Report to the Collaborative Stakeholder Group – for Agreement and Approval

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To: Collaborative Stakeholder Group

From: Chairperson – Bill Wasley

Subject: Update: Summary of policy options being investigated

Section: Agreement and Approval

Disclaimer

This report has been prepared by Waikato Regional Council policy advisors for the use of Collaborative Stakeholder Group Healthy Rivers: Wai Ora Project as a reference document and as such does not constitute Council's policy.

1 Purpose

The purpose of this report is to summarise to the Collaborative Stakeholder Group (CSG) the policy approaches which are being investigated as part of the Healthy Rivers Wai Ora policy development process.

Recommendation:

- 1. That the report [Update: Summary of policy options being investigated] (Doc #3482625 dated 24 August 2015) be received, and
- 2. That the Collaborative Stakeholder Group agree:
 - a) That Table 1 provides a summary of the policy options which are currently being investigated by staff to reduce sediment, E. coli, nitrogen and phosphorus in the Waikato and Waipa river catchments.
 - b) That staff continue developing policies and rules for these options, by working with WRC extension, implementation and compliance staff, CSG industry sector representatives and the Technical Leaders Group.

2 Update

CSG received an update at workshop 14 (10-11 August 2015) on the policy options which staff are investigating. CSG agreed that staff are on the right track and to continue on those lines, which involves continuing to work with WRC implementation and compliance staff, and CSG industry sector representatives to develop ideas.

This report provides a summary of the main policy approaches, shown in Table 1. More detail of each option can be found in Appendix 1, Tables 2-4. These tables include CSG ideas, any industry programme which encourages similar actions, and if any relevant provisions already exist in the Waikato Regional Plan. Note that these tables are a brief overview of policy in the existing Regional Plan, which most obviously relate to a CSG idea, and will continue to be added to.

In developing Table 1 staff worked through a series of questions to determine the policy groupings below. The first question is if a contaminant can be measured at a property level. If this is possible then a property level limit can be set and landholders decide the best way for them to meet their limit, which increases flexibility. If not, the next question is around if a practice (mitigation) can be written as a clear and certain rule and if it focuses on the environmental effects of higher risk activities. If this is possible, staff are investigating writing catchment wide rules for these practices. If not, then the final question is: is the practice context specific, but still important for achieving environmental outcomes? If yes then this is a possible practice to be included in a tailored farm plan. It is important to remember that actions required in farm plan still need to be able to be monitored.

Table 1: Policy approaches and associated activities/mitigations council staff are investigating on behalf of the CSG

	Policy Approach	N	Р	Sediment	Microbes
Property level limit	Performance standards Catchment wide rules Contribution of contaminant can be measured at a property level	N limit kg N/ha/yr Use Overseer	Olsen P soil limit*		
Waikato and Waipa catchment wide rules	Technology standards/ process standards Catchment wide rules Rules in the most risky areas Rules can be written for these activities that are: • Clear and provide a	Offella	Forestry har clearar Forestry rep Smoothing ou	- tracking/roading vesting/vegetation ice - setbacks planting - setbacks ut hills - overburden	Offella las*
Waikato and N	 level of certainty to the regulated Focus on environmental effect of higher risk activities 	Offal holes* Deer and cattle in water Effluent*			Offal holes*
c	Process standards Catchment wide rules to require a farm plan	Winter cropping - grazed		oing – location in relation razing on paddocks nea setbacks	
Tailored farm plan	Important aspect is HOW the activity is undertaken. Context specific mitigations in the farm plan which are additional to Catchment-wide rules.		Manage active	ely eroding sediment cources ion from risk areas	
		Nutrient managem	Earthworks –	tracking and roading	

^{*}These ideas are not CSG ideas but are considered relevant by staff to investigate further.

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Appendix 1:

Table 2: Possible approach - Property Level Limit

Table 3: Possible catchment wide rules

Table 4: Possible content of a tailored farm plan

References

Collaborative Stakeholder Group Workshop 14 Notes. 10 and 11th August 2015, DM #3471459.

Waikato Regional Council, 2015a. Assessment of policy instruments for sediment using the Draft CSG Policy Selection Criteria. Agreement and Approval Report dated 25 May 2015. Document #3258508.

