IN THE MATTER OF

The Resource Management Act 1991

AND

IN THE MATTER OF

An application by the Timaru District Council for Water Permit CRC192123 to take and use groundwater from two bores for community drinking water supply, and establish a community water supply protection zone around the bores.

BETWEEN

TIMARU DISTRICT COUNCIL

Applicant

AND

CANTERBURY REGIONAL COUNCIL

Consent Authority

REPORT AND DECISION OF INDEPENDENT HEARINGS COMMISSIONER Sharon McGarry

29 May 2019

Heard on the 2 May 2019 at the offices of Environment Canterbury, 75 Church St, Timaru.

Representations and Appearances

Applicant:

Ms J. Blakemore, Water Supply Operations Engineer (Timaru District Council)

Ms K. Johnston, Environmental Engineering Consultant (Irricon Resource Solutions Limited)

Submitters:

Mr J. Parr, Owner of Rokonui Farming Company Limited

Section 42A Reporting Officer:

Ms M. Farr, Consents Planner (Canterbury Regional Council)

Ms Z. Smith, Principal Consents Planner (Canterbury Regional Council)

It is the decision of the Canterbury Regional Council, pursuant to sections 104 and 104B, and subject to Part 2 of the Resource Management Act 1991, to GRANT the Timaru District Council Water Permit CRC192123 to take and use groundwater for community water supply, for a duration of 35 years, subject to conditions set out in Appendix 1 attached to this decision.

BACKGROUND AND PROCEDURAL MATTERS

- 1. This is the report and decision of independent Hearings Commissioner Ms Sharon McGarry. I was appointed by the Canterbury Regional Council (CRC) to hear and decide an application by the Timaru District Council (TDC or 'the Applicant') pursuant to the Resource Management Act 1991 (RMA or 'the Act') for resource consent to take and use groundwater from two bores (BZ19/0188 and BZ19/0163) for community water supply; and to establish a community water supply protection zone (CWSPZ).
- 2. The Applicant currently holds two water permits to take and use water for public supply to Geraldine via the Te Moana water supply scheme under consents CRC992618.1 and CRC064043. Water Permit CRC992618.1 (expiry 9 August 2034) authorises a take from the Hae Hae Te Moana River at a maximum rate of 22.1 litres per second (L/s), with an annual volume not exceeding 7,408 cubic metres (m³) in any period of seven consecutive days. Water Permit CRC064043 (expiry 30 October 2027) authorises abstraction from shallow bores K38/0375, K38/0858 and K38/0973 at a rate not exceeding 30 L/s from each bore or a combined rate of 80 L/s. Condition (3) of Water Permit CRC064043 works in conjunction with CRC992618.1 to cap the maximum volume 49,408 m³ in any period of seven consecutive days and 1,794,021 m³ annually.
- 3. The Applicant proposes to substitute Water Permit CRC992618.1 with this proposed take from two groundwater bores to avoid intermittent flood damage to the existing intake structure, provide a long-term reliable supply, and reduce the likelihood of contamination. The Applicant intends to surrender Water Permit CRC992618.1 when the proposed water supply from the two bores is fully commissioned.
- 4. The hearing commenced at 10am on Thursday 2 May 2019 and was adjourned at 11.50am the same day.
- 5. Prior to the hearing, a report was produced pursuant to section 42A of the Act by CRC's Reporting Officer, Ms Mikaela Farr. This 's42A Report' included technical advice from Ms Zella Smith (Principal Consents Planner, CRC) Ms Philippa Aitchison-Earl (Senior Groundwater Scientist, CRC) and Mr David Clark (Senior Groundwater Scientist, CRC).
- 6. The s42A Report provided an analysis of the matters requiring consideration and recommended the consent sought should be granted subject to recommended conditions.
- 7. The s42A Report and the Applicant's evidence was pre-circulated to the parties prior to the hearing in accordance with section 103B of the Act. This evidence was pre-read prior to the hearing and was taken as read at the hearing.
- 8. I did not undertake a site visit as part of my consideration of the application.
- 9. A written right of reply and further information on behalf of the Applicant were received on 15 May 2019. I closed the hearing on 20 May 2019.

THE APPLICATION

10. The application and Assessment of Environmental Effects (AEE) was prepared by Ms Keri Johnston of Irricon Resource Solutions Limited. The application included written approval from 14 of 17 identified property owners within the proposed community water supply protection zone. Further information in accordance with section 92 was provided in relation to demand and the reasonable and efficient use of water.

