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Hazardous Substances

9. Hazardous Substances

Explanatory Statement

The Western Bay of Plenty District is predominantly rural land in *farming* and horticulture and has a number of small urban centres containing a mix of industrial, commercial and residential activities. *Farming* and horticultural activities require the transportation, storage and use of a range of *hazardous substances* while some industrial and commercial activities are large users of *hazardous substances*.

The Hazardous Substances and New Organisms Act 1996 has established minimum standards to deal with such things as the identification, labelling, packaging, storage and use and disposal of *hazardous substances*. It does not provide for managing the potential effects of *hazardous substances* on sensitive environments and is not able to address particular concerns of local communities. These are the functions of local authorities under the *RMA*.

The *RMA* gives responsibility for the management of *hazardous substances* to both regional and district councils. The *Regional Council's* functions relate to the discharge of contaminants to land, air and water and the *Regional Council* manages these through its Regional Air Plan and the Regional Water and Land Plan. District councils control the use of land to manage any effect of the use, storage and transportation of *hazardous substances* on specific environments and communities within the *District* and will manage location, design and operational aspects of activities using *hazardous substances* to ensure the effects are within acceptable limits and the potential risks of significant adverse effects are low.

In relation to the transportation of *hazardous substances*, District Plan rules have not been considered necessary as this aspect is adequately controlled by separate transport legislation, New Zealand Standards and codes of practice.

Some activities are specifically excluded from the controls of the District Plan as they are either impractical to control under the District Plan, have minor potential effects or are controlled through other means or legislation. These include the storage and use of fuels in vehicles, boats etc, consumer products for domestic use, oil and gas pipelines and tradewaste sewers and their treatment and disposal facilities.

A modified Hazardous Facility Screening Procedure (HFSP) method is applied to all proposed new facilities manufacturing, using or storing *hazardous substances* or generating or disposing hazardous wastes. Facilities existing as at 21 August 2004 will not be subject to these controls unless they expand or alter their operations in a manner which falls outside the scope of Section 10 of the *RMA*.

Application of a modified HFSP method involves the use of a table which sets out allowable *hazardous substances* quantities for different HSNO classes and sub-classes, and land use zones. This table is set out under Rule 9.4. Where an activity involves *hazardous substances* exceeding the threshold quantities contained in the table, it becomes a Discretionary Activity and a resource consent is required.

Minimum performance standards are provided for all Permitted Activities. Where any one performance standard cannot be met the activity becomes a Restricted Discretionary Activity for that particular non-compliance.

Compliance with the District Plan rules does not avoid the requirement to comply with other legislation including the Hazardous Substances and New Organisms Act 1996, Building Act or their regulations.

9.1 Significant Issues

1. *Hazardous substances* and their use, storage and handling present potential sources of risk to both the environment and human health and safety.
2. If *hazardous facilities* are not appropriately located and managed the accidental release or loss of control of *hazardous substances* can adversely affect human health and water, soil and ecosystems.
3. Increasing intensification and *development* within the *District* both for primary production and business activities has the potential to increase the amount and range of *hazardous substances* used. This may in turn increase the risk to people and the environment from the use of such substances.
4. There is a diversity of land uses and business activities which use *hazardous substances* as well as a range of sensitive environments within the *District* which may be adversely affected by the inappropriate use and management of *hazardous substances*.

9.2 Objective and Policies

9.2.1 Objective

Use, storage and handling of *hazardous substances* with no significant adverse effect or risk of adverse effect on the environment or human health and safety.

9.2.2 Policies

1. Ensure the location, design and management of all new *hazardous facilities* maintain environmental and human health and safety.
2. Have regard to industry codes of practice as a method of managing *hazardous facilities* and the use, storage and handling of *hazardous substances*.

9.3 Activity Lists

9.3.1 Exceptions

The following *hazardous substances* and facilities are not subject to the provisions of this section:

- (a) Fuel contained in tanks of motor vehicles, boats, aircraft and small engines.
- (b) The storage and use of hazardous consumer products in domestic quantities, including flammable gases.
- (c) The storage of hazardous consumer products for sale in retail outlets, e.g. supermarkets, hardware shops and pharmacies.
- (d) Gas and oil pipelines.
- (e) Trade waste sewers, or waste treatment and disposal facilities.
- (f) Electrical equipment containing cooling oil up to 1,500 litres.

9.3.2 Permitted Activities

- (a) Any *hazardous facility* involving *hazardous substances* that are less than or equal to the threshold quantities as contained in Table 1 in Rule 9.4 for the zone in which it is located.
- (b) Service stations which store fuels not exceeding the following volumes using the following methods:
 - (i) Petrol – 100,000 litres in underground storage tanks;
 - (ii) Diesel – 50,000 litres in underground storage tanks;
 - (iii) LPG – six tonnes single vessel storage;

And that comply with the relevant following codes of practice or Standard:

- Code of Practice for the Design, Installation and Operation of Underground Petroleum Systems – Department of Labour 1992 and Supplement I (1995).
- AS 1596 – 2002 Storage and Handling of LP Gas.