Waikato Regional Council, 2015b. Exploring industry farm plans as a policy option; including industry-supported farm plan with regulatory backstop. Agreement and Approval Report dated 27 July 2015. Document #3454905

Waikato Regional Council, 2015c. Waikato and Waipa catchment wide rules to investigate as part of policy options for sediment, microbes, nitrogen and phosphorus. Agreement and Approval Report dated 27 July 2015. Document #3450520

Current Waikato Regional Plan rules, industry equivalents and options proposed by CSG

Table 2. Possible approach - Property Level Limit

Practice	interpretation of equiv	ere an Does the WR generally req	ire	Overview of key conditions that must be met for the current rules ²	Current non-regulatory methods in the Waikato Regional Plan
		irement or the technolog	•		
		ested good practice in th			
		tice by an same way the			
	2015 workshops indus	stry body? ¹ has asked for	1		
N limit	Property level N	Yes but or	y in 3.10.5.3 Controlled Activity – Nitrogen		3.10.4.1 Taupo-nui-a-tia- Action Plan
	limit	Taupo catch	ment. Leaching Farming Activities	Landholders in Taupo catchment need to be	
		This approac	n not	benchmarked for 1 year of their choice between 2001-	Plan
		only includ	s a 3.10.5.7 Controlled Activity – Offsetting	2005. This discharge of N is allocated to them	3.10.4.3 Monitoring and Review of Lake Taupo Water Quality
		property limi	, but (Trading) a Nitrogen Discharge Allowance	(grandparented) as a Nitrogen Discharge Allowance	3.10.4.4 Tangata Whenua Partnership
		cap and mark	et for for high leaching land	(NDA).	3.10.4.5 Research into Development and Implementation
		trading N		A Nutrient Management Plan (NMP) must be prepared	Markets for Nitrogen Trading (or offsetting)
			3.10.5.9 Non Complying Rule – Land uses	for the property, in which total N discharges must be	3.10.4.6 Recording of Non-Complying Consents Granted
			that do not comply with Rules 3.10.5.1-	less than the cap determined through benchmarking.	3.10.4.7 Wastewater Management
			3.10.5.8	Overseer version 5.4.3 must be used for	3.10.4.8 Integrated Management of Wastewater
				benchmarking, NMP and monitoring.	3.10.4.9 Public fund
			3.10.5.10 Permitted Rule - Nitrogen,	Landholders are monitored both to the cap and to the	3.10.4.10 Review of Effectiveness of Public Fund
			effluent, and fertiliser discharges	actions stated in the NMP.	3.10.4.11 Education, Advice and Extension for Rural Land Use
			associated with Land Uses authorised		Activities under a Nitrogen Cap
			under rules 3.10.5.1 to 3.10.5.9	If a landholder wishes to alter the NDA by trading or	3.10.4.12 Landowner Involvement in Catchment Management
				offsetting, their consent needs to be changed to reflect	3.10.4.13 Education for Rural Land Activities on Phosphorus
			3.10.5.11 Permitted Rule – Discharge to	this.	Management
			air associated with Land Uses authorised		
			under rules 3.10.5.1 to 3.10.5.9	Landholders are able to choose which practices and	
				enterprises suit their farm, as long as the total N	
				leaching in their NMP does not exceed the NDA.	

¹ At the moment, only included comments on the Sustainable DairyNZ Version 2 4 June 2015. This is intended as a guiding document to good management practices and is being used in development of Sustainable Milk Plans.

 $^{^2}$ These are summarised interpretations o the existing rules in the WRP $\,$ - refer to actual rule in the plan for full wording of the rules

Current Waikato Regional Plan rules, industry equivalents and options proposed by CSG