- 11. The AEE and s42A Report included a description of the proposed activity and the affected environment. I adopt the description of the affected environment contained in the s42A Report pages 10-13¹.
- 12. In summary, the application seeks to take groundwater from two bores (BZ19/0188 and BZ19/0163) at a combined rate of 20 L/s, with a combined volume of 49,408 m³in any period of seven consecutive days and a combine annual volume of 1,885,401 m³ with CRC064043. The proposed takes are an alternative supply to the TDC's existing water permits and these takes will continue to be utilised until the new water supply is commissioned. This alternative water source is considered necessary to keep up with the growing demand for community water supply and to allow it to be sourced from a secure and reliable location.
- 13. The location of the bores is 477 Pleasant Valley Road, Geraldine (legal description RS 19887). The proposed CWSPZ extends in a 200 m radius around each bore and 2,000 m long in an upgradient direction (north-west) of the bores, as shown in Figure 2 of the s42A Report (pg. 4).
- 14. A consent duration of 35 years is sought.

NOTIFICATION AND SUBMISSIONS

- 15. The application was limited notified on 1 February 2019 to four parties owning land within the proposed protection zone that had not provided written approval to the application.
- 16. One submission from Mr James (Jim) Parr of the Rokonui Farming Company Limited was received in opposition, indicating they wished to be heard. The overlay of Mr Parr's farm and CWSPZ is shown in Figure 3 of the s42A Report (pg. 7).
- 17. The concerns raised in the submission in opposition related to three existing septic tanks within the protection zone, potential restrictions on farming activities, and consideration of alternative bore locations.

THE HEARING

Applicant's Case

- 18. **Ms Judy Blakemore,** Water Supply Operations Manager for TDC, provided a written statement of evidence outlining the Council's Drainage and Water Unit and the Te Moana Water Supply, investigations for alternative sources, proposed water treatment and costs, and comments on the s42A Report. Appended to her statement were a map of the water supply schemes and an information sheet on methods to control cross-contamination and prevent backflow.
- 19. Ms Keri Johnston, Director and Principal for Irricon Resource Solutions Limited, provided a written statement of evidence addressing the potential impact of the CWSPZ on existing and future activities within the zone, consent duration and the proposed conditions. She concluded that given the current planning framework for land use activities in a red nutrient allocation zone, the proposed CWSPZ would not inhibit land use any more than the operative regional land use rules.

Submitters

 $^{^{\}mathrm{1}}$ In accordance with section 113 of the RMA.

20. Mr Jim Parr, owner of the Rokonui Farming Company Limited, spoke at the hearing in opposition to the application. He noted he had an existing offal pit on his land beside the river that would need to be moved outside of the protection zone. He was concerned that there were three septic tanks within the protection zone. He considered some of the land owners did not fully understand the implications of providing written approval and may have not realised resource consent may be required for existing activities. He brought a large aerial photograph of his property and indicated the location of his existing offal pit and where it would be moved to.

Section 42A Report

21. **Ms Mikaela Farr,** Consents Planner for CRC, tabled her s42A Report, and provided an addendum to the s42A Report an updated set of recommended conditions (dated 1 May 20198). Ms Farr addressed a number of minor changes to the conditions and any differences proposed by the Applicant. She confirmed her recommendation that the consent should be granted subject to the updated conditions.

Applicant's Right of Reply

- 22. Ms Johnston provided a written right of reply on behalf of the Applicant on 15 May 2019 and copies of the following further documentation:
 - (i) A draft document titled 'Farming in a Community Drinking Water Protection Zone A Guide for Farmers and the Community' by Environment Canterbury (Attachment one);
 - (ii) A wastewater assessment for Shaun Flett 538 Pleasant Valley Road by All About Sewage Ltd (dated 30 June 2018) and design specifications for an upgrade; and a wastewater assessment for Allan Kelley 548 Pleasant Valley Road by All About Sewage Ltd (dated 30 June 2018) and design specifications for an upgrade (Attachment two);
 - (iii) A written approval from Mr Peter Va'a, Portfolio Manager, Crown Property, Land Information New Zealand dated 15 May 2019 (Attachment three);
 - (iv) A CDWPZ map and inventory of activities as at 3 May 2019 (Attachment four);
 - (v) Land use activity rules (Attachment five); and
 - (vi) Updated proposed conditions.

