

## Coastal Hazards Working Group AGENDA

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### Notice of Meeting:

An ordinary meeting of the Coastal Hazards Working Group will be held on:

**Date:** Friday 4 February 2022

**Time:** 1.30pm

**Venue:** Council Chambers, Level 2, Civic Offices, 53 Hereford Street, Christchurch

Under the current provisions of the Covid-19 Protection Framework (the Traffic Alert system) people holding a current vaccine pass may attend the meeting in person. Attendance is also available by an audio-visual link, please request access details from [andrew.campbell@ccc.govt.nz](mailto:andrew.campbell@ccc.govt.nz). Attendance capacity may be limited.

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### Membership

Chairperson

Councillor Mike Davidson

Members

Councillor Sara Templeton

Councillor Melanie Coker

Councillor Pauline Cotter

Councillor Celeste Donovan

Councillor Yani Johanson

Councillor Phil Mauger

Deputy Mayor Andrew Turner

Councillor Jenny Hughey (Environment Canterbury)

Councillor Vicki Southworth (Environment Canterbury)

Councillor Kakati Royal (Ngai Tahu representative)

Shayne Te Aika Shayne Te Aika (Ngai Tahu proxy until second representative appointed)

Councillor Niki Mealings (Waimakariri District Council)

Councillor Sophie McInnes (Selwyn District Council)

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**2 February 2022**

**Principal Advisor**

Jane Davis

General Manager Infrastructure,  
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Committee & Hearings Advisor

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## Coastal Hazards Working Group – Terms of Reference

Chair <sup>1</sup>	Councillor Davidson
Deputy Chair	Councillor Templeton
Membership	Councillor Coker Councillor Cotter Councillor Donovan Councillor Johanson Councillor Mauger Councillor Turner Councillor Coker Kakati Royal - Te Rūnanga o Ngāi Tahu representative Jenny Hughey - Environment Canterbury representative Vicki Southworth - Environment Canterbury representative
Programmes of Work	Coastal Hazards Adaptation Planning programme
	Proposed plan change - New Zealand Coastal Policy Statement (NZCPS) Alignment (Hazards)
Meeting Cycle	Meetings will be held as required – following a period of initial briefings these are likely to be every 4 to 6 weeks
Reports To	Urban Development and Transport Committee
Focus	Task based

### Background/Context:

Council has delegated authority to the Urban Development and Transport Committee:

- to oversee and make decisions on implementing the Coastal Hazards Adaptation Planning programme.
- to make decisions regarding the District Plan which includes the Proposed Plan Change – New Zealand Coastal Policy Statement Alignment (Hazards).

The proposed Plan Change - NZCPS Alignment (Hazards) is required to give effect to national direction for coastal hazards and provides the framework for new risks and exposure to be managed in advance of adaptation planning.

The Coastal Hazards Adaptation Planning programme is a longer term programme, which seeks to address existing risks and exposure from coastal hazards over the next 100 years through a structured community engagement process.

Both projects are in the early stages of scoping and development and no key decisions have been made.

### Purpose and Responsibilities:

The Coastal Hazards Working Group will work with staff and any external parties<sup>2</sup> invited to attend the working group, to support the delivery of both the Proposed Plan Change – NZCPS Alignment and Coastal Hazards Adaptation Planning programme.

Specific responsibilities will include providing advice and feedback to staff in advance of decisions, raising awareness and overseeing the development and implementation of these programmes of work. Given the disparate nature of these two work programmes, the responsibilities of the Coastal Hazards Working Group have been separated out as detailed in the section below.

<sup>1</sup> The Chair and Deputy Chair may, at their discretion, alternate roles for different components of the meetings.

<sup>2</sup> As defined overleaf.

***Proposed Plan Changes - NZCPS alignment responsibilities***

- Provide governance oversight and advice on the scope and engagement approach in advance of public engagement and any key decisions on the Proposed Plan Change – NZCPS Alignment (hazards) and any future plan changes required to implement community adaptation plans.

***Coastal Hazards Adaptation Planning programme responsibilities***

- Considering issues and providing strategic direction and advice as required throughout the development and implementation of the programme.
- Developing a sound understanding of the key aspects of the programme including the engagement approach to inform decision-making.
- Reporting back to the Urban Development and Transport Committee on any recommended further actions for Council Officers or proposed initiatives.

**Involvement of External Parties**

External parties comprised of Greater Christchurch Partnership partners<sup>3</sup> may be co-opted for a period or a specific task, based on project needs.

**Delegations**

There are no delegations provided to this group.

**Status:**

The Coastal Hazards Working Group does not have the status of a Committee, and the Council's Standing Orders accordingly do not apply to its meetings.

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<sup>3</sup> The Greater Christchurch Partnership comprises of: Christchurch City Council, Environment Canterbury, Selwyn District Council, Waimakariri District Council, Te Rūnanga o Ngāi Tahu, New Zealand Transport Agency, Canterbury District Health Board, Greater Christchurch Group – the Department of Prime Minister and Cabinet and Regenerate Christchurch.

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## **1. Apologies Ngā Whakapāha**

At the close of the agenda no apologies had been received.



## 2. Submissions on the Coastal Adaptation Framework and Issues and Options Paper for Coastal Hazards Plan Change

Reference Te Tohutoro: 22/126558

Report of Te Pou Matua: Andrew Campbell, Committee and Hearings Advisor,  
andrew.campbell@ccc.govt.nz

General Manager Lynn McClelland, Assistant Chief Executive, Strategic Policy and  
Pouwhakarae: Performance, lynn.mcclelland@ccc.govt.nz

### 1. Purpose Te Pūtake Pūrongo



- 1.1 The purpose of this report is to collate, for the consideration of the Coastal Hazards Working Group, submissions and the timetable of submitters to speak at the Working Group meeting on Friday 4 February 2022 in response to the consultation on the Coastal Adaptation Framework and Issues and Options Paper for Coastal Hazards Plan Change.
- 1.2 Note that the Local Government Act 2002 requires, as one of the principles of consultation, that “the views presented to the local authority should be received by the local authority with an open mind and should be given by the local authority, in making a decision, due consideration” (section 82(1)(e)).

### 2. Officer Recommendations Ngā Tūtohu

That the Coastal Hazards Working Group:

1. Accepts the submissions, including any late submissions, received on the Coastal Adaptation Plan and the Options and Issues Paper for Coastal Hazards Plan Change.

### Attachments Ngā Tāpirihanga

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COASTAL HAZARDS WORKING GROUP  
COASTAL ADAPTATION FRAMEWORK AND ISSUES AND OPTIONS PAPER FOR COASTAL  
HAZARDS PLAN CHANGE  
SUBMITTERS WHO WISH TO BE HEARD  
Friday 4 February 2022

Time	Submission Number	Submitter
1.30pm		Meeting opened
1.35pm (10)	43636/43634	Coastal-Burwood Community Board – Bebe Frayle and Jo Zervos
1.45pm (10)	44316	Christchurch Coastal Resident' United – Warwick Schaffer
1.55pm (10)	44008/44036	Brighton Observatory of Environment and Economics – Simon Watts
2.05pm (5)		Break
2.10pm (10)	43946	Federated Farmers – Pam Richardson
2.20pm (5)	44051/44050	Jan Burney
2.25pm (5)	44047/44048	Marie Graham
2.30pm (5)		Break
2.35pm (5)	42547/43231	Thomas Kulpe
2.40pm (5)	42173/42169	Phillip Ridge
2.45pm (5)	44108/44110	Brian Sandle
2.50pm (10)	44229	Avon Heathcote Estuary Ihutai Trust Board – Ann Kennedy
3.00pm (5)	44234/44232	David East

## Waitai Coastal Burwood Community Board

### Feedback on the Coastal Adaptation Framework

43634	<p><b>Do you have any feedback on the Coastal Adaptation Framework?</b></p> <p>The Board thanks the organisation for the extension to submit submissions/feedback – this has assisted us to take more time to gather feedback from our communities.</p> <p>The framework is a good start – it is written in plain English and easily understood. However, the Board has some concerns about how quickly the framework will be developed once underway. Feedback from within our communities is that the submission process was rushed, and the process for establishing Panels is moving too quickly.</p> <p>The future impacts of climate change are not certain, and it may take decades until we get a better idea of this through accurate monitoring.</p> <p><b>Do you have any specific feedback on the proposed guiding principles Have we missed anything?</b></p> <p>Principle 2: Develop local plans for local communities and environment – this is a sound idea, but is practically difficult without having a range of measurable data about what is happening with regard to accretion, erosion, sea level rise, ground water rise and land settlement. We need frequent data gathering and monitoring, and this needs to be regularly shared with the public, and easily located on the Council website in a way that is easily understood.</p> <p>Principle 3: Focus on public assets that contribute to the health, safety and wellbeing of communities. This must provide for continued investment and maintenance of public assets such as Council owned assets, e.g. libraries, community centres, underground infrastructure, roads, bridges and stop banks.</p> <p>Principle 4: Be flexible and responsive – this is a key principle. We need to be able to update our risk assessment and planning based on incoming data, and to have a clear action plan when we see some of the triggers happening in our communities.</p> <p><b>Is there anything you'd like to tell us about our proposed engagement and decision-making process?</b></p> <p>Feedback on the Coastal Panel:</p> <ul style="list-style-type: none"> <li>• These should be selected from within the community.</li> <li>• The Panels (not just the STAGs) should have members who have expertise and can provide independent advice. E.g. Southshore example of Garry Teear.</li> <li>• The Board suggests that where there is a shortage of experts available for panels those experts could be available for more than one panel to meet the shortfall.</li> <li>• There needs to be representation by and reporting to the relevant Community Board/s.</li> <li>• Ideally members will have a high level of historical local knowledge.</li> </ul>
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	<ul style="list-style-type: none"><li>• The Panel will have a governance structure supported by the Council (much like is the case for Te Tira Kahikuhiku).</li><li>• We do not see the need for wider city representation on the Panels.</li><li>• Panel should determine its own Terms of Reference in conjunction with its Community Board.</li><li>• The Community Board would like delegation to undertake the selection process for Panels within its Board area.</li><li>• There must be a high level of transparency between Panels and STAGs.</li><li>• The Board has a concern that the Banks Peninsula Panel process has begun before consultation period has been concluded. While we understand that this is a pilot, the Panel process should have waited until the consultation period was completed.</li><li>• The Board would like to ensure that the Panels are fairly compensated for their time.</li><li>• At the beginning of each new Panel process, the Board would like to see a lessons learned process undertaken with previous Panels.</li></ul> <p>Engagement process:</p> <p>When the Council engages with our communities, it is important that this is done in a way that acknowledges the specific concerns that exist around these issues for our locals. It is their homes (their main asset) and their communities that are at most risk. There is well-documented low-level of underlying anxiety in our Wards that stems from our experiences during and after the earthquakes, loss and lack of action and this may be exacerbated by conversations that we need to have about sea level rise effects and how they will impact our people.</p> <p>The Board notes that there is a general mistrust of Council engagement and decision making within our Wards. It is important that this engagement process is undertaken with no predetermination, and that our communities are given a genuine opportunity to input into decisions affecting their future.</p> <p><b>Any further comments</b></p> <p>It is imperative that adaptation planning be kept separate from earthquake legacy issues, which should be addressed as a matter of priority.</p>
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## Waitai Coastal Burwood Community Board

