

STAGE 3 - SECTION 32

CHAPTER 21

SPECIFIC PURPOSE - FLAT LAND RECOVERY, RUAPUNA,  
BURWOOD LANDFILL AND RESOURCE RECOVERY PARK

**PART 1**

**1.0 INTRODUCTION**

1. Scattered within Christchurch district, there are a number of activities which share common traits that make the collation of their respective planning provisions within one chapter of the Replacement District Plan sensible. They are all specific purpose activities, generally of a large scale, infrastructural nature, managed as one entity by one operator (whether public or private, site-specific or collectively) and which require tailor-made planning provisions.
  
2. This report has been prepared to fulfil the obligations of the Council under the Resource Management Act 1991 (the Act), being an evaluation of the 'policy approach' promoted in the Specific Purposes Chapter of the Replacement District Plan. Parts 1 and 3 contain information relevant to all of the specific purpose zones, while Part 2 contains the evaluation of objectives, policies, rules and other methods specific to each of the following zones:
  - a. Specific Purpose (Defence Wigram) Zone;
  - b. Specific Purpose (Cemetery) Zone;
  - c. Specific Purpose (Styx Mill Road Transfer Station) Zone;
  - d. Specific Purpose (Hospital) Zone;
  - e. Specific Purpose (School) Zone;
  - f. Specific Purpose (Tertiary Education) Zone;
  - g. Specific Purpose (Golf Resort) Zone;
  - h. Specific Purpose (Flat Land Recovery) Zone;
  - i. Specific Purpose (Ruapuna) Zone; and
  - j. Specific Purpose (Burwood Landfill and Resource Recovery Park) Zone.
  
3. The Specific Purpose (Airport) Zone has been prepared, publically notified and considered separately as a plan change outside of the Replacement District Plan process, it will be slotted into the Specific Purposes Chapter once made operative.
  
4. Noise and scale of activity objectives, policies and rules for the Specific Purpose (Ruapuna) Zone have been prepared, publicly notified and considered separately as a plan change outside of the Replacement District Plan process, they will be slotted into 'place holder' clauses in part 21.10 of the Specific Purpose (Ruapuna) Zone once made operative. This section 32 covers Special Purpose (Ruapuna) Zone matters that are not concerned with noise, scale, and duration of activities.

~~The following two zones, which have been prepared, publically notified and considered separately as plan changes outside of the Replacement District Plan process, will be slotted into the Specific Purposes Chapter once made operative:~~

- ~~a. Specific Purpose (Airport) Zone; and~~
- ~~b. Specific Purpose (Ruapuna Park) Zone.~~

5. Provisions for a Specific Purposes (Lyttelton Port) zone were prepared but will not now be notified, as the Port will be considered as part of the Lyttelton Port Recovery Plan process.
6. This report should be read together with the Specific Purposes Chapter.

## **2.0 SCOPE OF THE SPECIFIC PURPOSES CHAPTER**

### 2.1 Scope of the Specific Purpose (Defence Wigram) Zone

The land use zone includes the Wigram Airbase and Museum. The provisions of this zone were developed as a plan change and no changes are proposed to those provisions.

### 2.2 Scope of the Specific Purpose (Cemetery) Zone

The land use zone includes all operational and closed cemeteries owned and/or administered by the Council within the district, and only those crematoria having memorial gardens for the purpose of ash interment. There are 28 individual sites between Christchurch and Banks Peninsula, excluding Central City. The zone does not include private cemeteries, church graveyards and urupa.

Note that cemeteries within the Central City area are covered in the Central City Chapter.

### 2.3 Scope of the Specific Purpose (Styx Mill Road Transfer Station) Zone

This is a transfer station located on Styx Mill Road to service the northern suburbs. The transfer station required special zoning because it is located near high amenity values zones which are Residential and Open Space Zone.

### 2.4 Scope of the Specific Purpose (Hospital) Zone

The zone applies to health facilities and infrastructure associated with health delivery. It includes private and public hospitals throughout the district.

Note that hospitals within the Central City area are covered in the Central City Chapter.

### 2.5 Scope of the Specific Purpose (School) Zone

This zone applies to all schools in Christchurch whether state schools, state integrated or private, and any preschools situated on school sites. The zone also covers two smaller tertiary institutions where the Built Form Standards for schools are more appropriate than the Built Form Standards for the larger tertiary institutions.

Note that schools within the Central City area are covered in the Central City Chapter.

As well there are two preschools zoned as "School zone" on part of the site of a school which was closed several years ago, but which is still designated. All other preschools are zoned as for the base zone that they are located within, which may be school zone where they are co-

located with schools, but in most cases is residential. Many were established by resource consent.

## 2.6 Scope of the Specific Purpose (Tertiary Education) Zone

The tertiary education zone covers sites and facilities which make up the University of Canterbury (UC) and the Christchurch Polytechnic and Institute of Technology (CPIT). Note that the CPIT Madras Street site is covered in the Central City Chapter.

There are other tertiary institutions in Christchurch, but they are of much smaller scale. These facilities are either zoned as schools as a result of their smaller scale, or are located in commercial or other zones.

## 2.7 Scope of the Specific Purpose (Golf Resort) Zone

This zone applies to the Clearwater Golf Resort and the proposed Christchurch Golf Resort near Spencerville. For Clearwater, the general approach has been to retain the Operative Plan quotas of residential units and hotel bedrooms in the same locations on the ground as previously, but to adjust the numbers to reflect changes to the airport noise contours. To date there has been no development at the Christchurch Golf Resort, but the zone has been retained in view of the relatively short time for which it has been operative.

## 2.8 Scope of the Specific Purpose (Flat Land Recovery) Zone

This zone applies to the Canterbury Earthquake Recovery Authority (CERA) 'Red Zone' areas on the flat which were identified by the Crown where rebuilding may not occur in the short-to-medium term. The flat land 'residential red zone' includes land along the Avon River (Avon Loop through Burwood and Avondale to New Brighton), Brooklands and Southshore at New Brighton.

The objective is to protect the flat land 'residential red zone', against development and activity which may compromise or impede options for the long term recovery and the future use of the zone, which will be informed by the outcome of the 'Residential Red Zone' programme. As such, this is a temporary zoning with the outcome of this programme to inform a later plan change to confirm final zoning.

The general approach is to enable existing activities and their limited modification, temporary activities and elements of immediate recovery activity to be undertaken during the interim period, including land management activities, and to discourage new subdivision, intensification and development activities while minimising adverse effects on the surrounding environment.

## 2.9 Scope of the Specific Purpose (Ruapuna) Zone

This zone applies to the Ruapuna Park. For the Specific Purpose (Ruapuna) Zone , the general approach has been to retain the Operative Plan standards for height, site coverage, impermeable surface coverage, setbacks and screening of storage, permitting one residential unit, and permitting motorsport and recreation activities.

## 2.10 Scope of the Specific Purpose (Burwood Landfill and Resource Recovery Park) Zone

This zone applies to the areas that are currently zoned Special Purpose (Landfill) in the Operative Plan, the BRRP (located on what is referred to as Site B in the relevant consents and consent maps) and also the site which is currently consented as Site D (noted on relevant consents and consent maps).

Permitted activities will provide for appropriate land use activities, necessary to facilitate the efficient operation of the Burwood Landfill and BRRP. These include: processing and mechanical sorting of demolition materials; recovery of re-usable materials from the demolition materials; temporary storage and stockpiling; permanent disposal of earthquake waste; and disposal of other earthquake waste. Activity specific standards will ensure that the activities are appropriate and unlikely to exceed a scale which may impede the ability of the area to be remediated into an open space public facility and incorporated into the surrounding Bottle Lake Forest Park as planned.

## 3.0 STRATEGIC CONTEXT

### 3.1 Proposed Replacement District Plan overview and synopsis

1. The Specific Purpose Zone applies to a diverse range of unique and specialised land use activities across the District. These land use activities are usually historical, highly specialized and operated by one operator or entity. These activities do not quite fit in the general land use classifications such as Residential or Industrial and therefore classified as Specific Purpose Zone. A suite of tailor made planning provisions are required to enable the operations of such activities without undue limitations from neighbouring land use activities taking into consideration their often strategic nature, mode of operation and other constraints.
2. The Strategic Directions Chapter provides the following high-level policy direction about how these issues should be addressed and desired outcomes for the district:
  - a. recognising Manawhenua interests through acknowledgement of the traditional and cultural relationship between Manawhenua and natural and physical resources and the management of those in accordance with the principles of the Treaty of Waitangi and objectives and policies of the Mahaanui Iwi Management Plan;
  - b. providing for recovery and growth through:
    - i. the co-location of complementary and compatible activities and integration of new development with and within existing urban areas, transport networks and other infrastructure, thereby optimising the use of resources, improving people's connectivity and accessibility to employment, services, etc, and providing certainty about where development can occur.
    - ii. providing for and protecting the efficient operation, recovery and upgrade of major community facilities in a way that supports sustainable economic growth while minimising conflict with adjoining activities;
  - c. enhancing the health and wellbeing of communities, including by:
    - i. managing activities that generate health and/or amenity-related nuisance (such as noise and dust) or involve hazardous substances and protecting them from unacceptable risks from natural hazards;
  - d. valuing and protecting the natural environment through:
    - i. protecting and enhancing the district's water/wai resources through land use planning and stormwater management; and
    - ii. integration of land use and infrastructure (particularly strategic) to achieve the efficient and sustainable use of resources.
3. The Specific Purposes Chapter includes a land use specific objectives and policies tailor made to suit each zone as outlined in Part 2 of this Report.



## 3.2 Research

1. The Council has commissioned technical advice and assistance from various internal and external experts and utilised this, along with internal workshops and feedback from strategic partners and key stakeholders, to assist with setting the plan framework for the Specific Purposes Chapter provisions. This advice includes the following:

Table 1: Technical reports informing the Specific Purposes Chapter

Title	Author	Description of Report
All zones		
Evaluating the Effectiveness and Efficiency of the Christchurch City Plan – Project Report 28, January 2011, and Evaluating the Effectiveness and Efficiency of the Banks Peninsula District Plan – Addendum Report 28, January 2011.	Response Planning Consultants Limited.	Evaluate the effectiveness and efficiency of the policies, rules, or other methods in the Christchurch City Plan and Banks Peninsula District Plan. Refer to s5.3, s5.5, s6.2, s6.7 and s6.11 of the Christchurch report and s3.4 of the Banks Peninsula report.

2. In addition to the above report, the Council has compiled, reviewed and developed a collection of material on zone specific issues (refer to Bibliography within each zone evaluation). This information has been used to inform the Replacement District Plan and this Section 32 Report.

### 3.3 Stakeholder discussions

1. Meetings and discussions have been held with staff from CERA, Environment Canterbury, and Mahaanui Kurataiao Limited in preparation of the draft Specific Purposes Chapter to outline the approach to the chapter, direction of each zone and invite their feedback. A Collaborative Agency Group, comprising representatives of Environment Canterbury, Selwyn District Council, Waimakariri District Council, CERA, New Zealand Transport Agency (NZTA), Ngāi Tahu and the Ministry for Environment (MfE) (in an advisory role), has provided feedback through late 2014 and early 2015.
2. Ngai Tahu and the Rununga representing the Christchurch City Rohe have also provided input by way of a Rununga Focus Working Group.
3. As part of the development of provisions for each Zone in the Specific Purpose Chapter, discussions have been held with key operators to scope the issues, changes to operations that require new or amended provisions and other matters that need to be addressed. These matters have been taken into account in development of each zone and are discussed in the evaluation of the relevant zone in Part 2 of this Report.

### 3.4 Strategic planning documents

1. Many issues are of a strategic nature and therefore consideration has already been given to the strategic policy direction in higher order documents that have been carried through into the Strategic Directions Chapter of the District Plan Review.

2. Those strategic matters and provisions that have been specifically given effect to or had regard to in the Specific Purposes Chapter are summarised in the table below. These documents already broadly identify the resource management issues for the District and provide the higher level policy direction to resolve these issues.
3. Decision of the Panel on the Strategic Directions Chapter also contains higher order objectives to reflect the outcomes sought in a number of strategic planning documents. A discussion of these objectives is contained within that decision. Those objectives within the Strategic Directions Chapter decision that guide the Specific Purposes are discussed in the evaluation of each zone in Part 2 of this document and set out in the 'Linkages between provisions' appendix with respect to each specific purpose zone. Those Strategic Directions having particular relevance to the Special Purpose Chapter are listed in Part 3.

*Table 2: Higher order and guiding documents relevant to the Specific Purposes Chapter*

Document (Statutory obligation in italics)	Relevant provisions the SP Zone part of the Specific Purposes Chapter is required to take into account/give effect to
Canterbury Regional Policy Statement (CPRS) 2013 – <i>proposed District Plan must give effect to</i>	Chapter 5 Land use and infrastructure Directs that development in the entire region is located and designed that enables communities to provide for their social, economic and cultural well being which avoids conflicts between incompatible activities. For the wider region provide sustainable development patterns that encourage within urban areas, housing choice, recreation and community facilities that support urban consolidation; encourage high quality urban design. Chapter 6 Recovery and Rebuilding of Greater Christchurch Directs that recovery of Greater Christchurch integrates strategic infrastructure and other infrastructure and services with land use development; the effects of land use activities on infrastructure.
Recovery Strategy for Greater Christchurch – <i>proposed District Plan may not be inconsistent with</i>	The Recovery Strategy lists six components of recovery each with associated goals. Those goals that are given specific effect to in this chapter are:  <i>(f) delivering smarter council and government planning and services;</i> <i>(g) acknowledging and celebrating the rich and diverse Ngāi Tahu, colonial and other heritages and connections;</i>
Land Use Recovery Plan (LURP)– <i>proposed District Plan must not be inconsistent with</i>	Action 45 Directs the District Plan Review to reduce consenting and notification requirements The LURP directed amendments to Chapter 6 of the CRPS to enable rebuilding and redevelopment as outlined above.
Mahaanui Iwi Management Plan (IMP) – <i>proposed District Plan must take into account</i>	Directs the participation and particular interests of Ngai Tahu Papatipu Runanga are recognised and provided for in development and use of resources relating to water, landscape and coast. The issues and policies of relevance to the chapter include: <i>a. Issue P3: Ngāi Tahu participation in urban and township planning and development.</i> <i>i. Policy P3.1: To require that local government recognise and provide for the particular interest of Ngāi Tahu Papatipu Rūnanga in urban and township planning.</i> <i>ii. Policy P3.2: To ensure early, appropriate and effective involvement of Papatipu Rūnanga in the development and implementation of urban township development plans and strategies, including...</i> <i>(b) Plan changes...</i>
New Zealand Urban Design Protocol – <i>proposed District Plan should promote</i>	The New Zealand Urban Design Protocol is a voluntary commitment to specific urban design initiatives by signatory organisations, which include central and local government, the property sector, design professionals, professional institutes and other groups. Christchurch City Council is a signatory to the New Zealand Urban Design Protocol.
MfE Guidelines for Crime Prevention Through Environmental Design (2005)	Sets out a framework for incorporating crime prevention into quality urban designs. Principles include safe movement and connections; See and be seen; clear and logical and orientation; eyes on the street; showing a space is cared for; well-designed, managed and maintained environments; and using active security measures.
Health in all Policies Approach	An approach to public policies across sectors that systematically takes into account the health implications of decisions, seeks synergies, and avoids harmful health impacts, in order to improve population health and health equity
Burial and Cremation Act 1964, and any amendments	The Act's primary purpose is to ensure provision is made for the burial of the dead in a controlled and respectful manner which meets public expectations. Apart from a number of small amendments, the Act is

	substantially unchanged since its enactment. This is currently under review with the New Zealand Law Commission.
Historic Places Act 1993	This Act promotes the identification, protection, preservation, and conservation of the historical and cultural heritage of New Zealand.