ASSESSMENT

23. In assessing the application, I have considered the application documentation and AEE, the s42A Report and addendum, the submission, and the all evidence provided during and after the hearing adjournment. I have summarised this evidence above. I record I have considered all the issues raised in making my determination.

Status of the Application

- 24. The starting point for my assessment of the application is to determine the status of the proposed activity.
- 25. There was agreement that the application should be considered pursuant to Rule 1 of the Opihi River Regional Plan (**ORRP**) as a discretionary activity. I agree.
- 26. I note the s42A Report states the water take is classified as an 'A permit', as it replaces a take listed in Schedule B of the ORRP.

Statutory Considerations

- 27. I am required to have regard to the matters listed in sections 104 and 104B of the Act.
- 28. In terms of section 104(1), and subject to Part 2 of the Act, which contains the Act's purpose and principles, I must have regard to-
 - (a) Any actual and potential effects on the environment of allowing the activity;
 - (ab) Any measure proposed or agreed to by the applicant for the purpose of ensuring positive effects on the environment to offset or compensate for any adverse effects on the environment that will or may result from allowing the activity;
 - (b) Any relevant provisions of a national environmental standard, other regulations, a national policy statement, a New Zealand coastal policy statement, a regional policy statement or a proposed regional policy statement, a plan or proposed plan; and
 - (c) Any other matters the consent authority considers relevant and reasonably necessary to determine the application.
- 29. Section 104(2) states that when forming an opinion for the purposes of section 104(1)(a), I may disregard an adverse effect of the activity on the environment if a national environmental standard or the plan permits an activity with that effect. This is referred to as consideration of the 'permitted baseline'.
- 30. Section 104(3)(a)(ii) states that when considering the application, I must not have regard to any effect on a person who has given written approval to the application.
- 31. In terms of section 104B for a discretionary activity, I may grant or refuse the application, and if granted, I may impose conditions under section 108.

Actual and potential effects on the environment

- 32. In making my assessment, I am required to consider the actual and potential effects of the activities on the existing environment. The existing environment is that which exists at the time this determination is made and includes lawful existing activities, permitted activities and activities authorised by existing resource consents.
- 33. I note that consideration of any permitted baseline under section 104(2) is at my discretion. In this case, I consider the application of a permitted baseline is not particularly helpful given I have no information of the intensity or scale of any permitted water takes. However, I consider the planning provisions acknowledge section 14(3) and recognise the importance of access to water for drinking water and stockwater supply purposes as a basic right and a first order priority.
- 34. I record I have not had regard to the effects on the 14 parties identified as owning land within the protections zone, who have given written approval to the application.
- 35. I have considered the issues raised in the submission and those assessed in the s42A Report. Overall, I agree with and adopt² the conclusions reached by the Reporting Officer in relation to potential and actual environmental effects of the application on other groundwater users, the overall groundwater resource, and the reasonable and efficient use of water.
- 36. I accept the evidence the application will result in a decrease in the volume of water abstracted from surface water bodies and will decrease the calculated over-allocation of the Opihi surface water allocation zone. I accept this will have a minor positive impact on surface water flows,

² In accordance with section113 of the RMA.

biodiversity and tangata whenua values. There will also be a minor positive effect on other surface water abstractors as the result of leaving more water in the flow sensitive Hae Hae Te Moana River.