Are Permitted Activities for Section 9 controls only.

- (c) *Hazardous facilities* that are part of a Permitted Activity in the Rural Zone and that comply with the New Zealand Standard NZS8409:2004 Management of Agrichemicals.

Except that:

Those activities that exceed the quantity thresholds listed in Table 1 of Rule 9.4 under either Group 5 Land Use Zones and/or Class 9 substances located within 30m of fresh surface water or 50m of estuaries and harbours are Discretionary Activities.

9.3.3 Restricted Discretionary Activities

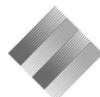
Any *hazardous facility* involving *hazardous substances* that are less than or equal to the threshold quantities contained in Table 1 in Rule 9.4 for the zone in which it is located and which fails to comply with any one of the Permitted Activity standards listed in Rule 9.5 is a Restricted Discretionary Activity for that particular non-compliance.

9.3.4 Discretionary Activities

- (a) Any *hazardous facility* involving *hazardous substances* that exceed the threshold quantities contained in Table 1 in Rule 9.4 for the zone in which it is located.
- (b) Service stations exceeding the limits in Rule 9.3.2(b) within the Industrial Zone.
- (c) Facilities primarily designed for the disposal or destruction of *hazardous substances* and hazardous wastes.

9.4 Quantity thresholds for hazardous facilities

- (a) When assessing a *hazardous facility* against the quantity thresholds contained on Table 1, the assessment procedure outlined in Appendix 6 shall be followed.



For the purposes of Rule 9.4, each reference in Table 1 to “Adjacent to a water body” means within 30m of Fresh Surface Water and 50m of estuaries, harbours and *wetlands*. In this context, “Fresh Surface Water” means fresh water in a river, lake (including pond), stream, modified watercourse, and drain but excludes *wetlands*. In this context, “Drain” means an open artificial watercourse used for land drainage purposes but excludes artificial watercourses on land being used for agricultural or horticultural purposes. This definition does not include modified watercourses, which are naturally formed watercourses which have been modified.

- (b) Where two or more *hazardous facilities* are located on one site and are separated from each other by more than 30m, each facility will be independently assessed under this rule.

Table 1: Proposed Hazardous Substance Quantity Thresholds

HSNO ¹ Class	Description	HSNO Sub-Class	Land Use Zone				
			Group 1	Group 2	Group 3	Group 4	Group 5
			Rural Zone All Terrain Park Zone	Industrial Zone Post Harvest Zone	Future Urban Zone	Commercial Zone Group 1, 2, or 3 within 20 m of Group 4 boundary	Residential Zone Rural-Residential Zone Lifestyle Zone Natural Environment Areas subject to flooding Group 1, 2, 3 or 4 within 30 m of Group 5 boundary
			CSI² = 0.75	CSI = 0.5	CSI = 0.25	CSI = 0.1	CSI = 0.02
Class 1	Explosives	1.1	38 (kg)	25 (kg)	13 (kg)	5 (kg)	1 (kg)
		1.2	188 (kg)	125 (kg)	63 (kg)	25 (kg)	5 (kg)
		1.3 and 1.4	563 (kg)	375 (kg)	188 (kg)	75 (kg)	15 (kg)
Class 2	Flammable gases	2.1 (acetylene)	750 (kg or m3)	500 (kg or m3)	250 (kg or m3)	100 (kg or m3)	20 (kg or m3)
	LPG	LPG	2,250 (kg)	1,500 (kg)	750 (kg)	300 (kg)	300 (kg)
Class 3	Flammable liquids	3.1A-B (petrol, methylated spirits, thinners, solvents)	3,750 (litres)	2,500 (litres)	1,250 (litres)	500 (litres)	250 (litres)
		3.1C (turpentine, kerosene, oil based paints)	7,500 (litres)	5,000 (litres)	2,500 (litres)	1,000 (litres)	200 (litres)
		3.1D (diesel)	17,500 (litres)	10,000 (litres)	5,000 (litres)	2,000 (litres)	1000 (litres)
		3.2	38 litres	25 litres	13 litres	5 litres	1 litres
Class 4	Flammable solids	4.1.2A-B, 4.1.3A-C, 4.2A-B, 4.3A-B	1,125 (kg)	750 (kg)	375 (kg)	150 (kg)	30 (kg)
		4.1.1A, 4.1.2C-D, 4.2C, 4.3C	5,625 (kg)	3,750 (kg)	1,875 (kg)	750 (kg)	150 (kg)
		4.1.1B, 4.1.2E-G	16,875 (kg)	11,250 (kg)	5,625 (kg)	2,250 (kg)	450 (kg)
Class 5	Oxidising substances	5.1.1A-B (hydrogen peroxide), 5.2A-B	375 (kg)	250 (kg)	125 (kg)	50 (kg)	10 (kg)
		5.1.1C, 5.2C-D	1,125 (kg)	750 (kg)	375 (kg)	150 (kg)	30 (kg)
		5.2E-G	2,250 (kg)	1,500 (kg)	750 (kg)	300 (kg)	60 (kg)
		5.1.2A (oxygen)	188 (m3)	125 (m3)	63 (m3)	25 (m3)	8 (m3)