### 3.5 Order in Council

1. The process for the Replacement District Plan is prescribed by the Order in Council made by Government on 7 July 2014. The Order in Council modifies the Act to provide a streamlined process for the review of the Christchurch City and Banks Peninsula District Plans and preparation of a Replacement District Plan. The Order in Council states that the Council must have particular regard to the Statement of Expectations (Schedule 4 of the order). The relevant expectations for the Specific Purposes Chapter include:

*(a) clearly articulates how decisions about resource use and values will be made, which must be in a manner consistent with an intention to reduce significantly (compared with the existing district plans) —*

- (i) reliance on resource consent processes; and*
- (ii) the number, extent, and prescriptiveness of development controls and design standards in the rules, in order to encourage innovation and choice; and*
- (iii) the requirements for notification and written approval:*

*(b) contains objectives and policies that clearly state the outcomes that are intended for the Christchurch district:*

*(c) provides for the effective functioning of the urban environment of the Christchurch district, reflecting the changes resulting from the Canterbury earthquakes, including changes to population, land suitability, infrastructure and transport:*

...

*(i) uses clear, concise language and is easy to use.*

2. Overall the provisions proposed in the Specific Purpose Chapter respond to the Statement of Expectations as follows:
  - The objectives and policies for the Specific Purpose Chapter provide clear direction on the purpose of each zone and the outcomes to be achieved which will contribute to improved consenting and decision making processes.

- Specific Purpose zones contain fewer development controls and design standards than the equivalent zones in the Operative City Plan (except that the Specific Purpose (Ruapuna) Zone). Controls are generally limited to those necessary to manage effects of core activities along boundaries of sites adjoining sensitive activities. Unnecessary controls have been removed. Some standards have been loosened to provide more flexibility. The development controls that remain are considered appropriate to meet policy directions and manage effects beyond site boundaries.
- Additional development controls have been included in some Specific Purpose Zones, for activities being provided for in addition to core Specific Purpose activities. The controls are considered necessary to avoid effects on wider strategic matters and maintain the operation of the core activity. The controls enable innovation and choice through matters of discretion as part of a consent process.
- Notification and written approval requirements have been used where relevant for non-compliance with Built Form Standards and some activities to ensure clarity in terms of process.

**PART 2**

**4.0 ZONE-SPECIFIC ASSESSMENTS**

## 4.9 Specific Purpose (Flat Land Recovery) Zone

### 4.9.1 OVERVIEW

#### 4.9.1.1 Purpose and Scope of the Chapter

The purpose of the Specific Purpose (Flat Land Recovery) Zone and associated provisions is;

- a. To protect the land identified as the Canterbury Earthquake Recovery Authority (CERA) flat land 'residential red zone', against development and activity which may compromise or impede options for the long term recovery and the future use of the zone, which will be informed by the outcome of the 'Residential Red Zone' programme;
- b. To enable existing activities and their limited modification, temporary activities and elements of immediate recovery activity to be undertaken during the interim period, consisting of repair and maintenance works and land management activities and to prevent subdivision, intensification and new development activities while minimising adverse effects on the surrounding environment;
- c. To recognise that the zone is subject to multiple natural hazards and the risk associated with these and avoid subdivision and development where they are unacceptable and present a risk of exacerbating the consequences of natural hazards.

CERA 'Red Zone' areas on the flat were identified by the Crown where rebuilding may not occur in the short-to-medium term. The flat land 'residential red zone' includes land along the Avon River (Avon Loop through Burwood and Avondale to New Brighton), Brooklands and Southshore at New Brighton. The Crown went through a process of making offers to purchase the residential properties within the 'Red Zone' areas as part of the 'Residential Red Zone' programme, although a small portion of owners had not settled at the time of this review. The Minister for Canterbury Earthquake Recovery recently announced his decision to direct CERA to develop a Recovery Plan to reconsider the Crown offer for vacant, commercial and uninsured property owners. However, this Recovery Plan will not address the interim or future use of the 'residential red zone' or district plan zoning and provisions.

As part of Phase 3 of the review, consideration has been given to the area subject to the CERA flat land 'residential red zone'. The provisions of this chapter will apply to all the 'Red Zone' areas on the flat. The 'Red Zone' areas on the Port Hills will not be subject to the policy framework or provisions within this Chapter. The Port Hills area has different issues, in terms of natural hazards and mitigation options. It is considered that the proposed Natural Hazard Overlays and the underlying zoning provide appropriately for land use and development of the Port Hills area.

#### 4.9.1.2 Proposed Replacement District Plan

The District Plan Review (DPR) Specific Purpose (Flat Land Recovery) Zone Chapter has focused on providing a policy framework for managing land use and development in the flat land 'residential red zone'.



The Government's Recovery Strategy for Greater Christchurch states that the '*future long-term use of red zone land will be considered once a substantial proportion of red zone land has been transferred to the Crown*'.

The Land Use Recovery Plan (LURP) was specifically excluded from considering the "Residential Red Zone"-

*"future use of land in the areas known as the residential red zone will be addressed through the Residential Red Zone Programme."*

The future land use and zoning pattern of the flat land 'residential red zone' areas will be informed by the outcome of the 'Residential Red Zone' programme. Through this programme, CERA will undertake a public engagement process to discuss the options for the future use of the 'Residential Red Zone'. This programme is occurring under a separate process and timeframe to the Replacement District Plan process. The outcome of this programme will result in a later plan change to confirm final zoning.

The Strategic Directions chapter of the Replacement Christchurch District Plan provides an overarching policy direction for consideration of land use in the District including the recovery and future enhancement of the district and direction relating to natural hazards, which are considered to play key functions in this Chapter.

Broadly the objective and policies of the Specific Purpose (Flat Land Recovery) Zone seek to address the following key resource management issue:

- a. The future intended use, including options for long term recovery, of the flat land 'residential red zone' is uncertain and final zoning will be deferred until a comprehensive planning and consultation process ('Residential Red Zone' programme) has been completed. In the interim period, there is a need to provide for existing activities and elements of immediate recovery activity, which consist of repair and maintenance works and land management activities, and prevent subdivision, intensification and new development that will compromise or impede options for the long term recovery and future use of the zone. Therefore, interim provisions are required to provide certainty about what land use and development is appropriate within the zone prior to the completion of the 'Residential Red Zone' programme and to manage any adverse effects of these activities. In addition, there is a need to recognise the risk to people's safety and property from the effects of natural hazards that this zone is subject to, and that subdivision and development are to be avoided where the activity presents a risk of exacerbating the consequences of these.

The Specific Purpose (Flat Land Recovery) Zone part of the Specific Purposes Chapter includes the following objective, achieved through the associated policies, which provide more specific direction on the matters raised in the Strategic Directions Chapter:

Table 4.9.1. Flat Land Recovery Zone Objective and Policies Overview

<p>Objective 1: Protection of the Flat Land Recovery Zone  <i>Protect the Flat Land Recovery Zone from inappropriate subdivision, land use and development that will:</i></p> <ul style="list-style-type: none"> <li><i>i. compromise or impede options for the long term recovery and future use of the zone; or</i></li> <li><i>ii. increase the risk to people's safety, property and infrastructure from the effects of natural hazards</i></li> </ul>	<p>Achieved through:</p> <p>Policy 1: Interim use of land</p> <ul style="list-style-type: none"> <li><i>a. Only activities comprising existing uses and their limited modification, temporary activities, and elements of immediate recovery activity including land management activities will be accommodated within the Flat Land Recovery Zone.</i></li> </ul> <p>Policy 2: Recognise risk</p> <ul style="list-style-type: none"> <li><i>a. Recognise that the Flat Land Recovery Zone is an area susceptible to the risk of natural hazards.</i></li> </ul> <p>Policy 3: Effects at the interface</p> <ul style="list-style-type: none"> <li><i>a. Activities within the Flat Land Recovery Zone are managed to:</i> <ul style="list-style-type: none"> <li><i>i. Reduce adverse amenity effects on occupied residential properties and effects at the interface with surrounding residential zones;</i></li> <li><i>ii. Sustain the qualities and values of the natural environment</i></li> </ul> </li> </ul> <p>Policy 4: Future use</p> <ul style="list-style-type: none"> <li><i>a. The future use of land in the Flat Land Recovery Zone will be considered following the completion of the Residential Red Zone programme which will inform future land use zoning and development options</i></li> </ul>
--	---

Alongside the proposed provisions, there needs to be recognition that parts of the Flat Land Recovery Zone are exposed to multiple natural hazards, including high flood hazard, and coastal erosion and coastal inundation management areas. Therefore, the policy framework of the Natural Hazards Chapter will sit closely alongside this policy framework and reinforces what land use and development is inappropriate within the area. The provisions of the Natural Hazards Chapter apply to the Flat Land Recovery Zone through the identification of the hazard overlays.

The objective will be implemented through:

- a. Zoning of land: the Specific Purpose (Flat Land Recovery) Zone will identify the areas which are subject to the provisions of this chapter. This will include land along the Avon River (Avon Loop through Burwood and Avondale to New Brighton), Brooklands and Southshore at New Brighton.
- b. Permitted activities will provide for appropriate land use activities within the Flat Land Recovery Zone such as residential activities within existing residential units, including alterations, additions and repairs; existing commercial activities; immediate recovery activity including works that the Crown is required to undertake in terms of its property ownership and management responsibilities including demolition and removal of buildings and land clearance activities; maintenance and repair of existing utilities, maintenance of flood protection works and bank erosion protection works; and hazard mitigation works. Subdivision, intensification and new development activities will only be accommodated where they will not compromise options for long term recovery and future use of the zone.
- c. Activity specific standards will ensure that the activity is appropriate and is unlikely to exceed a scale which may impede options for future use and long term recovery of the area or result in adverse environmental effects. No new Built Form Standards are proposed; the intent is to refer back to those of existing chapters where these apply to the activity taking place.

#### 4.9.1.3 Stakeholder Discussions and Consultation

The RMA requires the Council to consult with the Minister for the Environment, other Ministers of the Crown who may be affected by the plan, local authorities who may be affected, the tangata whenua of the area affected, and any customary marine title group in the area. The Council may also consult with anyone else during the preparation of the plan.

Consultation undertaken and feedback specific to the Flat Land Recovery Zone is summarised below:

- Several meetings have been held with officers from the Canterbury Earthquake Recovery Authority (CERA) during the preparation of the draft chapter to outline the scope of the chapter and proposed zoning, including the overall approach and draft provisions. CERA is comfortable with the proposed approach and draft provisions.
- A Collaborative Advisory Group (CAG) comprising representatives of the Canterbury Regional Council, Selwyn District Council, Waimakariri District Council, Canterbury Earthquake Recovery Authority, New Zealand Transport Agency, Ngai Tahu and the Ministry for the Environment (in an advisory role), has provided feedback in late 2014 and until March 2015 on the scope of the chapter, the issues and overall approach and on draft provisions.

No further discretionary consultation was undertaken subsequent to the Council decision to adopt a truncated process (from February 2015). Statutory consultation was undertaken following this date, through a second meeting with the CAG to which Ministers of the Crown were also invited.

## 4.9.2 RESOURCE MANAGEMENT ISSUE

### 4.9.2.1 Issue Identification

The resource management issue set out in this section has been identified through the direction set out within the Government's Recovery Strategy for Greater Christchurch and the LURP, which inform the process by which decisions on the future use of the flat land 'residential red zone' land will be made, and following consultation with CERA and other strategic partners.

### 4.9.2.2 Strategic Planning Documents

The strategic planning documents broadly identify the resource management issues for the District and provide the higher level policy direction to resolve these issues. Those strategic provisions that have been taken into account in the Flat Land Recovery Zone Chapter are summarised in the Table below.

The Strategic Directions Chapter contains higher order objectives to reflect the outcomes sought in strategic planning documents. The Independent Hearings Panel decision on the Strategic Directions Chapter was released in March 2015. The Strategic Directions Chapter contains higher order objectives that are applicable to this zone and they have been considered in the preparation of the chapter objectives and provisions.

