## Proposed Natural Resources Plan:

Submitter:

**GBC** Winstone

Submitter Number:

**S66** 

Form 5: Submission on the Proposed Natural Resources Plan for the Wellington Region This is a submission on the Proposed Natural Resources Plan for the Wellington Region pursuant to Clause 6 of Schedule 1, Resource Management Act 1991



To:

Freepost 3156

Wellington Regional Council

PO Box 11646 Wellington 6142 Or email:

regionalplan@gw.govt.nz

Your details						
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Organisation name: (If applicable)	P O Box 17 195	P O Box 17 195, Greenlane, Auckland 1546				
Address for Service:	lan Planning and Researd	ch Ltd				
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We will send you upda	council has a prefe ates on the process	erence for providing information abo s, information and provide you with we communication via email.				
Trade competitio	n					
I/we could not ga	ain an advantage i	in trade competition through this su	ıbmission. [Go straight to	Your Submission]		
<ul><li>I/we could gain an advantage in trade competition through this submission.</li><li>If you could gain an advantage please complete one of the following:</li></ul>						
		d by an effect of the subject matter of relate to trade competition or the				
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## Your submission

In late 2014, Golden Bay Cement and Winstone Aggregates integrated to become GBC Winstone, New Zealand's largest supplier of cement and aggregates. GBC Winstone remains a business unit of Fletcher Concrete and Infrastructure Limited. The merger of GBC Winstone brings together New Zealand's largest cement manufacturer with New Zealand's largest manufacturer and distributor of aggregates and sand to roading, ready mixed concrete, concrete product manufacturers and to building, construction and civil engineering customers. It also runs cleanfill operations.

Within the Wellington Region, GBC Winstone has operations at Belmont, Dry Creek (Haywards), Otaki, Petone, Waikanae and Wainuiomata, as well as a significant bulk cement storage and distribution centre at Aotea Quay, Wellington Port.

Such activities provide essential supplies and services for the economic growth and wellbeing of the Region's communities.

The point-by-point submissions below largely seek to address the complete policy gap in the documentation relating to aggregate supplies and the activity of cleanfilling, both of which will require numerous regional consents (reconsenting and additional consents) for existing and future activities to meet the region's needs. For a range or reasons, many of these activities appear to have become non-complying activities in the Proposed Natural Resources Plan (the Proposed Plan). In the absence of policy recognition of the fundamental importance of such activities to communities for their social and economic wellbeing, it will be difficult for providers to meet the region's needs for such resources at reasonable cost, with flow-on effects into the sustainable management of the Region's physical resources.

The specific provisions of the Proposed Natural Resources Plan that this submission relates to are: I support the provision The specific provision of the Proposed My submission on this Natural Resources Plan that my submission provision is: -> oppose the provision relates to is (please specify the provision/ | wish to have the specific provision amended section number): Reasons for my The definition is too limiting in that: submission: -> Section 2.2 – Definitions a) it does not allow for small components of organic material that Definition of "Cleanfill material" may be found in soils or clay and which cannot be separated out b) it does not provide for wet materials that are excavated by means of wet excavation (hydro materials) and therefore contain waste liquids. I seek the following Modify the definition so that it: decision from WRC a) provides for a small proportion of organic material (say 2% by (give precise details): truckload) in soils and clays and material that is otherwise cleanfill b) clearly excludes wet wastes such as hydro excavated material from item (e) in the definition. Support the provision The specific provision of the Proposed My submission on this Natural Resources Plan that my submission provision is: -> I oppose the provision relates to is (please specify the provision/ I wish to have the specific provision amended section number): Reasons for my The definition has corrected the anomaly in the operative plan in submission: -> Section 2.2 - Definitions that the definition of bore no longer captures quarrying activities. Definition of "Bore" I seek the following decision from WRC (give precise details):

