Resource Management Act 1991

Canterbury Regional Council

Decision of Dr Philip Burge (CRC Principal Consents Advisor)

Applications by BP Oli New Zealand Limited ("the applicant") to:

Canterbury Regional Council for:

A discharge permit (s15(1)(b)) to passively discharge contaminants to land where they may enter water

The Applications

- 1. The application to the Canterbury Regional Council is for a:
 - Discharge permit CRC214679 to passively discharge contaminants to groundwater at 435 Innes Road, Mairehau, Christchurch
- 2. A consent duration of 35 years is sought.
- 3. This application is for a new consent for the passive discharge of contaminants of hydrocarbon-based contaminants remaining in subsurface soils and groundwater following the removal of hydrocarbon-contaminated soils as part of re-tanking works in 2011. BP Oil New Zealand Limited has proposed a groundwater quality monitoring regime, as detailed in the proposed Compliance Monitoring Plan, to monitor the hydrocarbon plume and to confirm the effectiveness of the natural attenuation processes that are assumed to occur.
- 4. The application was limited notified to the Christchurch City Council (CCC) on the 18 November 2021.
- 5. The CCC made a submission on the application in support subject to inclusion of specific conditions to address their concerns. At the time of submission, the CCC wished to be heard, but after further discussions with the applicant to agree conditions, withdrew their request to be heard in regard to their submission.
- 6. The Canterbury Regional Council (CRC) has delegated to me (in my role as a Principal Consents Advisor and a member of the council's Resource Managers Officers Group (RMOG)), the authority to decide whether an application should be granted if that application has been limited notified but where there are no submitters to be heard.
- 7. To assist in making this decision, a Section 42A Officer's report has been prepared by Mr Rhett Klopper. His report describes the details associated with the application, an assessment of the effects associated with the activity requiring consent and makes recommendations regarding whether the application should be granted or refused. The report also recommends conditions to be included on the consent, should the application be granted.
- 8. Where appropriate, I have adopted Mr Klopper's report as per s113(3)(b) of the RMA rather than repeating information, and this decision should therefore be read in conjunction with the recommendations in that report (CRC Content Manager records document C22C/195872).

Summary of Application and Description of the Receiving Environment

9. Mr Klopper has provided a detailed summary of the proposal (paragraphs 20 - 31) and a description of the environment (paragraphs 32 - 34), in his s42A officer's report. Rather than repeat those matters, I adopt them as part of this decision.

Legal and Planning Matters

10. Mr Klopper provides an assessment of the legal status of the application (paragraphs 43 - 60). I agree with Mr Klopper's assessment that the discharge should be classified as a "discretionary" activity under Rule 5.188 of the Canterbury Land and Water Regional Plan (LWRP). I am unlimited in my discretion.

Submissions

- 11. As noted above, a submission was received from the CCC in support of the application. This is helpfully summarised by Mr Klopper and I will not repeat that submission here. I note that the CCC subsequently withdrew their right to be heard based on a suite of conditions agreed with the applicant (paragraph 66 of the s42A report).
- 12. As such, there are no submitters to be heard and this application can be decided 'on the papers'.

Substantive Decision

- 13. Mr Klopper has provided a recommendation on whether to grant or refuse consent in his s42A report. This recommendation includes discussion of Part 2 of the RMA, and those matters in s104, s104C, s105 and s107 which must be considered in making this decision.
- 14. For clarity, I have outlined my consideration of these matters below.

Consideration of the Application (s104 RMA)

15. Section 104(1) of the Resource Management Act 1991 (RMA) requires, subject to Part 2, decision makers to have regard to several matters.

