

19 November 2024

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The Governance Team
Palmerston North City Council
Private Bag 11034
PALMERSTON NORTH

submission@pncc.govt.nz

Dear Madam/Sir,

SUBMISSION: PROPOSED PLAN CHANGE E – ROXBURGH CRESCENT RESIDENTIAL AREA.

Thank you for the opportunity to provide a submission on the Proposed Plan Change E: Roxburgh Crescent Residential Area.

Horizons Regional Council (Horizons) is responsible for managing natural resources across our region, which includes flood control, air and water quality monitoring, pest control, facilitating economic growth, leading regional land transport planning and coordinating the region's response to natural disasters.

Environmental planning is a key function. Horizons' integrated planning document, the One Plan, sets out four keystone environmental issues for the region – surface water quality degradation, increasing water demand, unsustainable hill country land use, and threatened indigenous biodiversity.

Horizons has no trade competition advantage in this submission. Our interest in the proposed plan change is primarily from our role as the regional authority for the area that is subject to the plan change. The submission reviews the proposed district plan change in light of its alignment with the Regional Policy Statement component of the One Plan and ensures that the proposed changes are consistent with our Regional Plan provisions.

In principle, Horizons supports Proposed Plan Change E as it contributes to creating a well-functioning urban environment by supporting the housing targets set in the Palmerston North Future Development Strategy 2024. Further, this approach aligns with the One Plan objective RPS-UFD-O1 and policy RPS-UFD-P1. However, we would like to underscore certain areas where further discussions and consideration may be beneficial as the plan change progresses.

Horizons' interest in proposed Plan Change E is as the regional authority for the affected area. The content of our feedback is twofold. It provides planning advice focused on whether the draft provisions give effect to the RPS and are consistent with a rule in the regional Plan (as per section s75(3) and (4) of the RMA. It also provides feedback in an 'advocacy' role on behalf of the District Advice, Emergency Management and River Management teams.

Horizons' comments:

Stopbank

The proposed works will involve works on and adjacent to the Lower Manawatū stopbank, a critical flood protection asset owned by Horizons, which currently provides 500-year flood protection from the Manawatū River. Maintaining the structural and functional integrity of this asset is critical for the safety of Palmerston North residents.

Horizons generally discourages any work within the designated stopbank zone, which includes the stopbank itself and the area within 8m from the toe of the stopbank (both sides). This is to minimise potential adverse effects on the stopbank's structural and functional integrity. Additionally, Horizons' operations team requires minimum clearance of 5m from the toe of the stopbank to facilitate site maintenance and repair activities.

To ensure this zone is accurately represented in Proposed Plan Change E, we provide the following comments and recommendations:

- **Structure Plan** – we note the structure plan outlines a 'no build zone' related to the stormwater easement. We support this inclusion.

However, we recommend that the structure plan also include the stopbank and 8m inland buffer from landward toe of the stopbank, as a 'stopbank restricted area' (or words to that effect).

Please note that One Plan rule LF-AWBD-R68 requires resource consent for certain activities (as listed in the rule) within 8m inland of the landward toe of a stopbank.

- **Chapter 10, Note to plan users:** We acknowledge the 'Note to plan users' in District Plan, Chapter 10, which appears before the new rules. While we support its inclusion, we suggest strengthening the language to better align with the One Plan requirements. The District Plan should clearly state that residential properties within 8m of the landward toe of the stopbank will likely require resource consent for certain activities.

We suggest to amend the wording as follows (additions shown as underline and deletions as ~~strikethrough~~):

"Note to plan users: any excavation or earthworks (including planting of trees and shrubs) or structures (including some fences) on or within 8m of the inland toe of the stopbank or any other structure that is maintained by Manawatū-Whanganui Regional Council for the purposes of flood control ~~may~~ will require consent from Manawatū-Whanganui Regional Council. Plan users are advised to consult with the Manawatū-Whanganui Regional Council for any works on or within 8m of the inland toe of the stopbank."

We recommend ensuring accurate references to "Manawatū-Whanganui Regional Council," which should include a macron over the "u" in Manawatū, a hyphen between "Manawatū" and "Whanganui", and an "h" in "Whanganui".

- We note the proposal to establish a new public entrance to the Manawatū River pathway. Given this will occur on the stopbank, resource consent may be required under One Plan Rule LF-AWBD-R68.
- We further wish to advise that, if higher flood protection standards are required in the future, Horizons may need to upgrade the stopbank, which could necessitate alterations to the public entrance path.

Flooding and stormwater management

This site is adjacent to a Horizons stopbank, which was designed to provide a 0.2% AEP (1 in 500 year) standard of flood protection from the Manawatū River. While this stopbank provides protection against riverine flooding, it does not safeguard the area from localised flooding or stormwater inundation. Horizons supports the proposed plan change's regulatory measures related to onsite stormwater management and encourages additional on-site mitigation strategies to control runoff rates from any development. Increased runoff from new developments can exacerbate downstream flooding, whether from localised stormwater accumulation or from rivers, streams, or other water courses. In case where runoff increases, resource consent from Horizons is likely to be required.

Under One Plan Rule RP-LF-LW-R26, stormwater discharges to surface water and land is permitted, provided certain compliances and conditions are met. These conditions include ensuring that the discharge does not cause or exacerbate the flooding of any other property and there is no erosion beyond the point of discharge unless this is not practicably avoidable, in which case any erosion that occurs as a result of discharge must be remedied as soon as possible. Caution is advised when discharging stormwater across sloping land due to the potential for erosion. Resource consent will be required if stormwater discharge cannot meet the permitted activity standards. Additionally, if stormwater is discharged via a reticulated network, a consent from Horizons may also be necessary.