The specific provisions of the Proposed Natural Resources Plan that this submission relates to are:			
The specific provision of the Proposed Natural Resources Plan that my submission relates to is (please specify the provision/ section number):  Section 2.2 – Definitions Definition of "Natural process"	My submission on this provision is: →	☐I support the provision ☐I oppose the provision ☐I wish to have the specific provision amended	
	Reasons for my submission: →	This inclusion of "ecological" relationships is confusing and inappropriate in this definition, particularly given how the term is used in policy elsewhere in the Proposed Plan. This could become the basis for protection of vegetation inadvertently.	
	I seek the following decision from WRC (give precise details):	Reword to read "Dynamic natural <u>and</u> physical <del>and ecological relationships,</del> actions and events that are characteristically natural that <del>act to</del> shape"	
The state of the Brone	eed Natural Resourc	es Plan that this submission relates to are:	
The specific provisions of the Proposed  The specific provision of the Proposed  Natural Resources Plan that my submission relates to is (please specify the provision/ section number):  Section 2.2 – Definitions  Definition of "Regionally significant infrastructure"	My submission on this provision is:	☐ I support the provision ☐ I oppose the provision ☐ I wish to have the specific provision amended	
	Reasons for my submission: →	There are a number of policy areas in the Proposed Plan which would assist with the establishment, operation, maintenance and replacement of the items listed. Quarry activities, particularly hard rock quarries, will face extreme policy difficulties unless specific policy recognition is provided for them. A modification to the definition is one way of achieving the policy recognition which is the basis for GBC Winstone's submission.  The comment equally applies to the region's major landfills and cleanfill facilities.	
	I seek the following decision from WRC (give precise details):	<ul> <li>Add either a generic bullet-point which refers to quarries which serve regional or sub-regional areas, or specifically list the hard rock quarries which serve the region's main urban areas.</li> <li>Add either a generic bullet-point which refers to landfills and cleanfills which serve regional or sub-regional areas, or specifically list these facilities.</li> </ul>	
The specific provisions of the Proposed Natural Resources Plan that this submission relates to are:			
The specific provisions of the Proposed The specific provision of the Proposed Natural Resources Plan that my submission relates to is (please specify the provision/ section number):  Section 2.2 – Definitions Definition of "Whaitua"	My submission on this provision is:	☐ I support the provision ☐ I oppose the provision ☐ I wish to have the specific provision amended	
	Reasons for my submission: →	The definition includes mention of "designated area". This term has a specific meaning under the RMA and the definition is therefore confusing.	
	I seek the following decision from WRC (give precise details):	Replace the term "designated area" with "specified".	

The specific provisions of the Pro	posed Natural Reso	urces Plan that this submission relates to are:
The specific provision of the Proposed Natural Resources Plan that my submissio relates to is (please specify the provision/ section number):	My submission on this	s Support the provision
		oppose the provision
		I wish to have the specific provision amended
Objectives under Section 3.2  Beneficial use and development	Reasons for my submission: →	There is no objective which recognises or supports the development or provision of aggregate supplies or other key infrastructure which are social and economic necessities in the modern world (including cleanfills and sanitary landfills). Such provision is made at regional or sub-regional level and should be enabled for through an objective. The importance of these facilities is at least equivalent to some types of renewable energy generation facilities and some of the other items covered in regionally significant infrastructure within the region.
	I seek the following decision from WRC (give precise details):	Either add a new objective which relates to RPS Objective 31, or add "major quarry and cleanfill sites" to the definition of regionally significant infrastructure, or develop an alternative means of recognising and providing for such facilities under this heading in a similar way to the provision made in Objectives O12 and O13.
The specific provisions of the Prop	osed Natural Resou	rces Plan that this submission relates to are:
The specific provision of the Proposed Natural Resources Plan that my submission relates to is (please specify the provision/ section number):	My submission on this provision is: →	☐ I support the provision ☐ I oppose the provision ☐ I wish to have the specific provision amended
Section 4.2 Policy P4 Minimising adverse effects	Reasons for my submission:	The term minimise is used extensively in the Proposed Plan. It is inconsistent with Section 5 RMA which requires activities to "avoid, remedy or mitigate". Item (a) and (c) in this policy are particularly opposed. Item (a) far exceeds the RMA's requirement to consider alternative locations or methods; item (e) may have unforeseen consequences by concentrating adverse effects; and the construction of the policy requires that all items, plus more, be considered.
	I seek the following decision from WRC (give precise details):	Should the term remain in the Proposed Plan, remove items (a) and (e) and change all "ands" to "ors". To assist the interpretation of this policy, a definition of "Practicable" should be added, in Section 2 of the Proposed Plan.
The empts of the second		
The specific provisions of the Proposed The specific provision of the Proposed Natural Resources Plan that my submission relates to is (please specify the provision/ section number):	sed Natural Resourd My submission on this provision is: →	ces Plan that this submission relates to are:    Solution   I oppose the provision   Solution   Sol
Section 4.2 Policy P7 Beneficial use and development	Reasons for my submission: →	Item (g) is generally supported because it provides for part of the Region's aggregate needs. However, the use of land for other aggregate supplies (including hard rock quarrying and landbased gravel extraction) should be recognised, as should the use of land for cleanfills and landfills. At present the Proposed Plan does not give effect to the RPS in this respect. Similarly the RPS recognises the need to protect such resources for the future, so reverse sensitivity is a key consideration.
	I seek the following decision from WRC (give precise details):	Retain item (g) but add a reference to sand and other materials. Provide new items to address the matters referred to above. Alternatively such provision could be made within the suite of policy provisions in Policy P12 to P14.

