the CWMS

CONTENT

1. BACKGROUND- Compliance in Canterbury
2. CWMS AND ZONE TEAMS- the bold experiment
4. CHALLENGES FACED- how are we going and what are the lessons
5. THE FUTURE- where to from here

1. BACKGROUND

COMPLIANCE ACTIVITY IN CANTERBURY

- ~ 27 front line compliance monitoring, incident response and Investigation staff
- ~24,000 consents (incl. 5800 water takes)
- 5-6000 Pollution Hotline complaints per year
- Consents monitored based on risk
 - ~ 268 (1%) high
 - ~ 2374 (11%) med-high
 - ~ 6768 (28%) med-low
 - ~ 14578 (60%) low
- Numbers monitored reducing over time as risk analysis improving
- ~6000 out of 24,000 consents actively monitored
- 100-150 Abatement Notices per year
- 50-70 Infringement Notices per year
- 3-10 Prosecutions per year

1. BACKGROUND CONT'D

2015-2016

Monitoring Results

Our goal – to facilitate the sustainable development in the Canterbury Region

We use a range of regulatory and non-regulatory tools to achieve this outcome across land, air, water and coasts. It is everyone's responsibility to comply with the relevant regulatory rules and requirements. To enable this we:

- ◆ **MONITOR** compliance with relevant rules and resource consents in accordance with our statutory responsibilities under the Resource Management Act 1991 (RMA).
- ◆ **ASSESS** compliance with these requirements and
- ◆ **WORK** with land manager to achieve compliance and
- ◆ **TAKE** enforcement action where required.

What we found...

| ACTIVITY | TOTAL CONSENTS MONITORED | PERCENTAGE | ASSESSMENT GRADE | | | | ENFORCEMENT ACTION |
|-----------------------|--------------------------|------------|------------------|----------|-----------|----------|--------------------|
| | | | A | B | C | D | |
| Water | 3617 | 63% | 2960 | 96 | 421 | 140 | 118 |
| Dairy Discharges | 861 | 15% | 638 | 25 | 172 | 26 | 4 |
| Industrial discharges | 664 | 11% | 481 | 49 | 125 | 9 | 2 |
| Landuse activities | 604 | 10% | 529 | 32 | 34 | 9 | 12 |
| Coastal | 37 | 1% | 26 | 5 | 3 | 3 | 3 |
| TOTAL | 5783 | 100% | 4634 (80%) | 207 (4%) | 755 (13%) | 187 (3%) | 139 (2%) |

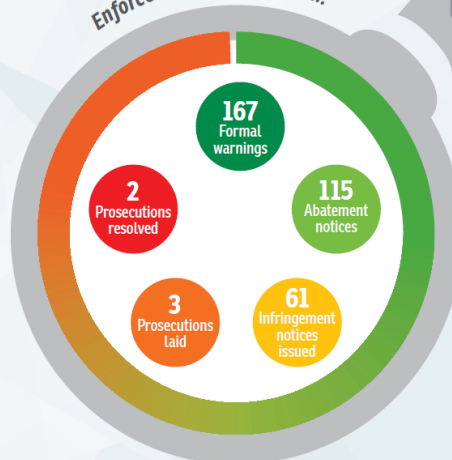
What we did...

Action Taken

A/B: Good Practice
Working with consent holder towards continuous improvement and best practice.

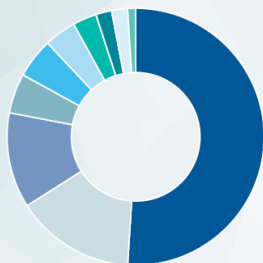
C/ D: Compliance issues
Providing advice and assistance and requiring action to be taken as part of an action plan. Actions may be quite wide ranging depending on the issue.

Enforcement action taken...



What we monitored...