Assessment of Actual and Potential Effects (s104(1)(a) and s104(1)(ab) RMA)

- 16. Section 104(1)(a) of the Resource Management Act 1991 requires decision makers to have regard to any actual and potential effects on the environment of allowing an activity.
- 17. Mr Klopper helpfully provides a discussion of the actual and potential effects that could arise from the activity, in paragraphs 74 154 of his s42A report. These effects include:
 - a. Adverse effects on Groundwater Quality
 - b. Adverse Effects on Surface Water Quality and Aquatic Ecology
 - c. Adverse Effects on Site and Road Reserve
 - d. Adverse Effects on Drinking Water Supplies
 - e. Adverse Effects on Human Health and Sensitive Receptors
 - f. Adverse Effects on Cultural Values
- 18. I am also required (per s104(1)(ab) RMA) to have regard to any measure proposed or agreed to by the applicant for the purpose of ensuring positive adverse effects on the environment or offset or compensate for any adverse effects on the environment of allowing the activity. Mr

- Klopper addresses the compensation proposed by the applicant in paragraph 155 of his s42A report.
- 19. I am satisfied that the relevant effects have been had regard to, and I adopt the detailed summary and consideration of these effects provided by Mr Klopper, including the review by technical experts. He concludes that the adverse effects of the proposal are acceptable, subject to the mitigation measures recommended in his report being imposed as conditions of consent, should it be granted.
- 20. In summary, I consider that while the granting of this consent could result in adverse effects, these effects are likely to be acceptable, provided the mitigation and compensation measures proposed by the applicant, and recommended by Mr Klopper, are complied with.

Provisions of relevant documents (s104(1)(b))

- 21. Mr Klopper has also provided a view on the relevant objectives and policies of those documents specified in s104(1)(b) and other relevant matters (s104(1)(c) in paragraphs 158 200 of his s42A report.
- 22. I thank Mr Klopper for this discussion and adopt it as part of this decision. I agree with his conclusions that the proposed activity is largely consistent with all of the policies in the relevant planning documents.

Other Relevant Matters (s104(1)(c))

- 23. Mr Klopper considered the Mahaanui Iwi Management Plan and Canterbury Water Management Strategy as other matters that are relevant to the consideration of this application. He has discussed the Mahaanui Iwi Management Plan in paragraphs 202 207 and the Canterbury Water Management Strategy in paragraph 208.
- 24. I agree with Mr Klopper's conclusions in regard to these matters and adopt his discussion as part of this decision.

Matters relevant to certain applications (s105 RMA)

- 25. As an application for a discharge permit, I must, pursuant to s105(1) RMA also have regard to:
 - a. The nature of the discharge and the sensitivity of the receiving environment to adverse effects;
 - b. The applicant's reasons for the proposed choice; and
 - c. Any possible alternative methods of discharge, including discharge into any other receiving environment.
- 26. I agree with Mr Klopper that there are no other alternatives to address this passive discharge, and that the effects of the activity will be acceptable subject to compliance with conditions.

Part 2 Assessment

27. In having regard to the matters specified in s104(1) and s105 (as this is an application for a discharge permit) I recognise that that consideration is "subject to Part 2". I note that the Court of Appeal considered what "subject to Part 2" means in *R J Davidson Family Trust v Marlborough District Council [2018] NZCA 316, [2018] 3 NZLR 283*.

28. Mr Klopper has provided a discussion of that case in paragraphs 70 – 72, and I note that I must consider whether it is necessary to resort to "part 2" to determine this application. Having considered the relevant planning documents, I consider that they are appropriately prepared to give effect to Part 2, and that there is no need to resort to Part 2 to determine this application.

Determination of the application (section 104B RMA)

- 29. Section 104B of the RMA states that, after considering an application for a discretionary (or non-complying) activity, the consent authority may grant or refuse consent and, if it grants consent, may impose conditions under s108.
- 30. I also note, per s104(3)(c)(i) and s107(1) RMA, that I may not grant consent for a discharge of contaminants into water, or onto or into land if, after reasonable mixing, the discharge is likely to give rise in the receiving waters, to:
 - a. The production of conspicuous oil or grease films, scums, foams, floatable or suspended material:
 - b. Any conspicuous change in the colour or visual clarity:
 - c. Any emission of objectionable odour:
 - d. The rendering of fresh water unsuitable for consumption by farm animals:
 - e. Any significant adverse effects on aquatic life.
- 31. I consider that the discharge will not give effect to those matters specified in s107(1) and therefore may be granted.

Conditions (s108 RMA)

32. Section 108 allows conditions to be imposed on a consent. Mr Klopper has recommended a suite of conditions that should be included as part of the consent, should it be granted. These conditions have been agreed to by the Applicant (CRC Content Manager C22C/195807).