Table 3. Possible catchment wide rules

Practice	General interpretation of the sorts of rules CSG asked for in CSG June and July 2015 workshops	Is there an equivalent requirement or suggested good practice by an industry body? ³	Does the WRP generally require the technology or practice in the same way the CSG has asked for?	Current rule categories	Overview of key conditions that must be met for the current rules	Current non-regulatory
Stock exclusion from waterways and effects of stock crossing water bodies	Rules to exclude deer and cattle (including dairy cows) from water	Dairy - Yes Sustainable Dairying Water Accord SDWA Stock must be excluded from all permanent waterways (1m wide, 30cm deep) 100% dairy farms must exclude dairy cattle from significant (mapped in WRP) waterways & wetlands Drystock - No	Yes for keeping stock out (effects-based rule) Yes for managing effects of stream fords / access to crossing streams	4.3.5.4 Permitted Activity – Livestock allowed in the Beds and Banks of Rivers and Lakes 4.3.5.5 Discretionary Activity – Livestock on the Beds and Banks of Priority One Water Bodies 4.3.5.6 Non-Complying Activity – Livestock on the Beds and Banks of Rivers and Lakes	RIVER AND LAKE BED DISTURBANCES Section 13(1) RMA presumes that activities cannot be carried out unless expressly permitted in regional Plan or obtain resource consent. Also permits the associated discharge of contaminants (Section 15 RMA) Livestock on the bed and banks of rivers and lakes except in the Livestock exclusion areas (mapped areas) Key conditions = in stream water quality standard and % change in clarity Permitted Activity conditions: comply with suspended solids discharge standard Not cause reduction in visual clarity Any erosion caused as a result of breach of condition shall be remedied as soon as practicable Minimise the amount of time livestock spend crossing water bodies by providing crossing sites In grazing — minimised the amount of time livestock spend in the bed or on the banks of lakes and rivers Discretionary Activity — Sensitive receiving waterbodies — mapped livestock exclusion areas Standards and terms similar to the PA rule Non- complying Activity except as provided for by rules above Livestock entering or crossing and associated discharge of suspended solids	·
Effects of stock crossing waterways	Rules that require some form of infrastructure to minimise effects of regular stock crossing e.g. require culverts or bridges installed for regular stock crossing	Dairy Not really SDWA 'minimise effect' handy hints nothing specific Drystock No	passage No – bridges. There are no rules	Current controls on the erection, reconstruction, placement, alternation or extension of culverts and bridges and fords. Culverts 4.2.9.1 Permitted Activity Rule – Catchments Not Exceeding Five Hectares 4.2.9.2 Permitted Activity Rule – Culverts for Catchments Not Exceeding 100 Hectares	RIVER AND LAKE BED STRUCTURES bridges, culverts and fords Permitted Activity - bridges - use erection, reconstruction, placement, alternation or extension of single span bridge not exceeding 10 m length, any associated disturbance of sediment, and deposition of construction material Bridge design so that annual exceedance probability 1 in 50 year of flood event shall not cause flooding on neighbours Underside at least .5m higher than tops of banks,	 4.3.5.1 Environmental Education Use education to promote: excluding livestock from the beds and banks of rivers and lakes, the advantages of fencing riparian areas how to organise and facilitate 'Care' groups as a means to address local destabilisation of river and lake beds and banks, the advantages of using bridges and culverts for livestock crossings in preference to allowing livestock to have unimpeded access to water bodies.

At the moment, only included comments on the Sustainable Dairying Water Accord SDWA and the Beef and LambNZ Land Environment Plan 1. I have looked at but not included the "Good management Practice target Waikato' publication developed by DairyNZ Version 2 4 June 2015. This is intended as a guiding document to good management practices and is being used in development of Sustainable Milk Plans.