5,783 consents



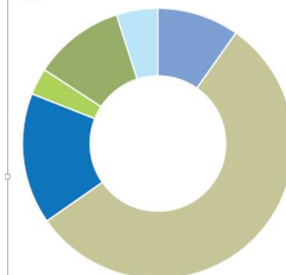
Main types of events monitored

- Groundwater abstraction 51%
- Agricultural discharge 15%
- Surface Water abstraction 12%
- Industrial discharge (air, land and water) 5%
- Install a bore or gallery 5%
- Wastewater discharge 4%
- Works in waterways and coastal marine area 3%
- Stormwater discharge 2%
- Structures (waterways, coastal, other) 2%
- Gravel extraction 1%

5,080
Pollution Reports

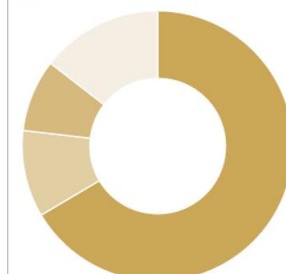
Total Pollution Reports by Zone

- Selwyn Waihora Zone 10%
- Christchurch West Melton and Banks Peninsula 56%
- Southern Zone 16%
- Kaikora and Hurunui Waiatu 3%
- Waimakariri Zone 11%
- Ashburton Zone 5%



Total Pollution Reports by Category

- Air 66.48%
- Land 8.64%
- Water 10.37%
- Other 14.51%



Of air related pollution reports the majority relate to odour and domestic chimneys



**Environment
Canterbury**
Regional Council
Kaunihera Taiao ki Waitaha

1. BACKGROUND CONT'D

Pre 2015

- Traditional region wide Regulation Directorate with RMA Monitoring & Compliance Section- 50 staff delivering compliance, complaint response and enforcement investigations
- 2013 re-aligned teams to CWMS zones (North, Central, South)
- Traditional line management structure

Post 2015

- Organisational restructure removed Regulation Directorate and traditional line management structure creating cross-functional Operational Directorate
- Creation of CWMS zone based multi-disciplinary Zone Teams

2. CANTERBURY WATER MANAGEMENT STRATEGY

MAKING BETTER USE OF CANTERBURY'S FRESH WATER



Efficiency doing more with what we have frees up water for the environment

A variety of approaches:

- Irrigation schemes are installing underground pipes to replace open water races. This reduces seepage losses and pumping costs as water can be delivered under pressure.
- The irrigation industry, through Irrigation New Zealand, is working to improve irrigation practices.

This means that water is used precisely when and where needed, and less water is lost by evaporation or leaks.

Why are storage and efficiency **IMPORTANT?**

Efficient use of water means that more water will be available in our rivers, streams, lakes and lagoons, as well as in our groundwater supplies.

Storage also means a reduced need to rely on groundwater and reduced demand for water from rivers when flows are low.

If there is more water in the waterways, this is a starting point for **improving water quality**, not just for farmers but for everyone across Canterbury. Improving water quality underpins all of the targets in the Canterbury Water Management Strategy.

Storage capturing water for economic and environmental use

- Using lakes or large storage ponds to keep water for when it is needed.
- A distribution system of existing and potential networks to move water to where it is needed, when it is needed.
- Small and mid-sized ponds to provide a reliable water supply that enables good water application practices.

OUR TARGETS



**ECOSYSTEM
HEALTH
& BIODIVERSITY**

Protect, restore and prevent further loss of habitats and species in all natural aquatic environments – from the mountains to the sea – ki uta ki tai.



**ENERGY
SECURITY
& EFFICIENCY**

Maintain or increase existing electricity supply to NZ. Reduce power generation demand on waterways through efficiency gains and alternate smart-power generation solutions.



**ENVIRONMENTAL
LIMITS**

Set and achieve flow, catchment and nutrient limits consistent with all the target areas mentioned here.



**REGIONAL
& NATIONAL
ECONOMIES**

Achieve a demonstrable increase in economic wealth due to improved water management for all target outcomes, measured through economic growth and employment.



**WATER-USE
EFFICIENCY**

Achieve high levels of best-practice water use for all irrigation, stockwater and industrial/commercial use. Improve water use efficiency in urban water use.



**IRRIGATED
LAND AREA**

Achieve a substantial increase in the reliability of water supplied for irrigation, and in the area of irrigated land which has high standards of nutrient and water use management.



**DRINKING
WATER**

Increase the percentage of people with safe drinking water. Ensure water quality remains high where it is currently. Prevent further decline where it must currently be treated.