Duration (123 RMA)

- 33. The applicant has requested a duration of 35 years for the resource consent application.
- 34. Mr Klopper has recommended a duration of 15 years and provided reasons for his recommendation in paragraphs 227 229 of his s42A report.
- 35. I agree with Mr Klopper's reasoning and adopt it as part of this decision.

Decision

- 36. In summary, I have, subject to Part 2, had regard to the matters in sections 104(1) and s105 of the RMA.
- 37. I do not consider that granting of this application will give rise to any of the matters in s107 of the RMA (after reasonable mixing).
- 38. On the basis of the evidence before me, and the conditions proposed by Mr Klopper and agreed to by the applicant, I am satisfied that the application achieves the purpose of the RMA and can be granted subject to the imposition of the conditions and duration recommended by Mr Klopper.

- 39. It is therefore my decision, under delegated authority on behalf of the Canterbury Regional Council, to **GRANT** BP Oil New Zealand Limited the following resource consent:
 - I. CRC214679 To passively discharge contaminants to land where they may enter water subject to conditions and duration set out in Appendix 1.

Dated at Christchurch this 22nd of September 2022

Dr Philip Burge

Principal Consents Advisor

(Resource Managers Officers Group)

CRC214679 – To passively discharge contaminants to land where they may enter water

Consent Holder - BP Oil New Zealand Limited

Consent Duration – 15 years

	LIMITS				
1	The discharge must only be petroleum hydrocarbons and associated contaminants arising from hydrocarbon-contaminated soils at or about map reference NZTM 1571110 mE, 5183860 mN, within the site at 435 Innes Road, Mairehau, Christchurch, legally described as Lots 4,5 DP 18127 and shown on the attached Plan CRC214679A, which forms part of this resource consent.				
	COMPLIANCE MANAGEMENT PLAN				
2	Monitoring of the natural attenuation of petroleum hydrocarbons at the site defined in Condition (1) must occur in accordance with a Compliance Monitoring Plan (CMP) prepared in accordance with the Ministry for the Environment Guidelines for Assessing and Managing Petroleum Hydrocarbon Sites in New Zealand 1999 (revised 2011), or any subsequent variations of that document. The purpose of the CMP is to confirm that natural attenuation of petroleum hydrocarbon contamination is occurring, and to assist the consent holder in meeting the groundwater monitoring requirements of this resource consent. The CMP must give effect to the conditions of this resource consent.				
3	 a. Within three months of the commencement of this resource consent, an updated CMP must be submitted to the Canterbury Regional Council, Attention: Regional Leader – Compliance Monitoring (via ECInfo@ecan.govt.nz) and the Canterbury Regional Council, Attention: Team Leader – Contaminated Sites (via Contaminated.Land@ecan.govt.nz) for certification that it complies with the conditions of this resource consent and contains the information required under Condition (4). b. The groundwater monitoring as required by Conditions (6) to (13) of this resource consent must not commence until certification in writing has been received from the Canterbury Regional Council. c. A copy of the CMP and any CMP amended in accordance with Condition (5) must be provided to the owners and occupiers of the site. 				
4	 The CMP required under Condition (2) must include, at a minimum: a. Details of the site and responsible parties, including the owner, occupier and party undertaking the monitoring, including their contact details; b. A description of the discharge; c. A description of the monitoring strategy, including the monitoring methodology, and identification of groundwater monitoring wells used for sampling and analysis and monitoring of the petroleum hydrocarbon plume. These groundwater monitoring wells must include MW01, MW02, MW03, MW04, MW05, MW06, MW07, MW08, and MW09 as shown on the attached Plan CRC214679 or any replacement wells installed under condition (17); d. Specification of the sampling methodology and analytical procedures, as well as monitoring parameters, trigger values and sampling frequency; and 				