Table 4.9.2 Relevant strategic planning documents

	Document (Statutory obligation in italics)	Relevant provisions the Chapter is required to take into account/ give effect to
a.	New Zealand Coastal Policy Statement (NZCPS) 2010 <i>Proposed District Plan must give effect to</i>	<p>The NZCPS contains higher order policies that bind both the CRPS and the District Plan. They require the identification of areas in the coastal environment that are potentially affected by coastal hazards, especially those at high risk of being affected by coastal hazards over at least the next 100 years, they require avoidance of increasing the risk of harm from coastal hazards and avoidance of redevelopment or change of use that would increase the risk.</p> <p>The Flat Land Recovery Zone includes areas projected to be subject to inundation as a result of sea level rise and coastal erosion. The Natural Hazards chapter contains the policy framework and provisions, including overlays, relevant to these areas. The policy framework of this chapter requires the recognition of the risk presented by these natural hazards and requires the avoidance of new subdivision, intensification and development that would increase the risk.</p>

	Document (Statutory obligation in italics)	Relevant provisions the Chapter is required to take into account/ give effect to
b.	<p>Canterbury Regional Policy Statement (CPRS)  <i>Proposed District Plan must give effect to</i></p>	<p>Chapter 6 of the CRPS (introduced via the LURP) sets out the intended land use distribution for Greater Christchurch for the period to 2028, and includes an objective of protecting people from unacceptable risk from natural hazards. Chapter 6 recognises that development can result in adverse effects on the environment, which if not identified and avoided, remedied or mitigated where appropriate, could result in inappropriate outcomes for the region’s natural and physical resources, and reduce Greater Christchurch’s resilience and ability to provide for the needs of people and communities. Poorly planned development can increase risk from natural hazards and the effects of climate change, create resource use conflicts, increase community isolation, prevent the efficient and effective delivery of infrastructure and services, reduce economic viability and result in greater overall energy consumption.</p> <p>The objective, policies and methods of this chapter recognise that development within this area should be provided at the right time, which is considered to be following the outcome of the Residential Red Zone programme, when a comprehensive consultation and planning exercise has been undertaken which has considered a broad range of matters including hazard risk, opportunities for economic return, natural features and ecology of the land and adjacent waterways. In addition, the Council is required to undertake a process to determine the infrastructure requirements (i.e. for the three waters network) including stormwater and flood management options that would utilise Red Zone land. These requirements will need to be appropriately scoped and integrated with other potential future uses of the Red Zone. Public engagement and consultation with strategic partners and key community leaders will also be required to inform decision-making.</p> <p>Chapter 11 of the CRPS sets out the framework for managing natural hazards in the region. The Natural Hazards Chapter contains the policy framework and provisions, including overlays, relevant to these areas. The policy framework of this chapter requires the recognition of the risk presented by these natural hazards and relies on the provisions of the Natural Hazards Chapter, requiring the avoidance of new subdivision, intensification and development that would increase that risk For example new buildings and subdivision in high hazard areas are to be avoided.</p>

	Document (Statutory obligation in italics)	Relevant provisions the Chapter is required to take into account/ give effect to
c.	Recovery Strategy for Greater Christchurch Mahere Haumanutanga o Waitaha 2012 <i>Proposed District Plan must not be inconsistent with</i>	<p>The Recovery Strategy lists six components of recovery each with associated goals. Those goals that have been considered in the preparation of this chapter are:</p> <ol style="list-style-type: none"> <li>1. CERA, the public and private sector and communities coordinate with each other to contribute to the recovery and future growth of greater Christchurch - by: <ul style="list-style-type: none"> <li>- 1.3 reporting and communicating how recovery work programmes are delivering integrated recovery;</li> <li>- 1.4 facilitating engagement that will result in constructive and enduring governance, partnerships and relationships for recovery;</li> </ul> </li> <li>3. Strengthen community resilience, safety and wellbeing, and enhance quality of life for residents and visitors – by: <ul style="list-style-type: none"> <li>- 3.2 - growing capacity, knowledge and skills within the community to build resilience</li> </ul> </li> <li>5. Develop resilient, cost effective, accessible and integrated infrastructure, buildings, housing and transport networks – by: <ul style="list-style-type: none"> <li>- 5.1 - coordinating and prioritising infrastructure investment that effectively contributes to the economy and community during recovery and into the future</li> </ul> </li> </ol>
d.	The Land Use Recovery Plan (LURP) <i>Proposed District Plan must not be inconsistent with</i>	<p>The LURP prepared under the CER Act 2011 directs the review of the District Plan. The LURP was specifically excluded from considering the "Residential Red Zone", however requires the Council to provide for the avoidance of hazards via Action 42.</p> <p>The LURP was specifically excluded from considering the "Residential Red Zone" - <i>"future use of land in the areas known as the residential red zone will be addressed through the Residential Red Zone Programme."</i></p> <p>This holding zoning is not inconsistent with the LURP by not pre-determining the future land use and development and instead proposes a holding zone to protect the area until the outcome of the 'Residential Red Zone' programme is established.</p>
e.	Mahaanui Iwi Management Plan <i>Proposed District Plan must take into account</i>	<p>Directs the participation and particular interests of Ngāi Tahu Papatipu Runanga are recognised and provided for in urban and township planning.</p> <p>While effects on water quality are not specifically addressed in the policy framework in respect to sustaining the qualities and values of the natural environment associated with activities within the zone, appropriate regard has been given to the IMP. The policy framework requires the avoidance of new subdivision, intensification and development activities that have the potential to compromise tangata whenua values, including for freshwater.</p>

4.9.2.3 Order in Council

The process for the District Plan review is prescribed by the Canterbury Earthquake (Christchurch Replacement District Plan) Order 2014, made by Government on 7 July 2014. The Order modifies the provisions and application of the RMA in relation to the review of the Christchurch district plans and preparation of a replacement District Plan. The Order states that the Council must have particular regard to the Statement of Expectations (Schedule 4 of the Order). The relevant expectations for the Specific Purpose (Flat Land Recovery) Zone Chapter therefore, include:

- a. *Clearly articulates how decisions about resource use and values will be made, which must be in a manner consistent with an intention to reduce significantly (compared with the existing district plans) –*
  - (i) *Reliance on resource consent processes; and*
  - (ii) *The number, extent and prescriptiveness of development controls and design standards in the rules, in order to encourage innovation and choice; and*
  - (iii) *The requirements for notification and written approval;*
- b. *Contains objectives and policies that clearly state the outcomes that are intended for the Christchurch district*
  - (i) *Uses clear, concise language and is easy to use*

The overall response to the Statement of Expectations is set out in the later section of this Section 32 Report.

4.9.2.4 Resource management issue

RESOURCE MANAGEMENT ISSUE 1 – The future intended use of the flat land 'residential red zone' is uncertain. Subdivision, intensification and new development will compromise the long term recovery and future use of land in the flat land residential red zone and may increase risk to people, property and infrastructure from natural hazards

The future intended use, including options for long term recovery, of the flat land 'residential red zone' is uncertain. A comprehensive planning and consultation process will be required to inform the future land use and zoning pattern, including options for recovery of the area. This will be facilitated through the 'Residential Red Zone' programme. Through this programme, CERA will undertake a public engagement process to discuss the options for the future use of the 'Residential Red Zone'. A broad range of matters including hazard risk, opportunities for economic return, natural features and ecology of the land and adjacent waterways will need to be considered during this process. In addition, the Council is undertaking a process to determine the infrastructure requirements including stormwater and flood management options that would utilise Red Zone land. These requirements will need to be appropriately scoped and integrated with other potential future uses of the 'Red Zone'. The outcome of this process will inform a later plan change. This programme is occurring under a separate process and timeframe to the Replacement District Plan process.

Subdivision, intensification and new development in the interim period can have the effect of limiting the future recovery potential and land use and may result in adverse effects on the environment (including people, property and infrastructure) which if not identified and avoided, remedied or mitigated could result in inappropriate outcomes for the region's natural and physical resources, and reduce Greater Christchurch's resilience and ability to provide for



the needs of people and communities. In particular, this relates to increasing risks from natural hazards to people, property and infrastructure, increasing community isolation, preventing the efficient and effective delivery of infrastructure and services and reducing economic viability. Protection from these effects will ensure that long term recovery and land use opportunities can be more readily realised in the future.

### 4.9.3 SCALE AND SIGNIFICANCE EVALUATION

#### 4.9.3.1 Introduction to Scale and Significance Evaluation

The level of detail undertaken for the evaluation of the proposed District Plan provisions has been determined by an assessment of the scale and significance of the implementation of the proposed District Plan provisions. The scale and significance assessment considers the environmental, economic, social and cultural effects of the provisions. In making this assessment regard has been had to the following, namely whether the provision;

- a. is of regional or city-wide significance and whether the provision is predetermined to impede the City's recovery;
- b. is important to resolve an issue or problem particularly to protect life and property;
- c. will radically change from current provisions; and/or
- d. will affect reasonable use of land; and/ or
- e. will adversely affect those most directly affected or those with particular interests including Maori (consideration needs to be given as to whether there is certainty of effects based on the availability of information to assess benefits and costs);
- f. limit options for future generations to remedy effects;
- g. will directly assist in the City's recovery.

The level of evaluation able to be undertaken through this Section 32 Report has been significantly influenced by the truncated process and timeframe for the District Plan review. The Section 32 Report will continue to be updated in response to comments from the Minister for Canterbury Earthquake Recovery and submissions from the community and stakeholders.

#### 4.9.3.2 Objective

The objective within this chapter is consistent with the direction outlined within the Recovery Strategy and LURP, which informs that future use of 'Red Zone' land will be addressed through the 'Residential Red Zone' programme. The proposed objective seeks to protect the zone during the interim period prior to completion of this programme, such that the land use and zoning pattern and requirements for long term recovery can be readily realised in the future. The zoning does not presuppose the future use of land within this zone, and will be a holding zone until a later plan change which is to be informed by the outcome of the programme.

The objective gives effect to the provisions relating to recovery and growth contained within Chapter 6 (Recovery and Rebuilding of Greater Christchurch) and natural hazards contained within Chapter 11 of the CRPS. Those Strategic Directions having particular relevance to the Specific Purpose (Flat Land Recovery) Zone Chapter are 3.3.1 (Enabling recovery and facilitating the future enhancement of the district) through protecting the zone until long term recovery options and future land use is determined and 3.3.6 (Natural Hazards), given that the zone is subject to natural hazards.

The proposed Specific Purpose (Flat Land Recovery) Zone Chapter contains one objective which recognises the need to protect the Flat Land Recovery Zone from subdivision, intensification and new development activities which will compromise options for long term recovery and future use of the land. It also requires recognition of the risk to people, property and infrastructure from natural hazards within this area.

4.9.3.3 Policies and Rules

The evaluation of the policies and rules in this chapter has focused on those provisions needed to effect a substantial change to the management of the flat land 'residential red zone' areas to ensure they are protected from activities that could compromise options for long term recovery and future land use of the zone.

The policies and rules have been evaluated as a package as together they address the issue of needing to protect the area from inappropriate use and development.

The following table lists the policies and rules considered to be of a scale and significance to justify a more comprehensive evaluation of options.

4.9.3.4 Scale and significance evaluation

Issue	Provisions evaluated	Scale and significance reasoning
<p>The future intended use of the flat land 'residential red zone' is uncertain. Subdivision, intensification and new development may compromise the long term recovery and future use of land in the flat land 'residential red zone' and may increase risk to people, property and infrastructure from natural hazards</p>	<p>a. Policies 21.11.1.1.1-21.11.1.1.4                      b. Rules 21.11.2.2.1-21.11.2.2.6                      c. Relevant definitions</p>	<p>Protection of the Flat Land Recovery Zone is considered to be a significant matter for the reasons set out below:</p> <ul style="list-style-type: none"> <li>- The provisions directly relate to the requirement to ensure that activities within this zone will not compromise or impede the City's recovery.</li> <li>- The provisions relate to the requirement to protect life, property and infrastructure, through recognising the risk to people and property from natural hazards.</li> <li>- The provisions represent a departure from the existing provisions which are residential and commercial zoning. The existing provisions clearly inform the land use and expectations of the zone. A holding zone is now proposed given the uncertain expectations for long term recovery and future use of the zone.</li> <li>- The provisions to protect the Flat Land Recovery Zone may reduce the ability to use private land in the way that the owner would prefer. This is balanced against the opportunity to achieve community benefits, including resilience, noting that this will be for a temporary period as it is a holding zone.</li> </ul>

4.9.4 EVALUATION OF PROPOSED OBJECTIVE

Section 32(1)(a) of the RMA requires the Council to evaluate the extent to which the objectives are the most appropriate way to achieve the purpose (section 5) of the Act.

4.9.4.1 Evaluation of Proposed Objective 1: Protection of the flat land recovery zone

SCALE AND SIGNIFICANCE	
<p>Regard has been had to the following matters in determining the extent and depth of analysis supporting Objective 1 and its subsequent provisions:</p> <ul style="list-style-type: none"> <li>a. Development can result in adverse effects on the environment, which if not identified and avoided, remedied or mitigated where appropriate, could result in inappropriate outcomes. There is a need to provide for development at the right place, at the right time to meet the needs of the community (CRPS);</li> <li>b. Risks from natural hazards are to be avoided in the first instance and otherwise mitigated (CRPS);</li> <li>c. Future long term use of 'Red Zone' land will be considered once a substantial proportion of 'Red Zone' has been transferred to the Crown (Recovery Strategy);</li> <li>d. Future use of land will be addressed through the 'Residential Red Zone' Programme (LURP);</li> <li>e. The expedited recovery and future enhancement of Christchurch (Strategic Objective 3.3.1);</li> <li>f. New subdivision, use and development shall be avoided in areas where the risk of natural hazards to people, property and infrastructure are assessed as being unacceptable (Strategic Objective 3.3.6);</li> <li>g. If unmanaged, land use and development within the 'Red Zone' in the interim period may impede or constrain options for long term recovery and future use of the area.</li> <li>h. The Order in Council is very similar to strategic direction 3.3.2, in that it requires the district plan to minimise costs, rules and reliance on consent processes, requirements for notification and written approval; and to set clear objectives and policies; and use clear concise language.</li> </ul>	
GENERAL DIRECTION	
<p>The issue this objective seeks to address is the uncertainty relating to the long term recovery options and future land use of the flat land 'residential red zone'. The objective seeks to provide protection of the zone from inappropriate subdivision, intensification and development that will compromise or impede long term recovery and future use of the zone and increase risk to people, property and infrastructure from natural hazards.</p>	
OBJECTIVE MOST APPROPRIATE WAY TO ACHIEVE THE PURPOSE OF THE RMA	
Objective	Summary of Evaluation
<p><b>OBJECTIVE 1: PROTECTION OF THE FLAT LAND RECOVERY AREA</b></p> <ul style="list-style-type: none"> <li>a. <i>Protect the Flat Land Recovery Zone from inappropriate subdivision, land use and development that will:</i> <ul style="list-style-type: none"> <li>i. <i>compromise or impede options for the long term recovery and future use of the zone; or</i></li> <li>ii. <i>increase the risk to people's safety, property and infrastructure from the effects of natural hazards.</i></li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>a. The purpose of the Flat Land Recovery Zone is to safeguard potential opportunities for long term recovery and future use of the area, prior to determining the final zoning. The key outcome of the provisions is land use and development that will not impede but directly assist the City's recovery.</li> <li>b. Consideration was given as to whether alternative objectives would more appropriately achieve the purpose of the Act, taking into account circumstances of the zone. The objective satisfies the Council's statutory obligations under the RMA and RPS and is not inconsistent with the direction in the Recovery</li> </ul>

	<p>Strategy and the LURP. The Council therefore considers that the objective is the most appropriate way to achieve the purpose of the Act and deal appropriately with land use within the flat land 'residential red zone' in the interim period, until the options for long term recovery and future land use have been informed and final zoning realised.</p> <p>c. In particular, this objective is the most appropriate to achieve the purpose of the Act because it will enable existing land uses to continue with limited modification and facilitate immediate recovery activities, consisting of repair and maintenance works and land management activities, contributing to the social and economic well being of landowners and Greater Christchurch, without compromising options for long term recovery and future land use. It will also place importance on public health and safety, through preventing subdivision, new development and more intensive land uses, which will limit long term recovery potential and exacerbate the risk to people from natural hazards.</p> <p>d. This objective is consistent with section 7(b) of the Act which states that particular regard must be given to the efficient use and development of natural and physical resources. In particular, this objective recognises that inappropriate use and development may result in adverse effects on the environment which if not identified and avoided, remedied or mitigated could result in inappropriate outcomes for the region's natural and physical resources, resulting in their inefficient use.</p> <p>e. In relation to the RPS, the objective seeks to avoid development that will result in adverse effects on the environment, which if not identified and avoided could result in inappropriate outcomes for the regions natural and physical resources, and reduce Greater Christchurch's resilience and ability to provide for the needs of people and communities. The objective recognises development at the right place, at the right time in this area is important to meet the needs of the community. The objective also gives effect to the natural hazards provisions of the CRPS by recognising that the area is subject to natural hazards and that</p>
--	---

	<p>development which may increase the risk to people's safety and property should be avoided.</p> <p>f. The objective is not inconsistent with the Recovery Strategy or the LURP. Given the direction specified within these documents there is little option to consider land use approaches that differ substantially from that proposed.</p> <p>g. This Objective closely aligns with pRDP 3.3.1 Objective – Enabling recovery and facilitating the future enhancement of the district which requires recovery to be expedited and enhancement of Christchurch as a dynamic, prosperous, and internationally competitive city. This zoning will facilitate immediate recovery activity while protecting land from inappropriate land use and development to ensure that options for long term recovery and land use opportunities can be more readily realised in the future.</p> <p>h. The zoning also takes into consideration the risk to people, property and infrastructure associated with multiple natural hazards. As such, this objective closely aligns with pRDP Strategic Objective 3.3.6 – Natural Hazards, which requires new subdivision, use and development to be avoided in areas where the risks of natural hazards are assessed as being unacceptable. It also aligns with proposed Objective 5.1.1 of the Natural Hazards Chapter and associated provisions.</p> <p>i. In relation to the Order in Council at pRDP Objective 3.3.2 the objective uses clear and concise language.</p>
--	---

4.9.5 EVALUATION OF PROPOSED POLICIES, RULES AND METHODS

Section 32(1)(b) requires an evaluation of whether the provisions are the most appropriate way to achieve the objectives by identifying other reasonable practicable options, assessing the efficiency and effectiveness of the provisions in achieving the objectives, and summarising the reasons for deciding on the provisions.

