

To: Minister of Finance  
 To: Minister for Canterbury Earthquake Recovery



IN CONFIDENCE

**Decisions on Canterbury Land - Green Zones for Banks Peninsula**

Date	6 October 2011	Priority	High
Report No	REP/11/10/0103	File Reference	

**Action Sought**

		Deadline
Hon Bill English <i>Minister of Finance</i>	Agree Recommendations	11 October 2011
Hon Gerry Brownlee <i>Minister for Canterbury Earthquake Recovery</i>	Agree Recommendations	11 October 2011

**Contact for Telephone Discussion (if required)**

Name	Position	Telephone	1st Contact
Diane Turner <i>Withheld under section 9(2)(g)(i)</i>	General Manager, Strategy Planning and Policy		
<b>Withheld under section 9(2)(a)</b>			

**Minister's office comments**

<input type="checkbox"/> Noted <input type="checkbox"/> Seen <input type="checkbox"/> Approved <input type="checkbox"/> Needs change <input type="checkbox"/> Withdrawn <input type="checkbox"/> Not seen by Minister <input type="checkbox"/> Overtaken by events <input type="checkbox"/> Referred to	<p><b>Comments</b></p>     
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## Decisions on Canterbury land – Green Zones for Banks Peninsula

### Purpose

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- 1 This report seeks your approval to rezone the current white-zoned area of Banks Peninsula to green, with the objective of providing as much clarity for residents based on the best information currently available, as quickly as possible.

### Executive summary

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- 2 At the time of the 23 June 2011 Canterbury zoning announcements, Banks Peninsula was zoned white as land damage in that area had not been assessed at that time. That land has now been assessed. Engineering advice is that the majority of Banks Peninsula, except for Church Bay in the Diamond Harbour area, could be rezoned green. Assessment against Government's agreed criteria for zoning green to enabling rebuilding and repair (CAB Min [11] 24/15) concurs with this advice.
- 3 It is proposed that Banks Peninsula, other than Church Bay in the Diamond Harbour area, be rezoned green. This will enable 5,423 residential and non-residential properties to begin their rebuild and repair process, and provide certainty and confidence to property-owners, insurers, and businesses. Some of these properties will need to repair land damage on an individual basis and some may require specific engineering design of their foundations.
- 4 The 20 properties in the Church Bay area of Banks Peninsula require further assessment and ground investigation work. Reclassification of these properties is likely to occur on the same timeframe as the white zones in the Port Hills.
- 5 There are no financial implications associated with the proposal. If you approve the recommendations in this paper, the Canterbury Earthquake Recovery Authority (CERA) recommends that the Minister for Canterbury Earthquake Recovery considers whether these decisions could be announced on Friday 14 October 2011 at his regular Canterbury earthquake recovery press conference in Christchurch. The LandCheck website can be updated at the same time so that the areas of Banks Peninsula identified in this paper are rezoned green.

### Consultation

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- 6 Treasury was consulted on this report and agrees with the recommendations.
- 7 The Department of the Prime Minister and Cabinet and the Department of Building and Housing were informed.

## Recommendations

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8 It is recommended that you:

1 **Note** that on 11 July 2011, Cabinet authorised the Minister of Finance and the Minister for Canterbury Earthquake Recovery to jointly decide areas of Canterbury land which can be zoned green [CAB Min [11] 26/16 refers]

2 **Note** that:

2.1 Banks Peninsula was initially zoned white, as land damage in that area had not been assessed at the time of the 23 June 2011 zoning announcements

2.2 Banks Peninsula land damage has now been assessed and there is no evidence of area-wide land damage in Banks Peninsula

2.3 engineering advice is that all areas in the Banks Peninsula could be rezoned green, other than an area covering 20 properties in Church Bay

2.4 Banks Peninsula (other than Church Bay) meets Government's agreed criteria for determining whether areas could be zoned green so that they can begin rebuilding (Cab Min [11] 24/15 refers)

2.5 If rezoning to green were to be approved for Banks Peninsula (other than Church Bay), some properties may need to repair land damage on an individual basis, and some may need specific engineering design of their foundations