KAITIAKITANGA

Actively involve rūnanga in water management and decision-making, increase the community understanding of customary values and uses. Protect wahi taonga and mahinga kai waterways.



**NATURAL
CHARACTER OF
BRAIDED RIVERS**

Maintain, support, enhance and protect our braided rivers and the native species and habitat along their lengths. Actively maintain floodplains. No new dams on the main stems of major alpine braided rivers.



**RECREATIONAL
& AMENITY
OPPORTUNITIES**

Maintain and improve existing diversity and quality of recreational sites, opportunities and experiences.



2. CWMS CONT'D

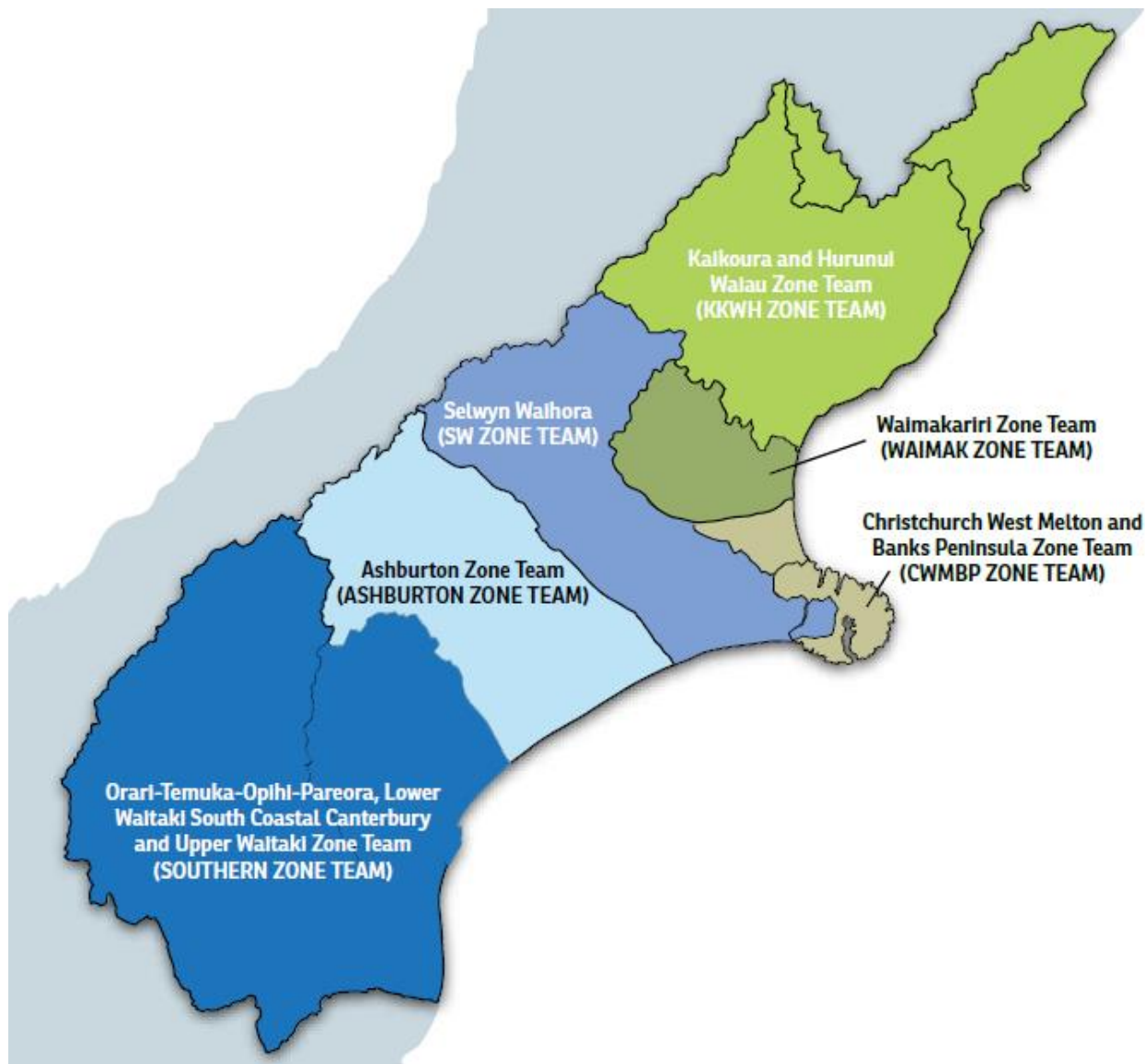
- CWMS originally muted in 2008 to unify water management in Canterbury and address issues:
 - declining health of both surface water and groundwater
 - ongoing loss of cultural value and recreational opportunities
 - declining availability and reliability of water for agricultural and energy users
- Establishes a collaborative framework for sustainably addressing these issues to enable present and future generations to gain the greatest social, economic, recreational and cultural benefits from Canterbury's water resources.
- Overall leadership of the CWMS lies with the Canterbury Mayoral Forum.
- Formed 10 water zone committees- catchment based

