

FTC #35 Application for referred projects under the COVID-19 Recovery (Fast-track Consenting) Act 2020 – Stage 1 decision to 23 December 2020

Application 2020-27 – Faringdon South West and South East Development Application 2020-30 – New Dunedin Hospital - Whakatuputupu

Date Submitted:	12 January 2021	Tracking #: 2020-B-07242
Security Level	In-Confidence	MfE Priority: <input type="checkbox"/> Urgent

	Action sought:	Response by:
To Hon David Parker, Minister for the Environment	Decision	TBA

Actions for Minister's Office Staff	Return the signed briefing to MfE. Send out attached letters (if agreed and signed).
Number of appendices and attachments	Titles of appendices: 1. Letters from the Minister for the Environment to relevant Ministers of the Crown.

Ministry for the Environment contacts

Position	Name	Cell phone	1 st contact
Principal Authors	Md Arif Hasan, Rachel Ducker		
Responsible Manager	Madeleine Berry	s9(2)(a)	✓
Director	Keita Kohere	s9(2)(a)	

FTC #35: Application for referred projects under the COVID-19 Recovery (Fast-track Consenting) Act 2020 – Stage 1 decision to 23 December 2020

Key Messages

1. We are seeking your decision on two Stage 1 applications for referral of projects to an expert consenting panel (panel) under the COVID-19 Recovery (Fast-track Consenting) Act 2020 (FTCA), for:
 - Faringdon South West and South East Development Project by Hughes Developments Limited, and
 - The New Dunedin Hospital - Whakatuputupu by the Minister of Health and the Ministry of Health.
2. This briefing seeks your decision on providing the applications to, and inviting comments from, Ministers listed in section 21 (6) of the FTCA, relevant local authorities, Waka Kotahi NZ Transport Agency (for The New Dunedin Hospital - Whakatuputupu Project) and seeking further information from the applicants.

Faringdon South West and South East Development Project

3. Hughes Developments Limited has applied under section 20 of the FTCA, for the Faringdon South West and South East Development Project to be referred to a panel. This Project involves the following development in two blocks of land in Faringdon, Rolleston known as Faringdon South West (FSW) and Faringdon South East (FSE):
 - subdivision of land to develop between 864 and 1,153 lots
 - construction of up to 1,151 new residential units
 - construction of two commercial neighbourhood centres
 - construction of local infrastructure including reserves and a road network with pedestrian and cycle linkages.
4. The Faringdon South West and South East Development Project is an extension of the existing Faringdon residential development undertaken by the applicant under the provisions of the Housing Accords and Special Housing Area Act (HAASHA). The applicant received the approval to proceed as a Special Housing Area in 2016.
5. Rolleston is an area of Greater Christchurch which is experiencing high levels of housing growth and a projected land supply shortage. Chapter 6 of the operative Canterbury Regional Policy Statement (CRPS) currently limits the ability for Selwyn District Council to rezone additional land in Rolleston for housing and the same limitations apply to growth areas within the Waimakariri District.
6. Councils' within the Greater Christchurch area have undertaken a range of strategic planning work to plan for housing growth through the Greater Christchurch Partnership¹. This strategic planning work is intended to inform a change to Chapter 6 of the operative CRPS (Recovery and rebuilding of Greater Christchurch) to identify new urban housing development areas in Rolleston, Rangiora and Kaiapoi. Once operative, it will enable District Councils to rezone land within these areas to meet shortfalls in housing capacity.

¹ The Greater Christchurch Partnership includes Environment Canterbury, Te Rūnanga o Ngāi Tahu, Canterbury District Health Board, Christchurch City Council, Waimakariri District Council, Selwyn District Council, Waka Kotahi NZ Transport Agency, Department of Prime Minister and Cabinet (Greater Christchurch Group).

7. You have previously given approval to use the Streamlined Planning Process to change Chapter 6 of the CRPS. This change in the CRPS has not yet been notified as further strategic work is being undertaken by the Greater Christchurch Partnership to enable consideration of the implications of the National Policy Statement on Urban Development 2020.
8. Hughes Developments Limited lodged a private plan change request (Plan Change 64) to rezone the subject site from Rural Inner Plains to Living Z zone in the Operative Selwyn District Plan. Four of the eleven submissions received on Plan Change 64, including a submission from the neighbouring Christchurch City Council, oppose the plan change. The site's current rural zoning does not prohibit development of the site for urban purposes.
9. We recommend that the Greater Christchurch Partnership partners are invited to comment on the application referral due to the collaborative nature of the strategic planning work to plan for growth in Greater Christchurch between the agencies and the scale of the proposed Faringdon South West and South East Development Project.