	The methods to be employed to ensure compliance with the conditions of this resource consent.
5	 a. The CMP may be reviewed and amended at any time to ensure that the document remains relevant and applicable to the site conditions and monitoring requirements. Any amendments must be: i. To reflect circumstances which may require modification of the CMP; or ii. For the purpose of improving the efficacy of the CMP; or iii. To ensure consistency with the conditions of this resource consent. b. Any amendments to the CMP must be submitted in writing to the Canterbury Regional Council, Attention: Regional Leader – Compliance Monitoring (via ECInfo@ecan.govt.nz) and the Canterbury Regional Council, Attention: Team Leader – Contaminated Sites (via ContaminatedLand@ecan.govt.nz) for certification prior to any amendment being implemented.
	GROUNDWATER MONITORING
6	Groundwater monitoring must occur in accordance Conditions (7) to (13) of this resource consent and as detailed in the CMP for each monitoring well listed under Condition (4)(c). Should the provisions of the CMP and the conditions of this consent be in conflict, the consent conditions must prevail.
7	Groundwater monitoring must occur at the following frequencies: a. Within one year following the commencement of this resource consent during the winter months; b. After the first round of groundwater monitoring under (a): i. Once every year during the winter months if there is no exceedance of the criteria specified in Condition (11) for a minimum of five consecutive groundwater monitoring events; ii. Following any exceedance of the criteria specified in Condition (11), six-monthly monitoring of the well with the exceedance, and once per year for all other wells, until such time that the contaminant concentrations in the well with the exceedance dropped below the criteria specified in Condition (11), at which point annual monitoring as detailed under (i) must recommence; and iii. At least once every five years for the remainder of the duration of this resource consent unless the criteria under (i) or (ii) apply.
8	Groundwater monitoring for each monitoring well must be undertaken by a Suitably Qualified and Experienced Person (SQEP) and must include: a. A measurement of the depth to groundwater; b. A record of any odour detected in the well; c. Headspace reading with photo-ionisation detector; d. A check for light non-aqueous phase liquid (LNAPL); e. If LNAPL is detected in accordance with (d): i. The thickness of LNAPL must be measured; and ii. Any LNAPL greater than five millimetres in thickness must be removed; and f. A groundwater sample taken from each monitoring well listed under Condition (4)(c) or any replacement wells as per Conditions (16) and (17).
	Advice Note: For the purpose of this condition, a SQEP is a person who has:

	 a. At least a tertiary science or engineering qualification that required the equivalent of at least one-year full time study; and b. At least five years of applicable field experience; or c. Been trained and overseen by a competent third party whose qualification meet the criteria set out in (a) and (b). 			
9	 a. The samples taken in accordance with Condition (8)(f) must be provided for analysis within 24 hours of the samples being taken to a laboratory that holds International Accreditation New Zealand (IANZ) for the analysis method or otherwise specifically approved by the Canterbury Regional Council, Attention: Regional Leader – Compliance Monitoring. b. The Consent Holder must request from the laboratory that sampling results be sent directly to Canterbury Regional Council, ComplianceWaterQuality@ecan.govt.nz, within 24 hours of analysis results being available. 			
Samples taken from the groundwater monitoring wells under Condition				
	be analysed for:			
	a. Total Petroleum Hydrocarbons (TPH);			
	b. Benzene; c. Toluene;			
	d. Ethylbenzene;			
	e. Xylenes; and			
	f. Naphthalene.			
11	If the results of the sampling indicate that any of the following criteria are met, the			
	actions outlined in Condition (12) must be undertaken:			
	 a. LNAPL is detected in a bore where it has previously not been detected, or where the previous three years of monitoring data indicates only dissolved phase contaminants in a well that historically contained LNAPL; or b. For wells MW03, MW05 and MW06 or as amended in the CMP and approved by the Canterbury Regional Council under Condition (5), a 50 percent increase in the contaminant concentration from the most recent three-year rolling mean result at that location and which exceeds 50% of the Maximum Acceptable Value (MAV) of Contaminants in the New Zealand Drinking Water Standards (Revised 2018); or c. For wells MW01, MW02, MW04, MW07, MW08, MW09 or as amended in the CMP and approved by the Canterbury Regional Council under Condition (5), any of the following analyte specific triggers are exceeded: i. Benzene – 0.004 mg/l ii. Toluene, ethylbenzene and xylenes – 20% MAV iii. Polycyclic Aromatic Hydrocarbons – 20% MAV 			
12	In addition to the further monitoring required under condition (7)(b)(ii), the following actions must be taken if one of the criteria in Condition (11) are met: a. The Canterbury Regional Council, Attention: Regional Leader – Compliance Monitoring must be notified within five working days of the receipt of the sampling results (via ECInfo@ecan.govt.nz, or any updated			
	contact address); b. A meeting shall be requested with the Canterbury Regional Council, Attention Regional Leader – Compliance Monitoring within 10 days of receipt of the sampling results. The meeting shall be to discuss the exceedances identified in accordance with condition (11) and to agree on any necessary mitigation, other actions and the timeframes for implementation.			
	c. The mitigation measures and actions determined in accordance with condition (12)(b) shall be implemented by the consent holder within the agreed upon timeframe.			
	d. The report required under Condition (18) must also include:			

