

**BEFORE COMMISSIONERS APPOINTED
BY THE WAIKATO REGIONAL COUNCIL**

IN THE MATTER of the Resource Management Act 1991

AND

IN THE MATTER of the First Schedule to the Act

AND

IN THE MATTER of Waikato Regional Plan Change 1- Waikato
and Waipā River Catchments and Variation 1
to Plan Change 1

AND

IN THE MATTER of submissions under clause 6 First Schedule

BY **FARMERS 4 POSITIVE CHANGE**
Submitter

HEARING STATEMENT OF GRAEME BERNARD GLEESON

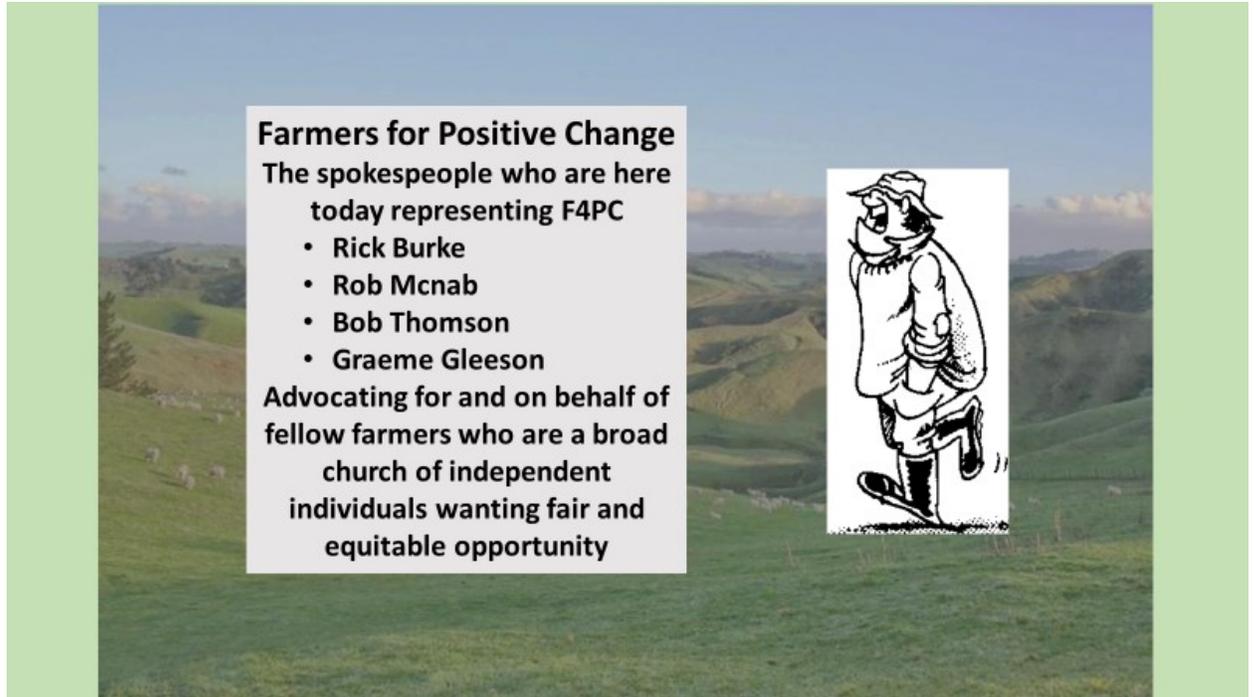
Block 3 - September 2019

F4PC Block 3



Introducing F4PC Block 3 presentation

F4PC Introduction – who is at the table



Opening	}	Graeme Gleeson
F4PC whole package	}	
Subcatchments	}	Rob McNab
Land and Environment Plan	}	Bob Thomson
Farm Environment Plan	}	
Case Study farm	}	John & Janet Evans,
Matahuru		
Parore Project	}	Rick Burke
Summary	}	Graeme Gleeson

Graeme Gleeson

The material presented here is a continuum of previous and ongoing discussion, building upon the PC1 Block 1 and 2 presentations.

This is a summary story of F4PC review of Plan Change 1 and the alternative solutions proffered

- Balance, Fairness, Equitable, Adaptable, Flexibility, Certainty, Leverageable, Reasonableness, Transitional, Risk based prioritisation
- Direction and pace of travel provided by embedding an interim year-2050 target state of water quality to give certainty of expectation and identify opportunity
- There must be emplaced proper workable principles and frameworks that can identify, manage and regulate contaminant loss arising from land use. Frameworks should be embedded into PC1 to provide seamless passage through PC2 and PC3 (leading to interim target established in the year-2050).
- Land users must be empowered to understand the issues so to accept, embrace and take ownership of any problem, the land user must be supported to facilitate behaviour, practice change and land use change, to be innovative and seek new opportunities, and encouraged to extend beyond compliance.
- The onus of responsibility must reside with individual farmers as land users to avoid, remedy, or mitigate their effects on the environment, and that the appropriate management unit is both at the farm and the sub-catchment scale.

Overview of Block 3 topics

- Subcatchments (leads and directs a focus upon the outcomes required)
 - Subcatchment plan and profile (what and where is it occurring)
 - Contaminant concentration and load
 - Regulatory limits and bottom lines (constraints)
 - Subcatchment collectives
 - Farmers as land users collaboratively working together to apply mitigation operable at different scale
- Land and Environment Plan
 - Assessing land use opportunities within constraints
 - Right sized – Farming Fits the Land
 - Assessment and application of mitigation

Rob McNab

The farmer is encouraged to take full ownership of the process

The farmer is stimulated to engage, observe and think

Working as a community

We are in this together

We need to engage in this process

Understanding the tension

No longer is business-as-usual acceptable

Facilitating community groups

Reference to Whangape

Facilitating LEP workshops

Reference to the inclusion of LEPs as part of the business plan

A 5-step process

A The farm plan mapping process that scans across and creates an understanding of the natural resource available to use and the opportunities this presents within constraints

B Identifies and examines the strengths and challenges of existing and potential usage

C Identifies and understand best practice and how this can be implemented and is demonstrated as occurring

D Develops a response plan and how this practice change can be demonstrated

E Allow for independent audit and review

Community inspired involvement and participation

Neighbours sharing expertise and knowledge

Common goals and objectives

Introduction to the process via community workshops

A conversation about the need and why

What is the purpose and reasoning?

Get ahead of the game Be an early - middle adopter rather than wait for
sledgehammer rules

Shared experiences and expertise

Less intimidating so to inspire confidence

Concepts kept simple and lite common day language

Drawing upon intuitive knowledge

Developing what practice change looks like

Bob Thomson

The farmer is responsible for their own land use and impacts

Contaminant loss and associated mitigation cost should be internalised when occurring above an acceptable threshold

The farmers need to understand the natural resource available for use and the challenges or constraints to opportunities this presents

The Land and Environment Plan (LEP) is the most useful tool available for this purpose and this allows standardization of process that can also be audited.

The LEP is firstly created without being constrained by policy and rules i.e. land use is not coupled to policy or rules so there is more openness and integrity to critically examining what the opportunities are or not. A key part of this is an endeavour to provide focus that is a step ahead of any policy and / or rule

The farmer must be supported during this planning process (noting firstly the farmer must own the process and so be intimately involved) by a certified advisor who has farm system expertise and comprehensive understanding of the issues related to the subcatchment and whole-of-river catchment particularly the contaminant loss profiles.

The certified advisor provides oversight and validation of the farmer's LEP

- Providing understanding about best practice What does it look like
- Engaging with individual farmers
- Assisted with professional advice and review
- Shared and trusted partnership between farmer and professional
 - Risk based assessment and use of thresholds defining obligation
 - Farm system adjustment and redesign to be allowed provided there is a recorded justified explanation
 - There shall be no further degradation
 - Flexibility, Pragmatic, Reasonableness
 - Knowledge transfer
 - Ability to define what is the expectation
 - Mitigation that will reduce contaminate loss by a known quantum (noting this may be a judgmental assessment)

- Allowance to tailor despite subjectivity acknowledging need to apply proportionality
- Mitigation to be completed by a predetermined date
 - Confidence that the journey direction is correct
- Using technology and other tools to assist enliven the document
- A living document constantly reviewed and updated

Note other important factors integrated into the farm plan

There is a need for time for the farmer to complete the actions set out which must be reasonable yet demanding enough to create tension and urgency to complete

The plan must be on paper to allow third party understanding of intent

The council as territorial authority must always retain and assert its obligation to provide regulatory oversight to ensure compliance

Case Study John and Janet Evans

Matahuru hill country farm

John and Janet Evans, and Ian Evans

Integration with subcatchment Subcatchment profile key contaminants

Video fly over

Farm history and redesign as part of the LEP / Farm business plan

Livestock policies

Retention of existing indigenous bush

Pole planting

Future mitigation currently being examined

Comparison of PC1 mitigation bundle vs critical source area – vulnerability mitigation

Cost benefit and opportunity

Carbon opportunity (or not)

Limitations of forestry due to NPS Plantation Forests rules

Lessons learnt

Opportunity for intergeneration succession

Hand over to new generation

The need for certainty will the farm business be viable going forward

What are the future expectations re compliance?

Rick Burke

Parore Project – a subcatchment approach to improve Moana Tauranga

Mountain to Sea community project engaging all stakeholders

Identify the issues and stepping up to get ahead

Setting up processes to enable self-regulation

Creating a culture of accountability

Achieving more than policy / rule bottom lines

Graeme Gleeson

Summary

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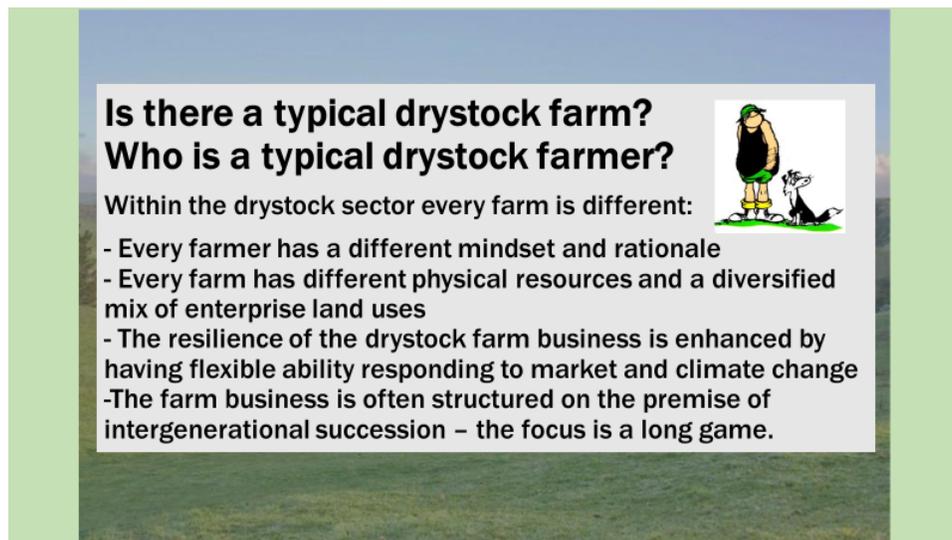
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Farmers for Positive Change (F4PC)

1. The position taken by F4PC is presented here as a whole package to gain better complete synchronisation and allow clearer understanding of message.
2. F4PC represent a broad church of farmers who collectively manage a diverse range of farm businesses when analysed undertake a mixed range of livestock policies, and other farming enterprises. For simplicity this group of farmers are often referred to as 'drystock' farmers. What this broad church of drystock farmers however do have in common is that their farm systems can be generalised with the description of being low – medium intensity with low nitrogen loss that is fitted to the natural grass growth curve. There is however general acceptance that this broad land use may incur contaminant loss of sediment, microbial pathogen and phosphorus.



**Is there a typical drystock farm?
Who is a typical drystock farmer?**

Within the drystock sector every farm is different:

- Every farmer has a different mindset and rationale
- Every farm has different physical resources and a diversified mix of enterprise land uses
- The resilience of the drystock farm business is enhanced by having flexible ability responding to market and climate change
- The farm business is often structured on the premise of intergenerational succession – the focus is a long game.

The slide features a cartoon illustration of a farmer wearing a green cap and a black tank top, standing next to a black and white dog. The background of the slide is a blurred image of a green field under a blue sky.

3. **F4PC Genesis of Farmers for Positive Change** - F4PC was created soon after HRWO Plan Change 1 was notified because there was a lack of a strongly united sector voice providing fair representation nor was there leadership to drive and force needed change that was balanced, fair, equitable and provided flexibility.
4. F4PC had identified that the CSG representatives of low – medium intensity farm systems with low - medium N loss had been reluctantly forced into an isolated position during the CSG discussions, the outcomes of which led to Plan Change 1 notification.
5. The proposed Plan Change 1 demonstrated an obvious favouritism and bias towards one land use type at expense and subjugation of all others, it also provided little obligation where discharge, primarily point source, is managed via existing resource consents to

undertake any further additional reduction actions, and it provides no account for stormwater discharge from built infrastructure notably transport corridors.

6. The low – medium intensity farmers primarily S&B and deer farmers were understandably left partially stranded in a non-engaged position that understandably fostered a reaction of push back and distrust. Consequently, farmer groups like Farmers for Positive Change, Hill Country Group, Primary Land Users Group, and King Country River Care were formed to fill this vacuum and provide a credible and mandated voice.
7. F4PC have therefore anchored positions about Plan Change 1 based upon the key principles regarding balanced, fair and equitable outcomes with flexibility and the provision of certainty that should be available to all without favouritism or preference.



F4PC – What does success look like?

Balance	Fairness	Equitable
Adaptive	Flexibility	Certainty
Leverages	Reasonableness	Transitional

No Offsetting / No Subsidisation / No theft of Natural Capital

No Grandparenting – No blanket One-size-fits-all

8. F4PC Poor Understanding about Farm Systems - From the get-go F4PC contend that there has been universally amongst most stakeholders a naïve and poor understanding of low – medium intensity farm systems with low N loss which has impinged and hampered the creation of balanced, fair and equitable policy and rules

- Threshold Low – medium intensity ≤ 18 su / ha ~ 1000 kgLW/ha
 - (Note 1 - stocking rate effective grazed area – whole farm and / or management block within a farm)
 - (Note 2 – stocking rate wintered 1st May – 30th Sept)
- Low nitrogen ≤ 20 kgN / ha
 - (Note - whole farm to account for existing mitigations)



9. **F4PC Clean Upstream Water made dirty** - F4PC has identified an emerging strongly held view amongst some other stakeholders that the pastoral low - medium N loss farm systems in hill country should be sacrificed to create offsets without consideration in favour of more intensive high N farm systems. This offset would allow continuance of high contaminant discharge because there would be a good source of upstream dilutant water to offset.



10. The premise that good quality clean upstream water should be available to dilute downstream water that has excess high contaminant load from intensive land use and / or point source discharge should be prohibited. There should be no under overs offset to allow overall improvement. This is particularly important when upstream land use opportunity is restricted for no consideration to ensure continuance of clean dilutant water remains available.
11. Where no consideration is made this is interpreted by F4PC to be theft of natural capital to subsidise the continued loss of high contaminant from intensive land use and / or point source discharge. This theft of natural capital is a theft of opportunity and applies an economic squeeze that could bankrupt and force land use change towards afforestation.
12. Following the date of Plan Change 1 notification F4PC took the discussion across the Waikato - Waipa region, also going NZ wide via rural media, attendance to many

meetings and made presentation to a wide number of organisations including visits to Wellington to extol the message.