- 37. I accept the evidence of Ms Blakemore that TDC have undertaken an extensive 10 year process to look at alternative water supplies and that the proposed location is appropriate.
- 38. I accept the evidence of Ms Johnston and Ms Farr that the requirements of the Land Water Regional Plan (LWRP) will have more effect on current and future land use activities than the establishment of the protection zone given the areas classification as a 'red' nutrient allocation zone.
- 39. I have considered the matters raised by Mr Parr and acknowledge he will be required to relocate his offal pit. I note his acceptance that this will be a relatively easy task and that there are environmental benefits to moving it further away from the river. Overall, I find any effect on Mr Parr's current land use activities will be minor given the existing activities and the requirements of the land use rule of the LWRP.
- 40. I have considered the concern raised by Mr Parr that his neighbours did not understand the implications of providing written approval to the application. I have considered the consultation undertaken by the TDC, the information made available to land owners and the inventory of current activities within the protection zone, and find there is no evidence to suggest land owners were unaware of the potential effects on their activities.
- 41. Two of the owners of the three septic tanks identified within the protection zone (referred to by Mr Parr) have provided their written approval and evidence has been provided to show they are aware of the current state of their sewage systems; the other is owned by the TDC. I note the owner of an identified refuse hole has also provided written approval and is aware of the need address the matter. The inventory provided by the TDC provides confirmation of existing land use activities (as of 5 May 2019) which may be affected by protection zone. This shows that there will be no adverse effects, except on the location of offal pit owned by Mr Parr.
- 42. On the basis of the evidence presented, I find the application will have significant benefits for community health and wellbeing by providing a secure and reliable long-term supply of high quality groundwater; and will have minor positive effects on the ecological and cultural values of the Hae Hae Te Moana River by reducing the abstraction of surface water. Overall, I find the application will have less than minor effects on land use activities within the protections zone.

Relevant Planning Provisions

- 43. An analysis of the relevant provisions of the National Policy Statement for Freshwater Management 2014 (NPS-FWM), the National Environmental Standard for Sources of Human Drinking Water 2007 (NES-DW), the Canterbury Regional Policy Statement (RPS), and the Opihi River Regional Plan (ORRP) was provided in the s42A Report. I record I have considered all of these provisions in making this determination. Overall, I adopt the conclusion of the s42A Report that the application is consistent with the relevant provisions of these statutory documents.
- 44. I acknowledge the application is not subject to the provisions of the LWRP.

Other Matters

45. In making my determination, I have considered the Canterbury Water Management Strategy (CWMS), the Ngāi Tahu Freshwater Policy and the Kati Huirapa Iwi Management Plan. On the basis of the findings above that there will be significant positive effects on the community's health and wellbeing, and a minor positive effect on surface water flows and biodiversity, I conclude the application is consistent with the outcomes sought by these planning documents.

Part 2 of the Act

- 46. Ms Farr's s42A Report included an assessment of Part 2 matters. She concluded that the application will achieve the purpose of the Act and is consistent with sections 6. 7 and 8 matters.
- 47. I accept that the provisions of the relevant statutory plans give effect to Part 2 of the RMA.
- 48. No matters relating to any identified ambiguity, incompleteness or illegality in the planning framework were raised by any party.
- 49. All the considerations I have described are subject to Part 2 of the Act. In accordance with Part 2, I consider that subject to the imposition of appropriate consent conditions the proposal is consistent with the achieving purpose of the Act and the principles of the sustainable management of natural and physical resources, as defined in section 5.

Overall Conclusion

- 50. It is accepted that the existing community water supply needs to be replaced with a more secure and reliable long-term groundwater source. The Applicant has undertaken a long and detailed assessment of alternative sources and future community needs.
- 51. I accept that the benefits of the application to people and the community within the water supply area are significant.
- 52. I am satisfied the TDC have undertaken a robust investigation into alternatives.
- 53. The Applicant has undertaken consultation with property owners within the new community water supply protection zone. I accept the evidence demonstrates any adverse effects on potentially affected landowners within the zone is likely to be no more than minor given the operative regional land use rules, written approvals provided, consultation undertaken, and activity map and inventory provided.
- 54. On the basis of the evidence before me, I am satisfied that the purpose and principles of the RMA can be achieved by granting this application, subject to consent conditions. I accept that the provision of high quality drinking water is of utmost importance to meet the needs of the current and future community. I consider protection of community supply in terms of both quality and quantity is essential in sustaining community well-being, and health and safety of people.

Conditions

55. There was a high level of agreement in relation to conditions by the end of the hearing.

- 56. The Applicant agreed with the amendments to recommended Conditions (10) and (11) suggested during the hearing by Ms Duke.
- 57. In the Applicant's right of reply, Ms Johnston noted a number of other minor amendments
- 58. I accept these suggested further amendments are improvements and address points raised during the hearing.
- 59. I have made a number of minor changes for clarity and consistency. I have reworded Condition (3) to make it clear when the 'testing period' begins and ends and to define the 'commissioning date'. I have deleted recommended Condition (8), as this is now addressed in Condition (3). The numbering of the conditions after Condition (7) has changed due to the deletion.
- 60. Overall, I am satisfied that the conditions are imposed for valid resource management purposes, and are certain, enforceable, practical and reasonable.