### Feedback on the Issues and Options paper for the Coastal Hazards Plan Change

43636	<p><b>Option? 1</b></p> <p>See below for comments on this.</p> <p><b>Are there other options we should be considering?</b></p> <p>The Board agrees with the Council's view that the level of risk is not the same in every location, but would like to include consideration of solutions as well as restrictions included in Option 1 (p. 7) when considering levels of risk (where applicable). The Board supports and emphasises the concept that development and investment should be able to continue in areas of lower risk.</p> <p><b>Are there other types of innovative development e.g. relocatable or amphibious that could be considered suitable within areas of low or medium risk?</b></p> <p>Other than what is already listed, the Board would like to see consideration of:</p> <ul style="list-style-type: none"> <li>• Technologies that address ground water and drainage issues, e.g. backflow valves.</li> <li>• Engineering solutions that help us maintain three waters.</li> </ul> <p><b>Are there other types of vulnerable/susceptible development or activity that need to be more carefully managed in areas of risk?</b></p> <ul style="list-style-type: none"> <li>• All of Council underground/ground level infrastructure.</li> <li>• Council assets e.g. Parks, He Puna Taimoana, Taioara QEII, libraries, Community facilities.</li> <li>• Maintaining and future-proofing infrastructure, e.g. stop banks height, roading, bridges, estuary edge.</li> </ul> <p><b>Should the District Plan manage areas at risk of a tsunami?</b></p> <p>The Board does not believe that the District Plan should include consideration of tsunami risk. However, it strongly suggests that there be a specific public conversation about tsunami risk and its mitigations. Our communities need to be better informed of how tsunami risk would be managed within the District Plan before we can answer this question.</p> <p><b>Should we have specific policies and rules on groundwater, or rely on policies and rules for managing coastal flooding?</b></p> <p>Yes. It is the Board's view that we cannot separate ground water from other forms of flooding. This is a specific Christchurch issue exacerbated by the 2010-12 earthquake sequence and subsequent land damage and needs consideration.</p> <p><b>Any further comments?</b></p> <ul style="list-style-type: none"> <li>• The Board would like more information about how the District Plan Change will relate to current restrictions, specifically: <ul style="list-style-type: none"> <li>o Will the restrictions that are currently in place in areas like Southshore be applied in other areas that are not currently restricted? Or,</li> <li>o Will the areas that already have restrictions become more restricted as a result of the Plan Change?</li> </ul> </li> </ul>
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	<ul style="list-style-type: none"><li>• We have concerns about how the modelling of risk has been done.<ul style="list-style-type: none"><li>o The Board has had feedback from some within the community that modelling based on a RCP value of 8.5M is not realistic, and that our modelling should be based on RCP 4.5M.</li><li>o The Council must make its risk based assessment on accurate modelling, supported by evidence.</li></ul></li><li>• The Board has concerns about the potential for the District Plan rules around risk assessment being applied inconsistently when Council staff are assessing resource consent applications. It is imperative that the measures used to assess risk are transparent, understood clearly by communities, and applied fairly.</li><li>• We would like to see Lidar imaging and topographic cross section information regularly gathered and shared with the public.</li><li>• It is important that we are able to track and measure risk over time, via frequent data gathering and monitoring of accretion, erosion, sea level rise, ground water rise, and land settlement.</li><li>• As data is collected, we would like to see modelling updated and adjusted against this real time data.</li></ul>
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# CCRU Submission

## Issues and options paper for coastal hazards plan change and the Coastal Adaptation Framework

*Mon Dec 6th 2021*

### Introduction

Following is the CCRU feedback on the Issues and options paper for coastal hazards plan change and the Coastal Adaptation Framework.

While they are separate documents they are intertwined projects and so we feel it is more efficient and cohesive to respond to both in one document. The question boxes on the feedback webforms are also too narrow so feedback in a document is necessary.

Our read is that the plan change is about regulating/restricting new development while adaptive planning is about adapting existing properties to mapped hazards. More clarity over what constitutes new development would be useful.

The foundation report relied on to inform the plan change, LIM notifications and coastal adaptation framework is the Tonkin & Taylor Coastal Hazard Assessment for Christchurch District 2021.

We do not think the process should proceed in its current state

**1. Community has not had enough time or been allowed close enough involvement.**

The community has not had an adequate opportunity to question the technical reports. A large amount of technical information has been released at once with little time for communities to digest and respond.

There has not been enough time or connection with council experts for the public to fully understand the council position, to communicate this to the community and for the community to give an informed response. While the small extension given is appreciated we have been unable to get effective collaboration with council experts during this time. More time is needed along with real consultation as many important questions remain unanswered.

There appears to be an expectation that the public take the results in these reports (T&T Tonkin & Taylor Coastal Hazard Assessment 2021 and GHDs Multi-Hazard Baseline Modelling etc) as a given and without question. This is not reasonable given the costs that will be shouldered by private property owners and the community. Given a history of problems with reports, it is a reasonable expectation that the experts be prepared to explain their science to the people affected by it. Pg 14 in the adaptation framework document has the following sentence, it is exactly what is required and has not happened.

- *Develop a shared understanding of coastal hazards and risk, and local knowledge and issues.*

There has been a regrettable lack of community involvement during the preparation of the technical reports. There was a perfect opportunity to include the community by allowing one place on the working group for a community representative but this was refused along with efforts to get minutes from the working group meetings.

**2. The reports have outstanding issues, questions that need answers and are not suitable for the purpose of a plan change or LIM notification.**

The intended purpose of the Tonkin and Taylor report is to assist adaptation planning. It is thus not fit for the purpose of a plan change or LIM notations.

- Section 1.2 reads:
  - *The primary intended purpose of the updated coastal hazard and groundwater information is to help inform coastal hazards adaptation planning for Christchurch District. The results of the assessment could also inform a range of other purposes, provided the uncertainties and limitations are understood and appropriately managed. These other uses might include review of the coastal hazards provisions in the Christchurch District Plan, infrastructure planning decisions, consenting applications and Civil Defence Emergency Management. In many cases, the results of this assessment may*

provide *an initial hazard screening for these other purposes*, with more detailed analysis then undertaken for specific locations and scenarios of interest.

- *It is important to note this assessment is not intended to map out a hazard overlay for inclusion in the District Plan, but provides information about hazards (and the uncertainty in our understanding of those hazards), which may be subject to further analysis and consultation to eventually determine if and where a hazard overlay should apply.*

Even for the purposes of assisting with adaptive planning the T&T report has a number of shortcomings that should be addressed and questions that need answered.

Broadly the T&T report and frameworks embed too much precaution, do not clearly communicate ranges high and low and at points authors step beyond being honest brokers. This is not the place to critique the report but some examples are;

- *Pg6 Coastal adaptation framework. "Under current conditions, it is predicted that New Zealand will experience around 30cm of sea level rise by 2050, 50cm of rise by 2075 and 1m of rise by 2115"*
  - This kind of statement misleads the general public, council staff and elected members. It reads as a statement of fact but relies on the most extreme IPCC scenario that is now viewed as unlikely by the IPCC itself. Something like this should not be front and center and out of context like it is. The authors should know better, it is a red flag that undermines confidence in the rest of the report. We note that there was no questioning of this in the peer review.
- We are concerned that the models used in the T&T and GDH reports have not been back validated. The models are showing extensive flooding at current sea level. This does not seem to match with actual and observed flooding in recent 1/100 year events or correlate with previous modeling done by CCC.
- *Pg9 of the adaptation planning framework - How the risk-based approach could be applied to activities*

- It is not clear where the red zones are here and how they have been applied. Proposed restrictions in them are very severe, even infrastructure is non complying. Maps with where these zones are, are needed.
- Adaptive planning is about thresholds and trigger points; how this fits with areas being mapped as high risk using modeled RCP scenarios is unclear. Are we doing risk based planning or adaptive planning?
- *Pg10 of the adaptation planning framework - Developing policy direction that is responsive to the decisions made through adaptation planning and enables subsequent implementation without necessitating a plan change in all circumstances.*
  - Soothing words, but what does this actually mean and how will this be achieved given the modeled 'risk based' approach?

While we do not think this process can proceed with the technical reports and the framework in the state they are now, not all is bad and it can be rescued.

Community and council need to work together to answer unanswered questions, make necessary corrections and clarifications to produce a balanced technical basis and framework that everyone can support.

This will require council experts being prepared to sit down with community experts to go through the reports and framework to address issues and concerns. It is a shame that this did not happen from the beginning.

## A better process and a way forward

1. Which option do you think is the most appropriate way forward and why?
2. Are there other options we should be considering?

Nobody (communities or council) want homes falling into the sea or communities destroyed 100's of years ahead of when they will actually be affected.

None of the options presented are ideal in our opinion. An ideal approach would be an adaptive approach. A genuine partnership between affected communities and council is required that starts with developing an agreed technical foundation.

We understand the council's concern about liability and needing to keep people out of harm's way but the cost of restricting investment in communities also needs to be recognised. A balance needs to be struck and for this to happen, we need reports that give **likely** outcomes with **ranges** to properly communicate uncertainty. Highly precautionary reports and frameworks are not helpful in this context.

A round table is needed with community experts engaging with council experts and report authors. Ideally the council would assist with funding to support a community expert group. The proposed STAG would be an ideal forum for this.

## Models and an adaptive approach vs risk based approach

The biggest thing missing from this framework is a genuinely adaptive approach. 'Adaptive' is on the label and what the community and CCRU have been advocating for but is not what has emerged from the black box. What we have is a risk based approach but it is flawed because risk is being assessed on precautionary analysis.

A truly adaptive approach does not rely on models and in fact adds protection against a 'worse than we thought' scenario unfolding. Under an adaptive approach you extrapolate based on recurrent trends and reassess regularly. Communities agree to stop building or build in adaptable ways in areas that will be uninhabitable in [30, 50, 100] years based on current sea level rise trends. This is reassessed every 10 years as part of the district planning process and zones extended or contracted as appropriate. This approach shares a lot with the current framework but avoids the problem of having to rely on models that will be wrong. Issues with inappropriate developments around the margins can happen in both approaches. CCC needs to consider that avoiding issues at the margins will require such precaution that the cost outweighs the benefit.

## Policy setting should also be decided in collaboration with the community.

Like the technical documents, policy settings should also be discussed and set in collaboration with the affected community at an expert level. For example,

- The place of Extreme RPC scenarios (RCP 8.5 and 8.5+)
- The appropriateness of the 100 year timeframe. Very few houses last this long and especially now where materials are less permanent and

technology improvements mean rebuilding is more attractive than renovation.

- The place of precaution etc

## Guiding principles

1. *Uphold te Tiriti o Waitangi*
  - a. It would be good to know what this means in practice, and how it differs from protecting the interests of other affected parties. Is appointing a Ngāi Tahu representative to each community panel that extent of it? Do Ngāi Tahu have interests in all areas? Who will appoint this representative?
2. *Develop local plans for local communities and environments*
  - a. This is supported but there also needs to be consistency of approach and investment. There also needs to be a forum where all communities can talk to each other to avoid divided communities and inconsistent results.
3. *Focus on public assets that contribute to the health, safety and wellbeing of communities*
  - a. Can we take this to mean that the council will focus on protecting (sea walls and the like) public assets but will avoid putting these in for private assets like peoples homes. If that is the case we think the people in those communities providing those public funds will have a problem with this principle. It also does not indicate a will by the CCC to consider all options in a truly transparent adaptive approach
    - i. *'Council's resources (including public funds) will primarily be used to manage risks to public assets that contribute to the health, safety and wellbeing of communities.'*
4. *Be flexible and responsive*
  - a. Agree with this but to be accurate responses need to be based on actual empirical trends and trigger points not computer models.
5. *Recognise inter-generational equity issues*
  - a. The subtext here reads restrict development and move people back now so that it does not need to be done in the future. There is however a double edged sword, if you limit development and move people along too early you destroy the next generations inheritance. Destroying assets today has a compounding effect into the future. The equity and wellbeing

of people living today cannot be overlooked, having this in its current form risks doing this.

6. *Prioritise natural and nature-based options*

- a. We support this with the provision that they are not the only option and that other 'non-natural options' (whatever that might mean) are used when natural defences do not work

7. *Keep managed retreat on the table*

- a. Managed retreat as a guiding principle? This is completely out of place in this list and should be removed. Putting it here sends all the wrong signals. There is no information on when and how managed retreat would be implemented or compensation mechanisms. Until these and many other questions are resolved, managed retreat should not be on the table and certainly not a guiding principle.