The assessment must identify and assess the benefits and costs of environmental, economic, social and cultural effects that are anticipated from the implementation of the provisions, including opportunities for economic growth and employment. The assessment must if practicable quantify the benefits and costs and assess the risk of acting or not acting if there is uncertain or insufficient information available about the subject matter.

PROVISIONS (POLICY, RULE, METHOD) MOST APPROPRIATE WAY TO ACHIEVE THE OBJECTIVES	
<p>OBJECTIVE 1: PROTECTION OF THE FLAT LAND RECOVERY ZONE</p> <p>a. <i>Protect the Flat Land Recovery Zone from inappropriate subdivision, land use and development that will:</i></p> <p>i. <i>compromise or impede options for the long term recovery and future use of the zone; or</i></p> <p>ii. <i>increase the risk to people's safety, property and infrastructure from the effects of natural hazards.</i></p>	
Provision(s) most appropriate	Effectiveness and Efficiency
<p>Option 1 – Create a Specific Purpose (Flat Land Recovery) Zone</p> <p>a. Policies</p> <p><i>Policy - Interim use of land</i></p> <p>a. <i>Only activities comprising existing uses and their limited modification, temporary activities, and elements of immediate recovery activity including land management activities will be accommodated within the Flat Land Recovery Zone.</i></p> <p><i>Policy - Recognise risk</i></p> <p>a. <i>Recognise that the Flat Land Recovery Zone is an area susceptible to the risk of natural hazards.</i></p> <p><i>Policy - Management of effects</i></p> <p>a. <i>Activities within the Flat Land Recovery Zone are managed to:</i></p> <p>i. <i>Reduce adverse amenity effects on occupied residential properties and effects at the interface with surrounding residential zones;</i></p> <p>ii. <i>Sustain the qualities and values of the natural environment</i></p>	<p>i. EFFECTIVENESS</p> <p><i>The proposed policies and methods:</i></p> <p>i. Clearly set out the way the objective will be achieved and where the provisions apply.</p> <p>ii. Establish a clear policy for those forms of land use and development that will be accommodated within the zone in the interim period;</p> <p>iii. Establish a clear policy that during the interim period, only existing activities and their limited modification, temporary activities and immediate recovery activity is to be facilitated within the zone;</p> <p>iv. Ensure that land use activities will be of a scale and nature that will not compromise options for long term recovery or future use of the zone and any adverse effects associated with these are managed;</p> <p>v. Require the recognition of the risk to people, property and infrastructure from multiple natural hazards that are present within this zone;</p> <p>vi. Clearly set out that the zoning pattern and future land use will be informed following the completion of the Residential Red Zone programme, therefore establishes this as a holding zone that will be subject to a later plan change;</p>

<p><i>Policy - Future use</i></p> <p><i>a. The future use of land in the Flat Land Recovery Zone will be considered following the completion of the Residential Red Zone programme which will inform future land use zoning and development options</i></p> <p>b. Methods:</p> <p>i. Zoning: Specific Purpose – Flat Land Recovery Zone</p>	<p>vii. Overall, it is considered that the policies and zoning will be successful in achieving the objective.</p> <p>i. EFFICIENCY</p> <p>a. Benefits</p> <p><i>The proposed policies and methods will:</i></p> <p>i. Signal that land in this zone is in a 'holding' phase and requires protection until it has been re-zoned once the future land use and options for long term recovery is certain (following the completion of the 'Residential Red Zone' process). Through protecting the zone options for long term recovery and future use can be more readily realised;</p> <p>ii. Give owners and occupiers the ability to plan for social well-being together with some flexibility in the short to medium term prior to rezoning;</p> <p>iii. Ensure activities that are appropriate within the zone are permitted until such time as the future potential of the land is realised through rezoning;</p> <p>iv. Ensure activities that are not appropriate within the zone are not facilitated, in particular any intensification of land use that has the potential to limit long term recovery potential or increase risk from natural hazards;</p> <p>v. Facilitates immediate recovery activity by specifically allowing activities including repair, relocation and demolition of buildings; repair and replacement of utilities and roads; hazard mitigation works, land management activities, while ensuring adverse effects are appropriately managed;</p> <p>vi. Ensure activities taking place within the zone in the interim period are managed such that adverse effects on amenity and qualities of the natural environment are minimised.</p> <p>b. Costs</p> <p><i>The proposed policies and methods will:</i></p> <p>i. Control proposals to intensify land use and development by requiring resource consent approval creating additional costs for those activities that are not facilitated within the zone;</p> <p>ii. Limit existing development potential of land during the interim period;</p> <p>iii. Not provide opportunities for economic growth or employment during the interim period. The exception to this is that temporary earthquake</p>
---	--



	<p>recovery activities are facilitated within this zone under those provisions.</p>
<p>b. Methods</p> <p>ii. Relevant definitions</p> <ul style="list-style-type: none"> <li>- Land management activities</li> </ul> <p>iii. Rules:</p> <p>21.11.2.2.1 Permitted Activities</p> <p>21.11.2.2.2 Controlled Activities</p> <p>21.11.2.2.3 Restricted Discretionary Activities</p> <p>21.11.2.2.4 Discretionary Activities</p> <p>21.11.2.2.5 Non-complying Activities</p>	<p>1. EFFECTIVENESS</p> <p><i>The proposed rules will:</i></p> <ul style="list-style-type: none"> <li>i. Effectively manage the types of activities and development that could comprise or impede long term recovery or future use of the zone;</li> <li>ii. Have had appropriate consideration given to the application of activity status for various activities. This aligns with those of other chapters (where relevant) as the same rationale can be applied within this zone. In this way it is intended that the rules provide direction in terms of what activities are anticipated, accepted if well managed, or not anticipated. Where it is likely that an activity will lead to adverse effects that cannot be adequately avoided, remedied or mitigated, then it has been set as a non-complying activity to give clear direction that such activities are seen as inappropriate within the Flat Land Recovery Zone.</li> <li>iii. Allow consideration of activities and development that do not meet permitted activity standards, beyond those identified as inappropriate, in relation to how a proposal can be implemented while maintaining the identified values. It is intended that the rules for restricted discretionary activities be used as a mechanism to trigger a process between the Council and the applicant to ensure adverse effects are appropriately managed.</li> <li>iv. Overall, it is considered that the rules will be successful in achieving the objective.</li> </ul> <p>2. EFFICIENCY</p> <ul style="list-style-type: none"> <li>a. Benefits</li> </ul> <p><i>The proposed rules will:</i></p> <ul style="list-style-type: none"> <li>i. Enable activities to be facilitated within the zone without requiring consent (where appropriate) and subject to standards, minimising the number of consents required for activities anticipated within the zone.</li> <li>ii. Enable existing residential and commercial activity to continue by specifically allowing these activities without requiring consent (where appropriate) and providing a small amount of flexibility in their use (through alterations, extensions and repairs) subject to standards to manage the scale of activity, while ensuring</li> </ul>

	<p>adverse effects are appropriately managed. An addition of 25m<sup>2</sup> GFA is permitted for existing residential or commercial units as this allows a room addition while ensuring that the site is not intensively developed to a level that will compromise recovery.</p> <ul style="list-style-type: none"> <li>iii. Facilitate immediate recovery activities including repair, relocation and demolition of buildings; repair and replacement of utilities and roads; hazard mitigation works, land management activities by specifically allowing these activities without requiring consent (where appropriate) and subject to standards (where relevant). The standards rely on existing activity specific standards or Built Form Standards where these are considered relevant to managing the adverse amenity effects, adverse effects associated with natural hazards or effects on the natural environment.</li> <li>iv. Enable relocation of buildings from the Flat Land Recovery Zone as a permitted activity without the requirement for consent.</li> <li>v. Prevent subdivision, intensification and new development activities that are not seen as appropriate within the zone.</li> <li>vi. For some of the consents required these are proposed to be not publicly or limited notified.</li> <li>vii. The benefits of the protection of this zone support long term recovery and community resilience.</li> </ul> <p>b. Costs</p> <p><i>The proposed rules will:</i></p> <ul style="list-style-type: none"> <li>i. Place a cost on landowners of properties within the Flat Land Recovery Zone, where the application of rules to that area reduce the scope or number of potential activities that can be undertaken as of right.</li> <li>ii. Control proposals to intensify land use and development by requiring resource consent approval creating additional resource consent requirements for activities that they previously did not need consent. This is a cost in terms of preparation for consent and application fees, as well as time related costs.</li> <li>iii. In addition, it is possible that there may be some activities that landowners had aspirations for that can no longer be realised during the interim</li> </ul>
--	---

	<p>period as they would not be appropriate within this zone;</p> <ul style="list-style-type: none"> <li>iv. As this is a holding zone, the provisions only provide certainty for the interim period, with uncertainty in relation to future use.</li> <li>v. The provisions may result in an area which has low residential amenity values.</li> </ul>
Options less or not as appropriate to achieve the Objectives and policies:	
<p>Option 2: Status quo – roll over existing City Plan zoning and provisions</p> <p>Rely on existing zoning and proposed provisions of the Christchurch City Plan with no consideration of a zoning specific to the flat land 'residential red zone'.</p>	<p>a. Appropriateness</p> <p>This approach is very limited in achieving the objective and policies for protection of the Flat Land Recovery Zone for the following reasons:</p> <ul style="list-style-type: none"> <li>i. Does not ensure land is protected from new intensification and development activities, as these activities may be permitted under the existing zone provisions. This would compromise long term recovery and land use potential in future.</li> <li>ii. Does not give appropriate recognition to the fact that this is a recovery area requiring comprehensive planning to inform future land use, and the existing provisions would not promote an integrated approach to future development within the area, by establishing what this use is during the DPR. This would lead to poorly planned development which would lead to inappropriate outcomes on natural and physical resources, including increasing risk from natural hazards, reduction of resilience, increase community isolation, and prevent efficient and effective delivery of infrastructure and services. This is inconsistent with the direction specified within the RPS.</li> <li>iii. Does not reflect the direction provided in the Recovery Strategy and LURP which outlines the future consideration of land use is to be decided through the 'Residential Red Zone' Programme.</li> <li>iv. It is likely to place pressure on Council to service these areas for those permitted land uses when their future use is uncertain, which would result in costs to Council to provide this infrastructure which may not be required to support future land use. This is not considered to be an efficient use of resources.</li> </ul>

	<p>v. This zoning will make it difficult to integrate infrastructure requirements, including stormwater and flood management options which need to utilise Red Zone land. These requirements will need to be appropriately scoped and integrated with other potential future uses of the zone.</p>
<p>Option 3 – Determine land use zoning through the DPR</p>	<p>a. Appropriateness This approach is very limited in achieving the objective and policies for protection of the Flat Land Recovery Zone for the following reasons:</p> <ul style="list-style-type: none"> <li>i. It is not consistent with the LURP which outlines that the future use will be addressed through the 'Residential Red Zone' programme;</li> <li>ii. Zoning will not be determined prior to any comprehensive consultation and planning exercise, and before the requirements for stormwater and flood management are able to be integrated, as these have not yet been finalised.</li> <li>iii. As a result, land use and development may be inappropriate and result in the reduction of Greater Christchurch's resilience as it may constrain or impede options for long term recovery.</li> </ul>
<p>Risk of Acting or Not Acting</p>	
<ul style="list-style-type: none"> <li>a. A risk of not acting to create a Flat Land Recovery Zone is that an expectation is created that this land can be developed as part of the District Plan review in accordance with the pRDP. This expectation is likely to result in intensification and development which could impede options for long term recovery and future use of the land. In addition, it is likely to place pressure on Council to service areas when their future is uncertain.</li> <li>b. Identifying areas as Flat Land Recovery Zone will help to control development within the area, recognising that it is a holding zone that needs appropriate management until the long term recovery and future use is informed through the 'Residential Red Zone' programme.</li> <li>c. In addition, by not acting to rezone this area to a holding zoning the Council risks inappropriate development occurring in an uncoordinated manner that subsequently diminishes the capacity of the area to be efficiently utilised for recovery purposes with the potential to create additional, unnecessary costs.</li> <li>d. A risk of acting to create the Flat Land Recovery Zone is that certainty is not provided to landowners in relation to the land use expectations of the zone in the future, and there will be temporary reduction in the scope of activities that can be undertaken as of right on their property during the interim period.</li> </ul>	

#### 4.9.6 CONCLUSIONS - INCLUDING RESPONSE TO STATEMENT OF EXPECTATIONS

The Specific Purpose (Flat Land Recovery) Zone is a 'holding zone' that will be subject to a later plan change to confirm the zoning pattern which will be informed by the outcome of the 'Residential Red Zone' programme.

In the interim period, the chapter includes objectives and policies to protect the Flat Land Recovery Zone from subdivision, intensification and development activities that will impede or compromise long term recovery and future use of the zone and will increase the risk to people's safety, property and infrastructure from natural hazards.

The provisions enable existing activities, elements of immediate recovery consisting of repair and maintenance works and land/ property management activities, while prevent subdivision, intensification and new development activities.