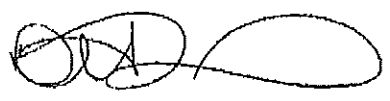
2.6 If all areas in the Banks Peninsula (other than Church Bay) were to be rezoned green, this would enable 5,423 residential and non-residential properties to begin rebuilding and repairing

2.7 the 20 properties in the Church Bay area of the Banks Peninsula require further assessment and ground investigation work; reclassification of these properties is likely to occur on the same timeframe as the white zones in the Port Hills


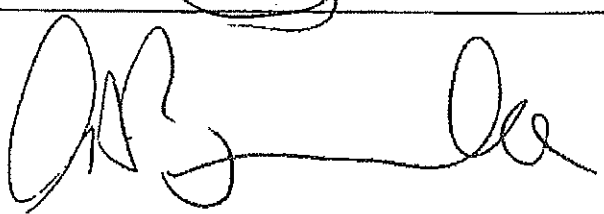
3 **Agree** that Banks Peninsula (except for Church Bay) be rezoned green, on the basis of engineering advice and utilising Government's assessment criteria for zoning Canterbury areas green

YES / NO

- 4 Agree that the Minister for Canterbury Earthquake Recovery announce on Friday 14 October 2011 the decision to rezone Banks Peninsula green (except for Church Bay). **YES / NO**



Diane Turner  
General Manager, Strategy Planning  
and Policy

NOTED / <b>APPROVED</b> / NOT APPROVED	NOTED / <b>APPROVED</b> / NOT APPROVED
	
Hon Bill English Minister of Finance	Hon Gerry Brownlee Minister for Canterbury Earthquake Recovery
Date: 7 / 10 / 2011	Date: 7 / 10 / 2011

- Attachment 1 – Map of the Banks Peninsula Ward currently white-zoned
- Attachment 2 – Map of the Banks Peninsula Ward subsequent to rezoning decisions, if approved

## Background

### *Cabinet decisions*

- 9 Residential property zoning announcements on 23 June 2011 identified:
- 9.1 green zones, within which the repair and rebuild of residential housing (about 107,000 houses) could begin immediately and would be supported by ongoing infrastructure
  - 9.2 some red zones, which relate to areas considered unsuitable for continued residential occupation in the medium-term
  - 9.3 orange zones, describing land requiring further investigation
  - 9.4 white zones, referring to land yet to be assessed, including the CBD, the Port Hills, and Banks Peninsula (as well as non-residential property outside the CBD that will not be assessed).
- 10 Cabinet made these announcements based on decisions that areas could be zoned green where (Cab Min [11] 24/15 refers):
- 10.1 there was no area-wide damage
  - 10.2 any engineering solutions to individual property damage were certain, were likely to be timely, were likely to be not too disruptive to homeowners, and were likely to be cost-effective
  - 10.3 there was no risk to the health or well-being of residents from remaining in the area.
- 11 On 11 July 2011, Cabinet authorised (until 31 October 2011) the Minister of Finance and the Minister for Canterbury Earthquake Recovery to jointly decide areas of Canterbury land in the orange and white zones that can be re-zoned green (CAB Min [11] 26/16 refers).
- 12 On 12 September 2011, the Minister for Canterbury Earthquake Recovery announced that non-residential properties in the white zones (excluding those in the Banks Peninsula ward at that stage) could begin rebuilding and repairing if an appropriate geotechnical report was submitted with their building consent application.

### *Properties in the Banks Peninsula ward*

- 13 This report focuses solely on the white-zoned Banks Peninsula ward, including the areas of Charteris Bay, Diamond Harbour, and Purau (Attachment 1 refers), and excluding the Port Hills. Property numbers for the focus area are:<sup>1</sup>

Total	Residential & Lifestyle (Improved and vacant)	Commercial & Industrial (Improved and vacant)	Other (e.g. parks, utilities, health, education, rural)
5,443	4,359	88	996

<sup>1</sup> Good Earth Matters Consulting. (26 September 2011). *Letter to CERA on GEM Valuation property numbers.*

- 14 The Banks Peninsula area received less shaking than many other areas. It is also less populated, and there were no immediate reports of area-wide damage from residents following each of the major earthquakes. For these reasons, Banks Peninsula was initially a lower priority for assessment for zoning. Geotechnical assessments have now occurred, and this area can now be re-zoned.

