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# **PALMERSTON NORTH CITY COUNCIL**

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## **MINUTES ATTACHMENTS PLANNING & STRATEGY COMMITTEE**

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**9AM, WEDNESDAY 30 JUNE 2021**  
COUNCIL CHAMBER, FIRST FLOOR, CIVIC ADMINISTRATION  
BUILDING  
32 THE SQUARE, PALMERSTON NORTH

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## **PLANNING & STRATEGY COMMITTEE MEETING**

30 June 2021

**NI15/21**

**Public Comment**

- |    |                             |   |
|----|-----------------------------|---|
| 1. | Presentation - Mr Tony Cade | 5 |
|----|-----------------------------|---|

**6 Palmerston North Housing Capacity Assessment Report - June 2021**

- |    |   |    |
|----|---|----|
| 1. | PN Housing Capacity Assessment Report - June 2021 | 15 |
|----|---|----|



Palmerston North Council meeting 9:00- am Wednesday 30 June 2021

I am Tony Cade and I reside at **7(2)(a) Privacy**

I object to the application for proposed rezoning of the Whiskey Creek lot from current rural status to residential in its entirety

Horizons Flood Hazards and the One Plan Information Sheet for Territorial Authorities in the Manawatu-Wanganui Region states:

There are six floodways in the Region being the Makirikiri Floodway in the Rangitikei District, Reid Line, Taonui Basin and Kopane Floodways in Manawatu District, Moutoa Floodway in Horowhenua District and Flyers Line Floodway in Palmerston North City.

The intent in Policy 9-2(a) is to avoid risk to people and property from the floodway, and to ensure the effective functioning of the floodway by avoiding the placement of buildings, solid fences, etc in a place where they will impede the flow of water.

Horizons' position is that there should be no more development (i.e. new or extended structures or activities) in the Kopane or Flyger's Line floodways. This means that no one should build or extend a house, dairy shed, power pylon, etc, or subdivide, within these floodways.

I understand the land holding behind Meadowbrook Drive is zoned Flood Channel 1 which is the highest rating for flooding

When addressing building on Flood Plains - The Resource Management Act requires Local Authorities' to avoid or mitigate the risk - but councils should err on the side of caution an Environmental Engineer **7(2)(a) Privacy** stated who specialises in flood assessments. You should be avoiding wherever possible - which means not building in a Flood Plain

Massey University Physical Geography Lecturer **7(2)(a) Privacy** who specialises in Flood histories stated we don't have sufficient data to tell us enough about the frequency of big floods and rather than trying to mitigate flood risk for new housing developments councils should be avoiding it altogether

It is well documented that there have been at least 4 x significant floods in the last 40 odd years

During the 20 June 2015 floods in Palmerston North, Horizons Regional Council activated its plan to divert floodwaters into Whiskey Creek to relieve pressure on the Mangaone Stream and prevent flooding in the northern parts of the city.

The flooded creek, which is up to 6 metres deep and 5m wide, caused severe scouring along the northern lane of the road. Three retaining walls were damaged, and two sections were undermined, with parts of the road collapsing.

Horizons river manager **7(2)(a) Privacy** said the damage happened because the Mangaone Stream spillway north of the city was designed to push water across farmland adjacent to Flyers Line.

Repairing flood damage to the stretch of Flyers Line between Rangitikei and Gillespies Lines on the outskirts of Palmerston North could cost more than \$4.4 million it was stated at the time.

Indeed the stretch of Flyers Line bordering this proposed initiative remains damaged and restricted to one lane in places after a flooding event on 20 June 2015

Further we have stop banks in place immediately behind our rear fences

Under this proposal property values will be negatively impacted by loss of the open spaces and view at the rear of our properties

We will also be impacted by a loss of sunlight leading to shading and the subsequent cooling of our homes and also meaning my already soggy back lawn will not dry out

The Appendix from **7(2)(a) Privacy** beginning on page 420 of the document – is modelled on 157 sections and 157 cars which the predicted Traffic Movements have been based on this rationale is flawed

As at 30 June 2020 there were 3,467 216 passenger cars and vans on the road in New Zealand

As at 25 June 2021 there were 4,860550 people in New Zealand

A rough ratio of 1 car to every 1.4 man woman and child

Her calculations are hugely conservative and are underrepresented

The true traffic count could be 2 – 3 times higher than her imperfect data and reasoning