Any on-site stormwater discharges should be directed away from wastewater land application areas as this can reduce the efficiency of the wastewater system to treat wastewater. If the site has poorly drained soils, stormwater management will need to be carefully considered because poorly drained soils have a water table that are close to the surface or a compact subsurface layer that limits the rate that water can drain through the soil.

For more information about the discharge of stormwater and the One Plan visit: <https://www.horizons.govt.nz/HRC/media/Media/One%20Plan/17-Part-3-RP-LF-Land-and-freshwater.pdf>

If the compliance with these rules cannot be achieved a consent will be required to enable proper regulation and control.

Sites Associated with Hazardous Substances (SAHS)

We wish to advise that Lot 1 DP 74592, located within the proposed rezoning area, is listed on Horizons' database as a potentially contaminated site associated with hazardous substances.

In terms of being a contaminated the Detailed Site Investigation report by Tonkin and Taylor (DSI) confirms a number of HAIL activities have occurred on this site, which is in line with Horizons' *Sites Associated with Hazardous Substances Database*, and contamination is present.

PNCC will need to follow the advice in the DSI in terms of soil disturbance and redevelopment, including obtaining the relevant resource consents with Horizons; as detailed below from the DSI;

- The *NES-Assessing and Managing Contaminants in Soil to Protect Human Health* will apply to the site if residential redevelopment is undertaken as HAIL activities have been, and are currently occurring on the site and subdivision and soil disturbance will likely be required during the redevelopment phase; and

- Due to the presence of asbestos, controls will be required during soil disturbance and redevelopment works in accordance with the Asbestos Regulations.”

Transport

Horizons One Plan policy RPS-EIT-P5 (3) provides direction to territorial authorities in regards to sustainable transport options:

Territorial Authority decisions and controls on subdivision and land use must ensure that sustainable transport options such as public transport, walking and cycling can be integrated into land use development.

Parts of One Plan policies RPS-EIT-P1, RPS-EIT-P2, RPS-EIT-P5 and RPS-UFD-P1 address regional transport related matters, while the Regional Land Transport Plan (RLTP) also aligns with these policies. The RLTP seeks to protect and improve the strategic transport network and create opportunity for the future uptake of public transport options.

The proposal to enable increased density in central parts of the city aligns well with public transport aspirations outlined in the Regional Public Transport Plan (RPTP). We are generally supportive of the proposed connection to Ruahine Street, as it will provide good access to public transport.

While acknowledging the relevant Transport Assessment and Urban Design Report, we emphasize the importance of ensuring an efficient transport network, supporting alternative transport modes, encouraging active transport options such as walking and cycling, and providing accessible transport infrastructure. These elements are critical to creating a sustainable and integrated transport system for the city.

Land Disturbance

For land with pre-existing slopes of less than 20 degrees refer to Horizons One Plan Rule RP-LF-LAND-R1 that permits up to 2,500m² of land disturbance per property per 12 month period, subject to compliance with conditions.

For land disturbance greater than 2,500m² refer to One Plan Rule RP-LF-LAND-R6. For any proposed structures within or near waterways, consider One Plan Rule RP-LF-AWBD-R63 for culverts and Rule RP-LF-AWBD-R64 for other structures (including bridges, fords and other access structures). Land disturbance is also subject to *NES-Freshwater*.

For more information about earthworks including erosion and sediment control, visit Horizons website: <https://www.horizons.govt.nz/managing-natural-resources/consents-monitoring/earthworks>

For information on resource consents contact our Consents Team on consents.enquiries@horizons.govt.nz or ask for a Horizons Duty Planner on 0508 800 800. Alternatively visit our website: www.horizons.govt.nz/managing-natural-resources/apply-for-consents

Energy efficiency

Horizons One Plan RPS-EIT-P5 provides direction to territorial authorities in regards to energy efficient development:

1. *The Regional Council and Territorial Authorities must have particular regard to the efficient end use of energy in consent decision-making processes for large users of energy.*
2. *Territorial authority decisions and controls on subdivision and housing including layout of the site and layout of the lots in relation to other houses/subdivisions, must encourage energy-efficient house design and access to solar energy.*
3. *Territorial Authority decisions and controls on subdivision and land use must ensure that sustainable transport options such as public transport, walking and cycling can be integrated into land use development..*

Conclusion

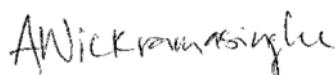
Thank you for the opportunity to provide feedback on Proposed Plan Change E. Horizons generally supports the proposed plan change, subject to the comments and recommendations outlined in this submission, specifically:

- Stopbank: Incorporate Horizons' recommendation to declare an 8m inland buffer from the stopbank to protect its structural and functional integrity.
- Flooding and stormwater management: Ensure compliance with relevant One Plan rules for stormwater management and discharge.
- Sites associated with hazardous substances (SAHS): Address the potential contamination on Lot 1 DP 74592 during the rezoning process.
- Transport: Promote active and sustainable transport options including walking, cycling, and public transport.
- Land disturbance: Ensure compliance with applicable One Plan rules for land disturbance, including guidance on erosion and sediment control.
- Energy efficiency: Align the plan change with the energy efficiency directives outlined in the One Plan.

Horizons seeks the relief set out above, or any further, alternative, or consequential relief necessary to address the matters raised and achieve the outcomes sought.

Our staff are available to provide additional input or to discuss this feedback further. If you have any questions or require clarification, please feel free to contact Aruna Wickramasinghe (Aruna.Wickramasinghe@horizons.govt.nz) or Leana Shirley (Leana.Shirley@horizons.govt.nz).

Yours sincerely,



Aruna Wickramasinghe
SENIOR POLICY PLANNER