The chapter responds to the Statement of Expectations as follows:

- Regulatory controls are applied where appropriate to achieve the objectives for the protection of the Flat Land Recovery Zone, this is in the context that Council must give effect to the CRPS and must not be inconsistent with the LURP.
- Wherever possible activities are permitted (subject to standards) for those activities that are to be facilitated within the zone, so that there is less reliance on resource consent processes for these activities. The chapter is enabling of elements of immediate recovery activity, including repairs and maintenance work, as well as for works that the Crown are required to undertake in terms of their land management responsibilities.
- A more onerous activity status is proposed only where necessary and especially important to protect the Flat Land Recovery Zone from activities that will compromise or impede long term recovery or future use of the zone or result in adverse environmental effects, including increasing the risk to people's safety, property and infrastructure from natural hazards that this zone is subject to.
- The requirement for notification and written approval is limited to activities which are inappropriate and may need to be assessed through such a process.
- Objectives and policies clearly state outcomes and expectations within the zone which will aid in plan interpretation, administration and preparation of proposals for development.

## 4.10 Specific Purpose (Ruapuna) Zone

### 4.10.1 RESOURCE MANAGEMENT ISSUES

4.10.1.1 RESOURCE MANAGEMENT ISSUE – HOW TO ENSURE THE CONTINUED EFFICIENT OPERATION OF THE RUAPUNA PARK, WHILST MITIGATING ADVERSE VISUAL AMENITY EFFECTS AND AVOIDING, REMEDYING OR MITIGATING ADVERSE NOISE EFFECTS ON SURROUNDING LANDUSES

The Specific Purpose (Ruapuna) Zone is required for motorsport and associated activity purposes.

4.10.1.2 RESOURCE MANAGEMENT ISSUE 2 – CLARIFY OBJECTIVE, POLICIES AND RULES FOR BETTER USER-FRIENDLY INTERPRETATION

The existing provisions have been reviewed, there is no existing overarching objective for the Park. A new overarching objective specific to this site is being considered by the Environment Court in Quieter Please (Templeton) Inc and Canterbury Car Club Inc v CCC, ENV-2013-CHC-085/086. The lack of an objective means a lack of an integrated approach to and an understanding of the objective, policies and rules. This will be rectified when the Court makes a final decision and orders the Council to amend the plan to include the objective.

## 4.10.2 SCALE AND SIGNIFICANCE EVALUATION

The level of detail undertaken for the evaluation of the proposed District Plan provisions has been determined by an assessment of the scale and significance of the implementation of the proposed District Plan provisions. The scale and significance assessment considers the environmental, economic, social and cultural effects of the provisions and whether the provision;

- § is predetermined by a higher order document; and/or
- § is important to resolve an issue or problem particularly to protect life and property; and/or
- § there are a wide range of policy options or only variations of a theme; and/or
- § the policy direction (provision) will radically change from business and usual; and/or
- § the policy will affect reasonable use of land; and/or
- § adversely affects specific stakeholder interests including Maori; and/or
- § gives rise to adverse effects and whether there is certainty of effects based on the availability of information to assess benefits and costs.

This issue is largely a site specific matter with the most significant matter being "the continued efficient operation of the Ruapuna Park whilst mitigating adverse visual amenity effects on surrounding land uses ". The issue in relation to noise is currently before the Environment Court in *Quieter Please (Templeton) Inc and Canterbury Car Club Inc v CCC, ENV-2013-CHC-085/086* in a reference against the decisions of the Council on Plan Change 52. Pursuant to Clauses 4(3) and (4) of the Canterbury Earthquake (Christchurch Replacement District Plan) Order 2014 the Council shall incorporate the noise related objectives, policies and rules as settled in any Environment Court Decision.

### 4.10.2.1 Objectives

The existing provisions have been reviewed recently, but there is no overarching objective specific to this site. Plan Change 52 to the operative district plan seeks to introduce a new objective relating to noise effects from motor racing at the Park.

The Objective 14.6 of Plan Change 52 to the Operative Plan is currently being considered by the Environment Court in *Quieter Please (Templeton) Inc and Canterbury Car Club Inc v CCC, ENV-2013-CHC-085/086* in a reference against the decisions of the Council on Plan Change 52. Pursuant to Clauses 4(3) and (4) of the Canterbury Earthquake (Christchurch Replacement District Plan) Order 2014 the Council shall incorporate the objective as settled in any Environment Court Decision.

### 4.10.2.2 Policies and Rules

The Proposed policies and rules in this Chapter have been drafted in response to the key issue 1 identified above and to implement the new objective. The new policy providing explicitly for the mitigation of adverse non noise related amenity effects specifically related to this zone is the only significant policy shift in this Chapter.

This motorsport events venue provides an important asset for the City, particularly given the loss of other sporting venues recently. The proposed non noise related standards echo the function of the site and the existing permitted activities and standards in the operative plan.

To support the rules, a new definition of Ruapuna Motorised Activities is proposed. The definition is largely based on the form, terminology and listing of activities in PC 52 so that rules are compatible with the eventual settled noise related rules currently before the Environment Court (refer to the next paragraph for more detail).

Frequency, hours of operation, and noise levels of activities are not part of this proposal, but are currently being considered by the Environment Court in *Quieter Please (Templeton) Inc and Canterbury Car Club Inc v CCC, ENV-2013-CHC-085/086* in a reference against the Decisions of the Council on Plan Change 52. Pursuant to Clauses 4(3) and (4) of the Canterbury Earthquake (Christchurch Replacement District Plan) Order 2014 the Council shall incorporate the standards as settled in any Environment Court Decision.



### 4.10.3 EVALUATION OF OBJECTIVES

Section 32(1) (a) of the Act requires the Council to evaluate the extent to which the objectives are the most appropriate way to achieve the purpose (Section 5) of the Act.

#### 4.10.3.1 Evaluation of Proposed Objective

GENERAL POLICY DIRECTION OPTIONS & RECOMMENDATIONS
<ol style="list-style-type: none"> <li>1. Status Quo – retain existing rules and assessment matters without an explicit Ruapuna based objective or (non-noise related) policy.</li> <li>2. Add a new objective, new policy and retain the limits in the standards in the existing plan. Use assessment matters for breaches of similar Stage 2 Open Space Zone standards for restricted discretionary activities.</li> </ol>
<p>Option 2 is the preferred option. It is considered most likely to address the key management issues identified above and give effect to the relevant statutory planning documents.</p>
OBJECTIVE MOST APPROPRIATE WAY TO ACHIEVE THE PURPOSE OF THE ACT
<p>The evaluation of the proposed objective is being considered by the Environment Court in <i>Quieter Please (Templeton) Inc and Canterbury Car Club Inc v CCC, ENV-2013-CHC-085/086</i>. Pursuant to Clauses 4(3) and (4) of the Canterbury Earthquake (Christchurch Replacement District Plan) Order 2014 the Council shall incorporate the objective as settled in any Environment Court Decision.</p>

4.10.4 EVALUATION OF PROPOSED POLICIES, RULES AND METHODS

Section 32 (1) (b) requires an evaluation of whether the provisions are the most appropriate way to achieve the objectives by identifying other reasonable practicable options, assessing the efficiency and effectiveness of the provisions in achieving the objectives, and summarising the reasons for deciding on the provisions.

The assessment must identify and assess the benefits and costs of environmental, economic, social and cultural effects that are anticipated from the implementation of the provisions, including opportunities for economic growth and employment. The assessment must if practicable quantify the benefits and costs and assess the risk of acting or not acting if there is uncertain or insufficient information available about the subject matter.

PROVISIONS (POLICY, RULE, METHOD) MOST APPROPRIATE WAY TO ACHIEVE THE OBJECTIVES	
Provision(s) most appropriate	Effectiveness and Efficiency
<p>Option 2</p> <p>21.10.1.4 Policy - Other environmental effects of activity at Ruapuna Park</p> <p>a. Ensure that the adverse effects from activities and the scale, form, and design of facilities on the amenity values of adjoining land uses and the surrounding environment are mitigated, including through:</p> <p>i. sufficient separation distances and limiting the height of buildings;</p> <p>i. limiting the site and impervious surface coverage; and</p> <p>ii. landscaping and screening.</p> <p>a. Ensuring activities and facilities are consistent with the role and function of the park.</p>	<p>Effectiveness</p> <p>Option 2 is considered more effective in achieving the objective as it will:</p> <ul style="list-style-type: none"> <li>• Give effect to the relevant objectives and policies in the listed statutory documents, particularly those relating to amenity and the provision of infrastructure.</li> <li>• Provide for the primary purpose of the site.</li> <li>• Recognising and providing the historical importance of the site to motorsport.</li> <li>• Enables a broad recreational use of the facility that will assist in maintaining viability of the park.</li> </ul> <p>Efficiency</p> <p>Benefits</p> <p>§ Ensure the continued use of the site for its primary purpose.</p> <p>§ Ensure the adverse effects on amenity values of adjoining land uses are minimised.</p> <p>§ Enable the provision of recreational and activities, which makes efficient use of the existing.</p> <p>§ Consenting requirements are minimised.</p> <p>Costs</p> <p>§ When the various limits in the proposed built form standards and permitted activity standards are met there will be consenting</p>

	<p>costs associated with any new breach of the standard .</p> <p>§ When then various limits in the proposed built form standard or permitted activity standards are met, new activities may be prevented from establishing.</p> <p>§ Establishment of activities that are not listed as permitted activities will incur consenting costs or will be prevented from establishing.</p> <p>However it is noted that these benefits and costs of the standards exist under the operative district plan.</p> <p>Benefits are considered to outweigh costs and are greater than for Option 1 because there is explicit objective and policy direction.</p>
<p>Options less or not as appropriate to achieve the Objectives and policies:</p>	
<p>Option 1 (Status quo – current policy and rules)</p>	<p>Appropriateness  Option 1 would retain the existing rules and assessment matters without any explicit Ruapuna based objectives and policies relating to maintaining the predominance of open space at the Park, ensuring compatibility of uses of the Park with motorsport and minimising effects on then amenity values of adjacent land uses and surrounding environment .</p>
<p>Risk of Acting or Not Acting</p>	
<p>The information available is considered sufficient to inform the review. The amendments proposed are considered necessary.</p>	

APPENDIX 4.10.5: Linkages between provisions – Specific Purpose (Ruapuna Motorspot) Zone

Issue	Directions	Objectives	Policies	Rules	Assessment Matters
3.4.1 Providing for the different needs of the community	3.5.3.5 People have access to recreational opportunities.  3.5.4.4 Efficient and sustainable use of resources	21.10.1.2 - Objective - Other Environmental effects at Ruapuna Park	21.10.1.4 Policy- Other Environmental Effects at Ruapuna Park	21.10.2.3.1 Permitted activities 21.10.2.3.2 Controlled activities 21.10.2.3.3 Restricted Discretionary Activities 21.10.2.3.4 Discretionary Activities 21.10.2.3.5 Non-Complying Activities 21.10.2.4 Built form standards	Setback from road boundaries 18.7.2.1 Setback from internal boundaries 18.7.2.2 Outdoor storage 18.7.2.3  Height 18.7.2.4
3.4.3 Improving the quality of the urban environment	3.5.3.5 People have access to recreational opportunities.  3.5.4.4 Efficient and sustainable use of resources	21.10.1.2 - Objective - Other Environmental effects at Ruapuna Park	21.10.1.4 Policy- Other Environmental Effects at Ruapuna Park	21.10.2.3.1 Permitted activities 21.10.2.3.2 Controlled activities 21.10.2.3.3 Restricted Discretionary Activities 21.10.2.3.4 Discretionary Activities 21.10.2.3.5 Non-Complying Activities  21.10.2.4 Built form standards	Setback from road boundaries 18.7.2.1 Setback from internal boundaries 18.7.2.2 Outdoor storage 18.7.2.3  Height 18.7.2.4
3.4.4 Protecting our resources, values, health and wellbeing	3.5.3.5 People have access to recreational opportunities.  3.5.4.4 Efficient and sustainable use of resources	21.10.1.2 - Objective - Other Environmental effects at Ruapuna Park	21.10.1.4 Policy- Other Environmental Effects at Ruapuna Park	21.10.2.3.1 Permitted activities 21.10.2.3.2 Controlled activities 21.10.2.3.3 Restricted Discretionary Activities 21.10.2.3.4 Discretionary Activities 21.10.2.3.5 Non-Complying Activities 21.10.2.4 Built form standards	Setback from road boundaries 18.7.2.1 Setback from internal boundaries 18.7.2.2 Outdoor storage 18.7.2.3  Height 18.7.2.4

## 4.11 Specific Purpose (Burwood Landfill and Resource Recovery Park) Zone

### 4.11.1 OVERVIEW

#### 4.11.1.1 Purpose and scope of the Specific Purpose (Burwood Landfill and Resource Recovery Park) Zone

The purpose of the Specific Purpose (Burwood Landfill and Resource Recovery Park) Zone and associated provisions is:

- a. To provide a planning framework to facilitate the continued efficient operation and management of the Burwood Landfill and Burwood Resource Recovery Park (BRRP), to allow the existing earthquake waste processing and disposal activities to continue and for the progressive restoration of the landfill. The Specific Purpose (Burwood Landfill and Resource Recovery Park) Zone provisions will provide a streamlined, focused and updated framework and process for the management of the Burwood Landfill and BRRP.
- b. To provide certainty and clarity around the rules and standards that apply to resource recovery and landfill activities within the Specific Purpose (Burwood Landfill and Resource Recovery Park) Zone.
- c. To recognise the zone and to provide for the necessary activities that include the processing, and permanent disposal of earthquake waste (sourced from earthquake demolition materials). The continuance of the existing activities taking place within the current Special Purpose (Landfill) Zone is considered necessary to ensure recovery in an efficient and cost effective manner.

The Christchurch City Plan currently provides specific objectives and policies in relation to the Burwood Landfill. The Burwood Landfill was reopened in 2011 to provide a facility within close proximity to Christchurch City, which could process earthquake waste resulting from the demolition of earthquake damaged buildings and infrastructure following the Canterbury earthquakes in 2010 and 2011. These objectives, policies and rules were inserted into the Christchurch City Plan by the use of the Minister for Canterbury Earthquake Recovery's powers under section 27 of the Canterbury Earthquake Recovery Act 2011 in November 2011.

In reviewing those provisions, it was considered that retaining the specific zoning that manages Burwood Landfill was necessary to assist with recovery. However, a number of changes were identified that would assist with Canterbury's recovery. In particular there is a need to:

- a. Re-focus the objectives and policies so they recognise the role of the BRRP and its relationship to the Burwood Landfill, so they specifically recognise and respond to recovery issues and identify opportunities to remove unnecessary regulatory controls on the ability to continue undertaking earthquake waste processing and permanent disposal activities (i.e. reduce consent and notification requirements).
- b. Provide the ability for the:
  - i. BRRP to continue to process earthquake waste resulting from demolitions of buildings and infrastructure following the 2010 and 2011 Canterbury earthquakes as required; and
  - ii. Burwood Landfill to continue to provide a site for the permanent disposal of earthquake waste processed at the BRRP as required.

- c. Update the provisions to reflect the direction of relevant statutory documents, in particular the Land Use Recovery Plan and Canterbury Regional Policy Statement as well as the Strategic Direction objectives contained in Section 3.2 of the Operative Christchurch District Plan.