Consent Duration

- 61. Ms Blakemore and Ms Johnston submitted that a 35 year consent duration is consistent with recognising the importance of a community water supply, which is to be provided for as a first order priority. They also noted the significant capital cost of the water supply scheme and the need for long-term certainty of high quality potable water supply.
- 62. Ms Farr recommended an expiry date of 30 October 2027 to align with the expiry of Water Permit CRC064043, which would allow for an integrated approach to reconsenting.
- 63. An expiry date aligned with Water Permit CRC064043 would only give a consent duration of eight years. I consider this is unreasonable given the time required to completed the project, the significant capital investment required and the first order priority of the use of water for community supply. On this basis, I am satisfied that the appropriate duration for a community water supply is 35 years.

Decision

64. It is the decision of the Canterbury Regional Council, pursuant to sections 104 and 104B, and subject to Part 2 of the Resource Management Act 1991, to GRANT the Timaru District Council Water Permit CRC192123 to take and use water for community water supply for a duration of 35 years, subject to the consent conditions set out in Appendix 1 of this decision.

Dated at Christchurch this 29th day of May 2019

Sharon McGarry

Hearings Commissioner

S.M. Carry

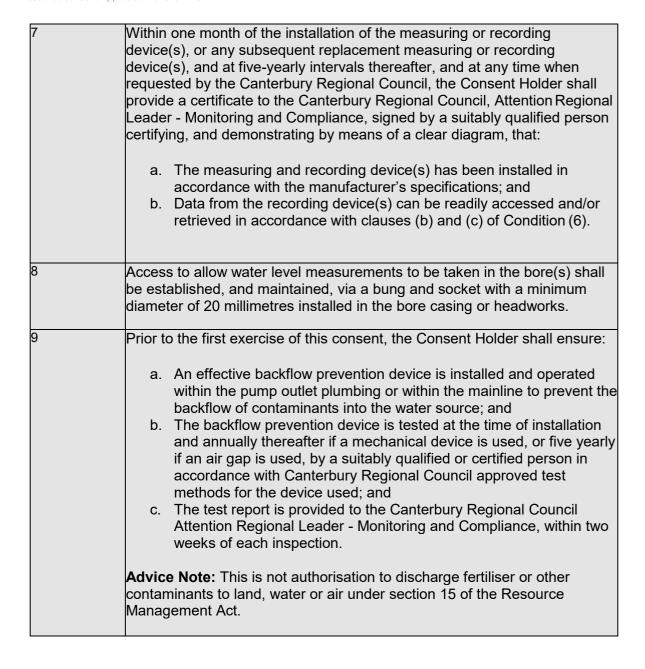
Appendix 1.

Water Permit CRC192123 – To take and use water for community supply and establish a community water supply protection zone.

Conditions

1	 Water shall only be may be taken: a. From gallery BZ19/0188, 800 millimetres diameter and 7 metres deep, extending 50 metres in a NW-SE alignment, at map reference NZTM 2000 1455379mE, 5117887mN; and b. From gallery BZ19/0163, 500 millimetres diameter and 7 metres deep, extending 40 metres in a N-S alignment, at map reference NZTM 2000 1455360mE, 5117930mN. As shown on Plan CRC192123, which forms part of this consent.
2	Water shall only be taken from bores BZ19/0188 and BZ19/0163:
	 a. at a combined rate not exceeding 20 litres per second; and b. with a combined volume with Water Permit CRC064043 (or any subsequent replacement consents) not exceeding 49,048 cubic metres in any period of seven consecutive days; c. with a combined volume with Water Permit CRC064043 (or any subsequent replacement consents) not exceeding 1,885,401 cubic metres between 1 July and the following 30 June; and d. in accordance with the Water Supply Strategy, as described in Condition (11) of this consent.
3	Concurrent exercise of this consent with Water Permit CRC992618.1
	a. The Consent Holder shall notify the Canterbury Regional Council in writing when this consent is first exercised and water is abstracted from either of bores BZ19/0188 and BZ19/0163 for community water supply;
	b. The date of the first exercise of this consent will be the
	commencement the water supply 'Testing Period'; c. The 'Testing Period' shall end when there has been sufficient testing and verification that the water supply is operating to its design objectives or specifications for community water supply;
	d. The 'Testing Period' shall not exceed six months from the date of first exercise of this consent;
	e. The Consent Holder shall notify the Canterbury Regional Council in writing when the "Testing Period' ends.
	f. The 'Testing Period' end is the 'Commissioning Date' for the
	community water supply; g. Until the end of the 'Testing Period' and for no more than three months from the Commissioning Date, the combined rate taken under this consent and Water Permit CRC992618.1 shall not
	exceed 20 litres per second; and h. Water Permit CRC992618.1 shall be surrendered no more than six months after the 'Commissioning Date'.