The New Dunedin Hospital - Whakatuputupu Project

10. The Minister of Health and the Ministry of Health have applied jointly under section 20 of the FTCA, for The New Dunedin Hospital - Whakatuputupu Project to be referred to a panel.
11. This Project involves construction of the New Dunedin Hospital - Whakatuputupu, including:
 - inpatients and outpatients buildings (Cadbury and Wilsons Blocks)
 - a helipad
 - vehicle access and car parking
 - air bridges over St Andrew Street and Castle Street
 - construction dewatering and site preparation works including earthworks disturbing potentially contaminated soils
 - notice of requirement for a designation for the New Dunedin Hospital Ancillary Services Building (Bow Lane Block).
12. The New Dunedin Hospital - Whakatuputupu Project also requires the following additional approvals:
 - archaeological authorities from Heritage New Zealand Pouhere Taonga (Heritage New Zealand) as the site is a brownfield site developed prior to 1900. These have been obtained for all works on the Wilsons Block and the Bow Lane Block and an application for the Cadbury Block has been lodged
 - approval from Waka Kotahi NZ Transport Agency (NZTA) to construct and occupy land for air bridges over the State Highway designations for St Andrew Street (D465) and Castle Street (D453)
 - approval for temporary encroachment of roads under the Government Roadway Powers Act 1989 during construction
 - trade waste consent from Dunedin City Council for construction dewatering discharge
 - an outline plan for the Dunedin Hospital Ancillary Services Building
 - building consents.

Summary analysis

13. We have undertaken an initial (Stage 1) analysis of the applications and recommend you progress both Projects to the next stage.

14. A summary of the analysis and our recommendations for the applications is provided in Table A. You are the sole decision maker for these projects (these are not in the coastal marine area).
15. Table B indicates how applications we have received for referred projects under the FTCA are advancing through the fast-track process. Table C indicates progress of Listed Projects received by the Environmental Protection Authority. We will continue to monitor and report progress to you.

Action Sought

16. Please indicate your decision on the recommendations for the applications listed in Table A.

Signature

Madeleine Berry
Acting Manager – Fast Track Consenting

Projects to progress

[illegible]

Project details	Project description	Project Funding	Is the Project ineligible for referral? [under s18(3)]	Will the Project help to achieve the purpose of the FTCA? [s18(2)]					Any other relevant matters [s19(f)]	Recommendation	Decision
				Economic benefits and costs for people or industries affected by COVID-19 [s19(a)]	Effect on social and cultural wellbeing of current and future generations [s19(b)]	Likelihood the Project will progress faster under the FTCA than would otherwise be the case [s19(c)]	Public benefit [s19(d)]	Potential for significant adverse environmental effects, including greenhouse gas emissions [s19(e)]			
								<p>adverse environmental effects.</p> <p>We note that the Minister does not require a full Assessment of Environmental Effects (AEE) and supporting evidence to make a referral decision, and a panel will consider the significance of effects should the Project be referred.</p>	<p>neighbouring Christchurch City Council, oppose the plan change. Although the plan change is still in progress, the current rural zoning does not prohibit development of the site for urban purposes.</p> <p>It is recommended that feedback is sought from the Greater Christchurch Partnership members given the scale of the development and the strategic work being undertaken to plan for urban growth in Greater Christchurch, and the proposal to amend the Canterbury Regional Policy Statement.</p>	<ul style="list-style-type: none"> the Ministers listed in section 21(6) of the FTCA relevant local authorities Christchurch City Council, Waimakariri District Council and the Greater Christchurch Partnership under section 21(3) of the FTCA. <p>g. Agree that further information be sought from the applicant on maximum job numbers, scale/height of neighbourhood centres, certificate of titles and effects of any title restrictions, effects on Te Ao Māori cultural wellbeing, potential upgrades of council owned roads, and availability of potable water and wastewater infrastructure.</p> <p>h. Sign the attached (Appendix 2) letter to Ministers listed in section 21(6) of the FTCA.</p> <p>i. Note that while awaiting these comments and further information, the Ministry for the Environment will, in consultation with the Office of Māori Crown Relations, prepare a report for the purpose of section 17 of the FTCA.</p>	Yes/No
Project name New Dunedin Hospital – Whakatuptupu Applicant Minister of Health and Ministry of Health	Construction of the New Dunedin Hospital - Whakatuptupu, including inpatient and outpatient buildings, a helipad, access, car parking and air bridges, site preparation works including earthworks on potentially	The budget for the New Dunedin Hospital is expected to be between [redacted] [redacted] s 9(2)(b)(ii) has been spent in land costs with a further s 9(2)(b)(ii) provided to progress design,	No, as based on available information, the Project does not: <ul style="list-style-type: none"> include any prohibited activities include land returned under a Treaty settlement occur in a customary marine title area or protected customary 	The applicant estimates that the Project will provide: <ul style="list-style-type: none"> 827 FTE construction, engineering and design jobs (with a peak of 700 FTE jobs two years after construction commences) 	The Project has the potential for direct positive effects on the social wellbeing of the community in the short and medium term by: <ul style="list-style-type: none"> supporting delivery of tertiary health care to meet current and future needs of region 	The applicant considers that the fast-track process is likely to be faster than standard RMA processes, which may take up to 3 years, given the nature of the Project the potential for public notification and Environment Court appeal/s.	Based on the information provided we consider the Project may result in the following public benefits: <ul style="list-style-type: none"> generating employment by the creation of 	The Project has the potential for adverse environmental effects, including: <ul style="list-style-type: none"> temporary construction effects from noise, dust, traffic and 	A hospital is a permitted activity on land within the Cadbury and Wilsons blocks in the Dunedin City Plan. Therefore, the scope of land use consents is limited to buildings and works associated	<p>a. Note that section 23(3) of the FTCA permits you to decline an application for referral without inviting comments on an application from the relevant local authorities and any relevant Ministers.</p> <p>b. Note that the application</p>	