*Associated white zone properties*

- 15 The white-zoned areas of the (geographically close) Port Hills are being considered through a separate process due to different sets of land damage and life-safety issues. Initial green-zoning announcements for the Port Hills were made on 5 September 2011 following joint Ministers' decisions. The remaining Port Hills areas cannot be rezoned until life-safety issues are resolved.

*Geotechnical assessments of Banks Peninsula (excluding the Diamond Harbour area)*

- 16 A pragmatic approach has been used to assess the majority of the Banks Peninsula area, as more detailed land assessment is considered by the engineers and CERA as too time consuming and costly given low levels of damage experienced. (The Diamond Harbour area is an exception to this pragmatic approach, and is discussed below.) The assessment approach and associated findings for the majority of Banks Peninsula are detailed below, including which companies or groups have provided the advice.

**16.1 Information checking:** A CERA-led information checking exercise to determine whether any reports of area-wide damage were reported to EQC, and whether any records of hazards or damage were reported to either Christchurch City Council (the Council) or to the Port Hills Geotechnical Group (PHGG) which is engaged to provide the Council with geotechnical engineering advice.

- Tonkin & Taylor, which is providing land damage assessment on behalf of EQC, has no reports of area-wide damage in the Banks Peninsula area.
- The PHGG, which is managing significant geotechnical hazards in the Port Hills on behalf of the Council, has not been made aware through public reporting or through Council contacts of any major seismically-triggered geotechnical hazards.

**16.2 Aerial surveys:** Aerial helicopter surveys with Tonkin & Taylor, the PHGG, GNS Sciences, and CERA representatives were undertaken on 1 September and 7 September 2011, to verify the absence of any area-wide land damage and significant seismically triggered geotechnical hazards.

- Each survey was approximately three hours in duration and all major areas of settlement were flown over and visually inspected for significant geotechnical hazards. No area-wide land damage or significant geotechnical hazards affecting residential properties were noted.
- Engineers believe that area-wide damage is not present on Banks Peninsula, although localised properties may be affected by geotechnical hazards arising from recent earthquakes.

- 17 Engineering advice, based on the assessments and investigations above, is that the Banks Peninsula (excluding Diamond Harbour) could be rezoned green.

### *Geotechnical assessments of Diamond Harbour*

- 18 Given the relative proximity of Diamond Harbour to quake epicentres, and the number of residents in the area, a more comprehensive land damage assessment process was used in this area.
- 18.1 The PHGG assessed and mapped the Diamond Harbour area as part of the process of assessment for the greater Port Hills area, on behalf of the Council.
- 18.2 In addition, Tonkin & Taylor Land Damage Assessment Teams assessed the Diamond Harbour area in August 2011. The data from both mapping exercises has been combined to identify any areas which should not be zoned green. This method was used previously for the Port Hills rezoning decisions announced on 5 September 2011.
- 19 The Diamond Harbour area includes 1,280 or 24 per cent of the total 5,443 Banks Peninsula properties. The combined geotechnical data indicates that there is no area-wide land damage and no significant geotechnical hazards. As such, the engineering advice is that the majority of the properties in the Diamond Harbour area (1,260 or 98 per cent of the 1,280 Diamond Harbour properties) could be rezoned green.
- 20 The 20 remaining white zone properties in the Church Bay area of Diamond Harbour (part of Banks Peninsula) require further assessment and ground investigation work. Life-safety decisions by the Council may impact on recovery options for these properties. Re-classification of these remaining properties is likely to occur on the same timeframe as for the white zones in the Port Hills.