The specific provisions of the Propos	ed Natural Resource	es Plan that this submission relates to are:	
The specific provision of the Proposed Natural Resources Plan that my submission relates to is (please specify the provision/ section number):  Policies P44 and P45 Sites with significant mana whenua values	My submission on this provision is: →	☐ I support the provision ☐ I oppose the provision ☑ I wish to have the specific provision amended	
	Reasons for my submission: →	These policies set out the basis for management of such places. Winstone Aggregates currently operates sand extraction activities which assist with flood management in one area identified in Schedule C4. These policies set a very high bar for the continuation of the existing activity.	
	I seek the following decision from WRC (give precise details):	Include policy recognition of established activities and any wider beneficial components of such activities.	
The specific provisions of the Proposed Natural Resources Plan that this submission relates to are:			
The specific provision of the Proposed Natural Resources Plan that my submission relates to is (please specify the provision/ section number):  Policy P102 Reclamation or drainage of the beds of lakes and rivers	My submission on this provision is: →	☐I support the provision ☐I oppose the provision ☑I wish to have the specific provision amended	
	Reasons for my submission: →	This policy does not allow for the operation, development or management of large quarry activities or cleanfills where reclamation of tributaries may be necessary as a means of operating or managing the activity in a way that minimises the effects of the activity. The policy sets an unreasonably high bar for some activities that are necessary for the social and economic wellbeing of the community.	
	I seek the following decision from WRC (give precise details):	Add reference to quarry activities and major cleanfills in item (d) either by modifying the definition of "regionally significant infrastructure" or by specific mention, and delete items (f) and	

(g).

oosed Natural Resor	urces Plan that this submission relates to are:
My submission on this	s
providential 2	oppose the provision
	I wish to have the specific provision amended
Reasons for my submission: →	This policy is generally supported. However, the use of various terms can lead to confusion. The changes requested are
	intended to clarify this policy.
I seek the following decision from WRC (give precise details):	<ul> <li>Add "materials" after "gravel, sand or rock" in the introduction to the policy.</li> </ul>
<b>→</b>	<ul> <li>In (b) replace "sediment and gravel" with "material".</li> </ul>
	<ul> <li>Reword (c) to state: "The rate of gravel extraction does not exceed the natural rate of gravel deposition, unless this is required to manage aggradation".</li> </ul>
osed Natural Resou	rces Plan that this submission relates to are:
My submission on this	support the provision
provision is: ->	oppose the provision
Reasons for my submission:	The policies refer specifically to Schedule F, indicating specific lists of items. Schedule F however has a paragraph at the start that suggests (and in practice may provide) that any other place that meets the RPS criteria referred to may be included in Schedule F. This preamble is unnecessary and confusing in interpreting the various policies and adds uncertainty to the Plan.
I seek the following decision from WRC (give precise details):  →	Delete the first paragraph in Schedule F (see also later submission on this point).
sed Natural Resour	ces Plan that this submission relates to are:
My submission on this	support the provision
provision is: ->	oppose the provision
	☑I wish to have the specific provision amended
Reasons for my submission: →	It is not clear that the rules marked coastal also apply in other parts of the region beyond the coastal marine areas in 5.1 to 5.6. This is in contrast to Section 2.1 where it is clear what the intention is. It is unlikely that people would always look at
	Section 2.1
	In 5.7, Coastal Management, it is not stated whether these rules apply in the CMA or the coastal environment. It does appear that the rules apply only in the coastal marine areas, although some of the conditions apply beyond this area. It would be much more efficient for this to be made clear at the start of the section then to be stated in every rule.
I seek the following decision from WRC (give precise details):	Modify all Interpretation sections in Rules 5.1 to 5.6 to incorporate a similar provision as in the last sentence in the second paragraph in Section 2.1.  Clarify the extent of application of the rules in 5.7, Coastal Management.
	My submission on this provision is:   Reasons for my submission:   I seek the following decision from WRC (give precise details):   Reasons for my submission on this provision is:   Reasons for my submission:   I seek the following decision from WRC (give precise details):   sed Natural Resour My submission on this provision is:   Reasons for my submission:   Reasons for my submission on this provision is:   Reasons for my submission on this prov