### Guiding principles that should be on the list

- b. People first - Affected people and community wellbeing should be at the centre of the process. The following is from pg16 in the *adaptation planning framework* -, highlights council centric thinking.
  - i. *Land use restrictions (\$: Low)*

Land use restrictions are low cost for council, very high cost for private landowners who get no compensation.

- c. Good science that is clearly communicated, focuses on likely outcomes, is open to question and is authored by honest brokers.
- d. A genuine community partnership that recognises the costs borne by private property owners alongside councils need to reduce risk and comply with regulations.
- e. A recognition that adapting too early and too late are both costly.

### Community panel and the stag

Community panel members should largely consist of affected property owners and be appointed by local residents associations. Currently it appears that only half the panel will be local and appointed by council. Affected communities should be able to appoint all members to community panels.

As well as a community panel there needs to be an umbrella group comprising a member from each panel. This is to make it easy for communities to talk to each other about the process. Avoid

the perception of divide and conquer, ensure consistency and equity between communities.

Affected communities should have equal rights with CCC when it comes to appointing members to the STAG. The STAG should be 50% community appointed. The STAG will highly influence community panels. This recognises the costs borne by communities and the partnership needed to resolve this.

## Specific rules for flooding and groundwater

- *Should we have specific policies and rules on groundwater, or rely on policies and rules for managing coastal flooding?*

A single rule for both would only work if the areas covered in all scenarios are the same and the planning or adaptive response would be the same. This seems unlikely and more likely to lead to a development halt type response to cover all bases but further discussion would be required to fully understand this. The authors of the recent groundwater study state,

- *"The purpose of the groundwater assessment was not to accurately define the shallow groundwater hazard at a local scale, but to provide a high-level assessment at the citywide scale. **It is not sufficiently detailed to identify individual property risks therefore will have no impact on LIM wording.** Any future consideration of a groundwater response would be part of long-term planning, require additional investigation and policy direction from Council".*

## Tsunami - *Should the District Plan manage areas at risk of a tsunami?*

Our opinion is that using the district plan to deal with natural disasters such as Tsunami is a bridge too far. The DP is too blunt an instrument that would lead to depopulation in very large areas if the same level of precaution was applied to tsunami that is being applied to sea level rise. If tsunamis were modeled on top of sea level rise then an even greater area will be affected. At some point we have to live with the possibility that disaster can strike and that emergency services and civil defence can adequately deal with it. The cost of completely avoiding all possible disasters is simply too high or more precisely is not an efficient use of resources.



Tsunami is however mentioned explicitly in 'the guidance'. The fact that you are asking if tsunami should be in or out raises the prospect that the guidance is in fact guidance and not a bible. The guidance (MtE, NZPS, Regional policy statement etc) are not perfect documents, they are confusing, often conflicting and tend to be highly precautionary and in places misleading. Guidance documents are written far from the coal face and so wiggle room is given to enable sensible planning regulations on the ground. Climate change guidance needs to be treated in the same way.

## Summary

There is a lot that is good in the updated ccc commissioned consultant reports and the new framework but both suffer from a lack of transparency and engagement with affected communities during their development..

There was the opportunity to involve the community from an early stage by allowing a community representative to join the working group and making the working group process an open and transparent one. This was regrettably refused despite widespread support and numerous approaches.

Had these requests not been refused we might not be in the position we are in now. Communities have not had the opportunity to question staff thoroughly enough.

This leaves us in the position that we are now and that is gaps in the framework and technical reports that are not fit for purpose. However all is not lost and this important process can be rescued with some additional time combined with better community engagement.

## What is needed next

Next community and council experts need to work together to plug the gaps in the framework and technical reports to get to an agreed base that both can work from to adapt. We think the STAG is the ideal forum for this provided STAG experts are 50/50 council community appointed.

202111 CCC Adaptation v2FF

[www.boee.nz](http://www.boee.nz)

Submission 44036



## Submission on Proposed Coastal Adaptation Framework

Thank you for opportunity to respond to your consultation exercise. We would like to thank The Council for their early engagement with communities and organisations such as ours. Although arguably the issue is one of the most important in our lifetimes, we understand and appreciate some of the extra effort that this has cost you. Thank you.

For us, (BOEE), we are interested in how we adapt locally and nationally to climate change. The proposed process is (nationally) is probably the first 'at scale' process in NZ for a major city. Additionally, Christchurch is early "off the blocks" with their adaptation process, so others will be watching. Therefore, how this adaptation process is run and what lessons can be learned from it (positive or negative), potentially has implications for the rest of the country as local governments nationwide think about their own adaptation plans and processes. We understand the importance of having coastal hazards appropriately part of the District Plan and will submit separately on the proposed The District Plan Changes (Coastal Hazards). We will not further comment on DP aspects here.

Finally, one of the reasons for the existence of BOEE, (and this submission), is to moderate the information and power inequality across the adaptation process, *i.e.* between councils and communities. These submissions take significant time to produce and have to be fully referenced to be valuable. Accordingly, in the spirit of transparency, we would like to know, consistent with the definition<sup>1</sup> of 'consultation', how this submission changes the approach and content of the proposed Coastal Adaptation Framework.

### Context and Introduction

We recognize that these conversations will never be easy whenever or wherever they take place. The aim is not to make them popular, but rather make sure they are informed and inclusive, and crucially ensure that their outcomes are the best they can be for all participants. These outcomes are likely to affect and effect the form of our future regional economy and society, and it is difficult to overstate their importance. There is also an 'elephant in the room': of course, this is the critical first round, or the start of the conversation. However, there will need to be regular future rounds of this conversation indefinitely to encompass material environmental changes.

The proposed process (derived from documentation and website) is described below. Arrows and red indicate process, inputs are green (people), and orange (terms of reference).

<sup>1</sup> Consultation: promise to the public, "We will keep you informed, listen to and acknowledge your concerns and aspirations, and provide feedback on how public input influenced the decision." <https://www.iap2.org/page/pillars>

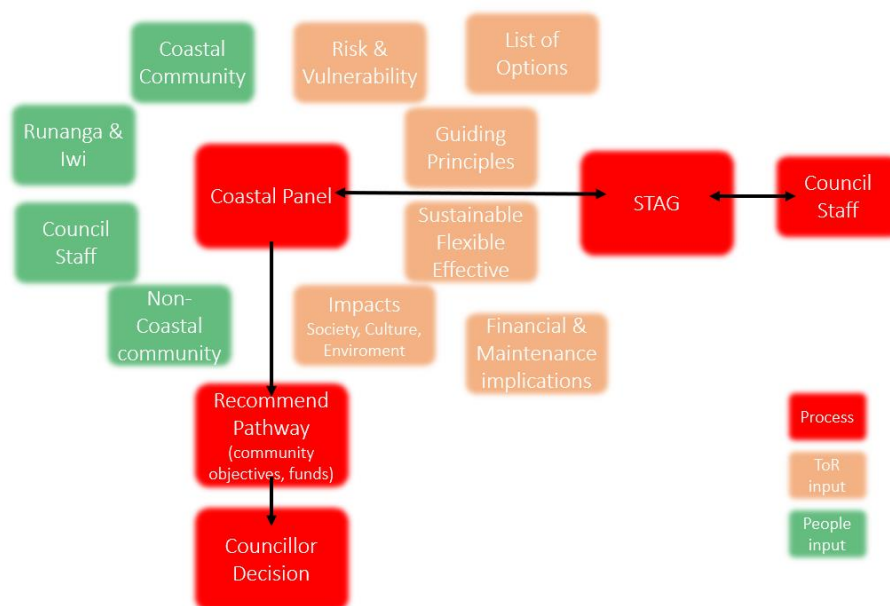
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These processes have not been undertaken before (at scale) in New Zealand, so to a degree (not a criticism), we suspect that there are a number of key process issues which are either unknown or unresolved at this stage. Hence we suggest during the first engagement (Lyttleton), there will be a number of learnings that will directly affect subsequent engagements. It is also worth saying that thus far in the talking to communities about the process, it is difficult to see many ways in which council staff could have done more.

The proposed process, (in fact given the context *any* proposed process), raises or would be likely to raise a number of issues. However, in this submission we will engage only two: The machinery of the process and the timing of the process.

In terms of the data underlying the Risk and Vulnerability analysis that is being used to inform this process, as in our other submission on the DP changes, we will not address here the degree to which the data are sound, nor whether it has been correctly interpreted. The one exception to this is the ground-water data<sup>2</sup>. We concur with Dr Helen Rutter, the lead author of the latest groundwater report that it is not possible to use existing data (data density, temporal extent of

<sup>2</sup> The most recent groundwater work, Rutter H. (2021) LDRP45: impacts of earthquakes and sea level rise on shallow groundwater levels (Aqualink), has highlighted that largely we do not have enough information or the correct data. From the preface of this report: "The purpose was not to accurately define the shallow groundwater hazard at a local scale, but rather to provide a high-level assessment at the city-wide scale." Hence this information is not fit to inform local suburb-based adaptation.

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data, and the type of data collected), to support local or suburb scale work of the nature envisaged.

The climate and hazard portal is very accessible, and again (with the exception of the groundwater aspect), it is again difficult to identify what more council staff could have done to make this information accessible.

Our regional and national economies are not broad or deep enough to destroy value, capitals and resources *pell-mell*. Yes, some value will be lost and some will be created in any adaptation process, but if we do this right then more capitals will be created than are lost, although potentially not strictly like-for-like. Hence focus on location and time-scale is crucial, so that processes are not needlessly restrictive, nor in place too soon/late. These are key and are the difference between the continuance and wellbeing of communities: whether they prosper while they can or instead are slowly strangled or forced to leave too soon or in a way that is climate unjust. In this latter situation it seems to us that most of the economic cost will not fall on Council, (inclusive of the costs of any potential property payout scheme that may be developed).

### The Machinery of The Process

We appreciate the need of both The Council and the coastal residents to understand the situation in which they find themselves, and if the conversations are effective, both parties will have a deeper and more nuanced understanding of the nature of the issues anchored in specific locations. This is probably one of the key aims/desired outcomes of the conversations.

We see four issues in the framing of the process:

1. The role of The Council: On the basis of the process, the roles and responsibilities of the Council in this process seem incompletely described.
  - While it may be the case that Council is only formally responsible for public infrastructure, and that private property owners are responsible for their own property, I would be rather surprised if that satisfied The Council's obligations under the Local Government Act to support resident's and community well-being. Particularly (as in this case) that the situation is not one of resident's foolishness or omission. This is a national problem and Christchurch is only one part.
  - From the three legal opinions commissioned on issues around adaptation to climate change<sup>3</sup>, LGNZ is of the view that as the law currently stands, in fact local government are responsible wholly or partly for the liabilities of their residents in this situation. Possibly you have a different (legal) opinion?

<sup>3</sup> For example: Climate Change litigation – Who's afraid of creative judges?. <https://www.lgnz.co.nz/our-work/publications/climate-change-litigation-whos-afraid-of-creative-judges/>

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- It is understood that a number of significant parts of the legal landscape are changing with the repeal of the RMA, however, because NZ is a signatory to various international treaties, including the Sendai Framework of Disaster Management, and The Sustainable Development Goals, which include commitments to “leave nobody behind”, to reduce social inequity and pursue social justice, it seems to us difficult to believe that the situation after the new legislation has passed would permit breach of these various international commitments.
- 2. This process is considerably weakened by the fact that The Council is the only party on ‘the other side of the table’, hence only planning tools are in play. Minimally it would be hoped that The Council is working with CDHB and/or Ministry of Health to predict, manage and mitigate the well-being and health impacts on residents at all stages of the process.
- 3. Beyond health issues, the main impacts of climate change will be on property, if an effective ongoing programme of individual adaptation is supported by Council. We await news on funding but it is hoped that CCC is proactively and effectively engaging MfE and DPMC lobbying for a centrally funded support framework as part of the new legislation.
- 4. By its nature adaptation is looking forward. The issue is that the further one looks forward, the greater the uncertainties not only in the science but also in societal and national situations. Looking forward three generations (100-150 years) is pretty much unheard of in planning or policy terms. At that future range most things are extremely uncertain, but after applying Precautionary Principle on top of safety margins, by Ocam’s Razor, that future is also much grimmer. In short the magnitudes of the proposed future hazard situation that has to be adapted to are likely allow just about anything to be put on the table as ‘realistic’. This supports planning regimes that pre-suppose managed retreat (certainly necessary for some communities) and can start communities on those roads too soon, or even unnecessarily. Either of these are not necessarily a problem if they are reversible, (based on Trigger Points), and do not have the effect of strangling communities.