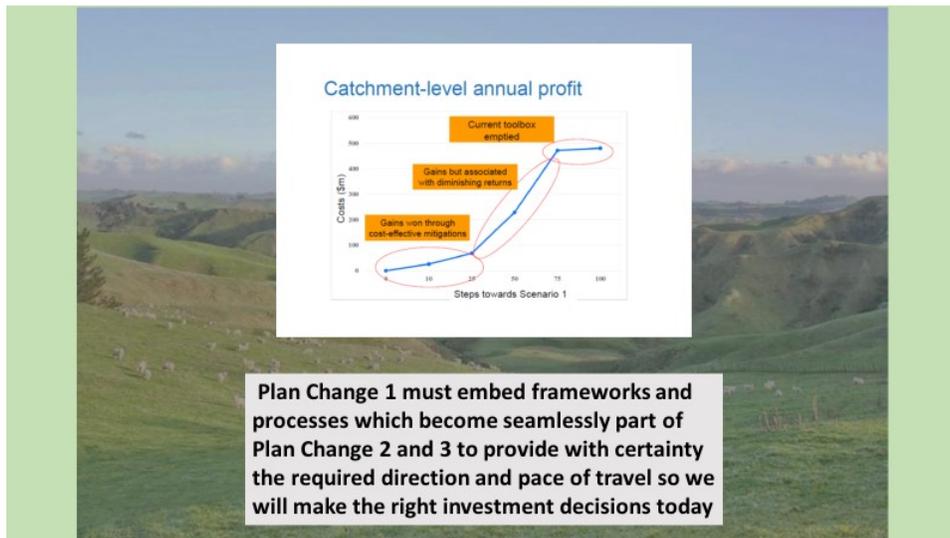
13. F4PC actively engaged very early on to assist farmers become involved in the PC1 Schedule 1 process and this is evidential by the number of submissions received.
14. The F4PC representatives now provide individual and collective opinions as farmers rather than 'expert' commentary, insight or reflections. The opinions are appraised from many years of personal knowledgeable experience that encompasses day-to-day farm management and engaged conversations over-the-fence with many other farmers and agribusiness practitioners.
15. F4PC representatives are not policy writers and so consequently we have difficulty articulating our opinions in policy speak to advise on necessary and important to policy.
16. F4PC recognise the scale and magnitude of restoration required to give effect to the Vision and Strategy, and Te Mana o te Wai is intergenerational and requires careful future land use management to undertake deliberate adaption and practice change.
17. F4PC are acutely aware of 'paralysis by analysis' because of intense scrutiny required across a very difficult complex process and this could initiate a quick and dirty short circuit by sweeping generalisations and rigid rules that ultimately will do no one any favours let alone restore water quality.
18. F4PC are cognisant that there are some positions taken up by different submitters that are diametrically poles apart and this division in thinking will be difficult in forging common purpose. F4PC urge that a balanced process always be taken forward that is leverageable in a transitional seamless manner.
19. F4PC have endeavoured to stay within the format of the Block topics however this has been difficult to maintain due to the great overlap and nuances between the many topics.

20. **F4PC A voice for farmers to correct imbalance, inequity and unfairness, and demand flexibility**
A petition for better leadership
21. **F4PC Farmers are a broad church** – A well-crafted plan change would acknowledge that there is not a simple definition that could describe farmers and land use. This heterogeneity must be well understood to avoid unnecessary discrimination particularly using rigid one-size-fits-all rules that do not allow flexibility.
22. **F4PC Rural communities** – the backbone of rural New Zealand is the small local communities that to remain prosperous, healthy and resilient need diversity and stability of employment that can only be supported by sustainable and enduring productive and profitable land use involved in a wide range of food and fibre production. Monoculture land use limited to only one or two uses does not provide diversity of opportunity and has risk (all eggs in one basket) associated with undue reliance upon single markets. Change is always a factor in rural communities but to remain resilient change cannot be abrupt and opposite to existing opportunities.
23. **F4PC Agriculture has purpose** – Agricultural production of food and fibre provides the necessity of life. Consequently, agricultural land use is purposeful and a legitimate usage of natural resources i.e. the land, and this usage will have an associated environmental footprint. F4PC recognise the need for sustainability and that new opportunity will come forward as a result of tensions created to ensure overall balance.
24. **F4PC Farmers need to be recognised for good stewardship** – There is little recognition given to the good stewardship many farmers have undertaken to manage the natural resource in a sustainable, holistic and caring manner. F4PC believe that any discussion should be balanced and factual without biased distortion.
25. **F4PC Recognising the diversity of landscapes** – The Waikato – Waipa catchments are diverse and this must be well reflected in the crafting and design of policy and rules ensuring good balance, fairness, equity and flexibility.
See Appendix Page 78 Diversity of Landscapes pictorial

26. **F4PC Land use must be right sized** – Agricultural land use is a legitimate and purposeful use of natural resources, yet it must be right sized to ensure its environmental footprint is no more than allowable within the constraints of ecosystem and human health attributes defined for every subcatchment. Every farm therefore must be right sized, yet the landowner must have the prerogative and flexibility of deciding what land use best suits their circumstances and opportunity and not be locked into a fixed grandparented regime.
27. **F4PC Claw back of over-allocation, practice change and land use change where misplaced needs transitional time** – F4PC have always exerted that transitional time must be provided to enable a progressive claw back of contaminant loss where unduly and excessively high. There must however be certainty of actions and outcomes with staged and measured reductions and an identifiable referenced end target to provide a reporting benchmark.
28. **F4PC Supporting the Vision and Strategy** - In principle F4PC are supportive of Te Ture Whaimana o Te Awa o Waikato Vision and Strategy for the Waikato River, the Vision and Strategy
29. The aspirational end target ‘pristine’ outcomes for water quality reference Table 3.11-1 is however not supported.
- What is most important is the direction that must be taken
and not the 80-year destination end point!*
30. The ‘whole of river’ approach promoted within Plan Change 1 is regarded as being too subjective; it potentially allows under / overs offsetting (grandparented subsidisation / theft of natural capital) and it fosters broad inflexible prescriptiveness of mitigations aka one-size-fits-all rather than discovery of contaminant loss source and the remedial polluter pays responsibility.
31. F4PC contest that the S42A writers ‘eye on the prize’ is back to front because it ignores the obvious if every subcatchment improves then surely the whole of river improves. There cannot be distortion of the NPS FM to suggest ‘whole-of-river’ has primacy. There is too much impracticality endeavouring to improve at a large scale, it demands a smaller focused Freshwater Management Unit management framework which F4PC are suggesting needs to be centred on subcatchments to provide meaningful scale.

32. Restoration cannot be ultimately targeted towards a ‘pristine’ state of water quality because of human anthropogenic activities occur everywhere in the whole river catchment and this has an associated environmental footprint.
33. Land use planning and contaminant loss allocation must consider the versatility, capability and assimilative capacity of the different land classes and land management units to ensure contaminant loss incurred by farming for productive food and / or fibre output is no more than warranted to provide ecosystem and human health.
34. Plan Change 1 provides in the opinion of F4PC insufficient focus on the well-being, resilience and prosperity of rural communities
35. There appears to be little recognition of a good work on many farms that already does demonstrate responsible care for the environment and best practice is always an evolutionary movement.
36. **F4PC Plan Change 1 is a lead towards large scale change** – F4PC are most concerned that Plan Change 1 to give effect to the Vision and Strategy will herald the commencement of large and significant change in land use and natural resource management yet fails to provide guidance and leadership. The odds of success are greatly diminished when there is not a united agreement of direction, there is a failure to inspire and there is a failure to provide a ‘how to’ with a roadmap and embedded frameworks to leverage.
37. The strategic roadmap must identify and resolve vision with action:
- Where do we want to go? }
 - How ready are we to go there?]
 - What must we do to get there? } Is this roadmap evident in PC1?
 - How do we manage the journey? } F4PC believe it is not!
 - How do we continue to improve? }

38. F4PC Decision making process behind Plan Change 1- F4PC understand that there was a tremendous amount of detailed science provided to assist and inform the decision-making process behind Plan Change 1 as notified. The science whilst perhaps incomplete provided good insight to assist outline what would it meant to give effect to the Vision and Strategy. The modelling work provided insight into the need for significant land use change and this comprehension needs to be clearly visible to ensure any future investment will not be left stranded and irrecoverable. If current land use has excess contaminant loss that will be difficult to reduce without land use change this should be articulated now underpinned by infallible justification so the right adjustments and investment decisions can be made today with good confidence and certainty.



39. F4PC therefore believe that Plan Change 1 must embed frameworks and processes that are enduring and provide good certainty that are carried forward seamlessly into Plan Change 2 and 3. It is important to be upfront and honest thereby providing a clear line of sight giving direction and pace of travel towards a target outcome. Any vagueness and uncertainty will only create additional and unnecessary risk as it does not provide the confidence required for business and investment.

40. To avoid making the hard calls today and 'kick the can down the road' simply makes it more difficult for future generations to do what is required.

41. **F4PC Over-weighted importance upon Objective K** – In F4PC opinion the background discussion and supportive documents that led to the proposed Plan Change 1 as notified is not considerate enough of achieving objective balance and therefore has placed too much weighting upon Objective K. This is not demeaning Objective K per se, but all objectives need to be carefully considered and balanced. F4PC are very supportive that water quality must be ‘life supporting’ considering Te Mana o te Wai and attributes associated with ecosystem and human health however other factors equally cannot be overlooked for example the well-being of rural communities. Also, the end target cannot be overly aspirational that it would never be achievable and hence caveats must be included for example swimmable water when not in flood.



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Farming in a changing environment: Increasing biodiversity on farm for the supply of multiple ecosystem services
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HIGHLIGHTS

- Clarifies an ecosystem approach to extend land evaluation to include biodiversity
- Ecosystem services supply from all parts of the farm
- Land-specific evaluation metrics enable a trade-off
- On-farm environmental profiles used to increase environmental outputs
- Evaluation of outputs for landscape biodiversity enhancement into farm management

GRAPHICAL ABSTRACT

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ABSTRACT

Among natural resources, soils continue to be poorly represented in ecosystem services frameworks and their role in providing ecosystem services underrepresented. An ecosystem approach to land evaluation extends beyond the traditional focus on soil physical and chemical properties to include soil biological and chemical properties, which underpins the soil's potential to provide other ecosystem services. An ecosystem approach to land evaluation is presented for the first time, including the environmental goals, values at risk and impact complexity or probability. Studies are used to demonstrate that inclusion of all the natural resources on farm in farm system design and management offers benefits for farm system and human, regional sustainability and global production.

In this study, an ecosystem approach was paired with a new generation farm system optimization model and the inclusion of natural resources beyond soil, especially biodiversity, to evaluate farm system design and operation on a farm system level. The model was used to evaluate the impact of the approach on the delivery of ecosystem services on-farm and in the landscape. The model also explored the trade-offs of optimizing farm system for land-use change and biodiversity enhancement on regional scales in an arable and dairy farming system. The approach showed that it is possible to define and include ecological trade-offs in farm system design and management to deliver multiple ecosystem outputs from landscapes. It is also possible to decrease environmental impacts. This is a systems approach for farm system frameworks will require in the future. The research also highlights the importance of developing our understanding of the relationship between the condition and location of landscapes biodiversity objectives and agricultural production.

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42. **F4PC Table 3.11-1** – It is F4PC’s opinion that Table 3.11-1 as a backdrop to Plan Change 1 highlights the problems confronted with how best to give effect to the Vision and Strategy. The short-term year-2026 target is unrealistic as the allocated time will not allow required land use, practice change and mitigative actions to be fully implemented to achieve a ten percent improved state. In contrast the long-term 80-year target is too aspirational, it is set at a future date that is too distant and hence difficult to reconcile.
43. F4PC believe an interim target year-2050 state of water quality should be established and included within Table 3.11-1 to provide direction and therefore certainty of expectation. This will be discussed in more detail see paragraph # 89
44. By not providing an interim medium-term target state of water quality ascertained for each subcatchment then it is very difficult to convey or extract the meaningful direction required and most importantly where most mitigative action needs to occur and what this would amount to.
45. **F4PC Plan Change 1 is deeply flawed** – It is a strongly held opinion of F4PC that Plan Change 1 is deeply flawed because of significant bias and distortion to principally favour one land use sector and subjugate all others. Consequently, there is little fairness, equity nor flexibility in the proposed rules.
46. There is very little directional leadership inferred by Plan Change 1 to identify the medium term expectation in the next 20 – 30 year timeframe regarding a target state of water quality which would importantly provide direction and pace of travel giving business investment confidence and identify more clearly land use opportunity that could be manageable within the context of environmental constraints.
47. The background science information that was prepared for and supported the design of Plan Change 1 could have been used better to establish a significantly more reasonable plan frame that would have been acceptable to a wider range of stakeholders.
48. Some of the data and associated information about land use that populated the science was not truly representative nor validated for low – medium N loss farm systems and the ramifications of this upon modelling results led to misinterpretation with subsequent decisions being poorly framed.

49. The proposed Plan Change 1 therefore demonstrates a poor understanding and disregard about some common types of land use with associated farm systems including forestry (plus undeveloped land) particularly extensive low – medium N loss farm systems.
50. The proposed Plan Change 1 is deeply centred upon under / overs offsetting which will not provide everywhere the opportunity to improve the state of water quality
- No Land Use Change } very blunt tools
 - Grandparented N loss } “ “ “
 - Point source dischargers retain offset option
51. The proposed Plan Change 1 is locked in onto existing land use with a grandparenting regime regardless of whether current usage is already the right fit in the landscape or perhaps has further development opportunity or conversely is oversized and misplaced with excessively high contaminant loss.
52. The Farm Environment Plan (FEP) and Schedule 1 is an integral part of the proposed Plan Change 1 however it is considered by F4PC to be simply a compliance plan to report and demonstrate ‘how’ mitigative actions will support continuance of existing farm activities and associated practices. This further locks in the grandparented land use without any investigative understanding of appropriate land use. The scope of the FEP is too narrow consequently the FEP used in this manner reveals an acceptance of existing land use which become locked-in which restricts the scope of possible mitigative action(s) to reduce impacts causing environmental harm and nuisance. The mitigative action(s) may only be a fancy paint job because the reduction in contaminant loss could be less than required if land use is misplaced having excessively high contaminant loss. The FEP therefore perpetuates locking-in existing land use supported by grandparented N loss and No land use change. The FEP then because of an anchoring effect foretells the likely direction that Plan Change 2 will take with more continuance of business-as-usual and the unwarranted subjugation of opportunity.
53. The proposed Plan Change 1 is also premised upon there being adequate availability of supportive advisory capability that is competently skilled alongside regulatory oversight. The regional council itself has now admitted it has shortcomings and this will not be rectified in good time to ensure the plan change as proposed would be operable.

54. **F4PC Current land use must be decoupled from policy and rules** – It

is F4PC opinion that there should be no endeavour to favour and pick land use winners and so all current land use must be decoupled from policy and rules. Policy and rules should define expectation and identify constraints that apply with respect to land use and then it is the land users' prerogative and opportunity to utilise the natural resource in their chosen manner that will not breach. The only recognition for current land use that would apply is that transitional time would be granted to allow adoption of practice change, instigate mitigation action where suitable and / or adopt new land use where appropriate.

55. **F4PC The objective is to restore water quality** - The focus begins with the

premise that restoration effort recognises future state cannot be aspirationally pristine due to anthropogenic human activities (noting also continuing increase in human population) including agriculture but nevertheless must provide for ecosystem and human health attributes to enable swimmability and Mahinga Kai.

56. **F4PC Restoration of water quality** – F4PC believe there is widespread

agreement from many land users and other stakeholders that degraded waterways must be restored with mitigative action being undertaken in the location and / or source where contaminant loss originates. It is the degree of restoration that may be required which could be contested because to aspirationally target a 'pristine' state is perhaps a stretch too far and highly unreasonable.