An appraisal of the existing/current conceptual site model for the site to review if it is still applicable and relevant; ii. An assessment of the effects (qualitative risk assessment) of the environmental exceedances: iii. Details of any additional investigation required; and iv. Any measures agreed between the consent holder and the Canterbury Regional Council taken to reduce the contaminant concentrations to below the trigger values in under Condition (11)(c). e. Any additional investigative work required under (b) must be undertaken within 180 days following the receipt of the sampling results. Advice Note: The additional requirements under (b)(i) to (iv) are not required if the trigger value exceedances reported are continued at the same or lesser values from the previous sampling event and an assessment has already been done for the relevant location. 13 In addition to Condition (9)(b), the Consent Holder must provide the analysis results directly to the following entities of the Canterbury Regional Council within 10 working days of receipt of results: The Regional Leader - Compliance Monitoring (via ECInfo@ecan.govt.nz); and ComplianceWaterQuality@ecan.govt.nz; b. The data must be provided in a format suitable for electronic upload to the Canterbury Regional Council's water quality database, using the identifier 'CRC214679' and the relevant monitoring bore numbers for the sample names. Advice note: A guidance document will accompany this condition to assist you with providing electronic data (Schedule CRC214679). For further questions, please contact your assigned Resource Management Officer. 14 Monitoring may cease at individual monitoring wells, as identified in Condition (4)(c)(i) and(ii), when the following conditions are met: a. No LNAPL is detected for at least five consecutive groundwater monitoring rounds, or following five years with at least five consecutive monitoring rounds, whichever is the greater; and b. Analysis results show no exceedances of values for the contaminants specified in Table A for at least five consecutive groundwater monitoring rounds or following five years with at least five consecutive monitoring rounds, whichever is the greater; and c. The written request shall be submitted to the Canterbury Regional Council, Attention: Regional Leader - Compliance Monitoring, the request shall include a report authored by a Suitably Qualified and Experienced Person that confirms the above criteria have been met and recommends changes to the monitoring frequency. No changes to the monitoring frequency shall be undertaken until written confirmation from Environment Canterbury has been received. Table A Concentration Contaminant (milligrams per litre) Benzene 0.005 Toluene 0.4

	Ethylbenzene	0.15			
	Xylenes	0.3			
	Note: Values are 50% of the Maximum Acceptable Values of contaminants in the New Zealand Drinking Water Standards (Revised 2018).				
	Advice Note: For the avoidance of doubt, when considering the observations and analysis results of the five consecutive groundwater monitoring rounds under this condition, data that has already been obtained prior to the commencement of this resource consent may be considered.				
15	Any LNAPL removed in accordance with Condition (8) must be disposed of at a facility suitably licenced and authorised to receive such material.				
16	Should any wells required for groundwater sampling, as identified in Condition (4)(c), be damaged, destroyed or lost the consent holder must: a. Notify the Canterbury Regional Council, Attention: Regional Leader – Compliance Monitoring within 30 days of the discovery; and b. Within 180 days following the notification of the Canterbury Regional Council complete any works as agreed to with the Canterbury Regional Council, Attention: Regional Leader – Compliance Monitoring. Works must include: i. An assessment of the remaining monitoring network to assess whether it is still sufficient to achieve the objectives of the monitoring programme; ii. The installation of replacement well(s) if it is deemed by the Canterbury Regional Council that the remaining monitoring network is insufficient to achieve the objectives of the monitoring programme; and/or iii. Further groundwater contamination characterisation.				
17	Any new monitoring wells installed under this condition must: a. Have a location agreed by the Canterbury Regional Cou- Regional Leader – Compliance Monitoring; b. Have a secure well-head to prevent the ingress of rainw runoff; and c. All records, including bore-logs and installation methodo provided to the Canterbury Regional Council, Attention: Compliance Monitoring (via ECInfo@ecan.govt.nz).	ater or surface			
	REPORTING				
18	 a. A report must be provided to the Canterbury Regional C Regional Leader – Compliance Monitoring each year who monitoring occurs as required under Condition (6). b. In addition to the annual reporting required under (a), six must occur in the event of triggering the six-monthly more requirements under Condition (7)(b)(ii) of this resource exceedances have ceased, annual reporting under (a) reporting under (a) reporting under (b) 	nen groundwater x-monthly reporting nitoring consent. When			