Beyond these matters above, in outline the proposed process seems sound, and the as ever the ‘devil is in the detail’. Looking at how processes have been run overseas, we see weaknesses in the proposed process:

- Representation and ownership of the adapting community (the suburb) on The Coastal Panel. The literature abounds with international examples that underline and show that successful engagement that provides robust results that stick, have common characteristics: joint problem framing, and genuine community decision making.
  - In this case the framing has already been done by officers with the ‘list of options’

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- Crucially community members from the suburb adapting (the main stakeholders) when they look around the room are likely to find possibly only 30% of the Panel are from that community. Of course, other suburbs are stakeholders, but at a much lower level than the residents: they have very little skin in the game
- Also on the composition of the Panel, it is potentially a missed opportunity that the communities themselves did not get to nominate panel members, for example a member of each relevant RA, local business representatives...etc.
- The process is silent about the next round of conversations, and how the results and content of the previous 'conversation' are carried forward or revised (up or down)
- There is also no mention about the key protection for communities: Trigger points. It is likely that coastal residents (outnumbered on the Coastal Panel) will have different appetites for risk than others from elsewhere in the City.

### Timing of The Process

These conversations need to start sometime, however is now the right time? We are part-way through (effectively) the largest overhaul of our planning and local government system since the RMA replaced the Town & Country Planning Act in 1991. It is likely that the new planning regime will be in place and functioning within 3-5 years, and at that point we understand that District Plans as we currently conceive them are unlikely to exist. Irrespective of the virtues or not of either the RMA repeal or the CCC process, we are not convinced that there has been sufficient (or any) justification presented of why this CCC process needs to start now, when pretty much the whole of our local governance and planning systems are in the midst of radical and systemic change.

As the then Parliamentary Commissioner for the Environment, Jan Wright put it well when she said of adaptation:

*"...We have time to do this well..."*

In this context "*well*" could and should include decreasing inequity, increasing community well-being, leaving no-one behind, building a better more sustainable world for our children...etc.

If we come into this unfamiliar process in a rush, using just planning tools, employing tools that shut down, write-off, or slowly strangle communities without immediate need, or long before economically the point of retreat has been reached, we run serious economic and social risks that will undermine, impoverish and divide our people. In short, we will "*pluck defeat from the jaws of Victory*". Nobody awakes in the morning with the thought of how many people or things they can ruin today. However, sleep-walking into this unfamiliar process, without mindfulness of the unintended consequences of our decisions is a recipe to do just that.

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Submission: 44008



## Submission on Proposed District Plan Changes (Coastal Hazards).

Thank you for the opportunity to respond to your consultation exercise. We would like to thank The Council for their early engagement with communities and organizations such as ours. Although arguably the issue is one of the most important in our lifetimes, we understand and appreciate some of the extra effort that this has cost you. Thank you.

For us, (BOEE), we are interested in how we adapt locally and nationally to climate change. This District Plan change is necessary as a pre-first step in that process for Christchurch. This change is to ensure that the District Plan for Christchurch's coastal areas is consistent with, and gives effect to, the Coastal Policy Statement, (NZCPS) as well as necessary harmonization of the provisions in different parts of coastal Christchurch. After this has been completed, as part of the city-wide adaptation programme the adaptation conversations with the coastal communities can begin.

Christchurch is early "off the blocks" with their adaptation process, so others will be watching. Therefore, how this adaptation process is run and what lessons can be learned from it (positive or negative), potentially has implications for the rest of the country as local governments nationwide think about their own adaptation plans and processes. We will submit separately on the proposed Coastal Adaptation Framework and will not further comment on it here.

Finally, one of the reasons for the existence of BOEE, (and this submission), is to moderate the information and power inequality across the adaptation process, *i.e.* between councils and communities. These submissions take significant time to produce and have to be fully referenced to be valuable. Accordingly, in the spirit of transparency, we would like to know, consistent with the definition<sup>1</sup> of 'consultation', how this submission changes the approach and content of the proposed DP changes.

### Context and Introduction

We recognize that these Coastal Hazard Plan Change proposals raise several issues, however in this submission we will engage only two: The interpretation of the NZCPS and the Scope and Timing of this process.

Our regional and national economies are not broad or deep enough to destroy value, capitals and resources *pell-mell*. Yes, some value will be lost, and some will be created in any adaptation process, but if we do this right then more capitals will be created than are lost, although potentially not strictly like-for-like. Hence focus on location and timescale is crucial, so that

<sup>1</sup> Consultation: promise to the public, "We will keep you informed, listen to and acknowledge your concerns and aspirations, and provide feedback on how public input influenced the decision." <https://www.iap2.org/page/pillars>

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processes are not needlessly restrictive, nor in place too soon/late. These are key and are the difference between the continuance and wellbeing of communities: whether they prosper while they can or instead are slowly strangled or forced to leave too soon or in way that is climate unjust. In this latter situation it seems to us that most of the economic cost will not fall on Council, (inclusive of the costs of any potential property payout scheme that may be developed).

We note the proposal to identify natural hazard coastal zones according to risk, and the graduated proposed planning and development restrictions of these zones. Geography and detail aside, this process seems not unreasonable. We will not address here the degree to which the data on which these zone classifications have been based is sound, nor whether it has been correctly interpreted. Instead, we will focus on the nature of the proposal in the highest risk areas, where planning and development restrictions will be most stringent.

### Interpretation of the Coastal Policy Statement

We appreciate the need of both The Council and the coastal residents to understand the situation in which they find themselves. We also understand the legal requirement on The Council that the Christchurch District Plan must give effect to the NZCPS, this means to positively implement it. This includes policy 25(b):

*"...avoid redevelopment, or change in land use, that would increase the risk of adverse effects from coastal hazards..."*

What follows are observations and analysis of some of the implications of this requirement in the light of national developments as well as events within coastal Christchurch and the approach of CCC planners in related situations, (for example the implementation of the High Flood Hazard Management Area). Particular thoughts centre on the word "avoid" and the concept of risk:

- a. The first is that the 'risk' here is not to persons but to property. If we are talking about risk to persons then we are not discussing adaptation to climate change/natural hazards or even planning at all, but emergency search and rescue, *i.e.* ambulance at the bottom of the cliff.
- b. Coastal Hazards do not apply to the whole city, just the coast. Climate change will give harsher storms and pluvial flooding across Christchurch, beyond the coastal hazard zone. Hence we must be talking about specifically coastal hazards, *i.e.* sea-level rise, coastal erosion and coastal flooding<sup>2</sup>.

<sup>2</sup> Groundwater flooding is not included here as the current state of knowledge, Rutter H. (2021) LDRP45: [impacts of earthquakes and sea level rise on shallow groundwater levels](#) (Aqualink), has highlighted that we simply do not have enough information. From the preface of this report: "The purpose was not to accurately define the shallow groundwater hazard at a local scale, but rather to provide a high-level assessment at the city-wide scale." Hence this information is not fit to inform local suburb-based adaptation.

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- c. *Post King Salmon Supreme Court case*<sup>3</sup> under certain conditions, “avoid” can be taken to mean ‘not allow’ or ‘prevent’ in relation to things that would increase the risk of adverse events. This seems to be the way that CCC planners are interpreting their duty under the NZCPS, *e.g.* not allowing house extensions. The underlying assumption in these “avoid” (prevent) actions is of course that preventing (for example a house extension) is actually the lowest risk pathway and does not increase risk.
- d. The next point uses real examples from a directly relevant situation: the way CCC planners have implemented the High Flood Hazard Management Area (HFHMA), where they are required to “avoid” (interpreted as prevent) any increase in risk. In these examples CCC planners seem to interpret risk as personal rather than property risk.
- e. Given that CCC have interpreted risk in this way, it is not hard to see examples where “avoid” (prevent) can increase (personal, hence) overall risk rather than decrease it. For example, in all of the following (real) examples...
- a family extending their house to give a child their own room
  - a house-owner adding a bathroom down-stairs to save the resident grandmother having to go up-stairs, hence catering for her frailty and improving well-being.
  - a house-owner rebuilding an old and vulnerable house to make it safer or more resilient (*e.g.* raising floor levels or making it transportable)

...preventing these developments increases the personal stress on the people concerned, hence reduces their well-being (physical, emotional, and/or financial), and can increase inequity. These increase personal risk. From a community perspective it can strangle the community by “avoiding” change or development, and hence reducing societal well-being, also increasing risk. (As an aside it is also worth noting under the LGA local government are required to support the wellbeing of their residents).

- Hence the first outcome is that a blanket “avoid” (prevent) is not necessarily the minimum risk pathway, “mitigate” or “remedy” may well present a lower overall risk
- The definition of “avoid” to mean “prevent” hinges on the caveat in the King Salmon ruling that “avoidance” does not necessarily mean that all effects regardless of scale and time must be *avoided*, see below.
- Finally in all of these examples, the application of “avoid” (prevent) is controlling the wrong risk: the risk that needs to be managed is property risk, the risk being managed by CCC planners is personal risk.

<sup>3</sup> Atkins, Majurey and Dawson ( ) The King Salmon Decision (Supreme Court in Environmental Defence Society Inc v New Zealand King Salmon Company Limited [2014] NZSC 38) – a think piece for planners. New Zealand Planning Institute (NZPI). Available:

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- f. Coming back to the King Salmon case, “avoid” (meaning prevent) seems to be being used by CCC with regard to any and all risk, without reference to scale (or time), or particularly the caveat which essentially says that “avoidance” does not necessarily mean that all effects regardless of scale and time must be *avoided*.
- g. The nature of enhanced natural hazards as part of climate change is that the risk to property is zero or very minor often a long time into the future, until it is not. Hence having restrictions in place before they are needed is ineffective, needlessly burning value and strangling communities, see below under Process Scope and Focus.
- h. Finally, after the King Salmon Supreme Court case, there was an RMA amendment which refers (6h) to the *...management of significant risks from natural hazards*. This amendment post-dates the NZCPS and the Case, and therefore must add context to an interpretation of the degree of risk which is to be avoided.

In summary we believe that the CCC interpretation of “avoid” (prevent) from the King Salmon Supreme Court ruling is partial: it does not seem to capture the caveats to which the ruling is subject, the effects of the *post* King Salmon amendments, or the nature of Natural Hazards in terms of the scale of risk, or timescale of evolving risk. It also is addressing personal risk where the risks requiring attention are property risks. To a degree, the current National Guidance resolves some of the temporal uncertainty issues around new development by the use of trigger-points. This device can also be used for existing developments, but this is something we will address in our submission on the coast adaptation framework/process.

#### Process Scope and Timing

We appreciate that the District Plan does not currently give effect to the NZCPS, (as required by the RMA). The fact that it does not is rooted in history: in 2016 in response to a previous attempt by Council to include Coastal Hazards into its District Plan, an independent hearing panel (IHP) of The Environment Court agreed that the basis of the hazards being “avoided” was not robust. That IHP could not change the District Plan of CCC, but clearly its intervention and action indicated that The Court did not think that the previous District Plan and implementation of dealing with natural hazards envisaged for Christchurch coastal areas was appropriate, to the degree that a new overlay (The Residential Unit Overlay), effectively removed (most of) the coastal hazards from that Plan. We understand that this may form some of the urgency and impetus for change.