4.11.1.2 PROPOSED DISTRICT PLAN: OVERVIEW AND SYNOPSIS

The District Plan Review (DPR) Specific Purpose (Burwood Landfill and Resource Recovery Park) Zone Chapter has focused on providing a policy framework for managing the existing and future use of the Burwood Landfill and BRRP.

The Government’s Recovery Strategy for Greater Christchurch contains a number of goals relating to the recovery of Christchurch which have statutory effect pursuant to section 15 of the Canterbury Earthquake Recovery Act 2011. These goals include the need for leadership from government and Council to facilitate a timely and efficient recovery (goal 1.1), and the need to minimise construction and demolition waste through recycling and processing of earthquake waste (goal 6.6).

The Strategic Directions chapter of the Replacement Christchurch District Plan provides an overarching policy direction for consideration of land use in the district including the recovery and future enhancement of the district and direction relating to temporary recovery activities, which is considered to play a key function in the Specific Purpose (Burwood Landfill and Resource Recovery Park) Zone.

Broadly the objective and policies of the Specific Purpose (Burwood Landfill and Resource Recovery Park) Zone seek to address the following key resource management issues:

- a. Provision of an earthquake waste processing facility within close proximity to Christchurch City.
- b. Provision of an earthquake waste disposal location for the permanent disposal of processed earthquake waste.

The Specific Purpose (Burwood Landfill and Resource Recovery Park) Zone part of the Specific Purposes Chapter includes the following objective, achieved through the associated policies, which provide more specific direction on the matters raised in the Strategic Directions Chapter.

<p>Objective 1: Progressive restoration of the Burwood Landfill</p> <ul style="list-style-type: none"> <li>a. <i>Progressive restoration of the Burwood Landfill for open space purposes following the completion of the permanent disposal of earthquake waste for recovery purposes.</i></li> </ul>	<p>Achieved through:</p> <p>Policy 1: Facilitating recovery and disposal of earthquake waste</p> <ul style="list-style-type: none"> <li>a. <i>Provide for the existing and ongoing need for earthquake waste recovery and disposal activities as follows:</i> <ul style="list-style-type: none"> <li>i. <i>Encourage the reduction of earthquake waste by providing for earthquake waste processing activities and mechanical sorting of demolition waste from the Canterbury earthquakes at the Burwood Resource Recovery Park.</i></li> </ul> </li> </ul>
---	---

	<p><i>ii. To continue the operation of the Burwood Landfill as the primary permanent disposal site of residual earthquake waste.</i></p> <p>Policy 2: Management of adverse environmental effects</p> <p><i>a. To ensure that, where reasonably practicable, waste processing and landfill activities will be managed to minimise adverse effects on:</i></p> <ul style="list-style-type: none"> <li><i>i. groundwater contamination;</i></li> <li><i>ii. residential amenity and safety;</i></li> <li><i>iii. recreational activities;</i></li> <li><i>iv. character and quality of the coastal environment;</i></li> <li><i>v. vehicular access and the road network.</i></li> </ul> <p>Policy 3: Rehabilitation</p> <p><i>a. Require the progressive rehabilitation of the Burwood Landfill following completion of permanent disposal activities.</i></p>
--	---

The objective will be implemented through:

- a. Zoning of land: the Specific Purpose (Burwood Landfill and Resource Recovery Park) Zone will identify the areas which are subject to the provisions of this chapter. This includes the current Special Purpose (Landfill) Zone, the BRRP (located on what is referred to as Site B in the relevant consents and consent maps), and also the site which is currently consented as Site D (noted on relevant consents and consent maps).
- b. Permitted activities will provide for appropriate land use activities, necessary to facilitate the efficient operation of the Burwood Landfill and BRRP. These include: processing and mechanical sorting of demolition materials; recovery of re-usable materials from the demolition materials; temporary storage and stockpiling; permanent disposal of earthquake waste; and disposal of other earthquake waste (infrastructure material).
- c. Activity specific standards will ensure that the activities are appropriate and unlikely to exceed a scale which may impede the ability of the area covered by the Specific Purpose (Burwood Landfill and Resource Recovery Park) Zone, to be remediated into an open space public facility and incorporated into the surrounding Bottle Lake Forest Park as planned.

#### 4.11.1.3 Research

The Council has received assistance from various internal and external experts (including the Burwood Resource Recovery Park) and utilised this, along with internal workshops to assist with setting the Plan framework for the proposed Specific Purpose (Burwood Landfill and Resource Recovery Park) Zone provisions. This advice includes the following:

Table 1: Technical Reports informing Specific Purpose (Burwood Landfill and Resource Recovery Park) Zone

	Title	Author	Description of Report
a	Assessment of Environmental Effects for the Burwood Resource Recovery Park	Lynn Torgerson – Pattle Dalamore Partners Ltd	Assessment of Environmental Effects for the Burwood Resource Recovery Park (AEE to support CCC and ECan consent applications)
b	Assessment of Environmental Effects for the Burwood Landfill	Clowance Noland and Daniel Murry - URS	Assessment of Environmental Effects for the Burwood Landfill (AEE to support CCC consent applications)

In addition to the above reports and advice, the Council has compiled, reviewed and developed a collection of material on the Burwood Landfill and Resource Recovery Park. This information has been used to inform the District Plan review and this Section 32 report.

#### 4.11.1.4 Consultation

The Canterbury Earthquake (Christchurch Replacement District Plan) Order 2014 requires the Council to consult with the Minister for the Environment, other Ministers of the Crown who may be affected by a proposal, Canterbury Regional Council, Te Rūnunga o Ngāi Tahu, Selwyn and Waimakariri District Councils and the New Zealand Transport Agency (refer clause 1(2) of Schedule 1). The Council may also consult with anyone else during the preparation of the proposal.

The Burwood Landfill and BRRP were proposed to be zoned Open Space Natural as part of the Stage 2 Open Space Proposal notified on 2 May 2015. The Ministers' comments on Stage 3 proposals (which were provided to Council on 2 June 2015) provided additional comment on the Open Space Proposal, and recommended that Council rezone the Burwood Landfill and BRRP as a Specific Purpose Zone to more effectively manage the existing consented activities that were occurring on the sites.

It was agreed between Council and CERA that the Burwood Landfill and BRRP should be managed by a Specific Purpose Zone, rather than the Open Space Zone, and provisions for a Specific Purpose (Burwood Landfill and Resource Recovery Park) Zone would be drafted to be included in the public notification of Stage 3 proposals on 25 July 2015.

The Council, CERA (representing the Minister of Canterbury Earthquake Recovery and Minister of the Environment and other Ministers of the Crown) and Environment Canterbury, have been collaboratively working on drafting the Specific Purpose (Burwood Landfill and Resource Recovery Park) Zone provisions, following the recommendation from Ministers on 2 June 2015. Meetings were held with staff from CERA, Environment Canterbury and BRRP in preparation of the draft chapter.

During the pre-notification stage of drafting the Specific Purpose (Burwood Landfill and Resource Recovery Park) Zone, consultation was also undertaken with those statutory agencies set out in clause 1(2) of the Canterbury Earthquake (Christchurch Replacement District Plan) Order 2014, being Te Rūnunga o Ngāi Tahu, Selwyn and Waimakariri District Councils and the New Zealand Transport Agency.



Key messages from the consultation relevant to the Specific Purpose (Burwood Landfill and Resource Recovery Park) Zone include:

- a. Supportive of the ability for the existing BRRP to continue to process earthquake waste as needed, and in response to the on-going demolition of earthquake damaged buildings in Christchurch, and for the disposal of waste within the Burwood Landfill.
- b. Providing capacity for the existing landfill cells to permanently dispose of earthquake waste processed in the BRRP and for the permanent disposal of other infrastructure waste from the rebuild and repair of the horizontal infrastructure.
- c. Requiring careful management of hazardous substances and hazardous waste which is not appropriate to dispose of at this site.
- d. The mitigation of any adverse environmental effects resulting from the processing of earthquake waste at the BRRP and the permanent disposal of earthquake waste processed at the BRRP in the Burwood Landfill (i.e. contamination of groundwater, dust, noise).

#### 4.11.2. RESOURCE MANAGEMENT ISSUES

The resource management issue set out in this section has been identified through the direction set out within the Government's Recovery Strategy for Greater Christchurch, the LURP, section 27 amendments to the Operative Christchurch City Plan and the Canterbury Earthquake (Resource Management Act – Burwood Resource Recovery Park) Order 2011.

The initial justification and reasoning for reopening the Burwood Landfill following its closure in 2005, to process and permanently dispose of earthquake waste, continues to influence the need for these facilities to operate as part of Canterbury earthquake recovery.

##### 4.11.2.1 Strategic Planning Documents

The strategic planning documents broadly identify the resource management issues for the District and provide the higher level policy direction to resolve these issues. Those strategic provisions that have been taken into account in the Specific Purpose (Burwood Landfill and Resource Recovery Park) Zone are summarised in the Table below.

The Independent Hearings Panel decision on the Strategic Directions Chapter was released in February 2015. The Strategic Directions Chapter contains higher order objectives that are applicable to this zone and they have been considered in the preparation of the objective and provisions contained in the Specific Purpose (Burwood Landfill and Resource Recovery Park) Zone.

Table 2: Strategic Planning Documents

	Document	How the Specific Purpose (Burwood Landfill and Resource Recovery Park) Zone will take into account/give effect to the relevant provisions
a	The Canterbury Regional Policy Statement (CPRS) ( <i>the proposed District Plan must give effect to</i> );	Chapter 6 of the CRPS (introduced via the LURP) sets out the intended land use distribution for Greater Christchurch for the period to 2018, and includes objectives. Chapter 6 recognises that development can result in adverse effects on the environment, which if not identified and avoided, remedied or mitigated where appropriate, could result in inappropriate outcomes for the region’s natural and physical resources and reduce Greater Christchurch’s resilience and ability to provide for the needs of people and communities. Chapter 19 recognises that waste needs to be managed within the region, and states that local authorities must plan for waste management and minimisation.
b	The Canterbury Earthquake Recovery Strategy ( <i>proposed District Plan must not be inconsistent with</i> );	<p>The Recovery Strategy lists six components of recovery, each with associated goals. Those goals that have been considered in the preparation of this chapter are:</p> <ol style="list-style-type: none"> <li>1. CERA, the public and private sector and communities coordinate with each other to contribute to the recovery and future growth of greater Christchurch – by:               <ol style="list-style-type: none"> <li>1.1 facilitating a timely and efficient recovery, including intervening where necessary to remove impediments, resolve issues and provide certainty.</li> <li>1.5 Delivering smarter Council and Government planning services.</li> </ol> </li> <li>6. Restore the natural environment to support biodiversity and economic prosperity and to reconnect people to the rivers, wetlands and Port hills – by:               <ol style="list-style-type: none"> <li>6.6 Storing, sorting and processing waste in an environmentally safe and effective manner, including minimising and recycling construction and demolition waste.</li> </ol> </li> </ol>

c	<p>The Land Use Recovery Plan (LURP) (<i>Proposed District Plan must not be inconsistent with</i>);</p>	<p>The LURP prepared under the CER Act 2011 directs the review of the District Plan. Section 3 of the LURP outlines the recovery needs of Christchurch, and in section 3.3 describes the LURP outcomes. The outcomes relevant to the Specific Purpose (Burwood Landfill and Resource Recovery Park) Zone are:</p> <ol style="list-style-type: none"> <li>3. Land use recovery integrates with and supports wider recovery activity, particularly within the central city.</li> <li>4. RMA plans and regulation processes enable rebuilding and development to go ahead without unnecessary impediments.</li> <li>5. A supportive and certain regulatory environment provides investor confidence to obtain the best outcomes from resources used in the recovery.</li> <li>9. Businesses in damaged areas are able to rebuild cost-effectively and to improve their use of land, buildings, plant and machinery.</li> </ol> <p>These outcomes are implemented by a number of Actions – including Action 2 (iv) which reduces consenting and notification requirements.</p>
d	<p>The Iwi Management Plan (IMP) (<i>Proposed District Plan must take into account</i>)</p>	<p>The IMP does not contain specific policy relating to the management of landfills. However, Issue P7 recognises that there are cultural issues associated with disposal and management of waste. Ngāi Tahu issues and values associated with waste and waste management are consistent and specific with regard to the use of water as a receiving environment for waste and maintaining a separation between waste stream and the food chain. If water contains waste then it cannot be used to harvest mahinga kai. The plan identifies a need to protect water and food supplies.</p> <p>In addition, it promotes waste minimisation as an approach to waste management which is consistent with protecting cultural values. Reducing the volume of solid waste produced in the takiwā will reduce pressure on existing infrastructure, and on the environment and cultural values.</p> <p>The Specific Purpose zoning recognises these provisions, as there are 20 metres of confining material between the Burwood ground surface and first aquifer and there is an upward hydraulic pressure that helps prevent the downward movement of contaminants. In addition, hazardous waste is not permitted. The BRRP provides a facility specifically for the recovery of waste material.</p>

4.11.2.2 Order in Council

The process for the District Plan review is prescribed by the Canterbury Earthquake (Christchurch Replacement District Plan) Order 2014, made by Government on 7 July 2014. The Order modifies the provisions and application of the RMA in relation to the review of the Christchurch district plan and preparation of a replacement District Plan. The Order states that the Council must have particular regard to the Statement of Expectations (Schedule 4 of the Order). The relevant

expectations for the Specific Purpose (Burwood Landfill and Resource Recovery Park) Zone therefore, include:

*The expectations of the Minister for Canterbury Earthquake Recovery and the Minister for the Environment are that the replacement district plan—*

- a. clearly articulates how decisions about resource use and values will be made, which must be in a manner consistent with an intention to reduce significantly (compared with the existing district plans)—*
  - i. reliance on resource consent processes; and*
  - ii. the number, extent, and prescriptiveness of development controls and design standards in the rules, in order to encourage innovation and choice; and*
  - iii. the requirements for notification and written approval:*
- b. contains objectives and policies that clearly state the outcomes that are intended for the Christchurch district:*
- c. provides for the effective functioning of the urban environment of the Christchurch district, reflecting the changes resulting from the Canterbury earthquakes, including changes to population, land suitability, infrastructure, and transport:*
- f. provides for a range of temporary and construction activities as permitted activities, recognising the temporary and localised nature of the effects of those activities:*

The overall response to the Statement of Expectations is set out in the later section of this Section 32 Report.

#### 4.11.2.3 Processing of earthquake waste

RESOURCE MANAGEMENT ISSUE 1 – the demolition of buildings following the Canterbury earthquakes in 2010 and 2011 have resulted in a large volume of demolition materials that need to be processed (to recover recyclables), prior to being disposed of in a landfill.

The Resource Management (Burwood Resource Recovery Park) Order 2011, set up a streamlined consenting process under the Christchurch City Plan, and Natural Resources Regional Plan for consents to be lodged to authorise the development of the Burwood Resource Recovery Park (BRRP), located adjacent to the Burwood Landfill in Bottle Lake Forest.