### **Comment**

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#### *Policy assessment*

- 21 The engineering advice received by CERA indicates that all Banks Peninsula areas other than Church Bay could be rezoned green. Assessment of Banks Peninsula against Government's agreed criteria for determining where rebuilding could occur (Cab Min [11] 24/15 refers) concurs with the geotechnical advice, on the basis that:
- 21.1 there is no area-wide damage
- 21.2 any engineering solutions to individual property damage are certain, are likely to be timely, are likely to be not too disruptive to homeowners, and are likely to be cost-effective
- 21.3 there is no risk to the health or well-being of residents from remaining in the majority of the Banks Peninsula area, except for in Church Bay.

#### *Proposal*

- 22 It is proposed, on the basis of engineering advice and utilising Government's agreed zoning assessment criteria, that the Banks Peninsula area including most of Diamond Harbour be rezoned green. Attachment 2 maps how the area would look if this proposal is implemented. If approved, this proposal would enable 5,423 residential and non-residential properties to begin their rebuilding or repairs. The 20 properties that would remain white-zoned for the meantime are identified in the Church Bay area of the Diamond Harbour inset.

- 23 Properties in the green zone may be remediated on an individual basis under normal insurance and regulatory processes. This is consistent with other green zone areas in Christchurch City and Kaiapoi, for which the repair or rebuild process can begin, noting:
- 23.1 no significant land issues prevent rebuilding based on current adopted seismic standards
  - 23.2 land damage may be present but this can be repaired on an individual basis as part of the normal insurance process
  - 23.3 insurers can continue claim settlements on repairs and rebuilds on individual properties
  - 23.4 the Department of Building and Housing (DBH) is preparing engineering guidelines for rebuilding/repair of houses in these areas
  - 23.5 some properties may require specific engineering design to comply with the DBH guidelines
  - 23.6 decisions on when to commence rebuilding/repairs should take account of ongoing seismic activity and potential for significant aftershocks
  - 23.7 some isolated properties where severe land damage exists will be handled by the Earthquake Commission (EQC) and its specialists.
- 24 This rezoning proposal includes both residential and non-residential properties, and is consistent with the rezoning approach to the Selwyn District in July 2011.