However, the context here is that although the Coastal Policy Statement is likely to be broadly unchanged, we are part-way through (effectively) the largest overhaul of our planning and local government system since the RMA replaced the Town & Country Planning Act in 1991. It is likely that the new planning regime will be in place and functioning within 3-5 years, and at that point we understand that District Plans as we currently conceive them are unlikely to exist.

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Irrespective of the virtues or not of either the RMA repeal or the CCC process, we are not convinced that there has been sufficient (or any) justification presented of why this CCC process needs to start now, when pretty much the whole of our local governance and planning systems are in the midst of radical and systemic change.

There is one other aspect of timing that should be explored. If we are talking about adaptation (rather than search and rescue), the focus of this coastal hazard work is in the future: we take decisions now that do not restrict what we can do then. Unlike other planning processes we know or are familiar with, we are often working at ranges of a century plus (three generations hence), under conditions of extreme uncertainty.

The then Parliamentary Commissioner for the Environment, Jan Wright put it well when she said of adaptation:

*"...We have time to do this well..."*

In this context "well" could and should include decreasing inequity, increasing community well-being, leaving no-one behind, building a better more sustainable world for our children...etc.

If we come into this unfamiliar process in a rush, using just planning tools, and a narrow interpretation of blunt instruments like "avoid" without the caveats, employing tools that shut down, write-off, or slowly strangle communities without immediate need, or long before economically the point of retreat has been reached, we run serious economic and social risks that will undermine, impoverish and divide our people. In short, we will "pluck defeat from the jaws of Victory". Nobody awakes in the morning with the thought of how many people or things they can ruin that day. However, sleep-walking into this unfamiliar process, without mindfulness of the unintended consequences of our decisions is a recipe to do just that.

Finally, on scope, there is a note in the consultation that suggests that Tsunamis could be included in the natural hazards chapter. We note that earthquakes (incidentally also usually the source of Tsunamis), are not included in the list of District Plan Natural Hazards, whether coastal or otherwise. We suggest this is for good reason: in New Zealand these origin events form part of our environment, and modern science cannot predict with any useful precision when they will occur or at what intensity. Statistical predictors of incidence are not useful in this regard. Arguably, even if it were possible to make timely accurate predictions, what could one do about them except execute pre-planned evacuation plans along clearly pre-defined evacuation routes?

In summary our view is that The District Plan is not an appropriate tool to manage these types of risks.

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Submission 43946



Item 2

Attachment A



# Federated Farmers of New Zealand

## Submission on Christchurch City Council Coastal Hazards District Plan Change

### Issues and Options Discussion Paper

12 November 2021

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**Submission on Christchurch City Council  
Coastal Hazards District Plan Change**

**Issues and Options Discussion Paper**

**Item 2**

**Attachment A**

Name of submitter: Federated Farmers of New Zealand

Contact: **Eleanor Linscott**  
Senior Policy Advisor

**M**  
**E**

[REDACTED]

Address for service: Federated Farmers of New Zealand

[REDACTED]

This is feedback on Christchurch City Council's Coastal Hazards District Plan Change – Issues and Options Discussion Paper.

## 1. Introduction

- 1.1 Federated Farmers of New Zealand (FFNZ) is a primary sector organisation with a long and proud history of representing the needs and interests of New Zealand farmers, as well as many rural businesses and communities.
- 1.2 FFNZ appreciates the opportunity to provide feedback on the Coastal Hazards District Plan Change, in terms of managing new development in areas exposed to coastal hazards.

## 2. FFNZ comments on the Issues and Options Discussion Paper and the Coastal Adaption Framework

- 2.1 The rural communities of wider Christchurch city, in particular Banks Peninsula are particularly at risk from potential coastal hazards. This is reflective of the landscape (steep hills, limited access, towns focused around historic wharf areas). The issues of concern are the long-term vision of more people living in our rural environment with our town centres needing robust systems and plans in place to deal with potential coastal hazards. For example, addressing needs that the Fire Brigade which is dependent on volunteer support is in areas that are out of flood risk, and that the roading network (including bridges, culverts, roading) can support alternative access in times of severe flooding, coastal erosion, associated landslides, etc.
- 2.2 In general, FFNZ are supportive of option 1 proposed by Council as the “preferred” version in the Issues and Options Discussion paper. We do note that there was a lot of supporting information provided for this scenario – and minimal for the others.
- 2.3 FFNZ appreciates that option 1 is based on a risk-based approach – which allows for a targeted approach that can be specific for key areas.
- 2.4 However, along with this we would suggest that the next steps for option 1 include a co-design approach with all the affected communities to ensure that the optimum adaptive management plan approach is achieved. The long-term wellbeing and resilience of our rural and urban communities to hazards is dependent on their involvement in planning for coastal hazard management. Co-designed solutions with the communities will help to address specific concerns and issues at a local level. A co-design approach would directly align with the adaptive management model proposed in the Coastal Adaption Framework.
- 2.5 FFNZ are supportive of the Coastal Adaption Framework proposed – and agree with the proposed flexible approach. We are supportive of the adaptive management model to help facilitate the coordination required to address the issues raised in the discussion paper. A singular or narrow “consultation” approach is not going to adequately address and capture the specific requirements of the rural communities impacted. A co-design approach with all community parties will help create an integrated multi-faceted approach that addresses specific concerns.
- 2.6 Specifically, regarding the discussion document we would like further clarification of the information provided in table 2 “High Level Activity Status by Risk” (page 9), in terms of what is meant by “fencing” as an activity. Is this mean to cover only urban fencing or including the vast tracks of farmland fencing that this would cover? The way the table is currently set up, large amounts of farm fencing would be captured by the restricted/non-

complying control level – which is unacceptable to landowners, and an impediment to existing farming activities.

- 2.7 Council also requested feedback on the 2 specific questions on page 5 of the discussion document.
- 2.8 Regarding the first question, “should we have specific policies and rules on groundwater or rely on policies and rules for managing coastal flooding?”. This is a broad question that would require some more detail, however, we would at first reading, consider that there should be specific policies and rules for both as the management and impact of each is quite different. It is more reflective of an integrated management approach discussed above.
- 2.9 The second question, “should we manage risks to life and property from tsunamis through rules in the District Plan...”. Serious Tsunami events are uncommon and should be covered through civil defence activities.
- 2.10 Local authorities are responsible for improving the social, economic, environmental, and cultural wellbeing of our communities. In terms of the Coastal Adaptation Framework (Coastal Panel Analysis (page 9)), given that the matters to be considered here by Council include environmental, cultural, and social impacts, it would seem logical to include economic impacts as well.
- 2.11 In the Coastal Adaptation Framework “Roles and Responsibilities” we understand and appreciate the need for clarity in terms of who is responsible for what in terms of protection of privately owned assets (from coastal hazards). What would be helpful here from a community perspective (individual landowner) is fact sheets or easily accessible information for the public, so this is clear. Helping individual landowners develop and implement strategies and actions to manage risks could be part of the co-design approach with communities.
- 2.12 The Coastal Adaptation Framework “guiding principles” includes “focus on the assets that contribute to the health, safety, and wellbeing of communities”. The explanation for this guideline includes that privately owned assets that directly contribute to the health, safety and wellbeing of communities may also be a focus for adaptation planning. FFNZ would see this as being a key part of the co-design approach with communities – to help identify these assets early on.
- 2.13 FFNZ is happy to work with Council in helping with developing a community-based co-design strategy for coastal hazards to ensure we have sound community support facilities.
- 2.14 FFNZ can also provide support with the Coastal Panel for specific areas in terms of helping to identify local landowners who can be part of the Panel (Coastal Adaptation Framework).

Submission 44050

<p>"Have your say"</p> <p><a href="https://www.ccc.govt.nz/haveyoursay">https://www.ccc.govt.nz/haveyoursay</a></p> <p>Christchurch City Council</p> <p>Coastal Hazard Adaption Framework</p>	<p>First name: Jan</p> <p>Last name: Burney</p> <p>Phone: [REDACTED]</p> <p>Email: [REDACTED]</p> <p>Address: [REDACTED]</p> <p>Suburb: [REDACTED]</p> <p>CityTown: Christchurch [REDACTED]</p>
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Jan Burney: 5 November 2021  
Coastal Hazard Adaption Framework  
<https://ccc.govt.nz/the-council/haveyoursay/show/456>

Defining terms that allow for a flexible approach is paramount to avoid a fixed strategic outcome. An equitable, acceptable, and sustainable outcome can only be achieved for communities when legitimate processes are followed. Definitions that are too "tight" restrict evaluation and may be perceived as predetermining outcomes.

**Coastal Adaptation Framework**

**CCC :Term Definition: page [4]**

<https://ccc.govt.nz/assets/Documents/Consultation/2021/10-October/Coastal-Adaptation-Framework.pdf>

**"Adaptation: The process of adjusting to change. In human systems, adaptation seeks to moderate or avoid harm or exploit beneficial opportunities."**

1. Allow for consideration of differing future possibilities and changes, robust analysis and importantly a flexible approach to preferred options.

That the "preferred options" are not just the Council preferred option and worked through from that decision but are formed together with considerations from the community.

**"Signals, Triggers and Thresholds"**

2. These three points need to be clearly identified to the community for a response to adoption of new approaches. The signals, triggers and thresholds include community identification and tolerance of what will be accepted, and, decisions made before



tipping points have been reached. Listen to the communities and show action is being taken.

Adaptation options:

“Maintain: We enhance what we’re already doing”

“Accommodate: We live with the hazard”

“Protect: We keep the hazard away”

“Central Government is currently replacing the Resource Management Act (1991) with three new laws, and has indicated that one of these, the Climate Adaptation Act, will be introduced in 2023. This new Act will address the complex legal and technical issues associated with managed retreat and funding and financing adaptation. It is anticipated that the Climate Adaptation Act will clarify Central Government’s approach to any funding for the retreat or protection of private assets. Although this clarity is not available yet, we think it is essential that we start this process with communities sooner rather than later.”

3. Communities still need security, protection and action prior to central government decision making in the intervening period and for immediate futures.

There needs to be a confidence and trust in Council that shows there are tangible enabling mechanisms and funding in place that allows for opening up opportunities and adaptive pathways to support planning and action – now – as well as long term adaptation planning.

“Keep managed retreat on the table

<https://ccc.govt.nz/the-council/haveyoursay/show/456>

“We will consider all options for managing the risks posed by coastal hazards for communities, including managed retreat. This is in line with the New Zealand Coastal Policy Statement 2010. While managed retreat is a challenging adaptation option in terms of implementation, and social and economic impacts, it offers a long-term sustainable option that can remove the risk of coastal hazards, allowing natural coastal processes to unfold. It can also be used to create natural protection buffers for other at-risk assets”.

4. The above appears to be taken straight from the “red zoning” future use documents.

22 July 2014 Cabinet Paper Residential Red Zones: Future Use-paper to cabinet signed 22-07-2011 “Hydrology”
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22. Red zone land provides an opportunity to manage flooding in some green zone areas. Conversely, the flood prone nature of certain parts of the red zone may limit use options in those areas. CERA and Christchurch City Council officials are working together to develop long-term flood management options for Christchurch City”.

This is not Coastal Adaptation Planning but is a description of a Public Works acquisition.

“An option that can remove the risk of coastal hazards” - the Council here are defining private asset owners as the risk to be disposed of to enable use of their property for others gain.

Coastal hazards are physical processes with causative actions. Mitigation can alleviate the risks.

I am assuming the Council are making an assumption here that “mitigation” in the revised RMA will be removed? Predeterminate indicators do not add to trust.