The streamlined consent process, enabled the activity (earthquake waste processing), to be a controlled, non-notified activity provided, as part of the consent application, written comment was received from a number of specific affected parties.

The original consent for BRRP sought authorisation for the processing and mechanical sorting of earthquake waste, through until September 2017. In the related consent for the Burwood Landfill, 750,000 tonnes of earthquake waste, processed at the BRRP was consented to be disposed of in the Burwood Landfill until September 2017. This 750,000 volume was an estimate, based on the amount of earthquake waste that was expected come from the demolition of earthquake damaged buildings.

As at May 2015, the BRRP has received 667,172.5 tonnes of earthquake waste, and has processed 329,334.4 tonnes.

The BRRP is currently receiving 10,000-13,000 tonnes of new earthquake waste per month, and processing 16,000 tonnes per month. 18 months ago, 7,000-8,000 tonnes was being received

every month.

The BRRP processes new waste first, so there is currently a stockpile of 337,838.3 tonnes which needs to be processed, on top of what is being received every month. This stockpile consists mainly of earthquake waste that was received immediately following the 2010 and 2011 earthquakes, so is likely to contain a higher volume of recyclable materials (estimated 30-40%) than the earthquake waste currently being received at BRRP (20-25%), which has already been stripped of its recyclable material.

The volume of waste that has been sent to the BRRP, comes from approximately 1,074 Central City demolitions, 7,003 residential demolitions and private demolitions undertaken by insurers.

For the BRRP to process the existing 337,838.3 tonne stockpile before the current consented September 2017 end date, the BRRP would need to close its gates and refuse any earthquake waste post 30 June 2015.

There is still a constant supply of earthquake waste (10,000-13,000 tonnes per month) currently being sent to the BRRP and there is also a large number of earthquake related demolitions still to be undertaken. Current data (June 2015) indicates that: approximately 300-400 residential properties in the Port Hills and Flat Land residential red zone are still awaiting demolition by the Crown; there are also private demolitions that are yet to be undertaken by insurers; demolitions that are yet to occur in the Central City; and also partial demolitions yet to be completed in the Central City.

Considering the volume of buildings which still require demolition, there is value in allowing the BRRP to continue to receive earthquake waste post 30 June 2015 for processing. This is because the facilities are already in operation and if the BRRP was to refuse all earthquake waste post 30 June 2015, this waste would need to be taken to other Landfills within the Christchurch, Selwyn or Waimakariri Districts.

The BRRP was established (and the Burwood Landfill reopened) to process earthquake waste and salvage any recyclable materials from the large volume of waste that would come out of earthquake demolitions.

The location of BRRP was chosen as taking earthquake waste to other facilities was considered to be impractical and costly. These other facilities were also not designed to receive the consistent volume of waste being generated from earthquake related demolitions in Christchurch (e.g. Parkhouse Road transfer station).

The justification for establishing the BRRP is still relevant to the justification of retaining the BRRP as the volume of earthquake waste being sent to the BRRP exceeds the original projections (750,000 tonnes) from 2011. There is merit in extending the operative Special Purpose (Landfill) Zone to include the BRRP so that a suite of objectives, policies and rules can appropriately manage earthquake waste processing activities and the impact of undertaking these activities on the environment.

When the BRRP was established, the greatest concern from adjoining neighbours was the generation of dust and noise from the trucks delivering earthquake waste to the BRRP for processing. BRRP undertook a re-alignment of Landfill Ave, to divert traffic from using Rothesay

Road. This has largely addressed noise concerns from those residents.

#### 4.11.2.4 Disposal of earthquake waste

RESOURCE MANAGEMENT ISSUE 2 – the demolition of buildings following the Canterbury earthquakes in 2010 and 2011 have resulted in a large volume of demolition materials that need to be disposed of in a Landfill.

In November 2011, the Minister for Canterbury Earthquake Recovery exercised his powers under section 27 of the Canterbury Earthquake Recovery Act 2011 to make immediate amendments to the Christchurch City Plan and the Natural Resources Regional Plan. These amendments set up a planning framework through Objectives and rules to re-open the previously closed Burwood Landfill, to permanently dispose of earthquake waste processed at the BRRP.

Once these amendments were inserted in the Christchurch City Plan and Natural Resources Regional Plan, consent was lodged to dispose of up to 750,000 tonnes of earthquake waste processed at the BRRP, and also infrastructure waste materials from the city's sewers repair, through until 2017. This 750,000 tonne volume was an estimate, based on the amount of earthquake waste that was expected come from the demolition of earthquake damaged buildings. We now know that these projections have been increased to closer to 1,000,000 tonnes of earthquake waste.

As at May 2015, the BRRP has received 667,172.5 tonnes of earthquake waste, of this 329,334.4 tonnes has been processed at the BRRP and of this processed volume, 304,869.6 tonnes has been disposed of in the Burwood Landfill.

The BRRP processes new waste first, so there is currently a stockpile of 337,838.3 tonnes which needs to be processed, on top of what is still being received every month (10,000-13,000 tonnes per month).

BRRP have indicated that they will need to extend the current consented Cell A to accommodate the existing 337,838.6 tonne stockpile. As at June 2015, BRRP began to prepare a consent application for the extension of Cell A.

BRRP have also indicated that another Landfill Cell would need to be created, if waste was accepted from 1 July 2015. BRRP are currently receiving technical advice as to where (either within the operative Special Purpose (Landfill) Zone, or within the adjacent BRRP area) this Cell would be best located, considering any environmental constraints. If the extension to Cell A, or the creation of a new Cell does not occur, earthquake waste processed at BRRP would need to be transported to another landfill for disposal.

If only the extension of Cell A occurs, BRRP would need to close its gates and refuse any new earthquake waste post 30 June 2015. There is still a constant supply of earthquake waste (10,000-13,000 tonnes per month) currently being sent to the BRRP and there is also a large number of earthquake related demolitions still to be undertaken.

Due to the larger than expected volume of earthquake waste being sent to the BRRP and requiring disposal at the Burwood Landfill (including the demolitions that are yet to be undertaken within

Christchurch), there is merit in retaining the operative Special Purpose (Landfill) Zone in the Christchurch Replacement District Plan, to appropriately manage landfill activities and their effect on the environment.

If waste could not be disposed in the Burwood Landfill, waste would need to be taken to other landfills within the Christchurch, Selwyn or Waimakariri Districts. If this was to occur, the lifespan of these facilities could be greatly reduced.

The justification for re-opening the Burwood Landfill is still relevant to justify retaining a planning framework in the Christchurch Replacement District Plan, as the volume of earthquake waste being sent to the BRRP exceeds the original projections (750,000 tonnes) from 2011 and will need to continue to be provided for recovery.



### 4.11.3. SCALE AND SIGNIFICANCE EVALUATION

The level of detail undertaken for the evaluation of the proposed District Plan provisions has been determined by an assessment of the scale and significance of the implementation of the proposed District Plan provisions. The scale and significance assessment considers the environmental, economic, social and cultural effects of the provisions. In making this assessment regard has been had to the following, namely whether the provisions;

- a. be of regional or city wide significance and whether the provision is predetermined to impede the City's recovery;
- b. is important to resolve an issue or problem particularly to protect life and property; will radically change from the current provisions; and/ or
- c. will affect reasonable use of land; and/ or
- d. will adversely affect those most directly affected or those with particular interests including Maori (consideration needs to be given as to whether there is certainty of effects based on the availability of information to assess benefits and costs);
- e. limit options for future generations to remedy effects;
- f. will directly assist in the City's recovery.

The level of evaluation able to be undertaken through this Section 32 Report has been significantly influence by the truncated process and timeframe for the District Plan review. The Section 32 Report will continue to be updated in response to submissions from the Community and stakeholders.

#### 4.11.3.1 Objectives

The objective within this chapter is consistent with the direction outlined within the Recovery Strategy and LURP.

The Recovery Strategy outlines a number of relevant goals, including: goal 1.1 – facilitating a timely and efficient recovery, including intervening where necessary to remove impediments, resolve issues and provide certainty; goal 1.5 – Delivering smarter Council and Government planning services; and goal 6.6 – Storing, sorting and processing waste in an environmentally safe and effective manner, including minimising and recycling construction and demolition waste.

The Objective is not inconsistent with the relevant goals in the Recovery Strategy as it:

- a. facilitates a timely and efficient recovery (goal 1.1) by –
  - i. providing certainty around a disposal location within close proximity to central Christchurch for the large volumes of earthquake waste being generated from earthquake related demolitions; and
  - ii. providing for streamlined consenting pathway.
- b. delivers smarter Council planning services (1.5) by –
  - i. providing a specific planning framework and consenting pathway which is designed to have targeted input from those individuals and groups which would be impacted by Landfill and BRRP activities; and
  - ii. Continues to utilise Council facilities which are already operational.
- c. minimises and recycles demolition waste (goal 6.6) by the processing activities taking place at BRRP.

The LURP outlines a number of relevant Actions, including: Action 3 – Land use recovery integrates with and supports wider recovery activity, particularly within the central city; Action 4 – RMA plans and regulation processes enable rebuilding and development to go ahead without unnecessary impediments; Action 5 – A supportive and certain regulatory environment provides investor confidence to obtain the best outcomes from resources used in the recovery; and Action 9 – Businesses in damaged areas are able to rebuild cost-effectively and to improve their use of land, buildings, plant and machinery.

The Objective is not inconsistent with the relevant Actions in the LURP as it:

- a. Integrates and supports wider recovery activity (Action 3), and enables the cost effective rebuild of business (Action 9) by providing a disposal location within close proximity to the City, so that sites can be cleared quickly and cost effectively
- b. Enables rebuilding and development to go ahead without unnecessary impediments from RMA Plans and regulations processes (Action 4) and creates a certain and supportive regulatory environment (Action 5) by –
  - i. Creating a planning framework which provides certainty through the use of permitted activity standards and specific matters for control; and
  - ii. Give certainty to the applicant around notification and specifies who needs to provide input into the application.

The objective gives effect to the provisions relating to recovery and growth contained within Chapter 6 (Recovery and Rebuilding of Greater Christchurch – Objective 6.2.3 and Policy 6.3.2) and the provisions relating to the efficient and effective management of waste within Chapter 19 (Waste Minimisation and Management – Objective 19.2.2 and Policies 19.3.1 and 19.3.4) in the Canterbury Regional Policy Statement (CRPS).

The Objective takes into account the provisions in the Mahaanui Iwi Management Plan associated with cultural issues around disposal and management of waste through maintaining a separation between the waste stream and food source and providing for waste minimisation.

#### 4.11.3.2 Policies and Rules

The evaluation of the policies and rules in this chapter has focused in those provisions needed to enable the existing activities occurring at the BRRP and Burwood Landfill to continue as necessary for recovery.

The policies and rules relate primarily to onsite management and have been imposed to ensure that adverse effects are minimised mainly in terms of the amenities of adjoining residents, and mitigation of adverse environmental (water) effects. Since the operative District Plan provisions are managing these activities effectively, it is proposed that these provisions roll over with minor changes to address the efficiency of the activities, better management practices and any concerns that have been identified by stakeholders.

Issue	Provisions evaluated	Scale and significance reasoning
There is a larger than expected volume of earthquake waste being generated from the demolition of earthquake	Policies: - 21.12.2.1 - 21.12.2.2 - 21.12.2.3 Rules:	The ability to manage the larger than increased volumes of earthquake waste is considered to be a significant matter for the reasons set out below:

<p>damaged buildings which needs to be processed and disposed of in a cost effective manner.</p>	<ul style="list-style-type: none"> <li>- 21.12.3.2.1</li> <li>- 21.12.3.2.2</li> <li>- 12.12.3.2.3</li> <li>- 21.12.3.2.4</li> <li>- 21.12.3.2.5</li> </ul>	<ul style="list-style-type: none"> <li>- The provisions directly relate to the management of earthquake waste only. This scale of waste was never envisioned for the existing municipal waste facilities. Requiring this earthquake waste to be processed and/ or disposed of at other facilities would likely lead to an increase in rebuild costs and push timeframes for rebuild. This will impede the City's recovery.</li> <li>- The provisions relate to the requirement to protect life and property, through enabling properties to be cleared of damaged buildings. This reduces risk of accidents and fire hazards and allows property owners to maintain the value of their property through the ability to rebuild and re-utilise the site.</li> <li>- The provisions effectively carry over the existing provisions, with only minor amendments which reflect operational efficiencies.</li> <li>- It is not considered that the provisions affect the reasonable use of land. The Landfill site is located adjacent to a historical landfill, while the BRRP has been operating on the site since 2011. Although the provisions may extend the current activities taking place, the site will eventually be remediated into open space once the facilities have served their purpose (processing and disposal of earthquake waste).</li> <li>- The provisions will directly assist in the City's recovery through those points identified above.</li> </ul>
--	---	---

4.11.4. EVALUATION OF OBJECTIVES

Section 32(1)(a) of the RMA requires the Council to evaluate the extent to which the objectives are the most appropriate way to achieve the purpose (Section 5) of the Act.