57. F4PC have recognised that Plan Change 1 is part of a longer journey of continual land use change and adaptation to enable restoration of water quality. F4PC however have the caveat that the ultimate target state of water quality should not be 'pristine' but rather a state that is acceptable to all stakeholders enabling a wide range of sustainable resource use as measured and allowable with respect to Te Mana o te Wai and the proxy being ecosystem and human health. This could be described as swimmability when good to go swimming i.e. not in flood

Is the measure of flood where flow exceeds 80th percentile flow or similar?

58. **F4PC Vision of Success** – The F4PC Vision of Success is premised upon the importance of prosperous, vibrant and resilient rural communities alongside profitable and purposeful primary industry land usage (agriculture and forestry) are sustainably integrated in a fair and equitable manner in a common landscape optimised (Farming Fits the Land) to support and uphold ecosystem and human health i.e. Te Mana o te Wai.

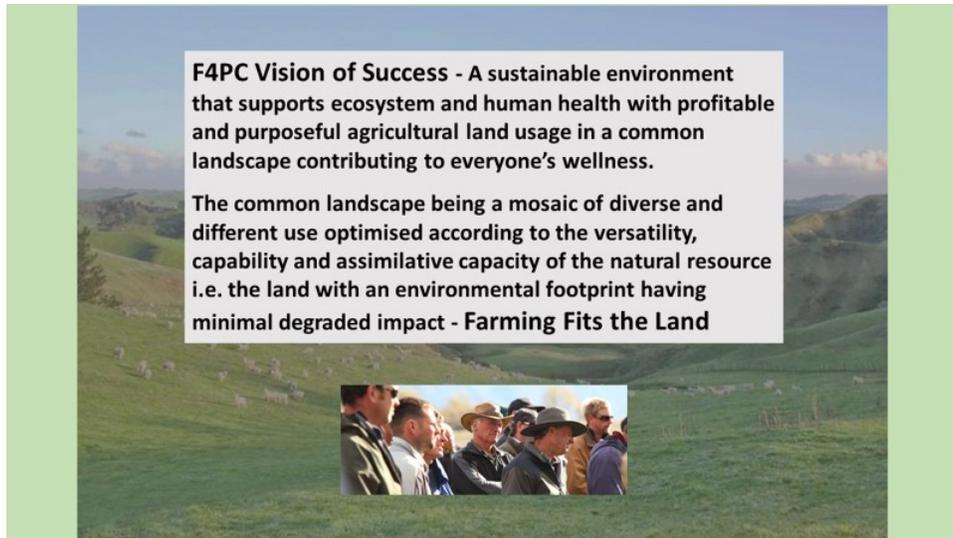
59. F4PC vision of success leverages the natural advantages New Zealand has for primary agricultural production premised on naturalness, free-range and outdoor pastoral centric grass-fed farm systems. This is a continuance of agriculture that has led New Zealand's competitive advantage yet more aligned with constraints imposed to secure a more balanced and sustainable use of our natural resources.

60. F4PC considers that the Vision & Strategy whilst it prevails and / or sits alongside other legislation notably the NPS Freshwater there is a high degree of congruence when all V&S objectives are considered in a balanced holistic manner particularly in the first few upcoming plan changes that will be designed in a staged and measured manner to give effect.

61. F4PC believe that establishing the right trajectory forward (within the broader planning framework of PC 1 and outside of for purpose of providing guidance) commencing with Plan Change 1 and designed to seamlessly transition into Plan Change 2 and 3 with an interim target year – 2050 state of water quality¹ will enable the desired restoration of water quality to start which is fundamental to Te Ture Whaimana o Te Awa o Waikato Vision and Strategy for the Waikato River, the Vision and Strategy.

¹ F4PC propose that an interim target year-2050 state of water quality be established, and this would be integrated into the revised Table 3.11-1

62. F4PC has since its genesis proactively and positively engaged to seek a better process and outcome and this has been broadcasted by articulating a vision of success.



F4PC Vision of Success - A sustainable environment that supports ecosystem and human health with profitable and purposeful agricultural land usage in a common landscape contributing to everyone's wellness.

The common landscape being a mosaic of diverse and different use optimised according to the versatility, capability and assimilative capacity of the natural resource i.e. the land with an environmental footprint having minimal degraded impact - Farming Fits the Land

63. From the get-go F4PC began extolling a vision of success that would be premised upon:

A strong and clear focus upon subcatchments – the water quality of every subcatchment and tributary will be the measure of success. This made it obvious there could not be offsetting or preferential treatment irrespective of originating source either diffuse and / or point source.

64. The focus upon subcatchments is more amenable to providing the economic, social, and cultural wellbeing of communities which is a core fundamental requirement underpinning the V&S and RMA

65. F4PC are also adamant that the waters from Lake Taupo and / or upstream headwaters in the subcatchments cannot be used to dilute high downstream contaminant loads as an under overs offset.

66. That there needs to be principles underpinning all decisions that are balanced, fair, equitable and provide flexibility

67. Farming as a land use must be right sized having a level of intensity that minimises discharge of contaminants knowing that loss may become externalised outside the farm gate having impact upon receiving environments that may cause harm and nuisance

68. Farming as a land use must be afforded opportunity to develop mitigation that fits the local situation rather than forcibly adopt actions that are broad one-size-fits-all square peg in a round hole. The flexibility to tailorise allows adaptation and innovation with

associated cost benefit to flourish with greater likelihood of better willingness by individuals to engage

69. Farming as a land use must recognise constraints inherently associated with the natural resources used for productivism and the likelihood of externalised contaminant loss causing downstream environmental harm and nuisance. This has for convenience been labelled the 'natural capital' approach and so consequently considers the versatility, capability and assimilative capacity of natural resource of the different land classes and land management units.



70. **F4PC An acceptable environmental footprint** – F4PC believe that social licence does confer universal acceptance of agricultural land use having an environmental footprint of a size that is constrained only to ensure other attributes commonly associated with water usage are not compromised referred to here as ecosystem and human health and the relationship with Te Mana o te Wai.
71. The acceptable environmental footprint will also be understandably different depending upon locale reflecting the wide and broad difference of landscape when viewed at the different scale of receiving environments – farm, subcatchment and whole-of-river catchment; and the versatility, capability and assimilative capacity of each land class and land management unit.
72. F4PC does recognise that the state of water quality will vary in any one locality and this must temper how the measured record of flow and corresponding attributes are used to demonstrate compliance or not towards the various constraint thresholds or limits. For

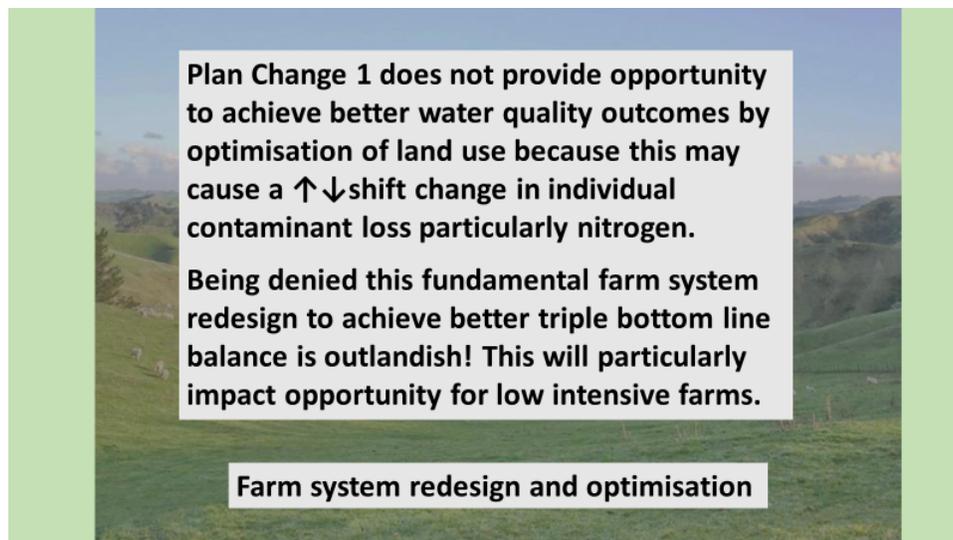
example, a swimmable state of water quality should not be measured when the stream is in flood, a swimmable state of water quality must recognise non-anthropogenic impacts for example peat tannins.

73. **F4PC Land use must have flexibility** – F4PC contend that pastoral activities as a land use must have quiet flexibility to adjust, modify and change albeit within acceptable constraints so to evolve with changing opportunities:

- The limits of versatility, capability and assimilative capacity of the land class and land management unit
- A good fit with the natural grass growth curve i.e. it is not manipulated unduly by use of nitrogen fertiliser and imported supplementary feed
- Life supporting capacity ecosystem and human health is not compromised

Land use with flexibility that occurs within acceptable constraints is therefore balanced and more optimised without discharge of high contaminant loss that may cause environmental harm and nuisance.

Flexibility cannot be denied because of endeavours to subsidise other misplaced land use that has high discharge of contaminant loss.



74. **F4PC Transitional time to clawback** – it is F4PC opinion that land use with high contaminant loss must be allowed transitional time to reduce to avoid invested capital becoming stranded in the short term and the associated disruption this may cause to communities. Note however F4PC believe that excessively high contaminant loss must be reduced quickly. There must be notice served that there is expectation of reduction and that this will be closely monitored and observed. It is important to provide certainty and present an expectation of the direction and pace of travel.
75. **F4PC Farming Fits the Land** - The euphuism **Farming Fits the Land** has been used by F4PC to describe a successful land use outcome when the common landscape becomes a mosaic of diverse and different use having considered the versatility, capability and assimilative capacity of the natural resource i.e. the Land with an environmental footprint having an acceptable though minimised degradational impact.
76. **F4PC Right sized land use** – F4PC have the opinion that a successful outcome will be achieved when land use is right sized and in the right place having considered the versatility, capability and assimilative capacity of the natural resource i.e. the land that is being used with constraints applied ensuring the contaminant load to water is not jeopardising Te Mana o te Wai ecosystem and human health attributes. Where land use is right sized then farming fits the land.
77. **F4PC Misplaced land use** – Misplaced land use occurs where the farming enterprise being used on the land is causing excessively high contaminant loss that cannot be satisfactorily reduced by mitigative actions and / or the implementation of mitigative actions is outrageously expensive that such expenditure is not justified, and so the only remedy is a change in enterprise being a land use change that has a better fit.

**Misplaced and / or poorly managed land use
High contaminant loss?
Environmental harm and nuisance?**



Too much Nitrogen? Too much Sediment



**Hill Country – Erosion and Sediment
Livestock Exclusion – In some places we have to fix it!**

78. F4PC Critical Source Areas and High Vulnerability – F4PC contend that better water quality will only be achieved by mitigation that is targeted and preferably applied at source of contaminant loss. This demands a focus upon critical sources areas where loss risk is highest and a more overall assessment where vulnerability risk across a landscape is high. The usage mitigation forced by one-size-fits-all policy and rules is blunt and often mismatched to the real mitigation actions that should be undertaken. The Land and Environment Plan process is considered to be the format that should be adopted to allow tailorised mitigation to be undertaken that is more purposeful and provide better costs benefit.

79. F4PC Do not penalise the good farmer

Do not penalise the early adopter

80. F4PC Mitigation responsibility – The responsibility for mitigation must rest primarily upon ‘polluter pays’ principles. The focus therefore must start by assessing where contaminant loss risk is high to ensure reductive effort is concentrated at the originating source to avoid cumulative increase and the likelihood of risk being exacerbated.

81. F4PC recognise that liability for externalised contaminant loss (formerly and is still today subsidised by the wider community as a human, social, financial, and environmental cost) is a relatively new imposition on farm businesses. Consequently, externalised contaminant loss and impacts were never originally factored into or influenced choices (though in most cases it was known about) about farm system design or economics. To expediate a willingness to adapt and change F4PC believe there should be transitional time granted to facilitate practice change and adopt new mitigation and other processes with exception only when loss rates are excessively high where there in an immediacy to reduce.

82. F4PC A dislike for one-size-fits-all rules – F4PC have an abhorrent dislike for one-size-fits-all rules that promulgate an unbalanced, duplicitous and disjointed approach to resource management. There must be assessment for risk and difference considering the wide array of land type and use which demands a more tailored approach.

83. Any rules that demand mitigative action should be targeted at specific location and source where contaminant loss is high rather than apply a broad blanket approach across all land use.
84. **F4PC No Land Use Change** – F4PC understand the need to restrict (hold-the-line, emplace a moratorium to ensure no further degradation) further high loss of contaminants arising from intensive land use however the No Land Use Change Rule is extremely blunt and is double-edged when combined with grandparented nitrogen restrictions.
85. F4PC believe a much smarter approach could be allowed in recognition that such a rule over penalises land users whose intent may be more inclined towards land use optimisation rather than holus-bolus shift to high intensification.
86. **F4PC Water quality a function of many attributes** – F4PC know that water quality is an outcome that is multi-factorial reliant upon all attribute measures fitting within a desired band or range. Therefore, any endeavour to be finicky about only one attribute at the cost of ignoring other attributes is foolish. Minor upward shift in one attribute whilst better managing all other attributes should be rewarded and encouraged because this will result in greater improved water quality.
87. **F4PC Waterway definition** – F4PC have struggled to determine without ambiguity the definition of the different waterways that have to be accounted for in the rule settings. It is understood that waterways provide the pathways or nexus of contaminant loss to receiving environments however there needs to be clearer explanation and purpose, and relevancy regarding risk.
88. It is F4PC opinion that there is an acute need to provide clear and simple definition as to what constitutes different waterways to avoid ambiguity, confusion and discrepancy
- Perennial
 - Intermittent
 - Ephemeral
 - Wetland
 - Drain
 - Water race
 - Stormwater channel

- Karst (limestone)
- Subsoil drainage (man-made tile drainage or similar)
- Other



89. **F4PC Farm system redesign** – To improve the state of water quality there will be a need to redesign farm systems that is more attuned to the versatility, capability and assimilative capacity of the class of land and land management unit. It is most unfortunate that the PC1 rules endeavour to lock in and grandparent existing land use rather than allow opportunity to optimise. It is obvious the improvement in water quality may necessitate land users to re-examine the farm system across many different levels and so redesign to gain better optimised outcomes.

90. F4PC Practice Change



Practice change will be F4PC contend the most important process that needs emphasis and resourcing to ensure technology transfer and GMP understanding is widely known about and then adopted. It is known there have been many studies undertaken to examine farmer learning and this must be leveraged to maximise opportunities that will arise when farmers have good recognition of what is required.

91. F4PC Good Management Practice or

Good Farming Practice or Best Environmental Practice?

– F4PC are perplexed at the reiterations of what constitutes good practice on farms, it has now become confusing!

92. Practices on farm are always evolving in the quest to do things better and seek a profitable return of enterprise. Our understanding and availability of technology assists and propels change which must be embraced. Practice change occurs amongst farmers at different rates and this must be recognised.

93. **F4PC Framework of Action** - F4PC have developed a Framework of Actions

having reviewed the proposed Plan Change 1 and are seeking alternative direction to ensure better outcomes are delivered that a fair and equitable to all.