4	Water shall only be used for community water supply purposes, as described in the application.
5	The Consent Holder shall, before the first exercise of this consent, install an easily accessible straight pipe(s), with no fittings or obstructions that may create turbulent flow conditions, of a length at least 15 times the diameter of the pipe, as part of the pump outlet plumbing or within the mainline distribution system.
6	The Consent Holder shall before the first exercise of this consent:
	 i. install a water meter(s) that has an international accreditation or equivalent New Zealand calibration endorsement, and has pulse output, suitable for use with an electronic recording device, which will measure the rate and the volume of water taken to within an accuracy of plus or minus five percent as part of the pump outlet plumbing, or within the mainline distribution system, at a location(s) that will ensure the total take of water is measured; and ii. install a tamper-proof electronic recording device such as a data logger(s) that shall time stamp a pulse from the flow meter at least once every 15 minutes and have the capacity to hold at least one season's data of water taken as specified in clauses (b)(ii) and (b)(iii), or which is telemetered, as specified in clause (b)(iii). b. The recording device(s) shall: i. be set to wrap the data from the measuring device(s) such that the oldest data will be automatically overwritten by the newest data (i.e. cyclic recording); and ii. store the entire season's data in each 12 month period from 1 July to 30 June in the following year, which the consent holder shall then download and store in a commonly used format and provide to the Canterbury Regional Council by 31 July in a form and to a standard specified in writing by the Canterbury Regional Council; and shall be connected to the existing Timaru District Council telemetry system which collects and stores all of the data continuously and will make that data available in a commonly used format at all times to the Canterbury Regional Council and the consent holder. No data in the recording device(s) shall be deliberately changed or deleted. c. The water meter and recording device(s) shall be installed and maintained throughout the duration of the consent in accordance with the manufacturer's instructions. e. All practicable measures shall be taken to ensure that the water meter and recording device(s) are fully functional at all times. <!--</td-->



10	The Consent Holder shall, within six months of the commencement of this consent, provide the Canterbury Regional Council with a copy of 'Te Moana Water Supply Strategy' (the Strategy) in accordance with schedule 25, which forms part of this consent, that sets out the practices and procedures to reduce water demand during times when minimum flow or water restrictions are in effect. The Strategy: a. shall be consistent with the relevant conditions of any relevant resource consents, including Water Permit CRC064043, Water Permit CRC992618.1 and any replacement consents. Where there is an apparent contradiction between the Strategy and consent conditions, the conditions shall be complied with; b. may be amended as the Consent Holder considers appropriate, during the period of this consent. Any amendments to the Strategy must be submitted to the Canterbury Regional Council within 10 working days of the amendments being made; and, c. shall be reviewed at least every three years; and d. Shall describe water conservation measures to be implemented when the flow in the Temuka Rover at Manse Bridge (at map reference NZTM 2000 1461644mE 5099489mN), is at or below the regional plan specified minimum flow
11	The Community Water Supply Protection Zone for bores/galleries BZ19/0188 and BZ19/0163 is shown on Plan CRC192123, which forms a part of this consent. **Advice Note:**
	The purpose of this condition is to provide an adequately sized zone around the bore to assist in ensuring adequate protection of the Community Water Supply from the effects of other activities.
12	The Consent Holder shall take all practicable steps to avoid leakage from pipes and structures forming part of the reticulation system associated with the abstraction.
13	The Canterbury Regional Council may, once per year, on any of the last five working days of May or November, serve notice of its intention to review the conditions of this consent for the purposes of dealing with any adverse effect on the environment which may arise from the exercise of the consent.

14	If this consent is not exercised before 30 June 2024 then it shall lapse in
	accordance with section 125 of the Resource Management Act.