2. CWMS CONT'D

- Each committee has 4-6 appointed members representing local community plus ECan Commissioner, TA Councillor, and Ngai Tahu representative
- Expected to work collaboratively
- Supported by zone facilitator with monthly public meetings
- ZC with ECan help develops non-statutory Zone Implementation Programme (ZIP) which looks at local issues and solutions
- ZIP assists with development of Zone Plan via ZIP addendum
- Each Zone Plan forms a chapter of regional plan- Land and Water Regional Plan (LWRP)
- 3 operative, 2 proposed, 7 in progress

3. ZONE TEAMS

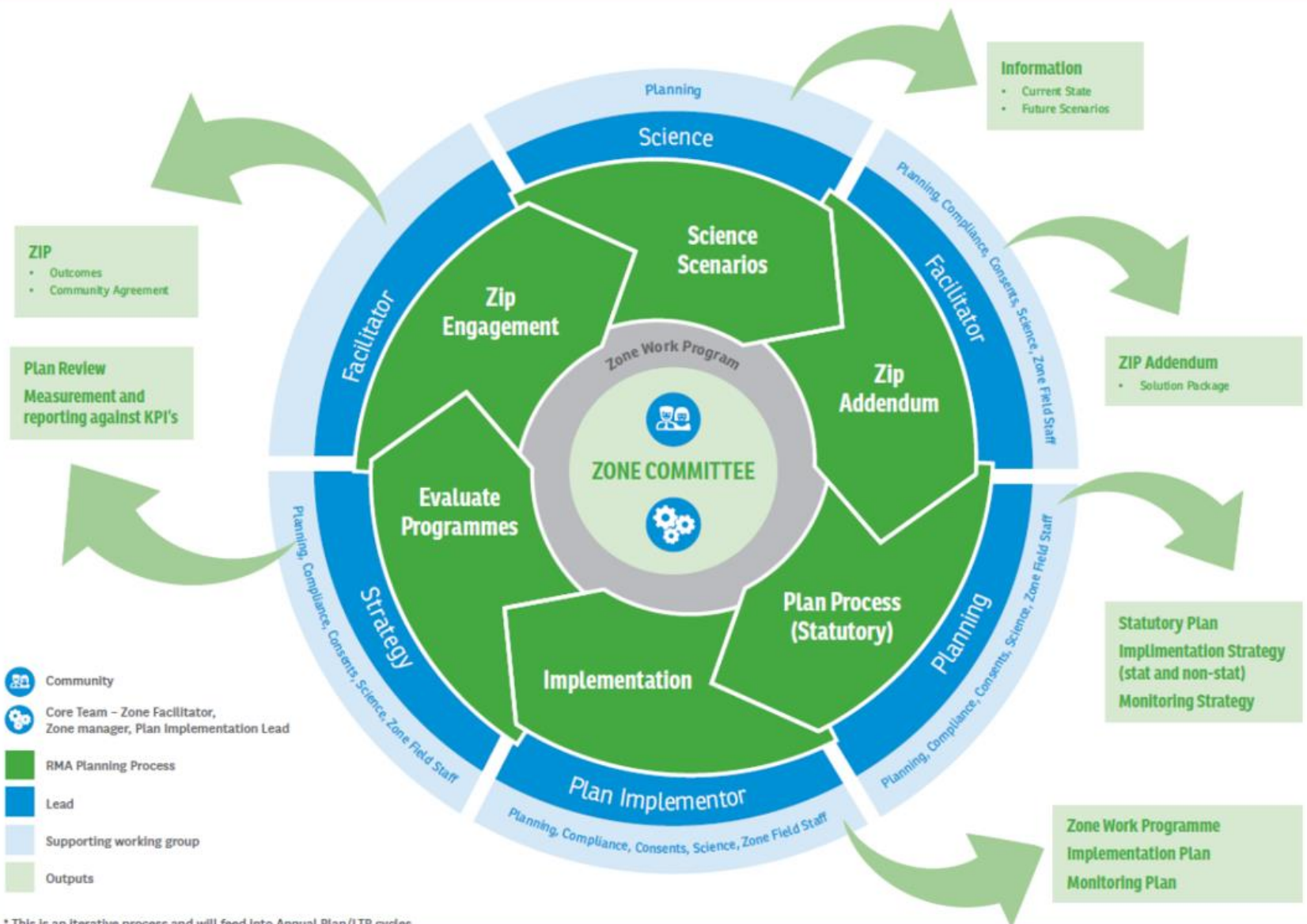
- Concept developed in 2015
- Build on success of CWMS zone committees
- Multi-disciplinary teams based in communities they serve
- 10 water zones in 6 teams (Timaru, Ashburton, Selwyn, Christchurch, Waimakariri, Hurunui north)
- Each team has 6-12 officers:
 - Manager
 - Biodiversity Officer(s)
 - Land Management Advisor(s)
 - Compliance Officers