“Roles and responsibilities

“While the Council, on behalf of the community, is responsible with Environment Canterbury for managing risks posed by coastal hazards and is responsible for managing the risk to Council owned assets and income, the Council does not have an explicit legal obligation to protect privately owned assets from coastal hazards. Private asset owners (individuals, organisations, businesses, and iwi who own built structures on private land) are responsible for managing risks to their assets and incomes. The private asset owner’s role is to: • Be aware of the risks and their responsibility for managing them. • Comply with regulations that apply to their assets and activities. • Take steps to understand the magnitude and nature of the specific risks to their assets and activities. • Develop and implement strategies and actions to manage these risks. The Council’s role is to: • Prepare and implement civil defence and emergency management plans. • Develop and implement plans, policies and regulations for the identification and management of coastal hazards. • Facilitate the building of resilience and adaptive capacity within communities including providing information about known risks posed by coastal hazard. • Where appropriate, work in partnership with communities to identify and manage the risks posed by coastal hazard and their impacts”

5. The Council District Plan disabled private asset owner’s ability to fully manage risks by controls in high/multi hazard areas restricting mitigation. A “catch 22” situation and a strategic predetermination.

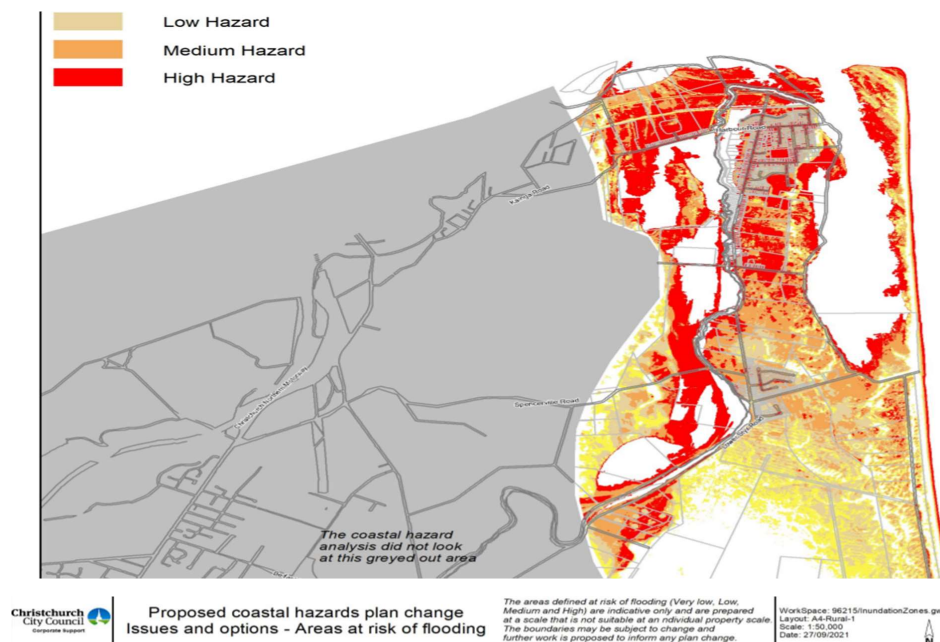
Jan Burney

Submission 44051

Christchurch City Council	First name: Jan
haveyoursay	Last name: Burney
Coastal Hazards Plan Change	Phone: [REDACTED]
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Christchurch City Council Coastal Hazards Plan Change – have your say:

Feedback: Jan Burney 6 November 2021



#### Appendix A: Issues to be addressed by a Plan Change

*“Managing risks to areas and communities of coastal hazards Christchurch communities have lived through the devastating impacts of the Canterbury earthquakes and understand the importance of being proactive in addressing known risks”.*

Indeed. However, no Government entity or local Council has understood that importance or

allowed any proactive solutions to address earthquake damage or risks to our properties in Brooklands.

The CCC maps above dated 27/09/2021 show our property as “*the coastal hazard analysis did not look at this greyed out area*” and further work is proposed to inform of any plan change.

Canterbury Earthquake (Christchurch Replacement District Plan) Order 2014 (Order in Council) made on 7 July 2014 under the Canterbury Earthquake Recovery Act 2011 (CER Act) modified the provisions and application of the RMA in relation to the review of the Christchurch District Plans and preparation of a replacement District Plan.

Under the Replacement Christchurch District Plan 2016 and opportunity was seized to override normal planning processes using the red zone as an agent resulting in our properties being placed in the District Plan Specific Purpose Flat Land Recovery Zone.

The SPFLRZ is a “hold” zone that was intended to be for an interim period until Regenerate Christchurch made decisions upon the future use of the red zone.

The red zone decisions were deemed to not have been made according to law by the High Court. (*Fowler Developments Ltd v Chief Executive of the Canterbury Earthquake Recovery Authority (Quake Outcasts) [2013] NZHC 2173*) and the Supreme Court *Outcasts and Fowler Developments Limited v Minister for Canterbury Earthquake Recovery [2015] NZSC 27* Hearing: 29, 30 and 31 July 2014; Judgement: 13 March 2015.

The red zones were announced in 2011, the High Court decisions were made 2013 and 2015, the District Plan was made operative 2016/2017.

No decisions on our red zoned properties have been transparently made therefore the properties have been held in a regulatory abyss for the past eleven years.

According to the Christchurch City Council, 2020 Fact Sheet Brooklands red zoning process:

*“the red zone was a process that occurred and sat outside the Christchurch District Plan. It therefore has no relevance from a planning perspective”<sup>1</sup>*

When instigating the red zone into the District Planning process via the SPFLRZ the IHP stated

<sup>1</sup> <https://ccc.govt.nz/assets/Documents/Environment/Land/Brooklands/FACT-SHEET-Brooklands-red-zoning-process.pdf>

the outcome of the red zone future use was occurring under a separate(*undisclosed*) process that will inform a plan change and final zoning via a “red zone programme”.

According to Council staff at the Coastal Hazard “drop in” this month, we must accept a Coastal Plan change and our properties can no longer stay residential, however we are still waiting for the future use of the red zone to be consulted upon by this undisclosed process. to inform if a plan change is required.

Which predetermined process is predetermining which predetermined process without due process?

Our properties have been effectively disengaged by the Council and Government from any normal due participatory process and we are existing in an embarrassingly disgraceful regulatory mess.

Jan Burney

6 November 2021

The Independent Hearing Panel:

*“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”*

*SPECIFIC PURPOSE (FLAT LAND RECOVERY) ZONE) (“SPFLRZ)*

*Specific Purpose (Flat Land Recovery) Zone – Section 32 – Version with changes 01/05/15 Independent hearing Panel ( Christchurch Replacement District Plan)*

*“The 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.”*

*“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."*

*"CHAPTER 21 - The proposed provisions within Chapter 21.11 will replace all the Operative Christchurch City Plan (City Plan) provisions (objectives, policies, rules, standards and matters) that are applicable to the following City Plan zones within the area covered by the Specific Purpose (Flat Land Recovery) Zone"*

*"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."*

44048 Marie Graham  Coastal Adaptation Framework	<p><b>Do you have any feedback on the Coastal Adaptation Framework?</b></p> <p>CCC (working with ECan) need to ensure that this engagement is a collaborative consultation model is a genuine honest process that is not driven by predetermined bias and outcomes. Representation on hearing panels must be chosen by the local community and be at least 80% including Runanga. Southshore are not prepared to have the Coastal adaption process until completion of the Estuary Edge Repair, and the stormwater and drainage system at Southshore is adequate to prevent estuary water backflowing and causing flooding. Inequity in flood protection here at Southshore must be addressed with our community receiving flood protection that provides the same removal of risk and hazards as already provided to the Sumner to Ferrymead coastal and estuary edge suburbs.</p> <p><b>Do you have any specific feedback on the proposed guiding principles? Have we missed anything?</b></p> <p>The concept of adaptive planning is to spread the costs across time as and when it its needed. We disagree to any decisions that restrict investment until equity of protection is provided and a projected trigger point is agreed by community to be highly likely in the short term future out to 10 years. Solutions of modern structures that are designed to repair and grow coastal areas so they become more naturally resilient, as well as equity in the provision of hard structures must be included as options in the Coastal adaption framework and process.</p> <p><b>Is there anything you'd like to tell us about our proposed engagement and decision-making process?</b></p> <p>Withholding information and not following through on agreed action are dishonourable actions that destroy trust. Staff absences from community meetings with fill in staff replacements who can not and will not answer questions or be able to explain changes in process are poor form that also destroy trust. Staff behaviour throughout this adaption process with communities and behind the scenes at council will hopefully succeed this time, in regaining the trust of communities.</p> <p><b>Any further comments?</b></p> <p>Looking forward to honest and genuine community collaborative engagement and open discussion and sharing of proactive solutions.</p>
44047 Marie Graham  Issues and Options Paper for the Coastal Hazards Plan Change	<p><b>Which option do you think is the most appropriate way forward and why?</b></p> <p>None. We do not agree with any further restrictive planning rules in Southshore.</p> <p><b>Are there other options we should be considering?</b></p> <p>It is inappropriate to decide planning rule changes until after the adaption conversation with communities and trigger points have been agreed to. RUO must be maintained.</p> <p><b>Are there other types of innovative development e g relocatable or amphibious that could be considered suitable within areas of low or medium risk?</b></p> <p>When a trigger point is established as highly likely within the current 10 year new build guarantee, building innovative resilient homes that are relocatable is reasonable. Existing rights must apply to existing homes. Vacant land and commercial sites are buildable and land is subdividable. Home improvement is a given.</p> <p><b>Are there other types of vulnerable/susceptible development or activity that need to be more carefully managed in areas of risk?</b></p> <p>Ensure council services function to met their purpose, and are appropriately designed to meet the needs of the community.</p> <p><b>Should the District Plan manage areas at risk of a tsunami?</b></p> <p>No. A warning system and provision of effective safe evacuation routes, ensuring traffic from New and North Brighton do not block Southshore residents being able to exit at Bridge Street.</p> <p><b>Should we have specific policies and rules on groundwater, or rely on policies and rules for managing coastal flooding?</b></p> <p>Groundwater must be a citywide conversation with equity in groundwater management across the whole city.</p> <p><b>Any further comments?</b></p> <p>Council staff failed in past engagement. The Southshore Estuary Edge Earthquake Repair and non functioning stormwater system must be completed before our community can talk adaptation. Attending the community meetings to introduce this current work, by the same team members, has failed to build the trust of our whanau with the team still not using current to short term most likely risk, but instead, unbelievably, still trying to put the high uncertainty RCP8.6 and 50/100 year risk on the table. The current inability to be able to trust the current team based on their past behaviours in not following through with the principles and engagement plan of How Team, is deeply concerning.</p>