¹ Only those classes and sub-classes of *hazardous substances* that are considered to have potential for significant off-site effects are included within the Table.

² The Consent Status Index (CSI) is used to determine the status of an activity under the Hazardous Facility Screening Procedure. It is shown in Table 1 to indicate the basis on which the specific quantities in the table have been derived for the modified HFSP method included in the District Plan.

HSNO ³ Class	Description	HSNO Sub-Class	Land Use Zone				
			Group 1	Group 2	Group 3	Group 4	Group 5
			Rural Zone All Terrain Park Zone	Industrial Zone Post Harvest Zone	Future Urban Zone	Commercial Zone Group 1,2, or 3 within 20 m of Group 4 boundary	Residential Zone Rural-Residential Zone Lifestyle Zone Natural Environment Areas subject to flooding Group 1, 2, 3 or 4 within 30 m of Group 5
			CSI⁴ = 0.75	CSI = 0.5	CSI = 0.25	CSI = 0.1	CSI = 0.02
Class 6	Toxic substances	6.1A-B	375 (kg or litres)	250 (kg or litres)	125 (kg or litres)	50 (kg or litres)	10 (kg or litres)
		6.1A-B	2 (m3)	1 (m3)	1 (m3)	0 (m3)	0 (m3)
		6.1C	1,875(kg or litres)	1,250(kg or litres)	625(kg or litres)	250(kg or litres)	50 (kg or litres)
		6.1C	3 (m3)	2 (m3)	1 (m3)	0 (m3)	0 (m3)
		6.1D	5,625 (kg)	3,750 (kg)	1,875 (kg)	750 (kg)	150 (kg)
		6.1D (battery acid)	9 (m3)	6 (m3)	3 (m3)	1 (m3)	0 (m3)
Class 8	Corrosives	8.2A	375 (litres)	250 (litres)	125 (litres)	50 (litres)	10 (litres)

³ Only those classes and sub-classes of *hazardous substances* that are considered to have potential for significant off-site effects are included within the Table.

⁴ The Consent Status Index (CSI) is used to determine the status of an activity under the Hazardous Facility Screening Procedure. It is shown in Table 1 to indicate the basis on which the specific quantities in the table have been derived for the modified HFSP method included in the District Plan.

9.5 Activity Performance Standards

9.5.1 General

The following performance standards shall be met by all Permitted and Controlled Activities and shall be used as a guide for all other activities. Any Permitted Activity which fails to comply with any of these standards shall be deemed a Restricted Discretionary Activity for the particular non-compliance.

(a) Site design

Any part of a *hazardous facility* site where *hazardous substances* are used, stored, manufactured, mixed, packaged, loaded, unloaded or otherwise handled shall be designed, constructed and operated in a manner that prevents:

- (i) The contamination of air, land and/or water (including groundwater and water supplies used for drinking and domestic purposes) in the event of a spill or other unintentional release of *hazardous substances*;
- (ii) The entry or discharge of the *hazardous substance* into the stormwater drainage system in the event of a spill or other unintentional release;
- (iii) The entry or discharge of the *hazardous substance* into the sewerage system in the event of a spill or other unintentional release.

(b) Hazardous facility site layout

The *hazardous facility* is designed in a manner to ensure that separation between onsite facilities and the property boundary is sufficient for the protection of neighbouring facilities, land uses and sensitive environments.

(c) Spill containment system

The parts of the *hazardous facility* where *hazardous substances* are used, stored, manufactured, mixed, packaged, loaded or otherwise handled shall be served by a spill containment system:

- (i) Constructed from impervious materials resistant to the *hazardous substances* used, stored, manufactured, mixed, packaged, loaded, unloaded or otherwise handled on the site;

- (ii) Able to contain the maximum volume of the largest tank used, or where drums or other containers are used, able to contain half of the maximum volume of substances stored, plus an allowance for stormwater or firewater;
- (iii) Able to prevent any spill or other unintentional release of *hazardous substances*, and any stormwater and/or fire water that has become contaminated, from entering the stormwater drainage system;
- (iv) Able to prevent any spill or other unintentional release of *hazardous substances*, and any stormwater and/or fire water that has become contaminated, from discharging into or onto land and/or water (including groundwater and water supplies used for drinking and domestic purposes) unless permitted by a resource consent;
- (v) Maintained and operated to be effective in the event of a spill.