Practice	General Is there an equivalent requiremer Suggested & practice by 2015 workshops	generally require the technology or good practice in the an same way the CSG ody? ³ has asked for?	Current rule categories	Overview of key conditions that must be met for the current rules	Current non-regulatory
		bridges are installed. They are managed via conditions to make sure a new bridge doesn't cause environmental effects, only that time spent crossing is minimised by providing stock crossing in exclusion rule, with advisory note mentioning bridges	Culverts for Catchment Areas Not Exceeding 500 Hectares. Bridges Rules to expressly allow a bridge 4.2.8.1 Permitted Activity Rule – Bridges 4.2.8.2 Controlled Activity Rule - Bridges 4.2.8.3 Restricted Discretionary Activity Rule – Bridges	 comply with suspended solids standard Inform the council in writing 10 working days prior to commencing construction, Remedy any erosion caused Not do activities in significant geothermal feature Advisory Notes: (for stock exclusion rule 4.3.5.4) – practical measure of compliance use of culverts and bridges, riparian fencing, gates, provision of trough, construction of hard entry and exit points etc Permitted Activity culverts – use erection, reconstruction, placement, alternation or extension of culvert not exceeding five hectares upstream of the culvert, any associated disturbance of sediment, and deposition of construction material Designed so that a 1 in 50 year flood event shall not cause flooding of neighbours. Culverts shall be designed to safely overtop. Shall not cause water depth upstream to exceed three metres, or water depth downstream by more than three metres Not in any permanently flowing water body or in the headwaters of Natural State water Class Maps The activity shall not disturb any archaeological site or waahi tapu. In the event of any waahi tapu being identified the activity shall cease. The construction works shall comply with the suspended solids discharge standards. Remedy any erosion as soon as practicable. No discharge shall be made outside of the natural catchment. Not where there is a Significant Geothermal Feature. 	
Forestry operations	CSG forestry sector rep presentation PA rules which include land disturbance, discharges of sediment General conditions on prior notification, good practice, accidental discovery protocols NZ Forest C Assoc	Practice activities is ntation different	Discretionary activity rule 5.1.4.13, if can't comply with PA Controlled activity rule 5.1.4.14, high risk erosion area	ACCELERATED EROSION Permitted Activity rule - Harvesting under vegetation clearance definition, 5m setback for replanting Controlled Activity and Discretionary Activity high risk erosion area rules, must comply with conditions 5.1.15	3.9.4.1 Good Practice Waikato Regional Council will encourage the use of good practice in land use activities and practices that reduce non-point source discharges.

Practice	General interpretation of the sorts of rules CSG asked for in CSG June and July 2015 workshops	Is there an equivalent requirement or suggested good practice by an industry body? ³	Does the WRP generally require the technology or practice in the same way the CSG has asked for?	Current rule categories	Overview of key conditions that must be met for the current rules	Current non-regulatory
Effluent	and beyond boundary instability Specific conditions on earthworks, planting and harvesting	SDWA requires fit		3.5.5.1 Permitted Activity Rule –	DISCHARGES	3.5.4.1 Environmental Education*
Including dairy effluent, feed pads and stand off pads		spwA requires fit for purpose effluent systems to achieve 365 day compliance Dairy NZ: A farmer's guide to managing effluent Warrant of Fitness program Accredited designers		Discharge of Farm Animal Effluent onto Land 3.5.5.2 Permitted Activity Rule — Discharge of Feed Pad and Stand-Off Pad Effluent onto Land 3.5.5.4 Discretionary Activity Rule — Discharge of Effluent onto Land 3.5.5.5 Discretionary Activity Rule — Discharge of Treated Effluent to Water 3.5.5.6 Prohibited Activity Rule — Discharge of Untreated Animal Effluent	Section 15 RMA presumes that activities <u>cannot</u> be carried out unless expressly permitted in regional Plan or obtain resource consent. Permitted Activity - Discharge of Farm Animal Effluent onto	 3.5.4.1 Environmental Education* Waikato Regional Council will, through environmental education programmes: Raise awareness of the use of land treatment as an environmentally sound method of treating some waste streams where soils allow, and recycling the nutrients and water they contain, as an alternative to disposal to water. 3.5.4.2 Promotion Waikato Regional Council will encourage and promote industry research into effluent management practices, specifically: Land-based irrigation systems. Methods for improving effluent quality. New technologies for managing agricultural effluents.

Practice	General Is there an equivalent requirement or SSG asked for in CSG June and July 2015 workshops Is there an equivalent requirement or suggested good practice by an industry body? ³	Does the WRP generally require the technology or practice in the same way the CSG has asked for?	nt rule categories	Overview of key conditions that must be met for the current rules	Current non-regulatory
				 (effects on air). Provide information to show how the requirements of this rule are being met, if requested by WRC. Discharges not occur within 20 metres of a Significant Geothermal Feature*. Application of fertiliser on land where in last 12 month animal effluent has been disposed must be in accordance with fertiliser application Rule 3.9.4.11 Discretionary Activity – Discharge of Effluent onto Land Discretionary Activity – Discharge of Treated Effluent to Water Prohibited Activity – Discharge of Untreated Animal Effluent 	
Setbacks e.g. intensive grazing in winter / setback for other land uses	Rules for all sectors that setback [activity] from water way Rule for setbacks from waterways for intensive grazing in winter	for cultivation nothing specific about grazing near water ways Soil Cu Bodies 5.1.4.1	17 Discretionary Activity – Soil Disturbance/ cation Clearance in Karst	ACCELERATED EROSION Permitted Activity - Soil disturbance roading, tracking and vegetation clearance – can do this stuff as long as not in high risk erosion areas or Karst landscape or Coramandel Permitted Activity - Vegetation clearance of plantation forestry permitted Replanting of plantation forestry - Permitted - provided it does not occur within – 5m on either side of water – excluding ephemeral stream 10m on either side of water body in Coromandel peninsula stream Permitted Activity - Soil cultivation permitted (adjacent) close to water bodies – not less than 2 metres from bed or lake and as long as does not breach concentration of suspended sediment – must not breach water classes standards for: (listed classes)	3.9.4.1 Good Practice Waikato Regional Council will encourage the use of good practice in land use activities and practices that reduce non-point source discharges.