43231	<p><b>Do you have any feedback on the Coastal Adaptation Framework?</b></p> <p>Adaptation to coastal hazards (except the 'Maintain' option) will require additional resources. There is no mention how climate change and especially the reduced availability of resources with high imbedded GHG content like concrete, steel, heavy transport etc will affect the ability to protect and/or accommodate.</p> <p><b>Do you have any specific feedback on the proposed guiding principles? Have we missed anything?</b></p> <p>The cost of adaptation is never mentioned. Any expenses that benefit mainly coastal communities must be transparent and equitable and supported by all Christchurch communities.</p> <p><b>Is there anything you'd like to tell us about our proposed engagement and decision-making process?</b></p> <p>Managed retreat is seen as a challenging implementation option (keep it on the table). Given that over the next centuries a large part of the city will have to move to higher ground managed retreat is very likely the path of Least Regret. Many examples for protection/adaptation from the Catalogue of Coastal Hazard Adaptation Options come from countries/states like Denmark, the Netherlands, Florida or Louisiana. These are countries that do not have any other choice being low-lying and densely populated. In Christchurch and/or Canterbury there is plenty of high ground and by comparison we have a very low population density (15/sq km compared with Netherlands 510/sq km). It would be foolish not to make use of our natural advantage.</p> <p><b>Any further comments?</b></p> <p>I could not find an implementation plan detailing when Council will make firm decisions on the individual adaptation pathways per area. We are in a climate emergency which means that it is time for quick and decisive action. Most decisions will have financial implications, will have to go through the LTP process and will have years of lead time. There is no clear set of deliverables for the Coastal Panel, STAG and CHWG. What is the criterium for success? Would the CHAP programme be seen as a failure if a severe weather event causes coastal inundation and triggers immediate (re-)action before any planned changes can be implemented?</p>
42547	<p><b>Which option do you think is the most appropriate way forward and why?</b> 1. The 4 risk categories allow for a more fine tuned set of controls.</p> <p><b>Are there other options we should be considering?</b></p> <p>1. Replace AEP/ARI as the basis of risk assessment for future flooding events. 2. Develop a common methodology for the flooding hazard - not a very specific one for coastal flooding. Each catchment has its own unique set of parameters that should be recognised</p> <p><b>Are there other types of innovative development e g relocatable or amphibious that could be considered suitable within areas of low or medium risk?</b></p> <p>Given that the current level of GHG emissions will cause SLR of between 4m and 6m at a minimum it is important to identify retreat areas instead of coaxing coastal residents into costly but ultimately unsustainable solutions. Other than many low-lying countries like the Netherlands, Denmark, Bangladesh etc who all have a very high population density managed retreat is an option many other countries don't have. We should paly to our strength.</p> <p><b>Are there other types of vulnerable/susceptible development or activity that need to be more carefully managed in areas of risk?</b></p> <p>The level of upkeep and maintenance of Council's own assets and infrastructure (not only the provision of new infrastructure) should be a criterium for risk areas.</p> <p><b>Should the District Plan manage areas at risk of a tsunami? Yes</b></p> <p><b>Should we have specific policies and rules on groundwater, or rely on policies and rules for managing coastal flooding?</b></p> <p>Yes, specific rules are needed as CHCH is built on a flood plain; high groundwater tables is not limited to the coastal area.</p>



42169	<p><b>Do you have any feedback on the Coastal Adaptation Framework?</b></p> <p>The framework does not adequately cover the range of hard engineering options available and this is reflected in both the Guiding Principles and the list of preferred options.</p>
Phillip Ridge	<p><b>Do you have any specific feedback on the proposed guiding principles? Have we missed anything?</b></p> <p>1. 5. As interesting as what is included in the guiding principles is what is not there. As has been made very clear, CCC has no responsibility to protect private property; its priority is to protect its own assets. The financial implications of this are that CCC will be loath to undertake infrastructural capital costs that will add to debt. Understood. Financial imperatives will be a big driver in decision-making. But omitting any reference to financial implications is neither transparent nor honest.</p>
Coastal Adaptation Framework feedback	<p>SUBMISSION: That the financial implications of any option need to be fully understood by rate payers.</p> <p>2. 6. Of the seven guiding principles currently in the framework, the most contentious are the last two:</p> <p>6. Prioritize natural and nature-based options</p> <p>7. Keep managed retreat on the table.</p> <p>The framework claims that these have been lifted from DOC's Coastal Policy Statement (2010) and that by implication CCC is required to follow this. The actual policy statement reads: "The New Zealand Coastal Policy Statement (NZCPS) guides local authorities in their day to day management of the coastal environment." The key qualifiers here are "guide" and "day to day". DOC is not saying its policy statement is mandated: it is offering guidance. Similarly, we are talking about what happens in the next 30-100 years, not what's happening today.</p> <p>When we drill into the details of DOC's policy statement a more nuanced interpretation emerges:</p> <p>"Policy 27: Strategies for protecting significant existing development from coastal hazard risk</p> <p>1. In areas of significant existing development likely to be affected by coastal hazards, the range of options for reducing coastal hazard risk that should be assessed includes:</p> <p>a. promoting and identifying long-term sustainable risk reduction approaches including the relocation or removal of existing development or structures at risk;</p> <p>b. identifying the consequences of potential strategic options relative to the option of "do-nothing";</p> <p>c. recognizing that hard protection structures may be the only practical means to protect existing infrastructure of national or regional importance, to sustain the potential of built physical resources to meet the reasonably foreseeable needs of future generations;</p> <p>d. recognizing and considering the environmental and social costs of permitting hard protection structures to protect private property; and</p> <p>e. identifying and planning for transition mechanisms and timeframes for moving to more sustainable approaches.</p> <p>2. In evaluating options under (1):</p> <p>a. focus on approaches to risk management that reduce the need for hard protection structures and similar engineering interventions;</p> <p>b. take into account the nature of the coastal hazard risk and how it might change over at least a 100-year timeframe, including the expected effects of climate change; and</p> <p>c. evaluate the likely costs and benefits of any proposed coastal hazard risk reduction options.</p> <p>3. Where hard protection structures are considered to be necessary, ensure that the form and location of any structures are designed to minimize adverse effects on the coastal environment .</p> <p>4. Hard protection structures, where considered necessary to protect private assets, should not be located on public land if there is no significant public or environmental benefit in doing so."</p> <p>Nowhere here is there reference to "managed retreat" yet somehow CCC has extrapolated from the policy that managed retreat is somehow inevitable. Similarly, why has CCC omitted "hard protection structures" from their framework when hard engineering options constitute much of DOC's Policy 27? The omission appears deliberate since it conveniently fits CCC's agenda of managed retreat to limit its financial exposure. It also dishonestly misrepresents DOC's Policy Statement.</p>

	<p>SUBMISSION: That reference to managed retreat be removed from the guiding principles.</p> <p>SUBMISSION: In line with DOC's Coastal Policy Statement, an additional principle is added recognizing that hard protection structures, along with natural and nature based solutions, may be necessary to provide a practical means to protect both public and private assets.</p> <p><b>Is there anything you'd like to tell us about our proposed engagement and decision-making process?</b></p> <p>The engagement process appears to be an exercise working backwards to justify CCC's preferred option. The time between CCC consultation/presentation and the deadline for submissions is too short, and does not allow sufficient time for community boards and resident associations to consult with their constituencies.</p> <p><b>Any further comments?</b></p> <p>The Tonkin &amp; Taylor Report, detailing areas of risk, is predicated on an as-is basis as if nothing is done. Those areas of risk will change once hard engineering and natural solutions have been factored.</p> <p>SUBMISSION: That a new impact report is commissioned once the impact of hard protection structures and natural and nature-based solutions has been factored.</p> <p>SUBMISSION: That any changes to the District Plan are deferred until this new report has been completed and the community has been adequately consulted on its outcome.</p>
42173  Phillip Ridge  Issues and Options Paper for the Coastal Hazards Plan Change	<p>I don't support any of these options.</p> <p><b>Why?</b></p> <p>In line with DOC's Coastal Policy Statement (2010) -- Policy 27. Strategies for protecting significant existing development from coastal hazard risk , hard protection structures (e.g. sea walls) and nature-based options need to be included as an option. As the DOC Coastal Policy Statement states:</p> <p>1. In areas of significant existing development likely to be affected by coastal hazards, the range of options for reducing coastal hazard risk that should be assessed includes:</p> <p>a. promoting and identifying long-term sustainable risk reduction approaches including the relocation or removal of existing development or structures at risk;</p> <p>b. Identifying the consequences of potential strategic options relative to the option of “do-nothing”;</p> <p>c. recognizing that hard protection structures may be the only practical means to protect existing infrastructure of national or regional importance, to sustain the potential of built physical resources to meet the reasonably foreseeable needs of future generations;</p> <p>d. recognizing and considering the environmental and social costs of permitting hard protection structures to protect private property; and</p> <p>e. identifying and planning for transition mechanisms and timeframes for moving to more sustainable approaches.</p> <p>SUBMISSION: In line with DOC's Coastal Policy Statement, an additional option is added recognizing that hard protection structures, along with natural and nature based solutions, can provide a practical means to protect both public and private assets.</p> <p><b>Should the District Plan manage areas at risk of a tsunami?</b></p> <p>Yes, once hard engineering options have been factored.</p> <p><b>Should we have specific policies and rules on groundwater, or rely on policies and rules for managing coastal flooding?</b></p> <p>Yes, we need specific policies and rules on groundwater. Christchurch was built on a swamp and throughout its history has developed solutions to adapt to these conditions. However, more innovative approaches need to be developed including hard engineering (pumps) and nature-based solutions. For example, in the 1930s CCC offered ratepayers in the new suburb of Linwood a rebate on their rates if they planted walnut trees. The rationale: walnut trees are gross feeders and would help reduce the water table and stabilize the land. This was borne out in the 2011 earthquake where much of Linwood was TC2 land.</p> <p><b>Any other comments?</b></p> <p>The Tonkin &amp; Taylor Report, detailing areas of risk, is predicated on an as-is basis as if nothing is done. Those areas of risk will change once hard engineering and natural solutions have been factored.</p> <p>SUBMISSION: That a new impact report is commissioned once the impact of hard protection structures and natural and nature-based solutions has been factored.</p> <p>SUBMISSION: That any changes to the District Plan are deferred until this new report has been completed and the community has been adequately consulted on its outcome.</p>

Brian Sandle Submission to Christchurch City Council on

## **Coastal Adaptation Framework and Coastal Hazards District Plan Change**

From: **Coastal Adaptation Framework**  
**Prioritise natural and nature-based options**

“We will identify and prioritise natural and nature-based options wherever feasible, in preference to any hard protection options. This is in line with the New Zealand Coastal Policy Statement 2010 which recognises that natural options provide additional benefits including protecting and enhancing the natural environment and taonga, and maintaining and creating recreational assets. Examples of natural and nature-based adaptation options can be found in the Catalogue of Coastal Hazard Adaptation Options.”

From: Coastal Hazards District Plan Change

“Effectiveness in enabling people and communities to provide for their social, economic and cultural wellbeing and their health and safety Option 1 enables subdivision, land use and development in areas of risk where the effects of coastal hazards can be adequately managed. In areas of lower risk, this option provides for the ongoing use of land and development until such time that the risk emerges i.e. sea levels reach a defined point. In doing so, it enables people to provide for their social and economic well-being.”

### **Economic Analysis:**

I ask for the Framework and Plan Change to have a more detailed economic analysis. “Economic wellbeing” would seem to refer to sections being subdivided and sold. That must include being sold to people who have to move. Profit would be going to the providers of the process including the building sector. In some circumstances Three Waters investors will profit as increased services are required. I believe our government intends to borrow using Three Waters as security. So it may not want to approve one solution I suggest below.

### **Social Wellbeing analysis:**

I also ask for a “social wellbeing” analysis. That might consider an optimum population density in which people may tend their gardens, do hobbies, practice music daily and perhaps be insulated from sounds of neighbours' TVs and heat pumps. Beyond a certain density stress will occur which is claimed to be as bad for the heart as smoking, and possibly make people have to give in to extra control by authorities. And, going back to the economic analysis, such stress may feed the extremely powerful medbusiness sector. So that sector may also oppose my suggestion, I hate to say.

**Allow subdivision of rural land to 0.2 ha sections, and take 0.036% of all NZ farm land, that would be 0.00036% of NZ farmland per year when it has already been decreasing at 0.75% per year.**

“The total land area of farms in New Zealand decreased from 15,589,885 to 13,561,175 hectares (13.0 percent) **Between 2002 and 2019**” <https://www.stats.govt.nz/indicators/farm-numbers-and-size>

The CCC Coastal Hazard Assessment says “25,000 properties that could be at risk from coastal

hazards in the next 100 years, most commonly from coastal flooding.“

I calculate 25,000 0.2 hectare sections would take up 5,000 hectares.

Dairy farm area in North Canterbury is about 199,288 hectares so 5000 hectares would be 2.5% of the dairy farm area.

<http://www.siddc.org.nz/about-siddc/south-island-dairying/>

And noting that many places won't be affected as much as Christchurch.

2.5% over 100 years would be very much less annually at 0.0025% than the Minister for Environment wants to decrease dairying.

## Enhancing the natural environment.

I maintain the principle should not stop at the coastal area but also apply to the new housing areas.