(d) Stormwater drainage

All stormwater grates on the site shall be clearly labelled 'Stormwater Only'.

(e) Signage

All facilities must display signage to indicate the nature of the *hazardous substances* present. Compliance with the provisions of the Hazardous Substances and New Organisms Act 1996, the requirements of the Building Code (F8), or the Code of Practice "Signage for Premises Storing Hazardous Substances and Dangerous Goods" of the New Zealand Chemical Industry Council (2004) are minimum requirements.

(f) Waste management

- (i) Any process waste or waste containing *hazardous substances* shall be managed to prevent:
 - The waste entering or discharging into the stormwater drainage system.
 - The waste entering or discharging into the sewerage system unless permitted by the sewerage utility operator.

- The waste discharging into or onto land and/or water (including groundwater and water supplies used for drinking and domestic purposes) unless permitted by a *Regional Council* resource consent or by a relevant rule in the regional plan.
- (ii) The storage of any waste containing *hazardous substance* shall be in a manner that prevents:
- The exposure to ignition sources.
 - The corrosion or other alteration of the containers used for the storage of the waste.
 - The unintentional release of the waste.
- (iii) Any facility generating waste containing *hazardous substances* shall dispose of these wastes to appropriately permitted facilities.

9.6 Matters of Discretion

Council's discretion is restricted to the following matters for Restricted Discretionary Activities, and shall be used as a guide for all Discretionary Activities.

- (a) The site is designed to ensure the containment of all hazardous substances from within the site in the event of either an intentional or unintentional spill or release. The site shall be designed to prevent the discharge of any hazardous substance into the surrounding water bodies (including groundwater), stormwater and sewerage systems.

- (b) Correct labelling and onsite signage.

(c) Risk mitigation and management

Consideration will be given to compliance with existing approved codes of practice for storing and use of *hazardous substances*, specific spill contingency plans, emergency procedures, stormwater management and treatment, treatment and disposal procedures for wastes containing *hazardous substances*, fire safety, monitoring and maintenance procedures, appropriate site management systems, traffic safety considerations specific to the transportation of *hazardous substances*, and separation distances from any neighbouring facilities or activities for the purpose of protecting health and safety.

(d) Alternatives

Where it is likely that an activity may result in significant adverse effects on people or the environment, consideration will be given to alternative locations or methods for undertaking the activity.

(e) For Discretionary Activities – Traffic Effects

Traffic effects, including the use of traffic management, to provide for the safe and efficient operation of the *transportation network*.

9.7 Information Requirements

- (a) Where the *hazardous facility* is a Restricted Discretionary or Discretionary Activity, the consent application shall be accompanied by an assessment of environmental effects that address the relevant matters referred to below.

This shall be provided in such detail as corresponds with the scale and significance of the actual or potential effects and risks of the proposed development. An application will be assessed having regard to the following matters:

- (i) Consistency with the objectives, policies and rules for the relevant zone.
- (ii) The activity status of the *hazardous facility* had it been assessed under the Hazardous Facility Screening Procedure as outlined in the Ministry of the Environment Publication "Land Use Planning Guide for Hazardous Facilities, 2002".
- (iii) Risk to people and the environment.

- (b) A qualitative or quantitative risk assessment may be required, depending on the scale or potential effects of the proposed development. This assessment should include but not be limited to the following:

- (i) Identification of potential hazards, failure modes and exposure pathways;
- (ii) The potential effects to neighbouring activities, with emphasis on people, sensitive activities such as child care facilities, schools, *rest homes*, hospitals, shopping centres and residential areas including that resulting from the transportation of *hazardous substances*;

- (iii) The location of the facility in relation to the nearest aquifer, waterway, coast or other sensitive environments;
- (iv) The nature of the sub-soil and the site geology;
- (v) The distance to environmentally sensitive areas such as wildlife habitats or water catchments;
- (vi) Assessment of the probability and potential consequences of an accident leading to a release of a *hazardous substance* or loss of control;
- (vii) Identification of cumulative and/or synergistic effects;
- (viii) Fire safety and fire water management – comment from the New Zealand Fire Service should be provided;
- (ix) Adherence to health and safety and/or environmental management systems.
- (x) Spill contingency and emergency planning, monitoring and maintenance schedules.
- (xi) Site drainage and off-site *infrastructure*, e.g. stormwater drainage system, sewer type and capacity.
- (xii) The disposal of waters containing *hazardous substances*.

9.8 Other Methods

- 9.8.1 Product stewardship programmes for the recycling of agrichemical containers and product.