Framework of Actions (desire for seamless transition into next plan change)	
Interim target State of Water Quality year – 2050 <ul style="list-style-type: none"> • Certainty, direction and pace of travel • Measurable and auditable • Seamless transition Plan Change 2 & 3 	Land and Environment Plan <ul style="list-style-type: none"> • Comprehensive review natural resource • Land use opportunities regarding versatility, capability and assimilative capacity - Farming Fits the Land
Subcatchment Focus <ul style="list-style-type: none"> • A spatial scale to foster Community focus • Prominent contaminant loss emphasised 	Certified Farm Advisor <ul style="list-style-type: none"> • Good Management Practice • Compliance module
Nitrogen delete one-size-fits-all <ul style="list-style-type: none"> • No 75th, No Grandparenting, No 5-yr averaging • No share-the-pain subsidisation • No under / overs offsetting 	Critical Source Areas <ul style="list-style-type: none"> • Prioritised focused mitigations • Tailorised and Integrated
Nitrogen Flexibility <ul style="list-style-type: none"> • $\leq 20 \text{ kgN / ha}$ • Extensive farm systems threshold <ul style="list-style-type: none"> • $\leq 18 \text{ su / ha} \sim 1000 \text{ kgLW / ha}$ 	Livestock Exclusion delete one-size-fits-all <ul style="list-style-type: none"> • Lowland $\leq 15\text{-degree}$ • Steep $> 15\text{-degree}$ Intensity risk threshold <ul style="list-style-type: none"> • $18 \text{ su / ha} \sim 1000 \text{ kgLW / ha}$
Nitrogen Allocation Framework <ul style="list-style-type: none"> • Natural Capital + LUC proxy <ul style="list-style-type: none"> • Versatility, capability & assimilative capacity 	Winter Forage Crop Grazing <ul style="list-style-type: none"> • Buffer widths
Nitrogen Horticulture	Cultivation on slope
	Point Source Discharge – Offset ?

- Interim target year-2050 state of water quality
- Subcatchment focus
- Nitrogen deletion of one-size-fits-all
- Nitrogen flexibility $\leq 20 \text{ kgN/ha}$ $\leq 18\text{su/ha}$ $\sim 1000 \text{ kgLW/ha}$
- Nitrogen Horticulture
- Land and Environment Plan
- Certified Farm Advisor
- Critical Source Areas and Vulnerability
- Livestock Exclusion Lowland and where stocking rate $\geq 18 \text{ su/ha}$
- Winter forage cropping
- Cultivation on slope
- Point source discharge

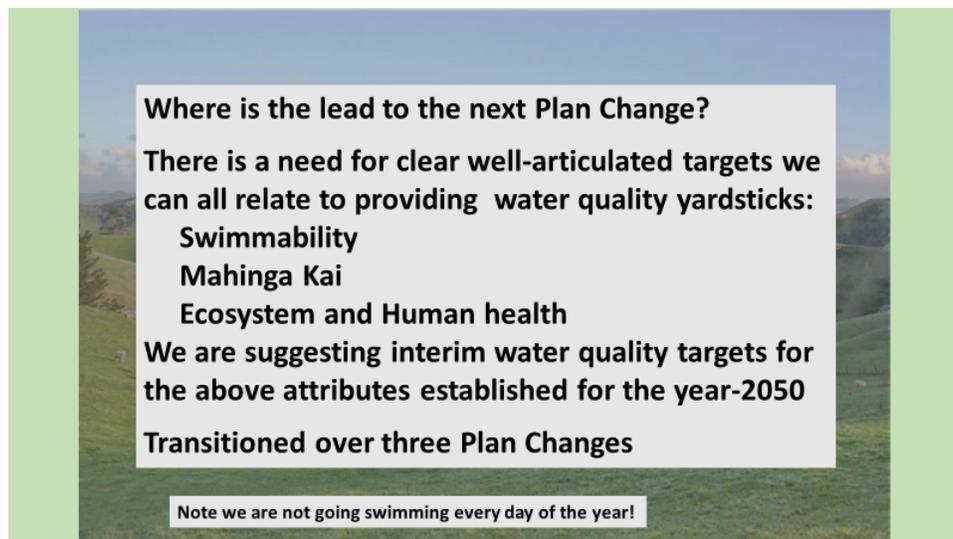
94. F4PC A journey needs a destination, direction and a plan - F4PC are perplexed as to the lack of direction provided in the proposed Plan Change 1 yet there is weak reference to something more, but it is difficult to comprehend the expected magnitude, (reference to Table 3.11.1). For better certainty about what comes next there is in the opinion of F4PC an acute need to be more bold, forthright and articulate. There is a need for Plan Change 1 to demonstrate leadership and the embedment of frameworks that underpin the direction forward.



95. F4PC An Interim year-2050 State of Water Quality - The direction of the journey ahead could better laid out and straightforwardly be established by embedding within Plan Change 1 an interim target established with enough time to advance and progress yet not too distant so is tangible and within typical farm business planning timeframes. For example, an interim target 30 years from now i.e. year-2050 so a good fit with plantation forestry, and within an expected intergenerational succession transfer of a farm business. See proposed timeline page 40.

96. F4PC propose that the year-2050 be established as the interim target year
The interim target year-2050 water quality attributes for each subcatchment would be established from known information available today and whilst this information perhaps is not complete nor will it ever be, hence it will be subject to review in future Plan Changes 2 and 3 it does importantly provide certainty, confidence and an element of precautionary responsibility.

The target year-2050 water quality attributes allow more clearer identification of the gap that may exist between current and target in the knowledge there is transitional time to make good and undertake needed transformation.



Where is the lead to the next Plan Change?

There is a need for clear well-articulated targets we can all relate to providing water quality yardsticks:

- Swimmability**
- Mahinga Kai**
- Ecosystem and Human health**

We are suggesting interim water quality targets for the above attributes established for the year-2050

Transitioned over three Plan Changes

Note we are not going swimming every day of the year!

**A need to create better certainty,
direction and pace of travel**

**Embed an interim target
State of Water Quality Year – 2050**

**Transformative change
Transitional and staged
Fairness, Equitable, Proportional**

Interim Target State of Water Quality Year - 2050

Table 2: Alternative Instream Nitrogen Targets

Narrative State	Max TN Concentration (mg/L) ³	Waikato FMU
Minimal N enrichment	0.25	Upper Waikato
Moderate N enrichment	0.51	Middle Waikato
Substantial N enrichment	0.81	Lower Waikato

³ = annual median based on monthly monitoring

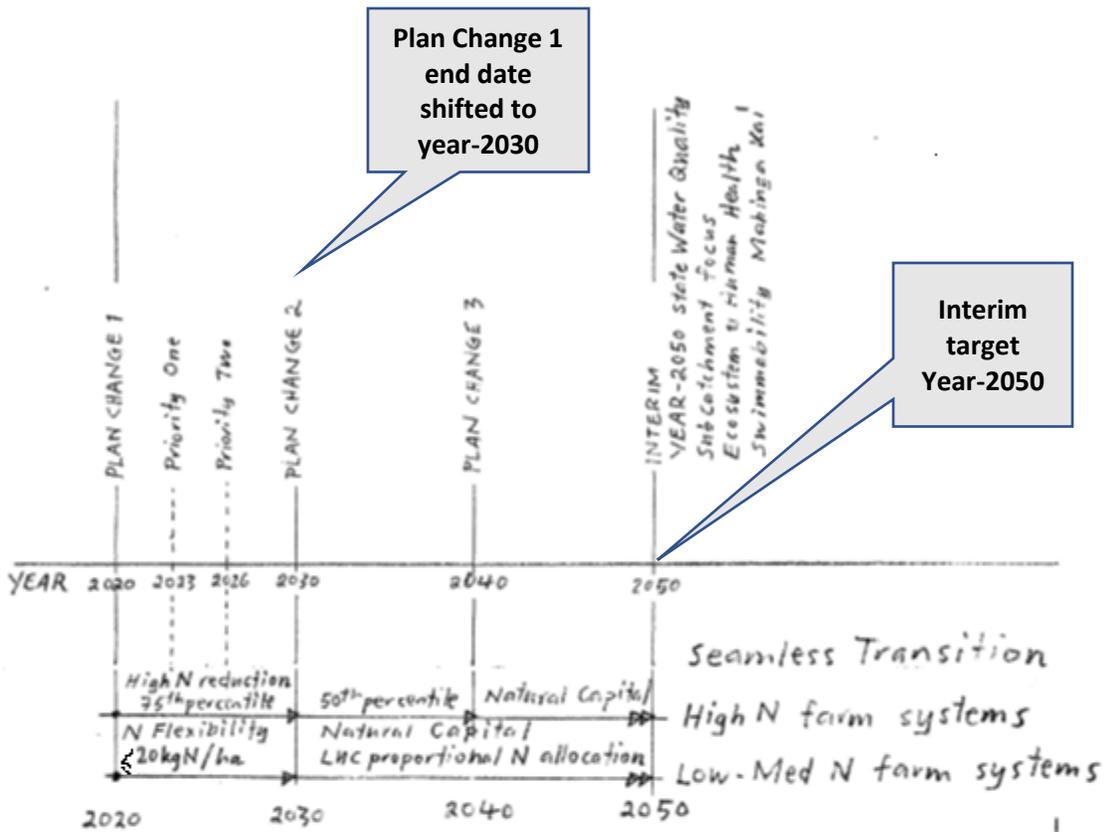
Source – B+LNZ Dr. Tim Cox Block 2 evidence

If there was more certainty then :-

**We will have better ability to prepare more detailed
Land and Environment Plans with known timeframes**

**Better certainty would direct funding of much needed
additional supportive science to improve knowledge
and understanding particularly the establishment of a
nitrogen allocation framework**

**Land Use Capability factoring in
attenuation and other reduction processes**



Plan Change 1
end date
shifted to
year-2030

Interim
target
Year-2050

Integrated Farm System Redesign
Transforming Farm Practices
Net Environmental Gains
Right sized Land Use
Farming Fits the Land
Environmental Sustainable Governance

Sub catchment Focus Subcatchment Collectives
Land and Environment Plan
Risk based mitigation
Audited Modules
Soil, Water, Biodiversity, GHG Carbon

Farmers for Positive Change

97. **F4PC Intensive pastoral farming** – it is the opinion of F4PC that a definition or measure that should be applied to distinguish extensive vs. intensive pastoral farming is the wintered (1st May to 30th September) stocking rate for intensive farming is ≥ 18 su / ha or a better more robust measure ≥ 1000 kgLW / ha

- su stocking rate
- kgLW kilogram Liveweight F4PC prefer kgLW to avoid subjectivism

This measure would be effective farm area and not total farm area

The intensity measure is applied either across the whole farm effective area and / or a management block within a more extensive farm

The effective farm area is applied because the threshold is being used as an identifier of contaminant loss risk commonly associated with stocking rate intensity

98. **F4PC Intensive grazing of winter forage crop** – It is F4PC opinion that a high-risk land use activity occurs when winter forage crops are grazed intensively, and this is exacerbated if undertaken in vulnerable landscapes.

99. There is high risk for all contaminants N, P, sediment and pathogens arising from this land use and so this demands close attention. F4PC are suggesting that a FEP module be specifically created to provide necessary guidance and oversight of this activity as it should require more robust design of planning.

100. The definition of a forage crop does however require some clearly defined boundaries

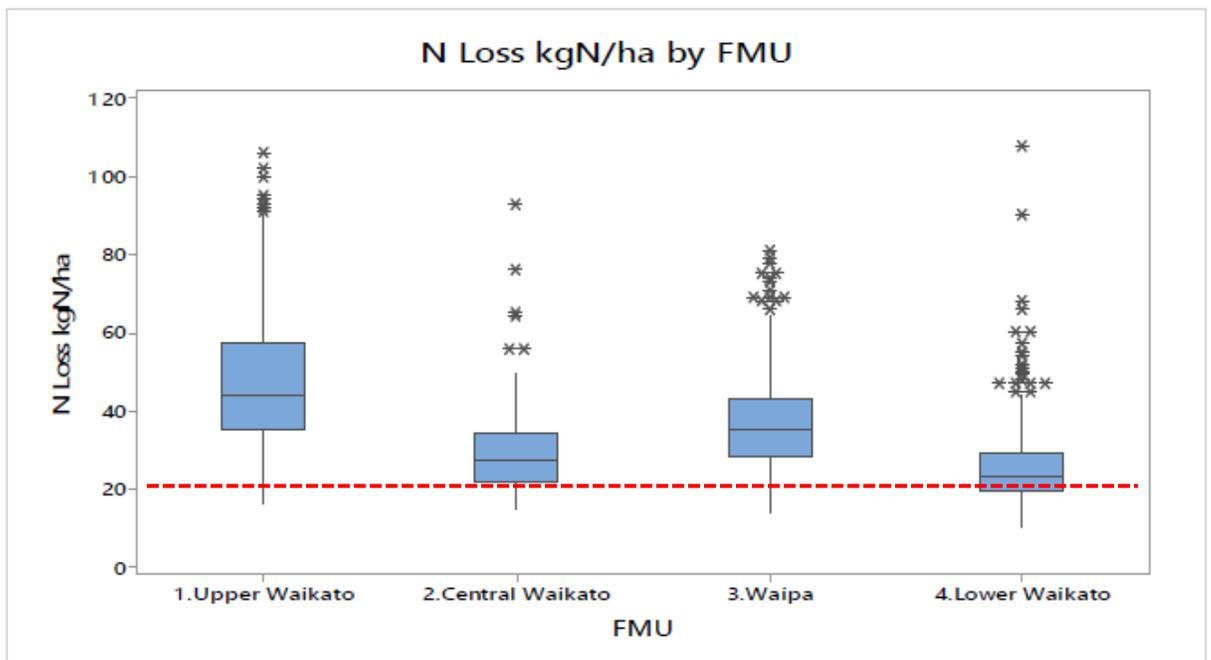
- The crop is either a beet, brassica or a cereal or other high yield single-graze crop ≥ 5 tonne DM/ha pre graze
 - This excludes other short-term multigraze crops for example clover and herbs, pasja, Italian ryegrass, plantain, lucerne, chicory or similar
- The crop is single-grazed and is not multi-grazed
 - There is no expectation of regrowth and often all plant material is grazed leaving little residual and the ground is bare
- The managed grazing technique is often strip-grazing

101. There would be significant planning oversight to not have regard of paddock selection considering slope, length of slope, soil type, rainfall, proximity to water, critical

source areas and other risk vulnerabilities. F4PC believe that these factors should be outlined in a LEP module to manage the impacts of this high-risk land use.



102. **F4PC Thresholds to identify risk** – F4PC suggest that appropriate thresholds need to be emplaced to identify a shift or change in land use from low to high risk
103. N loss flexibility All land use with a NRP ≤ 20 kgN/ha loss granted flexibility and / or stocking rate intensity that does not exceed ≤ 18 su/ha ~ 1000 kgLW/ha during the winter 1st May – 30th Sept time period.
104. The graph below taken from Fonterra, James Allen evidence PC1 Block 2 is used here to indicate where the 20 kgN/ha loss threshold (red dashed line on graph) fits across the Fonterra supplier farms N loss profile. F4PC believe this provides good demonstration that 20 kgN/ha provides a robust threshold to distinguish extensive vs intensive land use.