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				Economic benefits and costs for people or industries affected by COVID-19 [s19(a)]	Effect on social and cultural wellbeing of current and future generations [s19(b)]	Likelihood the Project will progress faster under the FTCA than would otherwise be the case [s19(c)]	Public benefit [s19(d)]	Potential for significant adverse environmental effects, including greenhouse gas emissions [s19(e)]			
Location 280 and 336 Cumberland Street (Cadbury Block) 360 and 398 Cumberland Street and 168 Castle Street (Wilsons Block) 69 and 81 Castle Street and 168 Castle Street (Bow Lane Block) 31 Anzac Avenue Road reserves - St Andrew Street, Castle Street	<p>contaminated soils, construction dewatering and notice of requirement for a designation for the purpose of New Dunedin Hospital Ancillary Services Building (Bow Lane Block).</p> <p>The Project works included in the resource consent application include:</p> <ul style="list-style-type: none"> an inpatient building up to 58 metres in height with a floor area of approximately 72,500m² and helipad providing acute specialist services, emergency intervention, diagnostic services, acute and elective surgery, medical and surgical inpatient care, paediatric and maternal inpatient care, and related clinical and non-clinical support services and helipad (Cadbury Block) an outpatient building up to 26 metres in height with a floor area of approximately 12,970m² comprising consultation and treatment spaces, day surgery facilities, and procedure and diagnostic services (Wilsons Block) a single level air-bridge and one three-level air-bridge over St Andrew Street connecting the inpatient and outpatient buildings a single level air-bridge over Castle Street connecting 	<p>demolition, piling, project management and early contractor engagement.</p> <p>The final business case for remaining funding is expected to go to Cabinet for consideration in February 2021.</p>	rights area under the Marine and Coastal Area (Takutai Moana) Act 2011.	<ul style="list-style-type: none"> 87 indirect jobs resulting from construction spend in the wider economy associated housing demand for 300 workers estimated to move into Dunedin to meet demand based on work by Sapere Research Group, the health workforce in Dunedin is expected to increase over time due to demand for health services from an ageing population. No employment forecast details are available. Sapere estimates that over its 10 year construction period, the new Dunedin Hospital will add another \$424.9 million gross domestic product to Dunedin's economy and \$246 million in additional household income. 	<ul style="list-style-type: none"> the building design seeks to ensure that tikanga Māori can be upheld in relation to healthcare, functional spaces for cultural traditions, arrangements for deceased persons and increases visibility of Te Rūnanga o Ōtakou's history and values acting as a catalyst for a wider skills training programme (Workforce Central) to develop trades including cross agency support from the Ministry of Social Development, the Department of Corrections, Tertiary Education Commission, Immigration New Zealand and the Ministry of Education. The Workforce Central Programme has grant funding from the Provincial Growth Fund and proposes to incorporate improved earning and social outcomes for Māori, Pasifika and disadvantaged groups. <p>The Project may create pressure/high demand on housing during the construction phase in the short term.</p> <p>The applicant has indicated ongoing engagement with Kai Tahu and Aukaha.</p>	<p>The application states that the fast-track consent process will enable the economic and employment benefits of this Project to be realised at a time where forecasts indicate that the economic and employment impacts of COVID-19 are likely to be at their most severe.</p> <p>We note that developments involving large scale buildings such as hospitals and helipads tend to receive a high level of public interest.</p> <p>Feedback is recommended to be sought on the use of the FTCA or standard RMA processes from Dunedin City Council and Otago Regional Council.</p>	<p>827 FTE jobs over a four-year period covering engineering, design and construction providing health infrastructure to improve social, economic and employment outcomes</p> <ul style="list-style-type: none"> creating training opportunities targeted at young people during the design and construction phases assisting to improve environmental outcomes for air quality by lowering the level of emissions generated from the existing Dunedin Hospital coal powered boilers. 	<p>construction over State Highway 1</p> <ul style="list-style-type: none"> disturbance of potentially contaminated soil visual amenity effects of large-scale buildings and air bridges wind tunnel effects historic heritage effects traffic and parking effects effects on industrial land supply. <p>A range of technical reports have been prepared by specialists to support the referral application. These reports include details of mitigation measures to address potential adverse effects including through building and overall project design, trees and landscaping to reduce wind tunneling, noise mitigation, best practice engineering and construction management mitigation, managing groundwater discharge flow rates and quality.</p> <p>We note that the Minister does not require a full Assessment of Environmental Effects (AEE) and supporting evidence to make a</p>	<p>with the hospital which are mainly restricted discretionary activities and earthworks for Phase 3 site preparation and piling under the National Environmental Standard for Assessing and Managing Contaminants in Soil to Protect Human Health.</p> <p>Works and associated land use for the Bow Lane Block do not form part of the referral application. This portion of the site is in an Industrial Zone where uses ancillary to a hospital require a consent for a non-complying activity. The designation is proposed on this site to secure long term use of the land for a building and activities ancillary to a hospital use. Once this land is designated for a hospital use, a separate outline plan will be sought for buildings and works on this site.</p> <p>A heritage listed building 'Dairy and Machine House' is proposed to be retained on the site (located near inpatients building on edge of public car park). The resource consent granted for</p>	<p>has not been provided to or had any comments sought from relevant local authorities or relevant Ministers and that you are required to do so if you do not decline an application under section 23(3) of the FTCA.</p> <p>c. Note that section 21(3) of the FTCA permits you to forward an application to, and invite written comments from, any other person.</p> <p>d. Note that section 22 of the FTCA permits you to request further information from the applicant at any time before you decide whether to accept or decline an application.</p> <p>e. Agree to progress the New Dunedin Hospital Whakatuptupu to Stage 2 of the process. The Project warrants further analysis because it has potential to achieve the purpose of the FTCA.</p> <p>f. Agree that the application is to be provided to, and that you invite comments from:</p> <ul style="list-style-type: none"> the Ministers listed in section 21(6) of the FTCA relevant local authorities Waka Kotahi New Zealand Transport Agency. <p>g. Agree that further information be sought from the applicant to clarify employment benefits and proposed use of the 'Dairy and Machine House'.</p> <p>h. Sign the attached</p>	<p>Yes/No</p> <p>Yes/No</p> <p>Yes/No</p>