The specific provisions of the Proposed Natural Resources Plan that this submission relates to are:				
The specific provision of the Proposed Natural Resources Plan that my submission relates to is (please specify the provision/ section number):	My submission on this provision is: →	Support the provision     I oppose the provision     I wish to have the specific provision amended		
Rules R27 and R28 Air quality rules	Reasons for my submission: →	The rules provide for activities that are undertaken by the submitter and the permitted activity status is supported.		
All quality fulco	I seek the following decision from WRC (give precise details):	Retain these rules unchanged.		
The specific provisions of the Propo-	sed Natural Resourc	es Plan that this submission relates to are:		
The specific provision of the Proposed Natural Resources Plan that my submission relates to is (please specify the provision/ section number):	My submission on this provision is: →	Support the provision     I oppose the provision     I wish to have the specific provision amended		
Rule R41 Air discharge default rule	Reasons for my submission: →	The default status of fully discretionary activities which do not meet standards or are not provided for in rules, is supported.		
	I seek the following decision from WRC (give precise details):	Retain the rule unchanged.		
The enecific provisions of the Propo	sed Natural Resourc	ces Plan that this submission relates to are:		
The specific provision of the Proposed Natural Resources Plan that my submission relates to is (please specify the provision/ section number):	My submission on this provision is: →			
Rule R53 Stormwater discharge default rule	Reasons for my submission: →	The default status of fully discretionary for activities which do not meet standards or are not provided for in rules, is supported.		
Communication and an arrange uplacement and	I seek the following decision from WRC (give precise details):	Retain the rule unchanged.		
The specific provisions of the Proposed Natural Resources Plan that this submission relates to are:				
The specific provision of the Proposed Natural Resources Plan that my submission relates to is (please specify the provision/ section number):	My submission on this provision is: →	☐ I support the provision ☐ I oppose the provision ☐ I wish to have the specific provision amended		
Rule R67 Discharges inside sites of significance	Reasons for my submission: →	This rule needs to include a note to the effect that discharges associated with dredging for flood protection or erosion mitigation is provided for under Rules R200 and R201, otherwise this may be regarded as the more specific rule.		
Signification	I seek the following decision from WRC	Add a note following Rule R67 to the effect set out above.		

The specific provisions of the Propo	osed Natural Resour	ces Plan that this submission relates to are:
The specific provision of the Proposed	My submission on this	<b>⊠I support</b> the provision
Natural Resources Plan that my submission	provision is: ->	oppose the provision
relates to is (please specify the provision/ section number):		I wish to have the specific provision amended
Rule R93 Discharges to land default rule	Reasons for my submission: →	The default status of fully discretionary for activities which do not meet standards or are not provided for in rules, is supported.
District got to faire delactive and	I seek the following decision from WRC (give precise details):	Retain the rule unchanged.
The specific provisions of the Propo	osed Natural Resour	ces Plan that this submission relates to are:
The specific provision of the Proposed Natural Resources Plan that my submission relates to is (please specify the provision/ section number):	My submission on this provision is: →	☐ I support the provision ☐ I oppose the provision ☐ I wish to have the specific provision amended
Rule R101 Default rule for earthworks and vegetation clearance	Reasons for my submission: →	While GBC Winstone generally supports the discretionary default activity, the vegetation clearance rule requires a reference to erosion prone land in order to make sense of it. The parent rule, Rule 100, applies only in such circumstances, so the default rule should do the same.
	I seek the following decision from WRC (give precise details):	Add reference to vegetation clearance on erosion prone land, rather than a general provision in this rule.
The specific provisions of the Propo	sed Natural Resour	ces Plan that this submission relates to are:
The specific provision of the Proposed	My submission on this provision is: →	⊠I support the provision
Natural Resources Plan that my submission		oppose the provision
relates to is (please specify the provision/ section number):		☐I wish to have the specific provision amended
, , <b>,</b>	Reasons for my	This activity allows for minor vegetation clearance and
Rule R122	submission: ->	management in rivers and tributaries.
Vegetation removal in rivers and lakes	I seek the following decision from WRC (give precise details):	Retain the rule unchanged.
The specific provisions of the Propo	sed Natural Resource	ces Plan that this submission relates to are:
The specific provision of the Proposed	My submission on this	☐I support the provision
Natural Resources Plan that my submission relates to is (please specify the provision/ section number):	provision is: ->	⊠I <b>oppose</b> the provision
		☑I wish to have the specific provision amended
,	Reasons for my	This non-complying status of this activity, in the absence of any
Rule R127	submission: ->	policy which would support quarry, cleanfill and landfill activities,
Reclamation of beds of rivers		will mean that consents, even high in catchment and modified areas would be very difficult (if not technically impossible) to achieve.
	I seek the following decision from WRC (give precise details):	Delete (a) from Rule R127. This would allow for steam piping activities to be considered as discretionary activities under Rules R129 and R135 (accepting that diversion would be involved).