3. ZONE TEAMS CONT'D

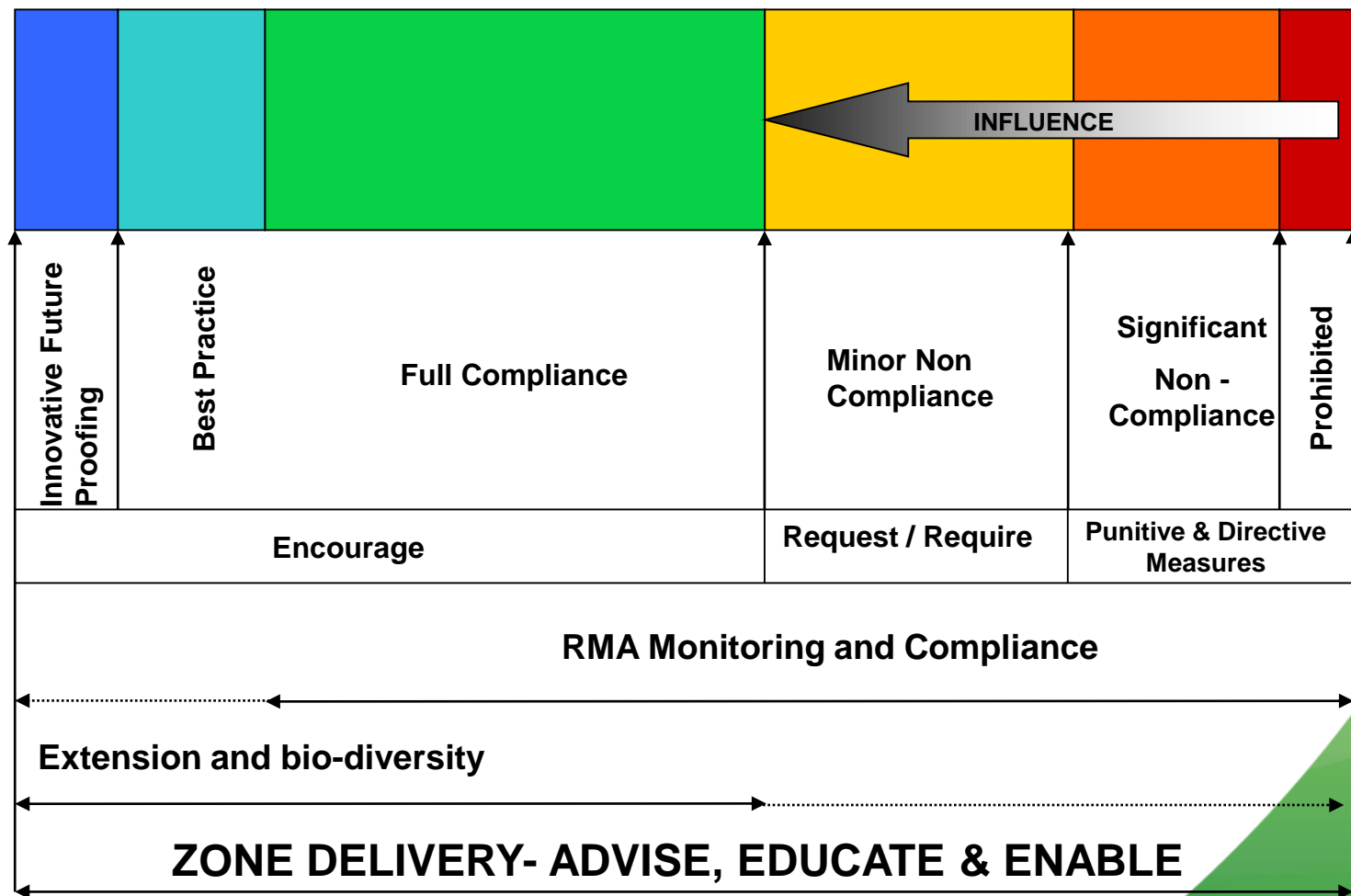
- step change in operational service integration and consistency
- Focus on flexibility in responding to community expectations and priorities with ZC at core
- Whole organisational change oriented around facilitating ZD- integrated ZD
- Back office and front office re-organisation- service delivery vs operational support
- For example Regional Compliance Leader with no compliance officers- all officers in ZTs
- ZTs focus on whole compliance spectrum