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	<p>the Ancillary Building to the Inpatient Building</p> <ul style="list-style-type: none">• earthworks including removal of existing building slabs and services, contamination remediation, bulk earthworks for new development• earthworks for services installation including disturbing contaminated soil• building piling• retaining walls• on-site stormwater treatment and rain gardens. <p>Regional Council consents for water takes and discharge permits are required for all land included in the application.</p> <p>The notice of requirement of designation will include all land proposed to form part of the New Dunedin Hospital Ancillary Services Building.</p>							<p>referral decision, and a panel will consider the significance of effects should the Project be referred.</p>	<p>demolition of the remainder of the Cadbury Factory heritage facades include conditions for heritage recording, building material salvage and preparation of heritage conservation and maintenance plans which are not affected by this referral application. The building use of 'Dairy and Machine House' is indetermined but the applicant advises it is likely to be used for an ancillary use.</p> <p>The proposed air bridges require approval from NZTA as they cross State Highways. The applicant notes that discussions regarding this activity are ongoing. It is recommended that comment be sought from NZTA at the panel stage.</p>	<p>(Appendix 2) letter to Ministers listed in section 21(6) of the FTCA.</p> <p>i. Note that while awaiting these comments, the Ministry for the Environment will, in consultation with the Office of Māori Crown Relations, prepare a report for the purpose of section 17 of the FTCA.</p>	

Signed:

Hon David Parker
Minister for the Environment

Date