The specific provisions of the Proposed Natural Resources Plan that this submission relates to are:			
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Rule R195 Disturbance or damage inside sites of significance	Reasons for my submission: →	The explanation needs to include a note to the effect that dredging for flood protection or erosion mitigation and associated disturbance and damage is covered in Rules R200 and R201.	
Ç	I seek the following decision from WRC (give precise details):	Add a note following Rule R195 to the effect set out above.	
The specific provisions of the Propo	sed Natural Resourc	ces Plan that this submission relates to are:	
The specific provision of the Proposed Natural Resources Plan that my submission relates to is (please specify the provision/ section number):	My submission on this provision is: →	☐ I support the provision ☐ I oppose the provision ☑ I wish to have the specific provision amended	
New rule sought	Reasons for my submission: →	At present it appears that riverbed gravel extraction for flood protection purposes would be a discretionary activity under Rule R129. However, the ancillary discharges may make the activity non-complying in many areas where such activities are undertaken under Rule R67. A new rule applying in the region's riverbeds which is similar to Rule R201 in intent (and which includes ancillary activities such as takes and discharges) should be included in Section 5.5.	
	I seek the following decision from WRC (give precise details):	Add a new rule in Section 5.5 with the above purposes.	
The specific provisions of the Propo	sed Natural Resourc	ces Plan that this submission relates to are:	
The specific provision of the Proposed Natural Resources Plan that my submission relates to is (please specify the provision/ section number):	My submission on this provision is: →	☐I support the provision ☐I oppose the provision ☑I wish to have the specific provision amended	
Schedule F Ecosystems and habitats with significant indigenous biodiversity values	Reasons for my submission: ->	The first paragraph refers to RPS Policy 23, leaving open the interpretation that this is not a fully inclusive listing and that provisions which refer to this schedule could also be applied to items which are not listed on this schedule.  I.e. any item which meets RPS Policy 23 would be incorporated under Schedule F whether it is listed or not.	
	I seek the following decision from WRC	Delete the first paragraph under the heading of Schedule F.	

The specific provisions of the Propo	sed Natural Resour	ces Plan that this submission relates to are:
The specific provision of the Proposed Natural Resources Plan that my submission relates to is (please specify the provision/ section number):	My submission on this provision is: →	☐ I support the provision ☐ I oppose the provision ☐ I wish to have the specific provision amended
Schedule G Principles to be applied when proposing and considering mitigation and offsetting in relation to biodiversity	Reasons for my submission: →	There is a fundamental problem in item 3 under this heading where mitigation or offset is required to "demonstrate that positive effects on biodiversity are additional to what would have occurred without [the action]". A similar situation exists in relation to item 4. Item 6 requires "no net loss" in an offset, which is not appropriate in all circumstances, and "preferably a net gain". These go well beyond the RMA and are therefore ultra vires the RMA, which is not a "no adverse effects" statute.
	I seek the following decision from WRC (give precise details):	Delete items 3, 4(a) and 6 in Schedule G.
The energies provisions of the Brane	and blotunal Panaur	and Diam that this automission valets of a cyc.
The specific provisions of the Proposed The specific provision of the Proposed Natural Resources Plan that my submission relates to is (please specify the provision/ section number):  General submission – Alternative relief	My submission on this provision is: →	Solution line submission relates to are:  □ I support the provision □ I oppose the provision □ I wish to have the specific provision amended
	Reasons for my submission:	The submission form has been designed in a way that is inflexible.
	I seek the following decision from WRC (give precise details):	In relation to the above submissions, GBC Winstone recognises that there may be alternative relief and in appropriate circumstances seeks suitable alternative relief.
☐ I/We do not wish to be heard in st [Note: This means that you cannot made by the Wellington Regional	ort of my/our submissi o speak in support of upport of my/our subm ot speak at the hearing Council to the Enviror	on your submission at the hearing(s).] nission g. However, you will still retain your right to appeal any decision
Signature:		Date: 22/09/15
[Person making submission or person an electronic submission]	n authorised to sign or	n behalf of person making submission. NB. Not required if making
Publication of details		

Wellington Regional Council is legally required to notify a summary of submissions, including your name and address for service as provided on this submission form. Your name and address are included so that a person making a further submission is able to serve you with a copy of it.