INTEGRATED ZONE DELIVERY



* This is an iterative process and will feed into Annual Plan/LTP cycles

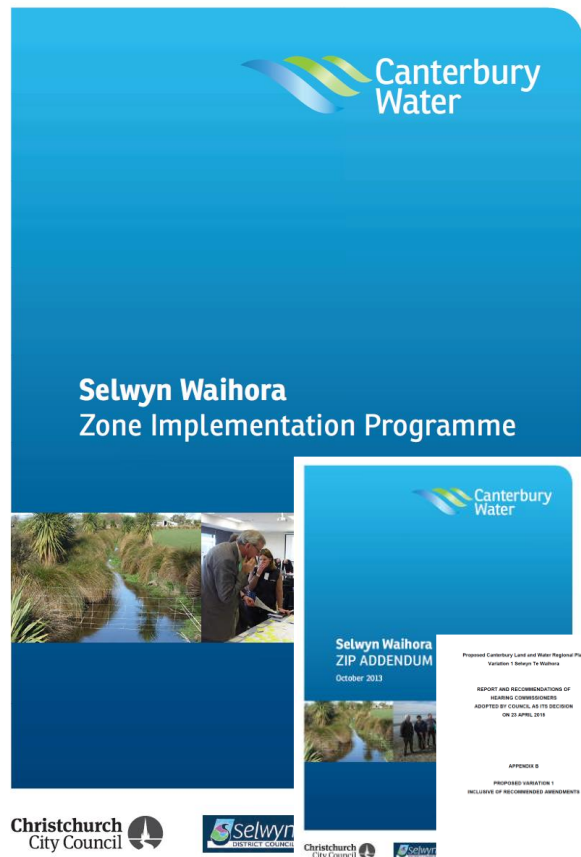
ZONE DELIVERY COMPLIANCE SPECTRUM



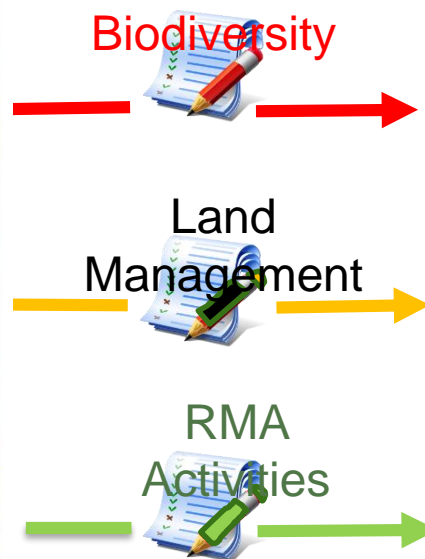
3. ZONE TEAMS CONT'D

- More emphasis on behaviour change via non-statutory localised interventions
- Non-stat objectives from ZIPs integrated into compliance programmes
- While regional LWRP operative- each zone going through own zone planning process and at different stages
- 12+ zone plans, first 2015 – last 2020?
- Each ZT at different stage- some no zone plan others operative zone plan
- Each ZT develops annual work plans for 3 areas of focus with ZC input aligned with statutory and non-statutory plans
- Regional support team enables consistent compliance across region by delivering training, procedures and strategies

Zone Program



The Process



The Work Program

| Zone Work Program | | | | | | |
|-------------------|------------|-------|-------|-------|------|---|
| Outcome | Milestones | | | | | Projects and Tasks |
| | 2016 | 2017 | 2018 | 2019 | 2020 | |
| A | vcv | vvc | jyftv | 0063V | H xc | Bvc t shcx fcnbh |
| B | VHNS | XXZAx | ZZ | ASSA | AZ | Nv fwauerjdxgiKqJ HFISVFJ |
| C | BVJHCV | HV | BB | JB | B | |
| D | A | zz | V B | XXHV | BJB | NG ASHJCUg HNSXG VWH c0078 sxddq ZX |
| E | FEP | FEP | FEP | FEP | FEP | |

e.g. Ashburton Zone Compliance Programme

- Expected outcomes
 - Farmers moving to GMP
 - Water takes >10l/s have meters
 - All high and med. Risk consents monitored
 - Pollution complaints responded to as per regional priorities
 - Farmers that need land use consents are identified and engaged to obtaining them
- Priority tasks
 1. High & med risk consents monitored
 2. Water metering
 3. Water measurement
 4. Dairy effluent monitoring
 5. Pollution complaints
 6. Programmes to enable land use consents for farming
- Reporting
 - ZM reports on progress to ZC quarterly

4. CHALLENGES

- Regional support structures not established early enough to deliver smooth transition to ZD
- Rapid period of change destabilising to existing regional compliance programmes
- Rapid, complex and ever changing planning framework- fixing the plane while its in the air