Fonterra data set (15/16 season (Fonterra supply farms only))

105. **Cultivation slope** Of the land area cultivated within a paddock
- i. Maximum slope angle 20 degrees
 - ii. Predominant slope (80 percent) ≤ 15-degree
 - iii. This should be allowed as an arbitrary best estimate judgement recognising very few paddocks have uniform slope

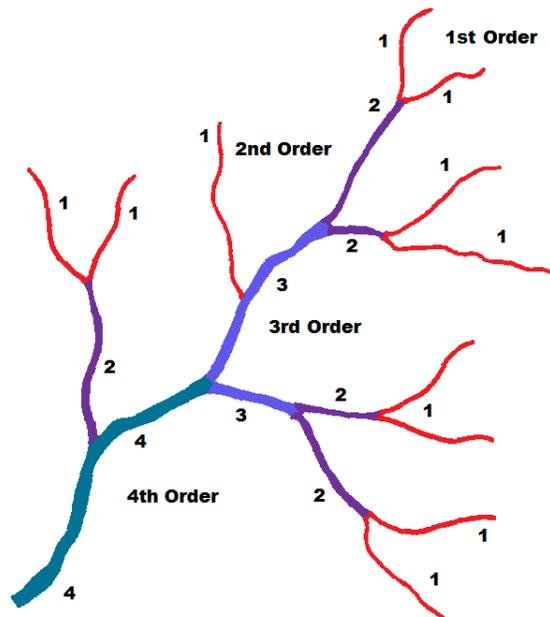
106. **Livestock Exclusion** Establish a threshold based upon livestock intensity
- 18 su/ha ~ 1000 kgLW/ha
- Applied during winter 1st May – 30th Sept
- Calculating stock units - see page 45

Stock Unit Calculation: Reynish, (editor) (2018). Farm Technical Manual. Volume 24

107. **Riparian Buffer setback width** 1 m minimum top of bank, however the farm planning LEP will identify variable setback following several different factors ensuring greater width is applied where overland flow (volume and velocity) aggregates across paddocks into channelised pathways. Increasing slope also needs to be factored and hence the setback whilst arbitrary should be applied

0 – 5-degree	1m
5 – 25-degree	2m
25+ degree	5m

Stream order also needs consideration. In the first iteration of Plan Change 1 only 2nd order and permanently flowing should be deemed mandatory for livestock exclusion



Calculating stock units

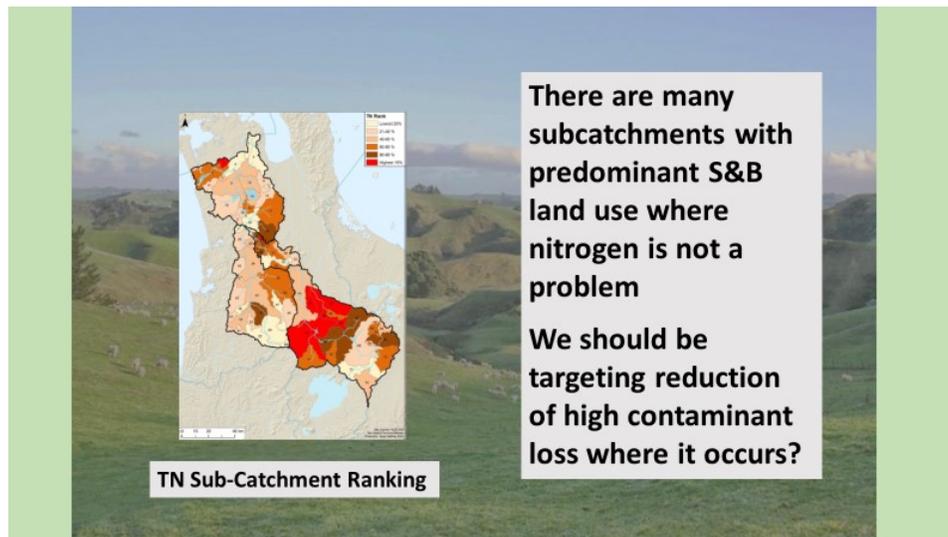
Source: Reynish, (editor) (2018). Farm Technical Manual. Volume 24. Published by the Faculty Agribusiness and of Commerce, Lincoln University. Table 1.74. Stock unit measurements for cattle and deer (including young stock).

Stock type (including young stock)		Stock unit	
Beef cow*	350kg, 68% calves weaned	3.7	
	400kg, 83% calves weaned	4.4	
	450kg, 88% calves weaned	5.3	
	500kg, 90% calves weaned	6.3	
Beef weaners*	135-270 kg	3.5	
Beef*	200-400kg, slow growing	3.7	
	200-465kg, rapid growing	4.6	
	350-500 kg	4.7	
Bull*	500kg	6.0	
Jersey yearling	0-12 months	1.7	
Friesian yearling	0-12 months	1.9	
Jersey heifer		3.0	
Friesian heifer		3.4	
Red deer*	Weaning to 15-months	Males	1.4
		Females	1.2
	15 to 27 months	Males	1.8
		Females	1.8
	Adults	Males	2.1
		Females	1.9
Wapiti*	add 0.1 to red deer values		
Fallow deer	weaner buck	0.55	
	Yearling buck	0.65	
	Yearling doe	0.55	
	Mature doe	0.9	

Source: Table 1.73. Stock unit measurements for dairy cows, based on cow weight and milksolids

Cow liveweight	Milksolids yield						
	175 kg	210 kg	245 kg	280 kg	315 kg	350 kg	385 kg
250	4.6	5.1	5.5	6.0	6.4		
300	4.9	5.4	5.8	6.3	6.7	7.2	
350	5.2	5.6	6.1	6.5	7.0	7.4	
400	5.5	5.9	6.4	6.8	7.3	7.7	8.2
450	5.8	6.2	6.7	7.1	7.5	8.0	8.4
500		6.5	6.9	7.4	7.8	8.3	8.7
550			7.2	7.7	8.1	8.6	9.0

108. **F4PC Nitrogen**



Managing Nitrogen – a need to allocate?

It is all about load to water
Swimmability, Mahinga Kai, Ecosystem Health

There needs to be a fair and equitable allocation methodology to work through leading towards PC2

A new allocation framework has to be established underpinned by science

LUC + attenuation
+ other reduction

It is more than a proxy

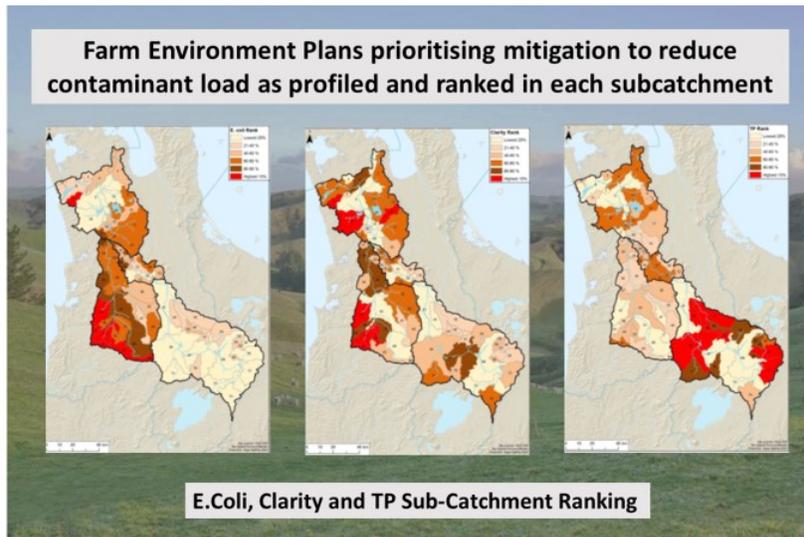
109. **F4PC Nitrogen loss is a function of land use intensity** – F4PC are challenging grandparenting and the subjugation of low N loss farm systems to provide headroom for intensive high N loss land use

110. **F4PC Low N loss farm systems require flexibility** – the lock down of low N loss farm systems using a grandparenting allocation framework severely disadvantages and cripples these farm businesses by being unable to respond to market and climate change, and redesign the whole farm system to better account for and so reduce all contaminant loss. This is a dire situation when the contributive loss by low N

loss farm systems will invariably be under the nutrient loss attribute for ecosystem and human health.

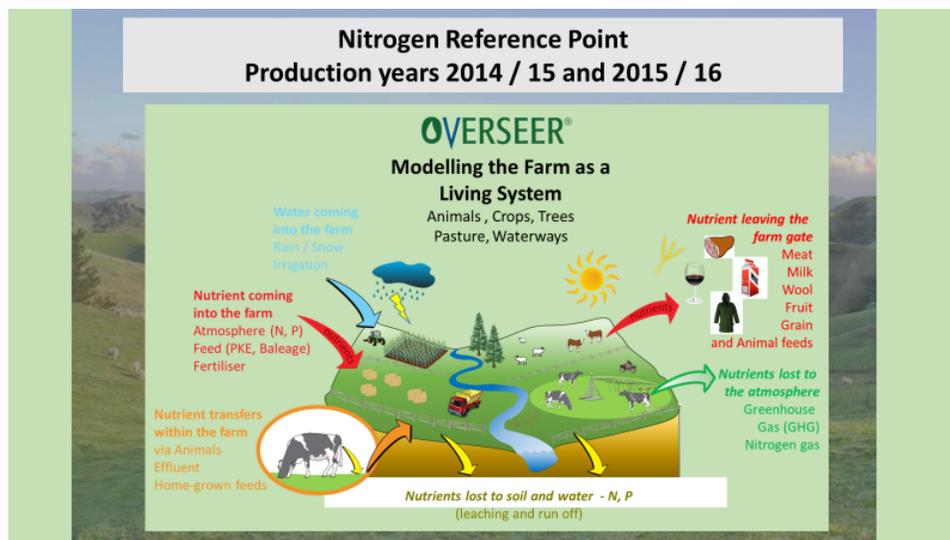
111. **F4PC Phosphorus loss has only a weak association with**

sediment loss - It is F4PC belief that there is a misconception that high sediment loss (which F4PC acknowledge is a problematic issue for pastoral hill country) is associated with high phosphorus loss. This is because of the chemical attraction of Phosphorus to cling onto soil particles which if eroded and transported becomes equally a problem. The phosphorus load from pastoral hill country however is not high in comparison to the sediment load indicating only a weak association. This is evident in the load / loss risk maps used to prioritise the subcatchments which clearly indicates the disconnect of sediment loss and phosphorus loss particularly in the Waipa FMU



112. The phosphorus loss and load are however notably high from intensive land use which is indicative of higher P fertiliser input (capital and maintenance fertiliser application), the farm system(s) and infrastructure, and loss factors associated with intensive stocking rate.

113. **F4PC Overseer** – F4PC understand that with any model the results are determined by the quality of the information data that sits behind the coding and algorithms and the inputted variables for example a representative farm as a land use are robust, validated and are accurate.
114. F4PC understand that the background validated information used in Overseer is more substantial for the dairy sector than the sheep, beef and deer sector and there is a dearth of information for the horticulture sector.
115. F4PC also recognise that Overseer is however possibly the only model that is universally suitable for the task and despite obvious flaws and graininess its continuance should prevail.



116. F4PC however, are concerned that Overseer is being applied in a rigid capacity despite known problems for example a grandparented Nitrogen Reference Point (NRP) and 75th percentile.
117. **F4PC Nitrogen Reference Point (NRP)** – F4PC understand the importance of knowing the spatial location of land use, contaminant loss and load, the current state of water quality and other useful metrics. The NRP has purpose to understand nitrogen loss occurs by whom and where it occurs. The ideocracy of grandparenting N loss particularly for low N loss farm systems has become observable as a significant injustice which must be struck out to allow farm systems to operate with a degree of flexibility.

118. **F4PC 75th percentile** – F4PC acknowledge the purpose of the 75th percentile is an endeavour to reduce excessively high N loss however the rule is applied as a one-size-fits-all with obvious discrepancy

- i) that at the FMU scale the 75th percentile will differ greatly between the different FMUs;
- ii) not all subcatchments are nitrogen overallocated; and
- iii) that more importantly the Overseer error margin makes it difficult to rigidly fix a loss rate with good defensible certainty whereas a plus or minus band could be applied. For example, all N loss above 65 – 70 kgN/ha will need to reduce

119. **F4PC Alternative to 75th percentile** – F4PC consider that the over allocated N subcatchments should specifically target excessively high N loss farm systems and get all farms that are above the median to demonstrably reduce in a proportional manner to the median.

120. **F4PC Cultivation** – The practice of cultivation is centuries old being a primary tool to disturb the soil in readiness to develop land, plant a new crop and / or renew pasture. F4PC understand the practice of cultivation can incur some risk that may lead to erosion and contaminant loss to water and this needs to be managed. The bluntness and prescriptiveness of rules applied as a one-size-fits-all is difficult to ascertain whether problems associated with cultivation occur at scale or are more localised. F4PC consider cultivation is a purposeful agricultural tool and cannot be readily supplanted by other techniques in all situations. What is important is that any risk of negative impact should be managed with precautionary measures and that this is best undertaken in an informed educational process using the Land and Environment Plan with good guidance instruction. The guidance material would assist identify risk considering for example timing of practice, erodible soil types, slope and high rainfall and application of edge-of-field measures for example bunds and silt traps.

121. A proposed restriction of cultivation where slope > 15-degree is too blunt. A more reasonable risk-based approach would provide guidance and recommendation that highlighted risk would increase exponentially as slope increased, and this must be

appropriately managed in a precautionary manner. The farm advisor can then proffer a recommendation to be considered.



122. **F4PC Grazing steep slope** – F4PC believe the suitability of grazing steep slopes is contextual and a range of factors need to be considered. The outcome required is the preservation of resilience such that sediment loss is not exacerbated. Poor grazing practice is very evidential with bare ground, overgrazing with low residual pasture cover, pugged soils, excessive tracking and other tell tales. The Land and Environment Plan would foretell risk associated with grazing steep slopes and detail mitigative actions to manage in an appropriate manner.

123. **F4PC Livestock Exclusion** – It is F4PC opinion that the livestock exclusion from waterway rules should account better for risk and cost benefit priority of mitigation ensuring opportunity for undertaking vulnerability and critical source area mitigation has precedence. Exclusion should only apply where stocking rate is intensive.

124. F4PC believe an extensive vs intensive land use threshold must be established that identifies when land use intensity as a risk measured by stocking rate creates higher likelihood of contaminant loss being exacerbated by the presence of livestock in waterways

Threshold = 18 su/ha ~ 1000 kgLW/ha effective area

winter months 1st May – 30th September

whole farm and / or intensive management block



125. **F4PC Riparian buffer setbacks** – It is F4PC opinion that riparian buffer setback must be established that acknowledge risk and effectiveness considering the different land classes, land use and adjacent topographical limitations

126. 1 m minimum top of bank where incised, however the farm planning LEP will identify variable setback following several different factors ensuring greater width is applied where overland flow (volume and velocity) aggregates across paddocks into channelised pathways. Increasing slope (80 percent dominant within a paddock) also needs to be factored and hence the setback whilst arbitrary should be applied

0 – 5-degree	1m setback
5 – 25-degree	2m “
25+ degree	5m “

Stream order also needs consideration. In the first iteration of Plan Change 1 only 2nd order and permanently flowing should be deemed mandatory for livestock exclusion. There should be no expectation that the riparian buffer be planted.

127. **F4PC Livestock Exclusion requires water reticulation** – it is well known that extensively farm systems established in hill country were designed having access to natural water for livestock. Where these waterways are fenced for livestock exclusion this necessitates the provision for reticulated water as a substitute. F4PC recognise there is considerable costs associated with hill country water reticulation and this has been advised by other submitters reference to the Hill Country Group and Baker Ag report.

128. **F4PC Livestock Exclusion requires bridges, culverts and other infrastructure** – F4PC are very concerned that livestock exclusion in hill country that is extensively farmed may also require considerable investment in built infrastructure that would be used infrequently and so provides poor cost benefit. This rigidity of rule should not be necessary and so alternative critical source and other vulnerability risk mitigation to reduce contaminant loss not associated with livestock exclusion should be allowed as an alternative.