Current Waikato Regional Plan rules, industry equivalents and options proposed by CSG Table 4. Possible content of a tailored farm plan

Practice General Is there an Does the WRP **Current rule categories** Key conditions that must be met for the current rules **Current non-regulatory** interpretation of equivalent generally require the technology or the sorts of rules requirement or CSG asked for in practice in the suggested good **CSG June and July** same way the CSG practice by an has asked for? 2015 workshops industry body?4 Stabilising Rules to manage No - WRP is more Existing rules are about soil **ACCELERATED EROSION** 5.1.4.1 Environmental Education Dairy stability and trying to reduce the Controlled activity --- Soil disturbance roading and tracking Avoiding, remedying or mitigating the adverse effects of land erosion risk erosion risk areas Yes, **SDWA** about preventing human-induced effects of and vegetation clearance, riparian vegetation clearance - high areas require farmers to erosion through identify risk areas controlling volumes erosion i.e. this is called risk erosion 'accelerated erosion' 5.1.4.3 Good Practice earthworks -Roading and tracking between 100 and 2,000 metres length Provide guidance on good practice techniques or appropriate Drystock less is allowed as a Soil disturbances activities between 250 and 1,000 cubic Yes LEP 1 looks at PA on the steepest codes of practice. identifying risk land that is 25 5.1.4.14 Controlled Activity Rule Vegetation clearance within 5m of banks of water body. 5.1.4.5 WRC will encourage and assist landowners with the areas degrees or steeper Soil Disturbance, Roading and Tracking and Roading and tracking with the installation of a bridge or culvert development and implementation of property management Vegetation HortNZ Clearance, Riparian Vegetation Some exclusions – including plantation forestry clearance plans and environmental management systems - identify Yes, suggestions Clearance in High Risk Erosion where clearance is for constructing access are otherwise erosion risk areas and measure to avoid/remedy or mitigate adverse effects of land use activities. about practices to Areas permitted reduce risk of soil 5.1.4.15 Discretionary Activity loss on sloping Rule - Soil Disturbance, Roading, Discretionary activity - Soil disturbance roading and tracking land Tracking, Vegetation Clearance, and vegetation clearance, riparian vegetation clearance - high Riparian Vegetation Clearance in High Risk Erosion Areas Definition - High risk erosion area 5.1.5 Conditions for Permitted Where pre-existing slope of greater than 25 degrees Activity Rule 5.1.4.11 and Coastal stuff etc Standards and Terms for Adjacent to water bodies, where **Controlled Activity Rules** the land slope is greater than 0-15 degrees within 10 meters of any lake wetlands or bed of river 4.2.15 Erosion Control Structures the land slope is greater than 15 degrees with that distance 4.2.15.1 Permitted Activity Rule from a lake wetlands or bed of river of form mean high water **Erosion Control Structures** spring blah first point slope reduces to 15 degrees or less or 4.2.15.2 Controlled Activity Rule 100 meters (whichever is lesser). Erosion Control Structures RIVER AND LAKE BED STRUCTURES **PA - Erosion Control Structures** Permitted activities for erosion control structure - only when undertaking these activities on the bed and banks of the river. Erosion Control structures and revetments (not defined) Associated bed disturbance. Deposition of construction material Any associated of sediment Can't build one in natural state water body The length of the control structures – not exceeding 50 metres

⁴ At the moment, only included comments on the Sustainable Dairying Water Accord SDWA and the Beef and LambNZ Land Environment Plan 1. I have looked at but not included the "Good management Practice target Waikato' publication developed by DairyNZ Version 2 4 June 2015. This is intended as a guiding document to good management practices and is being used in development of Sustainable Milk Plans.