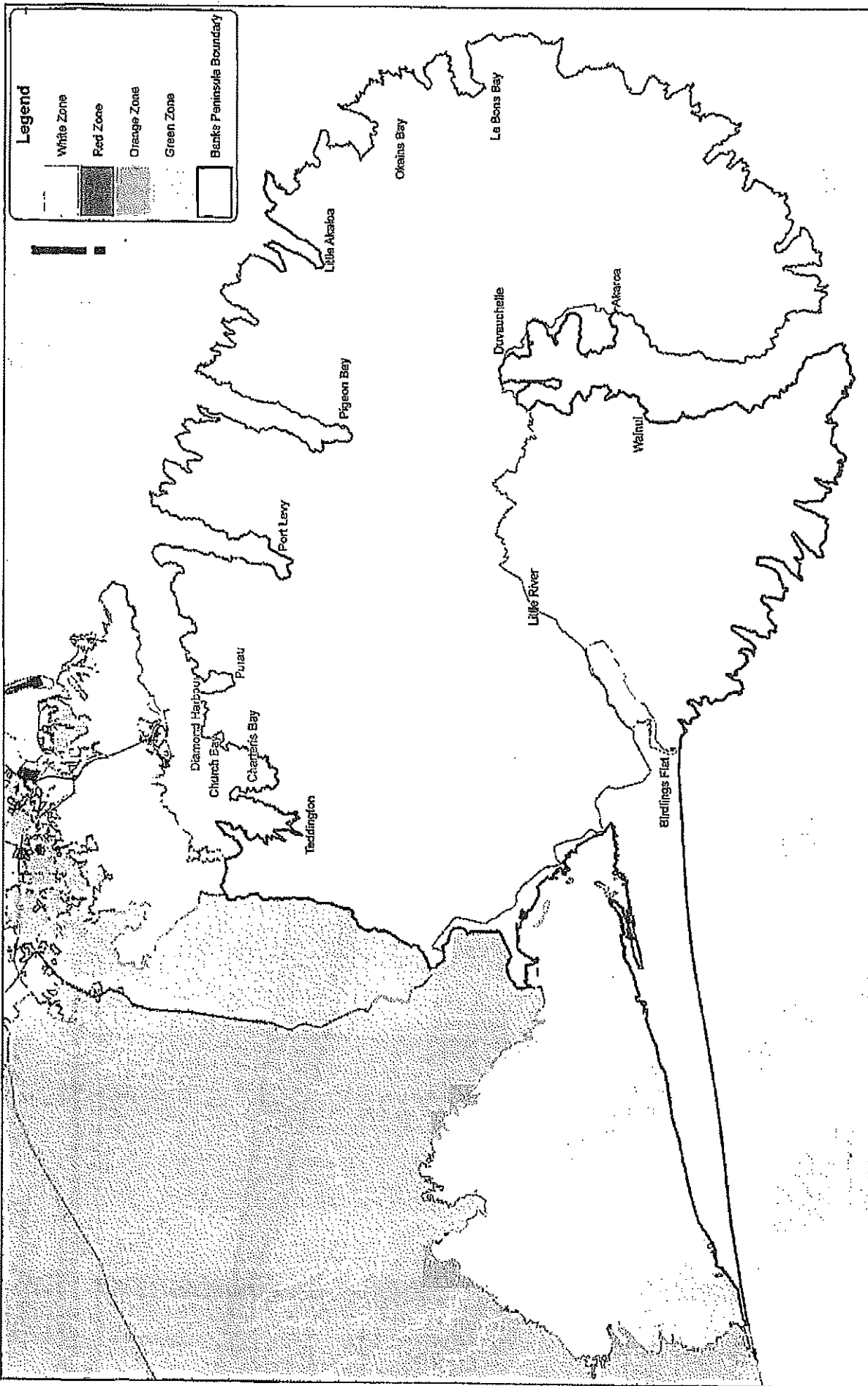
#### **Financial implications**

- 25 There are no financial implications arising from the recommendations in this paper.

#### **Publicity**

- 26 The Minister for Canterbury Earthquake Recovery may wish to announce the green zones for the Banks Peninsula (which will exclude the 20 properties in the Church Bay area of Diamond Harbour) at his weekly press conference on Friday 14 October 2011. The LandCheck website can be updated at the same time so that the areas of Banks Peninsula identified in this paper are re-zoned green.