All reporting must occur in accordance with Condition (19) of this resource consent. 19 Reports prepared in accordance with Condition (18) must be certified by a professional who meets the definition of a 'Suitably Qualified and Experienced Practitioner' (SQEP) as defined in the New Zealand Contaminated Land Management Guidelines Number 5 (revised 2021), and include: a. The method of sampling or measurement and any variation to previous monitoring rounds; b. Date of the inspections, sampling and gauging; c. Groundwater levels, LNAPL thickness (where present) and any records of any LNAPL removed in accordance with Condition (8) and Condition (15) d. An interpreted piezometric contour plan; e. A comparison of the results with previous sampling and gauging results: Interpretation of data trends, evaluation of natural attenuation of the petroleum hydrocarbon impacts and assessment against the prescribed trigger values in condition (11) and the concentrations identified in Table B; g. Any changes in site activities/land-use that may affect the levels of contaminants in the soil or groundwater; h. Any reporting requirements under Condition (16)(b), if required; Any measures that have been taken to reduce the contaminant plume; and An updated site specific risk assessment and conceptual site model; and Recommendations for changes to the monitoring programme on the basis of the results. k. Where the six-monthly reporting is required, that report must include an explanation of any exceedances of trigger values. Table B Concentration Contaminant (milligrams per litre) Benzene 0.005 0.4 Toluene Ethylbenzene 0.15 0.3 **Xylenes** Note: Values are 50% of the Maximum Acceptable Values of Contaminants in the New Zealand Drinking Water Standards (Revised 2018) MANAGEMENT OF RISK TO WATER SUPPLY INFRASTRUCTURE 20 The consent holder shall: a. Apply to the Christchurch City Council to abandon the section of HDPE pipe along Innes Road and relocate the water meter, as shown in Plan CRC214679B. Any new lateral pipework shall use PE-Al-PE pipe from the connection and an RPZ (backflow prevention device) shall be installed on the subject property. b. Compensate Christchurch City Council for the repair of any damage to Council's infrastructure directly arising from contact with the hydrocarbons in soil or groundwater that were released from the bp fuel storage system that was removed in 2011. This may include, but not limited to, costs associated with the management and removal of hydrocarbon impacted soils and water where management and removal is deemed necessary in accordance with current best practice guidelines for the management of contaminated land.

	c. Notify the Christchurch City Council if hydrocarbons are detected above laboratory detection limits in MW08 or MW09.				
	ADMINISTRATION				
21	The Canterbury Regional Council may, on the last five working day of May or November each year, serve notice of its intention to review the conditions of this consent for the purposes of: a. Dealing with any adverse effects on the environment which may arise from the exercise of this resource consent; or b. Requiring the adoption of the best practicable option to remove or reduce any adverse effect on the environment; or c. Achieving consistency with any updates to, or replacement of, the Drinking-water Standards for New Zealand 2005 (Revised 2018); or d. Requiring the consent holder to carry out monitoring and reporting instead of, or in addition to, that required by the resource consent.				
22	If this resource consent is not exercised before 31 October 2027, it must lapse in accordance with Section 125 of the Resource Management Act 1991. **Advice Note: 'Exercised' is defined as implementing any requirements to operate this consent and undertaking the activity as described in these conditions and/or application documents.				