4.11.4.1 Evaluation of Proposed Objective 1: Facilitating recovery and disposal of earthquake waste

SCALE AND SIGNIFICANCE	
<p>Regard has been had to the following matters in determining the extent and depth of analysis supporting Objective 1 and its subsequent provisions :</p> <ul style="list-style-type: none"> <li>a. Recovery and rebuild needs to be undertaken in a sustainable manner which is environmentally sustainable and efficient (Chapter 6 CRPS).</li> <li>b. Local authorities have a responsibility to manage and minimise waste (Chapter 19 – CRPS).</li> <li>c. The continued availability of the BRRP and Burwood Landfill to support a timely and efficient recovery, being achieved through smarter planning services (goals 1.1 and 1.5 – Recovery Strategy).</li> <li>d. The need to minimise waste and recycle any reusable materials (goal 6.6 – Recovery Strategy).</li> <li>e. Supporting wider recovery, reducing cost of rebuild and removing unnecessary impediments (LURP Actions 3, 4, 5 and 9).</li> <li>f. Setting out a clear process for notification and reducing the prescriptiveness of development controls (Strategic Objective 3.3.2).</li> <li>g. The Order in Council is very similar to strategic direction 3.3.2, in that it requires the district plan to minimise costs, rules and reliance of consent processes, requirements for notification and written approval; and to set clear objectives and policies; and use clear concise language.</li> </ul>	
GENERAL DIRECTION	
<p>The issue this objective seeks to address is the efficient management of the large volumes of earthquake waste, resulting from earthquake related demolitions throughout Christchurch.</p>	
OBJECTIVE MOST APPROPRIATE WAY TO ACHIEVE THE PURPOSE OF THE RMA	
Objective	Summary of Evaluation
<p>21.12.1.1: Progressive restoration of the Burwood Landfill</p> <ul style="list-style-type: none"> <li>a. <i>Progressive restoration of the Burwood Landfill for open space purposes following the completion of the permanent disposal of earthquake waste for recovery purposes</i></li> </ul>	<ul style="list-style-type: none"> <li>a. The purpose of the Specific Purpose (Burwood Landfill and Resource Recovery Park) Zone is to provide a planning framework to manage the activities which are already taking place and to ensure the continued operation of these activities which are considered necessary for a timely and cost efficient rebuild which directly assists the City's recovery.</li> <li>b. Consideration was given as to whether alternative objectives would more appropriately achieve the purpose of the Act, taking into account the circumstances which lead to the BRRP and Burwood Landfill being necessary in 2011. The objective satisfies the Council's statutory obligations under the RMA, CRPS and is not inconsistent with the direction in the</li> </ul>

	<p>Recovery Strategy and the LURP. The Council therefore considers that the objective is the most appropriate way to achieve the purpose of the Act and deal appropriately with the large volumes of waste being introduced into the waste stream as a result of the demolition of earthquake damaged buildings.</p> <ul style="list-style-type: none"> <li>c. The objective is the most appropriate to achieve the purpose of the Act because it promotes sustainable management through the processing (waste minimisation) taking place at the BRRP. This means that recyclable and reusable materials will not be sent to landfill. The activities occurring at the BRRP and Burwood Landfill represent the efficient use of significant volumes of earthquake waste from the central city and surrounding residential areas, reducing the total volume needing to be disposed of in a landfill. This is a sustainable use of resources and will assist the recovery of Christchurch City without compromising the amenity values or quality of the coastal environment, nor the surrounding settlements.</li> <li>d. The objective is consistent with Part 2 of the RMA as the disposal of earthquake waste will assist in the recovery and rebuilding of greater Christchurch, and contribute to the social and economic benefits and health and safety benefits to be derived from those activities.</li> <li>e. The objective guides the planning framework for the management and consenting of the activities required to manage earthquake waste in Christchurch. This provides clear direction on how the activities will be managed and provides a clear consenting pathway in accordance with the Recovery Strategy.</li> <li>f. The objective promotes rebuild and recovery in a sustainable manner and waste minimisation in accordance with the CRPS, Recovery Strategy and LURP. The BRRP provides an opportunity for earthquake waste to be processed, and recyclable materials separated from the waste stream. This leads to the sustainable management of waste which is being generated through the demolition of earthquake damaged buildings. The BRRP and Burwood Landfill are located within close proximity to the central city and those residential areas most affected by the earthquakes. This reduces the transportation</li> </ul>
--	--

	<p>distance, and the effects of heavy transport on the environment.</p> <ul style="list-style-type: none"><li data-bbox="742 235 1428 504">g. The proximity of the Burwood Landfill and BRRP means that the cost of transporting and disposing of waste is reduced (compared if it were to be transported further). This reduces the overall cost of rebuild, and allows properties and earthquake damaged buildings to be cleared in a more efficient and timely manner.</li><li data-bbox="742 504 1428 616">h. In relation to the Order in Council and the Strategic Directions Chapter, the objective uses clear and concise language.</li></ul>
--	--

#### 4.11.5. EVALUATION OF PROPOSED POLICIES, RULES AND METHODS

Section 32 (1)(b) requires an evaluation of whether the provisions are the most appropriate way to achieve the objective by identifying other reasonable practicable options, assessing the efficiency and effectiveness of the provisions in achieving the objectives, and summarising the reasons for deciding on the provisions.

The assessment must identify and assess the benefits and costs of environmental, economic, social and cultural effects that are anticipated from the implementation of the provisions, including opportunities for economic growth and employment. The assessment must if practicable quantify the benefits and costs and assess the risk of acting or not acting if there is uncertain or insufficient information available about the subject matter.

4. PROVISIONS (POLICY, RULE, METHOD) <u>MOST APPROPRIATE WAY TO ACHIEVE THE OBJECTIVES</u>	
Objective: Progressive restoration of the Burwood landfill a. Progressive restoration of the Burwood Landfill for open space purposes following the completion of the permanent disposal of earthquake waste for recovery purposes	
Provision(s) most appropriate (NB: most relevant parts of policies are <u>underlined</u> )	Effectiveness and Efficiency
<p>Option 1 (draft Policies to achieve the objective)</p> <p>A. Policies</p> <p>21.12.1.1.1. <i>Policy: Facilitating recovery and disposal of earthquake waste</i></p> <p>a. <i>Provide for the existing and ongoing need for earthquake waste recovery and disposal activities as follows:</i></p> <p>i. <i>Encourage the reduction of earthquake waste by providing for earthquake waste processing activities and mechanical sorting of demolition waste from the Canterbury earthquakes at the Burwood Resource Recovery Park.</i></p> <p>ii. <i>To continue the operation of the Burwood Landfill as the primary permanent disposal site of residual earthquake waste.</i></p> <p>21.12.1.1.2. <i>Policy: Management of adverse environmental effects</i></p> <p>a. <i>To ensure that, where reasonably practicable, waste processing and landfill activities will be managed to minimise adverse effects on:</i></p> <p>i. <i>groundwater contamination;</i></p> <p>ii. <i>residential amenity and safety;</i></p> <p>iii. <i>recreational activities;</i></p> <p>iv. <i>character and quality of the coastal environment;</i></p>	<p>1. Effectiveness</p> <p><i>The proposed policies and methods:</i></p> <p>i. Clearly set out how the objective will be achieved and where the provisions apply;</p> <p>ii. Establish a clear policy for those forms of land use that will occur within the zone;</p> <p>iii. Establish a clear policy around how earthquake waste will be managed to aid recovery;</p> <p>iv. Ensure that the activities undertaken within the zone are for the specific purpose of processing and disposing of earthquake waste;</p> <p>v. Ensure that the activities being undertaken within the site are of a scale and nature that will not lead to an increase in any adverse effects on the environment. Where there is an increase in adverse effect, these effects are to be avoided, remedied or mitigated.</p> <p>vi. Overall, it is considered that the policies and zoning will be successful in achieving the objective.</p> <p>2. Efficiency</p> <p>a. Benefits:</p> <p><i>The proposed policies and methods will:</i></p> <p>i. Provide an option for the processing and disposal of earthquake waste within close proximity to the central city and damaged residential areas.</p> <p>ii. Utilise an existing landfill site to dispose of earthquake waste, which manages adverse environmental effects and mitigates adverse environmental effects on surrounding residents through the screening already provided on site and separation distances to residential areas.</p> <p>iii. Provide for increased waste volumes that have resulted from earthquake damage and subsequent demolition. This frees up the capacity of existing processing and landfill facilities to manage the business as usual waste that would be generated by the city,</p>



<p>v. <i>vehicular access and the road network.</i></p> <p>21.12.1.1.3. <i>Policy: Rehabilitation</i></p> <p>a. <i>Require the progressive rehabilitation of the Burwood Landfill following completion of permanent disposal activities.</i></p> <p>B. Methods:</p> <p>a. Zoning – Specific Purpose (Burwood Landfill and Resource Recovery Park)</p>	<p>irrespective of earthquake damage.</p> <p>iv. Facilitate the activities taking place which are considered to be necessary for recovery to continue.</p> <p>v. Ensure that a system is in place to remove any reusable materials from the waste stream so that they can be repurposed – reducing the volume of waste needing to go to landfill.</p> <p>b. Costs:</p> <p>i. Requires resource consent for those activities which are not facilitated within the Zone.</p>
<p>B. Methods:</p> <p>a. Definitions</p> <ul style="list-style-type: none"> <li>- Earthquake waste</li> <li>- Earthquake waste processing activities</li> </ul> <p>b. Rules</p> <ul style="list-style-type: none"> <li>- 21.12.2.2.1 Permitted Activities</li> <li>- 21.12.2.2.2 Controlled Activities</li> <li>- 21.12.2.2.3 Discretionary Activities</li> <li>- 21.12.2.2.4 Restricted Discretionary Activities</li> <li>- 21.12.2.2.5 Non-Complying Activities</li> </ul>	<p>1. Effectiveness</p> <p><i>The Proposed definitions will:</i></p> <ul style="list-style-type: none"> <li>i. Clearly identify the activities that are to take place within the zone.</li> <li>ii. Clearly distinguish between earthquake waste and waste in the Replacement District Plan.</li> </ul> <p><i>The proposed rules will:</i></p> <ul style="list-style-type: none"> <li>i. Give effect to the objective and policies for the zone so it is clear what activities are to occur, at what scale, or when consent will need to be obtained.</li> <li>ii. Effectively manage the types of activities that are considered necessary for the purpose of recovery.</li> <li>iii. Effectively manage the adverse effects of processing and disposal activities.</li> <li>iv. Mitigate adverse environmental effects arising from noise and dust.</li> <li>v. Provide a framework for consent, only when the effects cannot be managed through permitted activity standards.</li> <li>vi. Set out clear notification requirements.</li> <li>vii. Allow consideration of activities that do not meet permitted activity standards. It is intended that the rules for controlled and non-complying activities can be used as a mechanism to trigger a process between the Council and the applicant to ensure adverse</li> </ul>

	<p>effects are appropriately managed.</p> <p>viii. Overall, it is considered that the rules will be successful in achieving the objective.</p> <p>2. Efficiency</p> <p>a. <i>Benefits:</i></p> <ul style="list-style-type: none"> <li>i. Enable existing activities to continue, under a planning framework which continues to manage adverse environmental effects.</li> <li>ii. Allows flexibility for amending consent conditions for the landfill site.</li> <li>iii. Provides a planning framework outside of the Burwood Resource Recovery Park Order in Council for the BRRP activities to continue as necessary.</li> </ul> <p>b. <i>Costs:</i></p> <ul style="list-style-type: none"> <li>i. Limit the degree of consultation required if a new consent was lodged for specific activities within the zone.</li> </ul>
Options less or not as appropriate to achieve the Objectives and policies:	
<p>Option 2 (Status quo – current policies and rules)</p> <p>The current policies only manage the disposal of earthquake waste, within the disposal area and there is no framework within the operative Christchurch City Plan to manage the BRRP activities. The BRRP activities are authorised under the Burwood Resource Recovery Park Order in Council, which is due to expire in April 2016 and not under the Operative Christchurch City Plan.</p>	<p>Appropriateness</p> <ol style="list-style-type: none"> <li>1. This would result in a planning framework for disposal activities only. The activities in the BRRP, would be non-complying activities and managed by an Open Space Zone.</li> <li>2. The BRRP activities already exist and operate under a consent expiring in September 2017. Once this consent expires, or in the event these activities needed to be altered before September 2017, or extended past 2017, there would be no planning framework in place to manage and guide this process in an efficient manner.</li> <li>3. This approach would not meet the purpose of Part 2 of the RMA as it does not promote the sustainable management of resources, by not acknowledging the two inter-related activities needed to effectively manage earthquake waste in Christchurch.</li> <li>4. This approach would be inconsistent with the direction set out in the CRPS, Recovery Strategy and LURP. This is because the status quo would not facilitate recovery in an efficient manner and would impede rebuilding and recovery.</li> <li>5. This approach does not take into account the provisions of Schedule 4 of the Christchurch Replacement District Plan Order in Council as it will not reduce the reliance on resource consents, or reduce the prescriptiveness of rules.</li> </ol>

<p>Option 3 No specific zoning over the Burwood Landfill or Resource Recovery Park</p> <p>If there was no specific zoning over the Burwood Landfill and Resource Recovery Park, the site would fall within the Open Space Natural Zone. The existing activities could continue to operate under their existing consent, until these consents expired in September 2017.</p>	<p>Appropriateness</p> <ol style="list-style-type: none"> <li>1. The BRRP and Burwood Landfill being zoned Open Space could compromise recovery as it does not provide for flexibility. The Open Space Natural Zone does not contain specific objectives, policies or rules that provide for or manage the existing activities taking place within the Burwood Landfill or the Resource Recovery Park, or any potential future changes to the existing operations.</li> <li>2. The lack of a planning framework for the existing activities within the Open Space Natural Zone would result in a non-complying resource consent being required in the event the Burwood Landfill needs to receive higher volumes of waste than originally projected (and specified as a maximum volume in the existing consent), or the Burwood Resource Recovery Park being required to continue processing earthquake waste past its 2017 consented timeframe. Without a planning framework the ability to extend the timeframes or capacity for the Landfill and Recovery Park will be restricted and would potentially delay recovery.</li> <li>3. This approach would be inconsistent with the direction set out in the CRPS, Recovery Strategy and LURP. This is because the status quo would not facilitate recovery in an efficient manner and would impede rebuilding and recovery.</li> <li>4. This approach does not take into account the provisions of Schedule 4 of the Christchurch Replacement District Plan Order in Council as it will not reduce the reliance on resource consents, or reduce the prescriptiveness of rules.</li> </ol>
<p>Risk of Acting or Not Acting</p>	
<p>The risk of not acting to create a specific Purpose (Burwood Landfill and Resource Recovery Park) Zone is that the existing activities which are necessary for recovery will not be supported or managed by an appropriate planning framework. This will lead to difficulties and delay recovery if these activities need to be altered or extended. The existing activities help to facilitate a timely and efficient recovery, so it is important to provide a framework for these activities to continue past their consented expiry if necessary.</p> <p>The Council is already aware that the volume of earthquake waste received by the BRRP, exceeds the original projections, which influenced the consent conditions. The risk of not acting is that to provide for the larger than expected volume of waste being sent to the BRRP and disposed of in the landfill, a non-complying resource consent under the Christchurch Replacement District Plan would need to be obtained. This process is uncertain due to the potential for notification, and could lead to an outcome which is not supportive of recovery.</p>	

#### 4.11.6. CONCLUSIONS – INCLUDING RESPONSE TO STATEMENT OF EXPECTATIONS

The Specific Purpose (Burwood Landfill and Resource Recovery Park) Zone provides a planning framework to manage the existing consented activities. Without a planning framework in place the ability to extend the timeframes or capacity for the Landfill and Recovery Park will be restricted and would potentially delay recovery.

The BRRP was established, and the Burwood Landfill reopened to manage the large volumes of earthquake waste that was generated by the demolition of earthquake damaged buildings.

The BRRP and Burwood Landfill are considered necessary for the timely and efficient recovery through providing necessary waste management facilities within a close proximity to the central city and damaged residential areas.

The Specific Purpose (Burwood Landfill and Resource Recovery Park) Zone responds to the statement of expectations as follows:

- Regulatory controls are applied where appropriate to achieve the objectives of the Burwood Landfill and BRRP, this is in the context that Council must give effect to the CRPS and must not be inconsistent with the LURP.
- Activities are permitted (subject to standards) for those activities that are to be facilitated within the zone, so that there is less reliance on resource consent processes for these activities.
- Where activity standards are not met there is no requirement for notification and written approval.
- Objectives and policies clearly state outcomes and expectations within the zone which will aid in plan interpretation, administration and preparation of proposals for development.