129. **F4PC Livestock Exclusion Unintended consequence**



130. **F4PC Koi Carp –**



132. **F4PC Horticulture**



Horticulture growers

Plan Change 1 demonstrates poor understanding of Horticultural production systems which also require flexibility to be operable and profitable. The shifting of production across multiple, often third-party properties requires contaminant loss to be accounted for differently with equally different measures to manage.

(Flexibility for horticulture is not land use change in quantum but it is regarding spatial location)

133. F4PC consider that horticulture as a land use is different and relatively niche in comparison to pastoral and forestry which demands consequently a different approach in resolving contaminant loss mitigation particularly that of nitrogen

134. F4PC would envisage the horticulture sector should be granted industry self-management particularly to account for and recognise crop rotation and lease of land. The horticulture sector is relatively unique in the Waikato – Waipa occupying a relatively small area in comparison to pastoral agriculture yet it does have a high nitrogen footprint.

135. It is well known there are known difficulties with Overseer and limitation to how horticulture is modelled. However, the Overseer model is the most used despite failings and is programmed for future updates noting new funding to do so from the Crown.

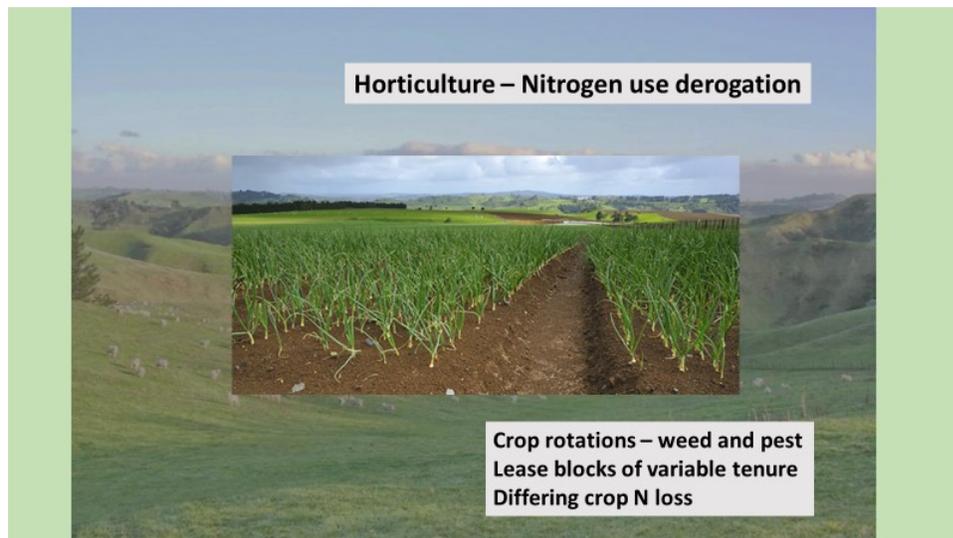
136. The horticulture sector is relatively organised as a sector (because of its smallness) and so could it self-manage a block of nitrogen which the horticulture industry allocates to growers

- The nitrogen block is moveable with crop rotation and land leasing
- A residual nitrogen loss remains with the land for example 20 kgN/ha when the crop is returned to pastoral land use or similar
- The nitrogen block is fixed finite in size (with sinking lid) and so not rigidly fixed with land area allowing land area utilised flexibility to increase

- Could it within a block allocation, knowing that there is a range of N loss depending on horticulture crop grown ensure that the total allocated block is given a sinking lid? For example, a sinking lid reduction of 2 percent every year for next 10 years
- Could it be input controlled rather than output?

137. This follows industry good practice and quality assured programs

- Preplanning crop production plans (noting need for flexibility)
- Cover cropping where appropriate
- No single dressing per crop greater than xx (each crop type specified)
- No total dressing per crop greater than yy



138. **F4PC Subcatchment staged Priority 1, 2 and 3** – F4PC agree with a staged approach to manage the work associated with registering every farm property coupled with preparation of a farm plan and nitrogen account.

139. **F4PC WRC limited capacity to implement** - F4PC have awareness of the poor capacity within the regional council to undertake the work required to implement and oversee the registration process including having a good number of independent certified farm advisors (whom also must not be conflicted) despite the process being divided into three tranches and this lack of resourcing will also undermine competencies required to undertake the work in a professional manner.

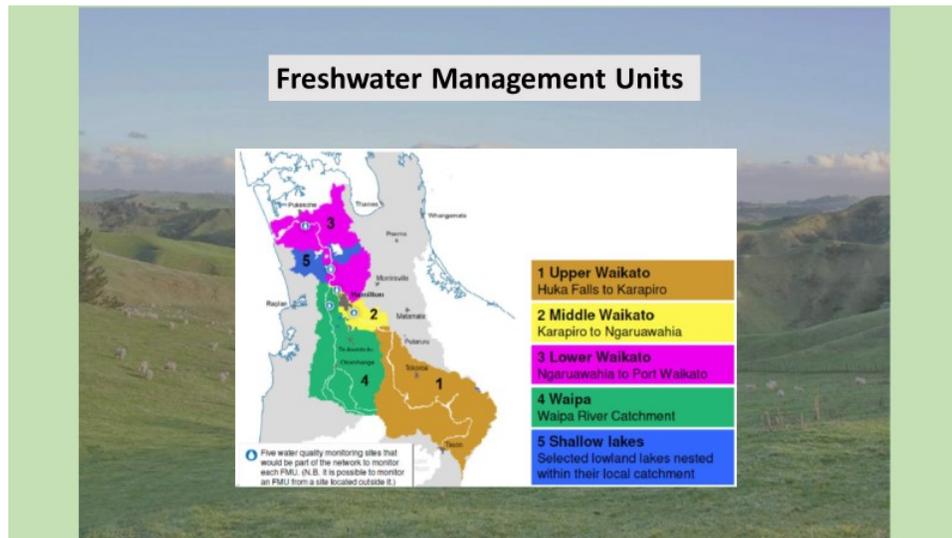
140. **F4PC Resetting the Subcatchment priority end date** – It is the opinion of F4PC that due to WRC limited capacity to implement so considering this situation and noting Plan Change 1 end date is presently established for the year-2026 there is a need to change and modify how this should be managed.

F4PC suggestion is:

- Shift the Plan Change 1 end date to year-2030 (create some more time)
- All farms continue to operate as permitted activity subject to willingness to engage and participate as detailed below
- WRC to prepare profiles of all subcatchments
 - Subcatchment groups established
 - Community engagement with collaboration
 - Informed understanding of priorities
 - Implementation support and guidance
 - Practice change, GMP recommendations
 - Identified misplaced land use
 - Land use opportunities
 - Monitoring, audit and feedback loops

141. Only consider priority 1 subcatchments in full as per original intent but with a change in focus according to contaminant loss profile of each subcatchment
 - a. Farms are registered year-2023
 - i. Land and Environment Plans completed
 - b. Over allocated N subcatchment (these must be and can be identified)
 - i. Overseer NRP calculated – all farms
 - ii. 75th percentile immediate reduction
 - iii. 50th-75th percentile substantive GMP mitigation
 - c. Under allocated N subcatchments
 - i. Overseer NRP calculated – only farms where stocking rate ≥ 18 su/ha
 - ii. 75th percentile substantive GMP mitigation
 - d. Livestock exclusion with new provisos completed year-2026
 - e. High Phosphorus, Sediment and / or E. Coli loading subcatchments
 - i. Substantive GMP mitigation critical source area
 - ii. Greater emphasis where stocking rate intensity is high
142. Priority 2 and 3 Subcatchments with changed mandatory obligations
 - f. Farms are registered year-2026
 - i. Land and Environment Plans completed
 - g. Under allocated N subcatchments
 - i. Overseer NRP calculated – only farms where stocking rate ≥ 18 su/ha
 - h. Livestock exclusion with new provisos completed year-2030
 - i. Phosphorus, Sediment and / or E. Coli loading
 - i. GMP mitigation vulnerable and critical source area
 - ii. Greater emphasis where stocking rate intensity is high

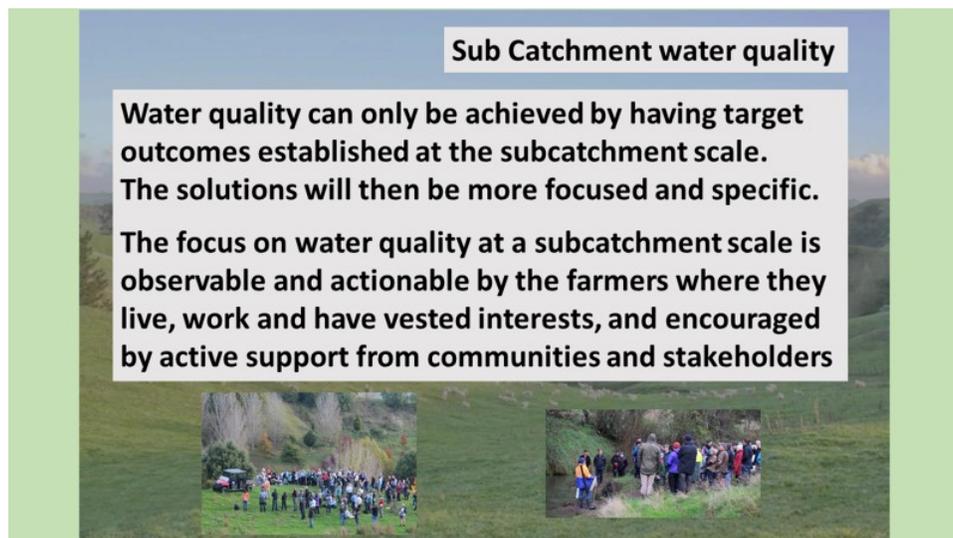
143. **F4PC Freshwater Management Unit (FMUs)** - F4PC consider the FMUs as presently set out whilst management tool required by the NPS Freshwater a clumsy tool that has a disconnect with communities, associated land use and local waterways that are better recognised and understood.



144. The FMUs are the water bodies and their catchments and hence the community values and objectives apply to the water body, and management and limits apply to its catchment. The current construct of FMUs does not align well with the communities they are supposedly represented of. F4PC believe to partially rectify this situation is to create additional FMUs by subdividing the Upper Waikato into four and the Waipa into two.

- The FMU subdivision should be based upon specific and relevant criteria (and this is known to be a judgement) particularly:
- Natural factors that are relevant to the management of water quality and quantity for example topography, soil and geology; and
- Important social, cultural or economic differences so they are coherent
- It is very apparent that the different FMUs require different management regimes considering existing state and target (direction and pace of travel) and this must be served

145. **F4PC A preference to favour Subcatchments as the primary focus of engagement with land users** - It is F4PC opinion that the Freshwater Management Units (FMU) have no community affiliation or engagement process and so from this perspective they are relatively redundant in any endeavour to foster a close connection or ownership of problems and solutions related to water quality. The FMUs may have purpose in reporting overall state of water quality as cumulative impacts but this provides little connection to each individual subcatchment that land users have an affiliation with.
146. It is F4PC belief that water quality can only be achieved by having target outcomes established at the subcatchment scale to give clear expectation with line of sight.
147. The ecosystem and human health target established for each subcatchment must be also mindful of the water quality objectives in further downstream receiving environments (e.g., streams, rivers, estuaries, groundwater) so there is connection with 'whole-of-river' outcomes but importantly there is lessened possibility of poor water quality occurring in any subcatchment or locality being overlooked.
148. All subcatchments are in the spotlight (and rightfully so)
149. F4PC note that a majority of fellow submitters also support a stronger closer focus on subcatchments primarily to ensure attention occurs where contaminant loss is greatest. It is noted the exception to this was from submissions by some more intensive sector representatives and this is an interesting paradox.



150. The focus on water quality at a subcatchment scale is observable and actionable by the farmers where they live, work and have vested interests, and encouraged by active support from communities and stakeholders. The solutions will then be more focused and specific.



151. The subcatchments are each universally different and this must be recognised and understood when a subcatchment profile is being prepared. The issues pertaining to each subcatchment must breakdown how they are derived by understanding land use and the different variety of use. There must be identification of the different contaminant sources i.e. diffuse and point source, anthropogenic and natural etcetera



- 152. F4PC Subcatchment Table 3.11.1 revision** - The subcatchment should be a key part of any framework embedded into Plan Change 1 from which all other actions are linked to and leveraged
153. Table 3.11.1 in an updated revised format is central to the subcatchment and more broadly the Freshwater Management Unit (FMU). Table 3.11.1 advises upon the priority focus of each subcatchment with respect to contaminant loss and whether there is available headroom or a need to claw back over allocation
154. It is important that Table 3.11.1 is complete and is populated with all necessary and pertinent attributes and load limits (in-stream concentration and load) to ensure the subcatchment profile story is comprehensive
155. The subcatchment attribute targets and load limits it is understood will need to be established to achieve outcomes for the tributaries themselves (e.g. to manage the risks from nutrients, sediment and microbial pathogens to ecosystem and human health), and also recognise impacts of cumulative loads upon downstream receiving environments 'whole-of-river' which will demand some back casting to satisfy the main river stem targets.

The revised Table 3.11.1 should therefore be clearly annunciating short- and long-term targets that are established at a level which ensures the life-supporting capacity and the availability of resource for future generations are protected as a bottom line. There is within this statement an implicit understanding that usage of the natural resource i.e. the land will incur an environmental footprint of which the size of is not 'pristine' but allows competing use of the resource without detriment impact upon it. Swimmable water and Mahinga Kai will be enabled when it is normally good to go swimming.

156. With the advent of a revised Table 3.11.1 it should be possible to embed frameworks and other processes that hone in and examine with greater precision where mitigation actions must be undertaken rather than reliance upon a broad one-size-fits-all rule which are too blunt and consequently allows continuance of practice and land use management in some instances which is demonstrably misplaced.

157. The proposals by B+LNZ supported by modelling work ref Dr Tim Cox clearly provides opportunity about how to advance better constructive frameworks that could be readily embedded into Plan Change 1.

158. **F4PC Subcatchments are communities of people** - An important focus of subcatchments is the interrelatedness of waterways, land use and communities of people. The strength of subcatchment communities cannot be underestimated. Note that a community may be centred upon one subcatchment or across several neighbouring subcatchments. There is a sharing of resource(s) that are hinged on commonalities for example soil type, topography etcetera and built infrastructure for example transport and schools etcetera. Consequently, F4PC believe subcatchment communities should be empowered to act individually and collectively together.



159. The evidence of B+LNZ Richard Parkes, Merrin Whatley clearly identify the importance of subcatchment communities. The evidence of Wairakei Pastoral and Miraka are also we note generally supportive of the subcatchment approach we advocate as are many other farmer submitters.

160. It is relatively well known that farmers collaborating working together in subcatchment groups will undertake more purposeful mitigative actions and conform more readily to preparing a Land and Environment Plan or similar. The shared activity associated with a group creates an obligation and responsibility which is difficult to replicate elsewhere.

161. When farmers are also obliged to undertake as supplier actions integrated with assured quality programs which increasingly now have an environment component, and these are synchronised together then duplication is avoided. The environmental component is becoming more robust as market forces positively impact on driving up environmental standards, particularly when supported with national guidance. Nevertheless, environmental management issues will possibly remain a low priority when compared to food safety standards.

162. **F4PC SubCatchment Collectives** – It is very apparent there is good farmer willingness to collaborate and work across a bigger scale within a subcatchment than their individual farm properties which is very heartening and needs encouragement.

The subcatchment collective needs to become an embedded methodology with Plan Change 1 as a functional (and favoured) stakeholder entity that would have an enduring relationship with the regional council and other stakeholders.

A subcatchment collective does not lessen the desired water quality outcome however the allowed route to achieve the outcomes may differ than for an individual farm property due to greater oversight and other mechanisms used for example self-audited management with expectation of continuous improvement to extend beyond compliance minimums.