A 0.2 hectare section should be required to have 0.1 hectare in indigenous NZ trees/vegetation, vastly improving natural environment on dairying as it is today. It could have a two or three storey house which would not take a great deal of the remaining 0.1 hectare

## Facility considerations

\*The bush and house would provide shade and shelter from drying winds so conserving water.

\*Wastewater could be pumped at pressure through cheaply reticulated narrow piping to local treatment facilities and back to bush areas.

\*more solar power per house would be available than in a high rise urban setting with shading,

\*many internet facilities are already provided through wireless, so phone cabling would not be required,

\*Sections could be 3 deep for example alongside existing rural roads. If the frontage were 20 metres then three houses on each side of a road could require 83 km of existing roads or 5 km each of 16 roads out of Christchurch,

\*CO2 budget economical transport could be afforded by ride sharing co-ordinated by existing cellphone technology goCarma.com a sort of non-profit form of Uber.

## Disadvantages

I have tried to introduce these ideas years ago in the Greater Christchurch Urban Densification Strategy, and later Regional Plan considerations. A comment from a senior ECAN planner had been that new technology could not be taken into account. There may also be economic disadvantages to certain sectors or government as I have said above.

I hope some of these ideas may be canvassed if CCC joins with other councils to oppose Three Waters. Property market may change: consider offering only to people losing land.

The advantage my way would provide in terms of earthquake and pandemic resilience could be seen as a cost to the business sector, and may not fit into Agenda 2021 and Agenda 2030.

Thanks from Brian Sandle



Submission 44229

Avon-Heathcote Estuary Ihutai Trust

<http://www.estuary.org.nz/>



Christchurch City Council

Estuary Trust Submission: Coastal Adaptation Framework

The Avon Heathcote Estuary Ihutai Trust

1. The Avon Heathcote Estuary Ihutai Trust (AHEIT, The Estuary Trust) is a charitable society registered in 2003. It was formed as a result of community requests over many years for the formation of an organisation that included committed representation from statutory bodies, tangata whenua and other agencies.

2. The vision of the Trust is

Communities working together for  
Clean Water  
Open Space  
Safe Recreation, and  
Healthy Ecosystems that we can all enjoy and respect

*Toi tū te taonga ā iwi  
Toi tū te taonga ā Tāne  
Toi tū te taonga ā Tangaroa  
Toi tū te iwi*

3. Further details about the Trust, its Constitution, the Memorandum of Understanding between the Christchurch City Council, Environment Canterbury and the Trust, and the Trust's Estuary Management Plan, please visit our website at [www.estuary.org.nz](http://www.estuary.org.nz)



Kit Doudney  
Chairperson, AHEIT  
[info@estuary.org.nz](mailto:info@estuary.org.nz)

Avon Heathcote Estuary Ihutai Trust Board's Submission  
Coastal Adaptation Framework - 6<sup>th</sup> December 2021

The Estuary Trust agrees that planning for the future is vital.

We also agree:

- That the proposed planning involves communities, Rūnanga and Council working together for the best possible sustainable outcomes.
- The proposed planning involves research on options and adaptation pathways for addressing hazards.
- The staggered approach is best.
- The main risks are coastal flooding, erosion and rising groundwater.

#### **Within the Framework**

We have two requests to put forward:

1. Under the “draft guiding principles”, page 10, Section 2 “Develop local plans for local communities and environment”; “the proposed planning will address all risks and vulnerabilities of each Adaptation Area”. With regard to the Estuary’s risks and vulnerabilities, we request that an Estuary Environmental Management Plan be included in the overall Adaptation Framework.

Coastal inundation is primarily caused by severe weather events along the coast, with impacts on estuaries and adjoining rivers. Storm events create wave run-up, landward migration and severe loss of feeding grounds and habitat for wildlife. Because of this, planning must identify and assess the risks to all estuarine species and provide an environmental planning framework to sit within or along-side the present proposed Coastal Adaptation Framework.

2. That the Avon Heathcote Estuary Ihutai Trust be included in the local Coastal Panel – for community planning processes for our Adaptation Area.

Thank you for this opportunity.





**SUBMISSION 44242**

**Submission to CCC – Coastal Adaptation Framework and District Plan**

My name is David East, I have qualified for a BSc (Canterbury University) majoring in Geography and Geology with a component of my degree in Coastal Studies and Fluvial processes. I have lived in the Coastal – Burwood Ward all my life and as the addendum to the signatory below indicates, I have had significant involvement in a number of community groups and believe I can comment on the subject matter with significant relevance

At the risk of being labelled a Climate change denier, I wish to state that I acknowledge Sea Level Rise and significant changes in weather and climate; however I may differ in the reasoning for such phenomenon

The Christchurch City Council is obliged to review the Natural Hazards Chapter of the District Plan although it is well known now that this Plan will be super ceded by a Regional Plan. My submission is not against the need for an update but rather the process by which this is developed (and has been carried out to date).

The very mention of the words “Christchurch City Council” in the Eastern Suburbs is usually received with a huge amount of distrust and derision following years of apathy toward the area and procrastination in many activities. To quote the SSRA submission:

“Southshore has been mercilessly spotlighted, over analysed, over consulted and at times over regulated”

This descriptive applies to the other coastal suburbs as well. Residents are tired of consultation and are resistant to the submissions process, as time and time again, little changes from the draft proposal. It is a common notion that the Chapter has already been written and consultation is a process of working backward to achieve the desired result. The whole process appears to be a tick box exercise to satisfy the requirements to consult prescribed in the Local Government Act 2002 and amendments

**Coastal Adaptation Framework**

- I request that there is a pause in the Coastal Adaptation Framework Process for the following reasons.
- All information for adaptation and planning is based on the T & T report- individuals and the community have had no opportunity to ask questions, discuss and feedback on any issues regarding this report.
- There is an attitude that we are the experts and “how dare you question our methodology”.
- I am reminded of a quote often used by a former colleague – Peter Beck  
“The wisdom of the people far exceed the knowledge of the experts”
- The place of extreme RPC scenarios 8.5 & 8.5+ in the CHA process. Given their now Internationally recognised low probability and relevance, their use is now questionable
- CCRU requests to participate in Coastal Adaptation Framework panels have been denied.

- CCRU requests for minutes of the proceeding of these meetings have also been denied
- Recent emails to CCRU expressing concern about ongoing requests for information and indicating ““...no longer be able to offer you dedicated time with internal and external subject matter experts on the CHA methodology.....” – a sad indictment of lack of adherence to Guiding Principle 4
- The Tonkin & Taylor report has had a rolling Peer Review, but I am concerned that there is a “perceived conflict interest in this process.

- **Guiding Principles.**

**“From Principles flow Policy, and from Policy comes actions and regulations – Everything flows from the guiding Principles”**

From the outset, the guiding Principles were selected with input from Papatipu Runanga and Ecan but notably without any community input. I request this process be reviewed – **this reinforces the request for a pause.**

- **Uphold the Treaty of Waitangi** – support (with some reservation)
- **Develop local plans for local communities and environments**  
I support localised plans in principle but it is unclear where boundary lines will be drawn and if each locality will be treated fairly and equitably – there is not enough detail. It is also unclear whether each locality will be guided by science that is locality-specific and has been tested against the reality of that locality.
- **Focus on public assets that contribute to health, safety and well-being of communities**  
It is artificial to consider public assets in isolation; there is a duty of care to the community as a whole, including private assets, to support social and economic wellbeing. There is also a lack of equity between those areas that have already had protections and those that have not
- **Be flexible and responsive**  
I support the general tenor, but am concerned that this will not happen in practice. CCC needs to show good faith about the engagement process and build back trust. CCC needs to show openness and transparency and ask more open – ended questions of our community regarding what the guiding principles should be, from the outset, rather than internally developing 7 principles without community input
- **Recognise intergenerational equity issues**  
It is not entirely desirable to unduly burden future generations, equally we also do not want to act so conservatively that this generation is prematurely and disproportionately affected, only to find out in the future that the modelling based on worst case scenarios may be inaccurate.
- **Prioritise natural and nature based options**  
NZCPS directs Councils to discourage hard protection structures and promote the use of alternatives. It also notes that hard structures can be used if **considered necessary**. CCC appears to have ruled out Hard Structures completely without any consideration. The principle also needs to include recognition that hard protection structures may be the only practical means to protect existing infrastructure.
- **Keep Managed retreat on the table**  
This is not a principle and should be removed

CCC has listed 5 ways to adapt to coastal hazards of which retreat is only one. It is inappropriate to list only one of the adaptive options. CCC claims that Guiding Principles 6 and 7 have been mandated by NZCPS – this needs further clarification. NZCPS states that managed retreat should be considered a risk reduction response **along with other options** and this is the position CCC should take.

Including this as a principle elevates tension and creates undue stress and uncertainty for the community.

### Coastal Panel

I support the need for experts appointed by the community being part of this group on a 50/50 basis

### District Plan Change

- I request a pause in this process as the community has not had the opportunity and time to review, analyse, challenge, absorb and understand the data and studies which inform the four options.
- The Four options are predicated on the Guiding Principles being agreed upon. “From Principles flows policy and from policy come actions and regulations. Everything flows from the Guiding principles”
- As such the options, possible innovative development and consideration of vulnerable / susceptible development cannot be considered until the Guiding principles are agreed, technical papers are adequately assessed, modelling and mapping are agreed by all. For those reasons I am unable to select any of the options and consider that there may be more or hybrid options.
- Tonkin and Taylor clearly state they did not intend the hazard maps would be used for District Plan planning and overlay purposes. Clearly they should not be used to inform any part of the plan change until this matter is resolved.
- I request, that for openness and transparency, it would be helpful if the terms of reference (or Brief) given to consultants was made available to interested groups.
- “To account for climate change and impact of sea level rise, Jacobs and Council staff selected 60cm of sea level rise by 2080 and 1.2m sea level rise by 2130 as the most appropriate to apply to both erosion and coastal flooding hazard scenarios.” These bench marks are over precautionary levels and may restrict development prematurely.
- I request that the selection of this level of projected risk ( Based on RCP 8.5 and 8.5+ ) be reviewed, given the level of uncertainty that now prevails on these predictions
- I am adamant that modelling needs to include scenarios from Hard Engineering solutions as well as from Natural defences.
- 
- Modelling needs to be tested against the realities of what is actually happening in our coastal environment. CCC need to monitor actual sea level rise, sand accretion and flood events in

local communities for a 10 -15 year and then review this hard data against current modelling predictions and assumptions– **this in my opinion is Adaptive Management.**

- It is vital that this data is vigorously tested before being used to establish policies and rules for future development.
- I request that peer review(s) are undertaken prior to the notification of any future plan change. Reviews and subsequent peer reviews need to be an open, absolutely completely independent and transparent process so trust between the Council and our community can be restored. Until this happens, informed decision on the four options proposed in the Issues and Options Discussion Paper cannot be made
- It is important that the district plan is not so prohibitive or restrictive that no development in our coastal communities occurs, only to find out that in 2080 the sea level has not risen to anywhere near 60cm.

Such an approach potentially places a financial burden on coastal residents now and affects the social and economic wellbeing of coastal communities.

- Our community needs adequate time to fully consider and digest all the information. The outcomes will effectively have major implications to their lives, livelihood, family, community, suburb and the city as a whole. It is important to get this right. Covid restrictions and the pending Christmas break are further impediments to a good result.

I wish to note:

- I support the submission of CCRU
- I support the submission of the North Beach Residents Association
- I support the submission of the Southshore Residents Association

I wish to speak to my submission

Kind regards

David East

City Councillor Coastal Ward (& Burwood Pegasus) – 6 years

Community Board Member 15 years

Life Member – North Beach Surf Life Saving Club

Life Member – Surf Life Saving Canterbury

Life Member – Surf Life Saving NZ

Member & Treasurer CCRU

Member & Treasurer – New Brighton Pier, Foreshore & Promotion Society Inc

Member, Past President & Treasurer - North Beach Residents Association

Chairman – Wainoni – Avonside Community Services Trust