- Significant stress on staff and organisational resources with growing public interest in compliance
- Zone Team Managers needing to learn very quickly about Compliance obligations
- Compliance dominating ZD and potentially affecting to other outreach deliverables

4. CHALLENGES CONT'D

- Although CWMS dominated- need to consider activities other than water- like air quality, coastal etc
- Coping with the amount of work esp. pollution complaints and resolving competing priorities
- ZCs get bogged down by rules and regulations and compliance discussion can derail 'blue sky' solution thinking required
- Managing ZCs potential conflicts of interests
- Delivering regional consistency WHILE enabling ZTs to pursue their own approach to compliance matters
- Extremely resource hungry- like having 6 compliance sections!
- Who pays for compliance function- consent holder, regional rates, or local zone rates?

5. THE FUTURE

- Embedded compliance in ZD
- More integrated and outcome focussed decisions about compliance tailored to each zone and their priorities
- Leveraging off other officers to assist with compliance matters and vice versa- warranting all zone officers
- Better community understanding about compliance
- Officers feeling more comfortable in their ZD skin- getting to know their zones
- Zone Managers coming to grips with compliance functions and obligations
- Better systems and process to deliver regional support
- Continued difficulty in managing inconsistencies in approach to compliance across zones with different Plans, Committees, Managers, and priorities
- More complex ZC interactions and hence compliance

CONCLUSION

1. BACKGROUND- Compliance in Canterbury- staff, structure, consents, complaints, enforcement and how we managed in the past
2. CWMS- working better with the locals
3. ZONE TEAMS- new thinking about community engagement and the creation of zone teams
4. CHALLENGES- how are we going and what have we learnt
5. THE FUTURE- where we want to get to, embedding compliance into Zone Delivery leading to better locally driven outcomes

In the future we may do less 'compliance' in the traditional sense but we are hoping it will be done better with more lasting outcomes