A collective group would have membership rules and terms detailing specific requirements at appropriate scale to satisfy relevant water quality attributes.

There would be minimum expectations for every individual farmer supported by an auditing report mechanism.

The collective group would have a custom-made plan that incorporates both the subcatchment and individual farm plans into one. The advantage conferred to a collective group is better access to expert advice assisting tailoring mitigation action to critical source / high vulnerability / hot spots rather than rigid one-size-fits-all rules.

The collective group is incentivised by having preferential access to industry support and advice due to the cost benefits operating as a group.

Additional reading Botha May 2019, The benefits and challenges of farmer-led, collaborative, sub-catchment policy methods and plans for consideration in the Waikato Catchment: A literature review

163. **F4PC Farm Planning**

164. **F4PC A Farm Plan or is it something else** – F4PC are again confused by the many names commonly used yet often misunderstood to refer to the same item and many variances in between

- Farm Environment Plan (FEP)
- Farm Environment Management Plan (FEMP)
- Orchard Management Plan (OMP)
- Sustainable Milk Plan (SMP)
- Environment Management Plan (EMP)
- Land Environment Plan (LEP)
- Best Environmental Practice (BEP)

165. **F4PC A farm plan with rigid prescriptiveness?** - F4PC believes that there should be strong guidance proffered about contaminant loss in each subcatchment and the priority order of reduction required. This provides a degree of certainty about mitigative action that must be undertaken and by whom. However, the use of rigid prescriptiveness provides no flexibility and recognition of heterogeneity in landscape, land use and intensity of land use.

166. F4PC understand that the farm plan can be either 1) a tick box exercise following an established order of activities prescribed and mandated in the plan change or 2) there can be a more informed analysis process that goes deeper. The latter approach is preferred by F4PC because it positions the farmer as the land user in a better position to have ownership about expectation. This would come about by undertaking a Land and Environment Plan

167. **F4PC Land and Environment Plans (LEP)** - F4PC have recognised that good science and understanding about hill country farm systems is still lacking particularly in hill country extensive S&B farm systems about sediment, microbial pathogen and phosphorus loss (noting the good work undertaken in the Whatawhata Hill Country project, whilst also acknowledging the limitations of this project).
168. The B+LNZ Land and Environment Plan is regarded by F4PC as the preferred 'living document' template to assist overcome the understanding required about farm system interaction with the natural resource i.e. the land, the impacts of the farm system upon receiving environments and how may need to change and / or be better managed.
169. F4PC believe that an important and vital step is missing in the proposed framework which needs immediate correcting. Farmers need to be empowered to recognise innately the strengths and limitations of the natural resources i.e. the land which is the invested financial capital base of the farm business. This can be achieved by examining the farm as a whole using a Land and Environment Plan (LEP) to gain greater holistic understanding of the versatility, capability and assimilative capacity of the land classes and land management units that are part of their farm which will assist in identifying land use options that fit within stipulated constraints and limits. This also equally identifies land use that does not fit because such use would exacerbate an excess of contaminant loss that could not be internally managed and so would be misplaced.



170. The Land and Environment Plan is the key tool to understand and drive decision making based upon an informed choice considering options available regarding usage of the natural resources i.e. the land which is the capital base of the farm business acknowledging constraints apply re versatility, capability and assimilative capacity of land class soil type and rainfall.
171. The Land and Environment Plan provides depth of insight and allows planning time frames to be extended in a multi-generational manner that it is usefully incorporated in whole farm plans and farm business succession plans.

Land and Environment Plan

- Understanding the natural resource(s) of the farm and includes knowledge about the local catchment
- Knowledge about land use capability and versatility vs. misplaced land use – *'Farming Fits the Land'*
- Key farm activities of concern (modules)
 - Intensive grazing - high contaminant losses i.e. Winter forage cropping, Aerial cropping steep slopes; Livestock exclusion from waterway,, Sediment erosion; Semi-point source discharge
- Identifying land use risk to water quality
 - Managing Critical Source Areas (CSA)
 - Good Management Practice (GMP)
 - Best practicable options
 - Adaptation and innovative solutions
 - A prioritised work program + timelines

Farmer's will need information and knowledge to complete a detailed Land and Environment Plan

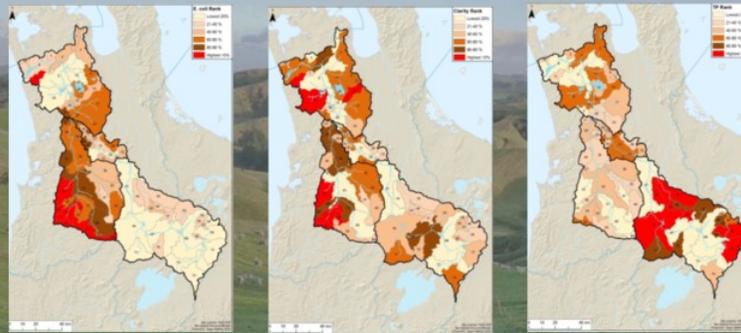
The slide displays a collage of various resources including:

- Management practices for large livestock
- FARMAX OVERSEER® YOUR ADVANTAGE
- lenu Menu
- FARMIQ
- WETLAND RESTORATION A HANDBOOK FRESHWATER 3
- HILL COUNTRY SYMPOSIUM
- S-mapOnline Fast, simple access to New Zealand soils data
- DATA PINE GROWERS' MANUAL
- Farm Management in New Zealand
- FENCING THE PROVEN WAY
- NOVA
- THE WEED CONTROL HANDBOOK
- THE NEW ZEALAND DEER FARMERS' LANDCARE MANUAL
- Profitable BEEF PRODUCTION



The Land and Environment Plan at its core contains informative farm maps – soil type, geology, LUC classes, waterways and riparian zones, paddocks, water reticulation, cultivation and more...

Farm Environment Plans prioritising mitigation to reduce contaminant load as profiled and ranked in each subcatchment



E.Coli, Clarity and TP Sub-Catchment Ranking



Land and Environment Plan
Critical Source Areas module
Earth movement
slippage - erosion





172. **F4PC Farm Environment Plans (FEP)** – the FEP (as set out in the proposed Plan Change 1 Schedule 1 and the rehash modified drafts of some other submitters) is considered by F4PC to be no more than a compliance and reporting plan that will show record of ‘how’ particular farm activities will be managed and what mitigative actions will be undertaken in response to mandatory rule requirements. It is more of a tick-box plan to demonstrate compliance rather than the more holistic whole farm system approach as would occur in a Land and Environment Plan planning process.

173. The endeavours to modify, reform and repopulate the Farm Environment Plan Schedule 1 by some other submitters is meritorious however F4PC consider this undertaking as part of a desire to retain existing land use with some GMP wrapped around whether there is good fit or not. This avoidance of having to identify land uses options including existing usage that could be a good fit with respect to target state of water quality is purposely being advocated in an endeavour to exclude the identification of existing use as potentially being misplaced with excessively high contaminant loss.
174. **F4PC Other Farm Plan Concepts** – F4PC are aware of other nationally developed farm plan concepts that perhaps should also be considered rather than reinvent the wheel.
175. The concept of worthy consideration is the NZ Farm Assurance Program [https://www.rmpp.co.nz/site_files/13089/upload_files/NZFAPStandard-Version1October2017\(1\).pdf?dl=1](https://www.rmpp.co.nz/site_files/13089/upload_files/NZFAPStandard-Version1October2017(1).pdf?dl=1) and this simple version is currently being revamped into a more comprehensive plan with greater details and insight.
176. **F4PC Permitted vs Controlled vs Consent** – F4PC assert that farmers cannot be constrained by a controlled or consent activity status when the regional council cannot provide adequate undertaking of all duties relevant to the oversight of the controlled or consent process considering availability of staffing resource with necessary competency noting the scale, complexities and time restraint. There needs to be a workable drafting gate. Permitted activity (with obligation to undertake where needed appropriate mitigative actions) must be allowed including the flexibility to operate as a built-in requisite constrained only by the natural versatility, capability and assimilative capacity of the natural resource being used so not to discharge unwarranted loss of contaminants.
177. **F4PC Farm Plans, Advisors and Audits** – F4PC are supportive of farm planning and that land users may need some advice and guidance to prioritise mitigative action where needed and that this be followed up with an audit process.
178. F4PC are aware of a dearth lack of expertise in the latter two functions however the workaround cannot be reducing qualification but rather providing additional time to allow full readiness.

179. Farm Planning – a cascade approach – The preferred approach by F4PC to farm planning is a cascade of activities beginning with the big picture i.e. the subcatchment and then working towards the detail on the farm to assess the opportunities

180. Subcatchment profile

What is current state of water quality and why

Understanding of subcatchment water quality issues and beyond having context of the whole river catchment as the receiving environment

Ecosystem and Human Health attributes

Interim target year-2050 state of water quality

181. → Land, Livestock and Environment Plan (a ‘living’ document)

Opportunities within constraints and / or limits

Flexibility to fit market and / or climate change

Personal prerogative of choices

Existing land use - does it fit?

How will application of mitigative actions provide improvement of outcomes?

Cost benefit assessment and time to implement

182. → Farm Compliance Plan (aka Farm Environment Plan)

How we will comply with Permitted Activity / Resource Consent

A minimum set of compulsory actions

Certified Farm Advisors to provide advice, assistance and review

i. Advisor qualified sector experience 5-years minimum

ii. Repeatable, consistent and reliable

iii. Evidential record of mitigative actions, progress timelines as part of an accounting system and monitoring

Third-party independent auditing

183. **F4PC Certified Farm Environment Planners / Advisors** – F4PC with some trepidation have considered the worthiness and function of CFEP Advisors because factually it is known that not many people with appropriate experience and skill are available for this job particularly for extensive farm systems typical of S&B farms.
184. **F4PC Certified Industry Schemes (CIS)** – F4PC views of a certified industry scheme are divided into a number of parts i) regulatory governance, oversight and responsibility must always remain vested with the regional authority; ii) there must be overarching sameness without deviation of outcomes regardless of whether a land user is in or out of an industry scheme; iii) the certification of industry scheme advisors cannot differ from independent advisors; audit procedures and follow up processes must follow the same pathways for equal outcomes
185. F4PC have noted with interest that S42a report writers considered that a CIS was not a framework to allow farming as a permitted activity because of insufficient oversight re section 70 of the RMA and so farming under a CIS could only be provided for as a controlled activity.
186. The key determinant is whether a permitted activity has allowable flexibility, discretion and allow for some judgement to tailor mitigative actions to the vagaries commonly found on farms
187. F4PC believe with good design of process including audit the CIS should be able to proceed with permitted activity status.
188. **F4PC Progressive reduction of contaminant loss** – The reduction of contaminant loss where high should be managed in a progressive prioritised manner recognising need for proportionality and transition reflecting a desire to ensure existing investment is not immediately stranded yet a clear enduring signal that change nevertheless must occur.
189. It is well known that the transitional time to understand, accept and undertake practice change can be a 20 – 30-year journey to incrementally undertake all necessary work in a prioritised and staged manner considering the difficulties and often impossibility to front-end load the required change from the beginning.

190. **F4PC A journey of expectation clearly laid out** – F4PC expect better certainty to be provided about what comes next which is presently largely unknown. F4PC are suggesting an interim target year – 2050 state of water quality be established so providing the needed direction and pace of travel.
191. **F4PC Business decisions need security and certainty** – F4PC contend that good business decisions need security and certainty about what comes next, what constraints will be applied to resource usage, what will be allowable externalisation of contaminant loss, whether existing usage must clawback and transition, whether existing use is misplaced and so therefore must change; which collectively provides the direction and pace of travel. There is an important need for due diligence and being informed about expectation so ensuring new and future investment does not become stranded. (investment in built infrastructure, the training and upskilling of the workforce, development of markets etcetera)
192. **F4PC The future allocation framework must become embedded now** – the concept of apportioning and divvying up allocation rights is known to be fraught and contentious however there must be certainty advanced about the preferred allocation framework. Such an allocation framework should be embedded now to provide certainty.
193. The existing allocation now grandparented is not fair nor equitable because i) there is no regard to the fate of externalised contaminant loss which has been and is causing environment harm and nuisance, ii) it penalises early adopters who have reduced and rewards those who have disregard for high polluting contaminant loss, iii) provides no flexibility to low loss farm systems (including forestry), and iv) it provides no recognition about versatility, capability and assimilative capacity to inform what should be appropriate land use.

194. **F4PC Allocation founded upon 'Natural Capital' principles –**

It is F4PC preference that the future allocation be founded upon natural capital principles with recognition of the versatility, capability and assimilative capacity of land class and land management units.

195. F4PC recognise that transference from the existing grandparented regime to a natural capital framework requires transition to avert immediate disruption or stranding of existing investment however embedment of a natural capital framework sets out expectation with certainty and therefore the direction and pace of travel.

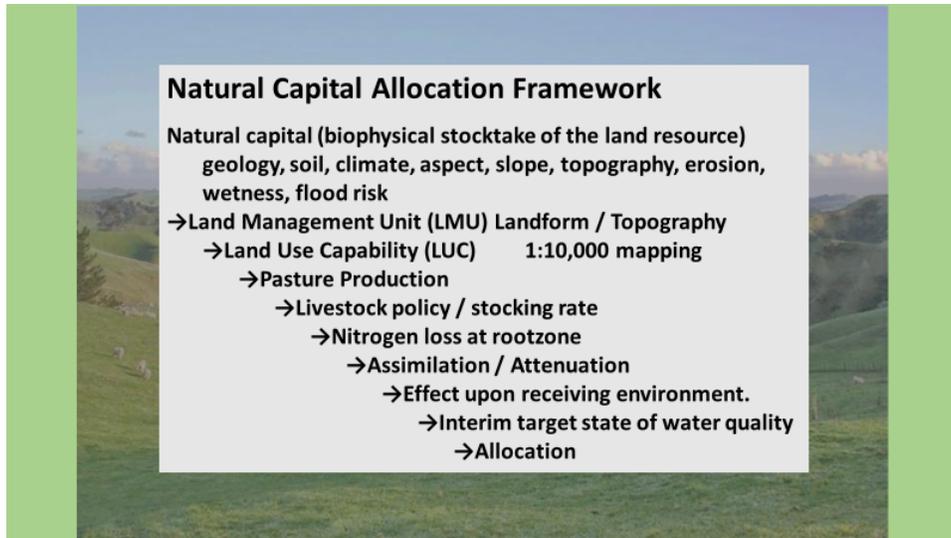
196. **F4PC Future N Allocation –** It is F4PC opinion that Plan Change 1 cannot

be silent on the future of N allocation otherwise we will be stuck with grandparenting which would be an abomination. Grandparenting favours business-as-usual, disincentivises change and encourages poor sometimes unethical behaviour which makes it difficult to claw back loss when loss rates and load are found to be in an over allocated state. Grandparenting encourages continuance of contaminant loss that is externalised outside the farm gate whereas responsibility should ensure that it is internalised and the only externalised loss (invariably there is always externalised loss) is an allowable loss reflecting the environmental footprint commensurate with resource use yet within ecosystem and human health constraints.

197. There should be an expressed expectation that the plan change cycle will be relatively seamless with avoidance of continual obdurate litigation that commonly plagues plan setting.