**Notes:**  
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**Scale:**  
 A3 SCALE 1:160,000  
 0 3 6 9 12 15 (km)

**Approval Table:**

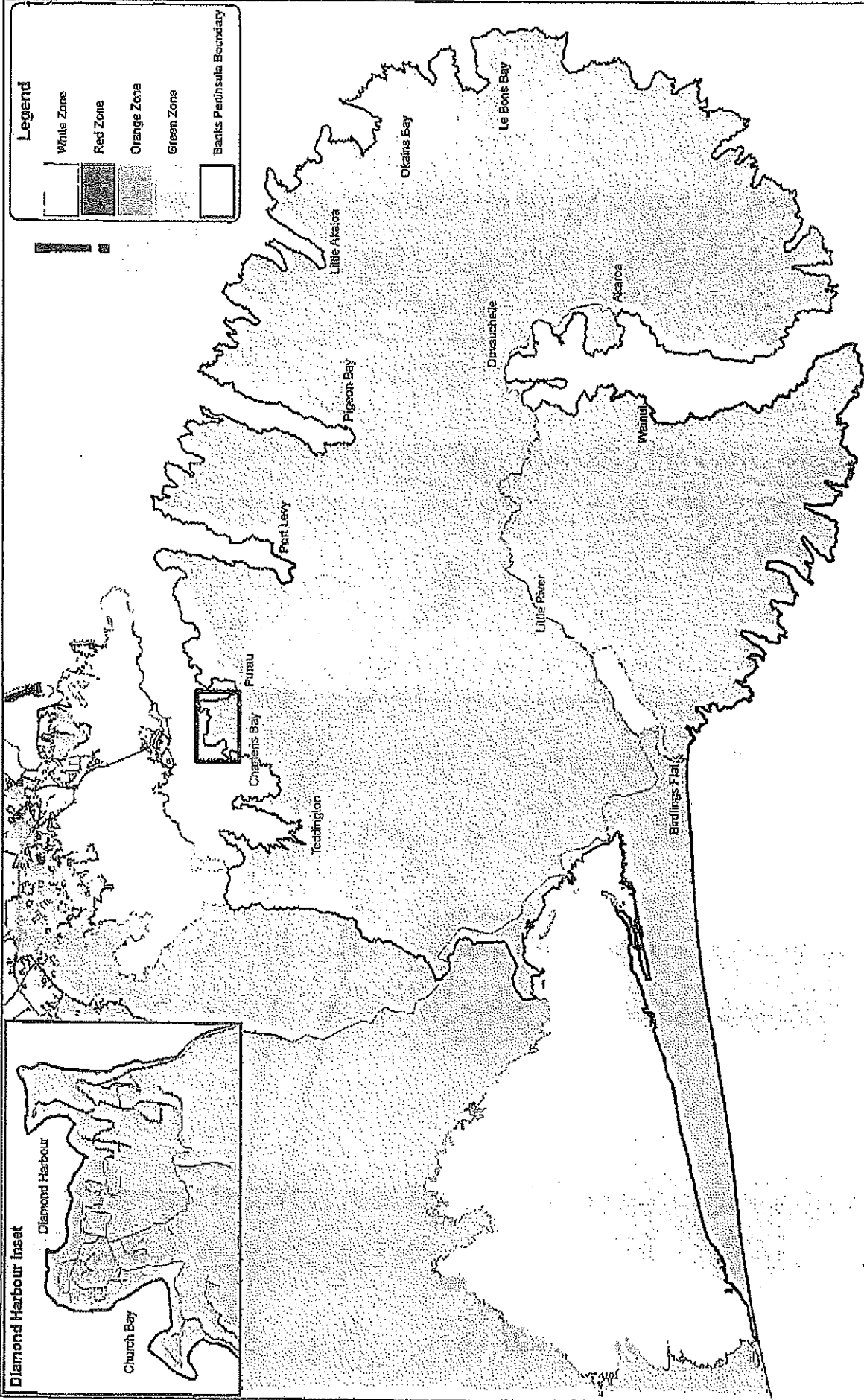
DRAWN	DATE
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APPROVED	
ISSUED	

**Project Information:**  
 PROJECT NO. 1  
 PREPARED BY: [Name]  
 DATE: 5 September 2011

**Map Title:**  
 Canterbury Land Information Map  
 Banks Peninsula  
 As at 5 September 2011

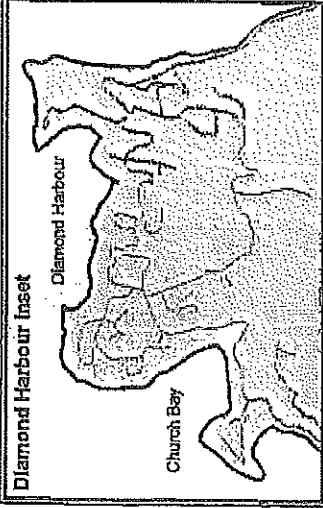
**Logos:**  
 CERA  
 Canterbury Earthquake Recovery Authority

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 PAGE 1 OF 1 ATTACHMENT 1



**Legend**

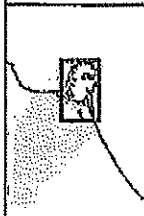
- White Zone
- Red Zone
- Orange Zone
- Green Zone
- Banks Peninsula Boundary



<p>Notes: Roads, rivers, lagoons and lakes licensed under Creative Commons Attribution 3.0 New Zealand and sourced from LINZ</p>		<p>Scale: 0 3 6 12 15 (km)</p>	
<p>Scale: A3 SCALE 1:160,000</p>		<p>Scale: 0 3 6 12 15 (km)</p>	

<p>CREATED</p>		<p>DATE</p>	
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<p>Checked by: [Name]</p>			
<p>Approved by: [Name]</p>			

**CERA**  
**Canterbury Earthquake Recovery Authority**



Canterbury Land Information Map  
 Banks Peninsula

FIGURE No. 3 ATTACHMENT 2

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