Practice	General interpretation of the sorts of rules CSG asked for in CSG June and July 2015 workshops	Is there an equivalent requirement or suggested good practice by an industry body? ⁴	Does the WRP generally require the technology or practice in the same way the CSG has asked for?	Current rule categories	Key conditions that must be met for the current rules	Current non-regulatory
					PA rule,	
					200 metres controlled activity	
Trapping sediment	Rules to manage actively eroding sediment sources particularly rules to make sure people trap sediment before it gets into waterway	Dairy & drystock Nothing specific HortNZ Yes, good practice suggestions for sediment detention areas, soaking water/soil in the paddock via ripping the wheel tracks	WRP nothing specific - rules are more about managing activities that disturb stream banks, wetlands, hill slopes, rather than rehabilitating or creating swales and sediment traps	5.1.5 Conditions for Permitted Activity Rule 5.1.4.11 and Standards and Terms for Controlled Activity Rules	ACCELERATED EROSION Soil disturbance roading, tracking and vegetation clearance Controls during earthworks, cut-offs and culverts Not causing flooding on neighbours property Disturb vegetation, soils, debris — diversion and damming river, passage of fish impede, destruction of habitat Concentration of suspended soils not exceed standard Felling vegetation — diversion of tree fall away from water, Stabilise soils resulting from the activity Cover exposed soils as result of activity within 6-13 months concentration of suspended soils — not breach water classes standards for: (listed classes different standards) Soil disturbance associated with construction road, track within 20m of a culvert or bridge — not occur near fisheries water classes during august to dec etc. Stabilise against erosion no later than 2 month from completion Notify WRCs location of disturbance in wiring.	5.1.4.1 Environmental Education Avoiding, remedying or mitigating the adverse effects of land use. 5.1.4.3 Good Practice Provide guidance on good practice techniques or appropriate codes of practice.
Winter cropping	Rule that restricts location of winter crops relative to water ways Rules that stop insitu fodder crop grazing in winter Rule that restricts stock of certain size grazing winter		WRP none	None		
Limit stock on steep slopes/certain land use classes	crops Rules to limit stock on steep/very steep land e.g. from carrying stock at a certain unit threshold/ size/type Permitted activity	Dairy Not relevant for very steep land	No - rules that	None 3 9 4 11 Permitted Activity Rule –	NON- POINT SOURCE DISCHARGES	5.1.4.5 WRC will encourage and assist landowners with the

Practice	General interpretation of the sorts of rules CSG asked for in CSG June and July 2015 workshops	Is there an equivalent requirement or suggested good practice by an industry body? ⁴	Does the WRP generally require the technology or practice in the same way the CSG has asked for?	Current rule categories	Key conditions that must be met for the current rules	Current non-regulatory
plans	if farm plan is submitted to councils, if no farm plan submitted then falls into discretionary activity	Plans, Land Environment Plans	require a farm plan, closest thing is to provide a nutrient budget on request. Yes voluntary for Funding as part of the Waipa catchment plan. ICM project had farm plans	Fertiliser Application	3.9.4.11 Permitted Activity Rule – Fertiliser Application The discharge of fertiliser* into air and onto or into land outside the Lake Taupo Catchment is a permitted activity subject to the following conditions: Fertiliser must be applied in accordance with the NZ Fertiliser Manufacturers Research Association, 1998 (updated 2002): Code of Practice for Fertiliser Use. A NMP must be used to plan fertiliser application where nitrogen fertiliser is being applied at rates greater than 60 kg N/ha/year. The contents of the nutrient management plan must be made available to the Waikato Regional Council upon request. A NMP shall be provided to Waikato Regional Council on request - where fertiliser is to be applied to an area of land that has also had farm animal effluent applied to it within the preceding 12 months.	3.9.4.2 Environmental Education* Waikato Regional Council will, through environmental education programmes, raise the awareness within the community about appropriate land management practices and streamside management. In particular, regarding: the positive effects of enhanced streamside management, the exclusion of livestock from the beds and banks of water bodies,