198. There is an acute need to signal intent and embed framework(s) that will drive forward a N allocation system that is pragmatically fair and reasonably equitable in a transparent manner. Consequently, there must be recognition that all land is not equal for multiple reasons and so differentiate this heterogeneity by adopting a process that sees the versatility, capability and assimilative capacity of land classes

199. There is also a need to provide certainty of what comes next to assist in the making of informed decisions and appropriate due diligence can be completed. This must avoid possibility of investment that becomes redundant and / or stranded because other conditions will prevail. To be caught out by poor signaling of intent would be grave



200. **Policy 7 Future allocation recommended to be deleted – how bizarre!**
201. F4PC find it bizarre that policy 7 future allocation has been recommended to be deleted (see “preferred future framework” Section C4.3.8 of the Reporting Officer’s section 42A report for the Block 3 hearing)
202. It is fundamental that an allocation framework must be embedded now into PC1. There must be more than intent and principles because there must be greater certainty and expectation. This is very important in the rural agriculture setting because unlike most other industry the farm business is often premised upon intergenerational succession and this demands a good degree of certainty to be workable.
203. F4PC would be disappointed if the future direction (policy 7) is deleted and so becomes completely silent about where to next regarding allocation. It is F4PC belief that an allocation framework must become embedded within Plan Change 1 to give better certainty and to encourage a more seamless transition into and through Plan Change 2 and 3

204. **F4PC ‘Wholisitical’ mindset required to produce enduring outcomes** – the farm business must be appraised as a whole (taking into account existing land use contaminant loss, carbon, biodiversity, built infrastructure on-farm and subcatchment including drainage schemes and more), rather than individualised parts that could lead to distorted and unfavourable outcomes. The farm business has many interrelated processes that impact upon sustainable outcomes including but not limited to soil, carbon storage, vegetation, wildlife habitat, water and other ecological parameters. The resilience of the farm business could be easily jeopardised if undue focus is placed on one aspect and ignoring all others.
205. **F4PC A Hidden Agenda Afforestation** - F4PC is greatly concerned that there appears to be hidden agendas behind PC1 to stealthily apply an economic squeeze upon hill country farm businesses to force them to capitulate and sell up for afforestation (only land use that remains available as rule forced mitigation compliance costs become increasingly insurmountable)
206. Afforestation is signaled within the PC1 background documents and modelling to restore and offset effects of high contaminant discharge that is currently externalised causing environmental harm and nuisance
207. F4PC have expressed grave concerns that the drive towards afforestation without an upfront, honest and transparent discussion is part of a disguise with self-interest outcome that is protective towards some intensive land. The afforestation of other less intensive land would act as an offset so to achieve overall water quality improvement. This type of policy thinking is erroneous and has not considered all unintended consequences of which there are many.
208. Whilst afforestation is generally a managed process or there is oversight using policy for example the NES Plantation Forestry this is not always comprehensive enough in ensuring sediment discharge is not exacerbated.
- Sediment from land use change pastoral → forestry
 - Stream bank and channel morphology changes due to shading of existing bank / channel vegetation causing instability and loss
 - Forestry roading and harvest skidsites
 - Forestry silviculture pruning, thinning and harvesting

209. All waterways need managing including lower order waterways with nexus
210. With the likelihood of the NES PF being reviewed there may need to be some precaution considering provision of a forest harvest plan, waterway buffer widths, limitation upon contiguous area to be harvested in same subcatchment, time to replant to minimise bareness and exposure of soil
211. Managing deposited and suspended sediment is critical to maintaining healthy aquatic ecosystems and achieving the aims of the WRPS, the NPSFM and the Vision and Strategy





A lead to the next Plan Change
Better certainty where to next



Farmers for Positive Change

There is no certainty what will occur after Plan Change 1
How can we redesign and restructure our farm businesses
i.e. 'Farming Fits the Land' without better comprehension
about the journey of change we are taking.
It is important to know the direction and pace of travel.



Farming Fits the Land



Where is the lead to the next Plan Change?

There is a need for clear well-articulated targets we
can all relate to providing water quality yardsticks:

Swimmability

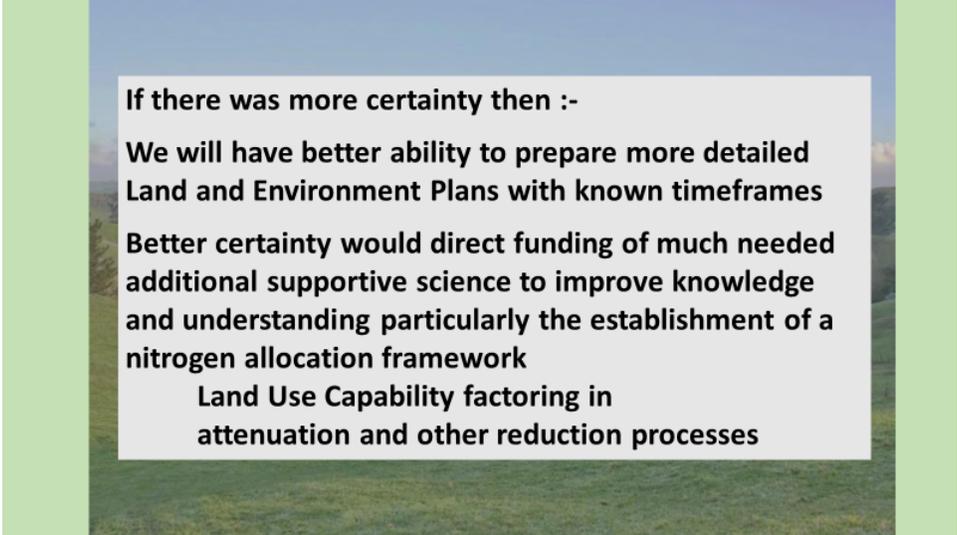
Mahinga Kai

Ecosystem health

We are suggesting interim water quality targets for
the above attributes established for the year-2050

Transitioned over three Plan Changes

Note we are not going swimming every day of the year!

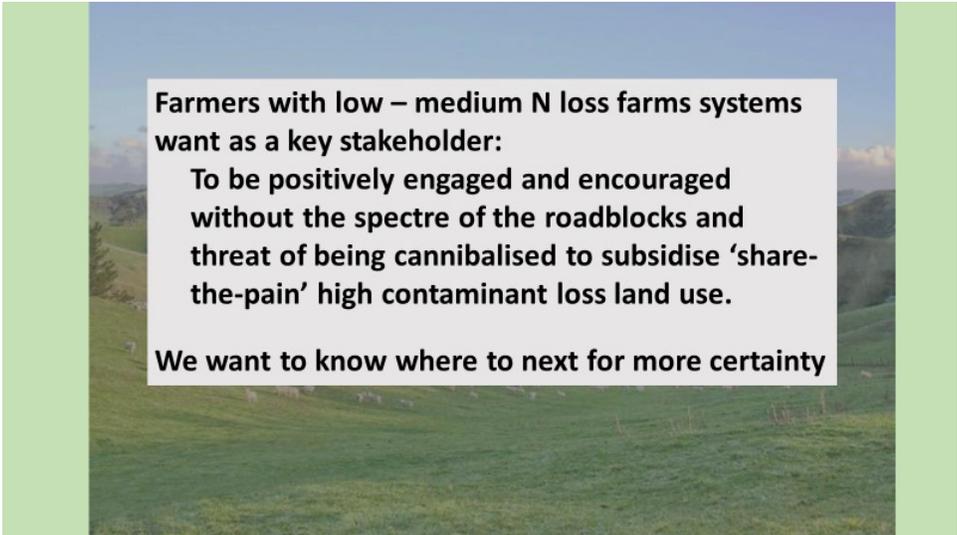


If there was more certainty then :-

We will have better ability to prepare more detailed Land and Environment Plans with known timeframes

Better certainty would direct funding of much needed additional supportive science to improve knowledge and understanding particularly the establishment of a nitrogen allocation framework

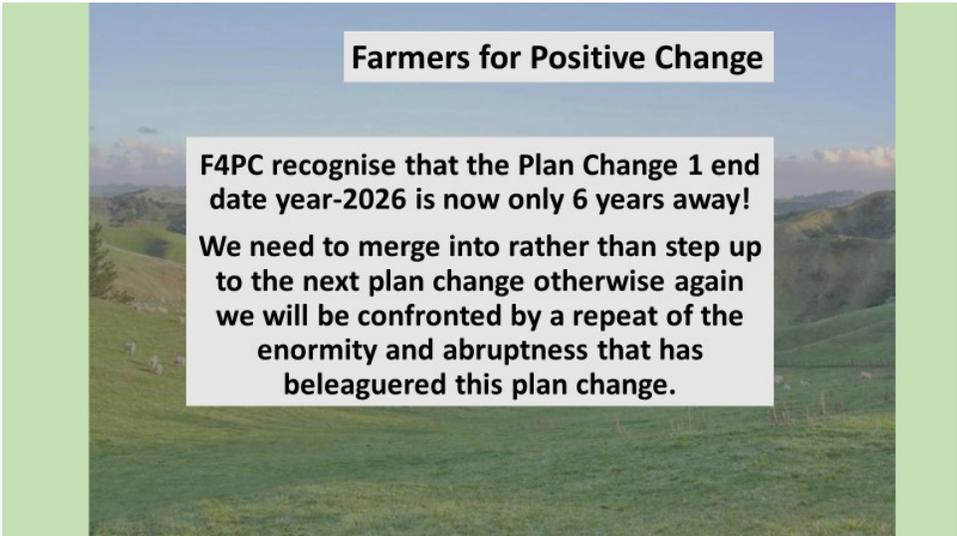
Land Use Capability factoring in attenuation and other reduction processes



Farmers with low – medium N loss farms systems want as a key stakeholder:

To be positively engaged and encouraged without the spectre of the roadblocks and threat of being cannibalised to subsidise 'share-the-pain' high contaminant loss land use.

We want to know where to next for more certainty



Farmers for Positive Change

F4PC recognise that the Plan Change 1 end date year-2026 is now only 6 years away!

We need to merge into rather than step up to the next plan change otherwise again we will be confronted by a repeat of the enormity and abruptness that has beleaguered this plan change.

Appendix

212. **F4PC Recognising the diversity of landscapes**

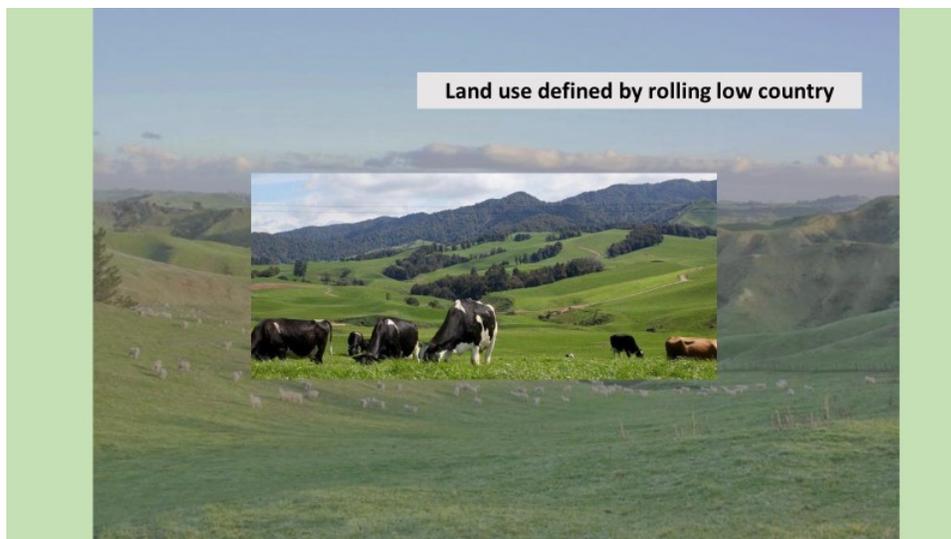
Recognising the wide and broad differences of landscapes

213. F4PC consider it foolish to manage diverse landscapes by one-size-fits-all policy and rules whereas tailored management to specific issues related to each subcatchment following broad directive and guidance would be more forthcoming in achieving restorative practice change.

214. **Hill country**



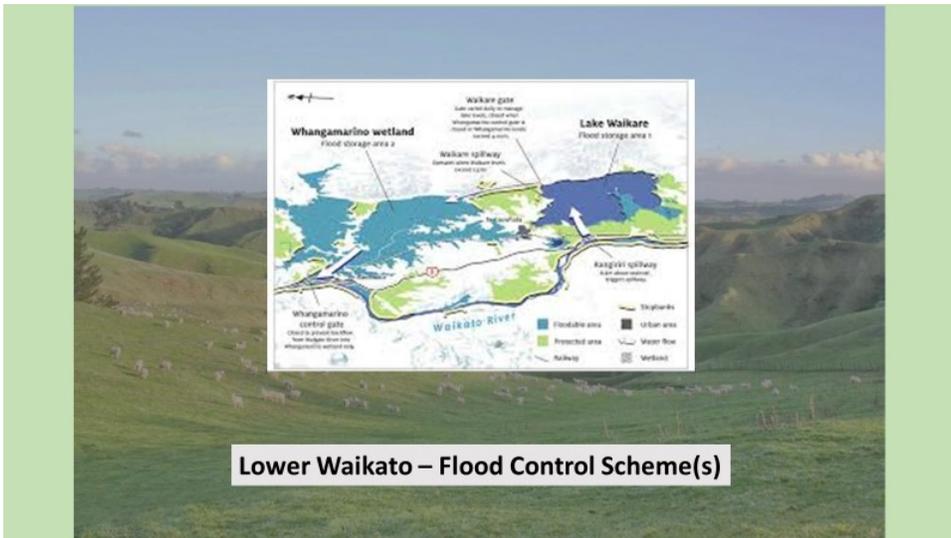
215. **Lowland**



Land use defined by easy flat country



216. Lower Waikato dominated by the built infrastructure for flood control and drainage



217. Lower Waikato has diverse landscapes including shallow lakes



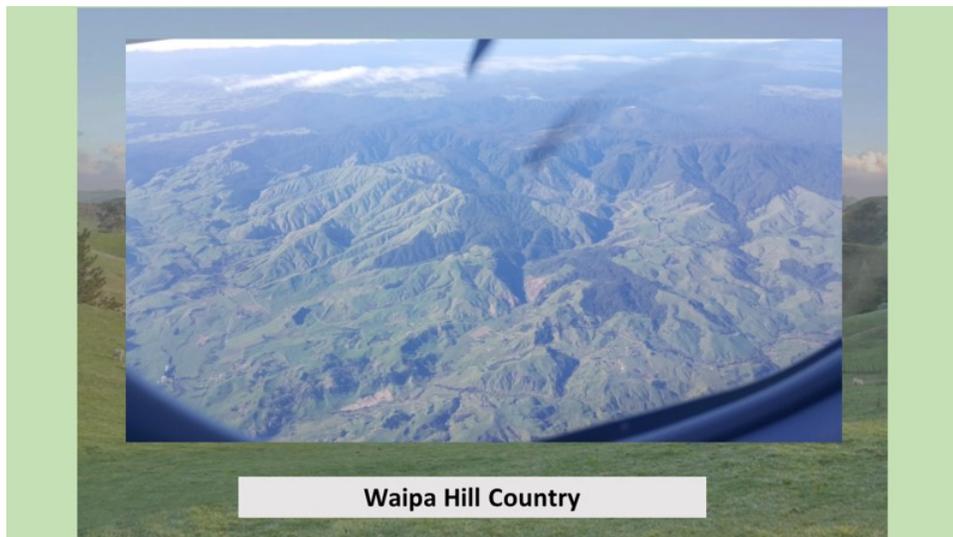
218. Middle Waikato Peat Lakes



219. Upper Waikato Land use change



220. Waipa Hill Country



**The expected level of water quality
improvement won't happen
tomorrow or the year after**

**It will take some time
Maybe decades!**

However, water quality will improve