I will be effected by a proposed new road going down the side of my property with our bedrooms facing this road – my house is only 1 x metre from the boundary fence and we will be subject to constant road noise and headlight glare which will impact our sleep patterns and ultimately my health and quality of life

The proposed roundabout will create a hazard for vehicles coming over the bridge and heading along Benmore Avenue towards Gillespie's Line as the vehicles queued at the structure will be obscured by the left hand bend immediately before the proposed new intersection

Access to properties will also be restricted by this new roundabout where a number of properties will be reversing from their drive ways into the path of approaching traffic and traffic that has stopped to give way

In my home we will subjected to increased road noise and head light glare from vehicles using the roundabout

There is already substantial traffic movement along Benmore Avenue and Meadowbrook Drive - the current raised hill in front of my property provides some relief however this will be removed under this proposal





## Flood Hazards and the One Plan

Information for Territorial Authorities in the Manawatu Wanganui Region



## Introduction

The purpose of this information sheet is to support staff at the Region's territorial authorities (TAs) in giving effect to the natural hazards policies in the One Plan. It assumes that you have already read Chapter 9 of the One Plan and provides additional information on the One Plan provisions relating to natural hazards, in particular flooding and Policy 9-2: Development in areas prone to flooding.

### Overview of One Plan provisions

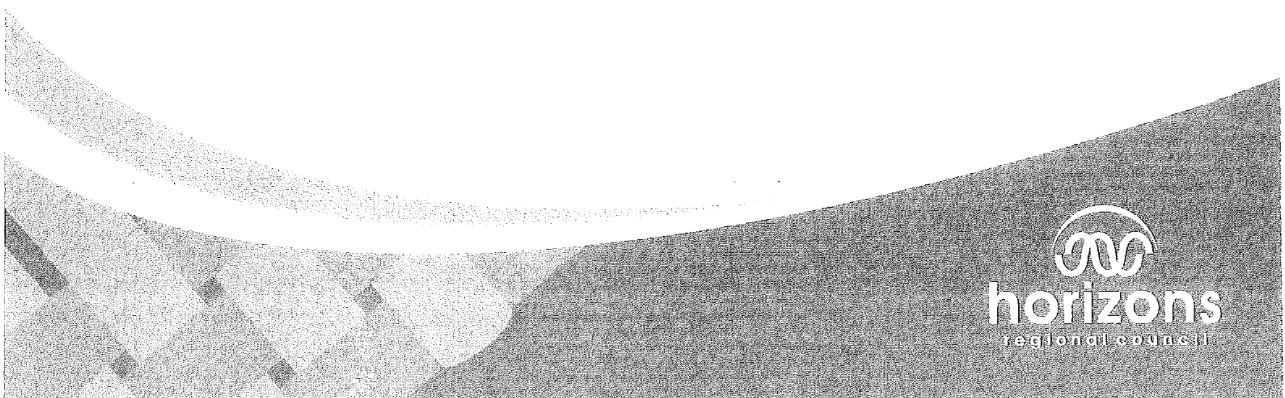
The One Plan principally manages the effects of natural hazards by setting out objectives and policies in Chapter 9.

The main purpose of Chapter 9 is to avoid increasing the risk to people and property from natural hazards, by limiting development in areas where natural hazards, especially floods, are likely to occur.

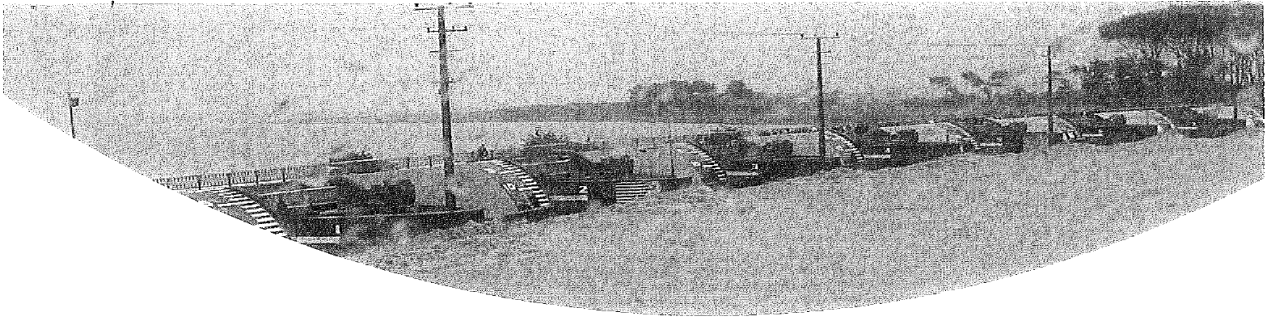
Chapter 9 divides responsibilities for avoidance and mitigation of natural hazards under the RMA between Horizons and the TAs in the Region:

- Horizons sets Region-wide policy – through the One Plan.
- TAs implement the policy by making rules in their district plans and granting or declining consents – there is a clear expectation in Policy 9-1 that TAs will develop their own objectives, policies and methods (including rules to control land use in line with Policy 9-2) as district plans are reviewed.
- Horizons implements the policy using other methods – especially by gathering, analysing and communicating information (for example, where flooding will or is likely to occur). There are no rules in the One Plan regulating development in flood prone areas, only policies.

Horizons carries out other activities relating to natural hazards under other legislation, including river and drainage schemes, and emergency management.







## Policy 9-2: Development in areas prone to flooding

Policy 9-2 sets the framework for development in floodways and in areas which would be flooded in a 0.5% AEP ("floodable areas").

The policy provides for Horizons' and TAs' response to a range of development scenarios in areas with different levels of susceptibility to flood events. It does not cover the effects of stormwater, which is managed by TAs.

### The general approach of this policy is:

- Avoidance of further development in floodways.
- Mitigation in areas that would be covered by water in a 0.5% AEP ('floodable areas').
- Avoidance of greenfield development in floodable areas.

### Floodways – Rangitikei, Manawatu, Horowhenua and Palmerston North

The six floodways in the Region are the Makirikiri Floodway in the Rangitikei District, Reid Line, Taonui Basin and Kopane Floodways in Manawatu District, Moutoa Floodway in Horowhenua District and Flyers Line Floodway in Palmerston North City. These areas are all mapped and can be found in the Schedule I of the One Plan. More detailed information is available on request from Horizons' Co-ordinator District Advice.

### Planning for climate change

It is predicted that a flood protection design that would protect against the current 0.5% annual exceedance probability (or AEP, also often called a 1 in 200 year flood) flood event will only be effective against 1.0% AEP (1 in 100 year) flood in 2050, because of the effects of climate change.

One Plan Policy 9-2 therefore uses 0.5% AEP as the minimum level of flood protection for development in flood-prone areas in the Region. Requiring mitigation or protection against a 0.5% AEP flood event now will maintain a standard of not less than 1.0% AEP protection into the future.

To put this into context, consider the February 2004 flood event. This flood affected 70 percent of the Region. Hundreds of people were evacuated from their homes, thousands of animals relocated or lost, and 200 million tonnes of soil washed off hillsides and down rivers. Infrastructure – roads, bridges, energy supply, telecommunications, water and sewage services – was substantially disrupted and the estimated economic impact on the Region was \$300 million.

In spite of its severity and extent, this flood exceeded the 1 in 100 year level (1.0% AEP) at only six of the 40 water level monitoring stations across the affected parts of the Region. The flood was assessed as reaching a 1 in 200 year level (0.5% AEP) in only the Oroua, Turakina and Whangaehu Rivers.

Most of the flood protection works (stopbanks) in the Region are designed to withstand the current 1% AEP flood event, a 1 in 100 year flood.

The intent of Policy 9-2(a) is to avoid risk to people and property from the floodway, and to ensure the effective functioning of the floodway by avoiding the placement of buildings, solid fences, etc in a place where they will impede the flow of water.

New structures or activities, or increasing the scale of an existing structure or activity in any floodway should be avoided.

**The only exceptions to this policy are:**

- If there is a functional necessity for a structure or activity to be located within a floodway, such as infrastructure associated with flood mitigation.
- Within the Taonui Floodway, development associated with the existing use of production land (for example, a hays shed). This floodway has a much larger and wider area which means the velocity of the flood flow is slower. See below for more detailed information about this floodway.

These exceptions would not ever apply to an occupied structure (as defined below).

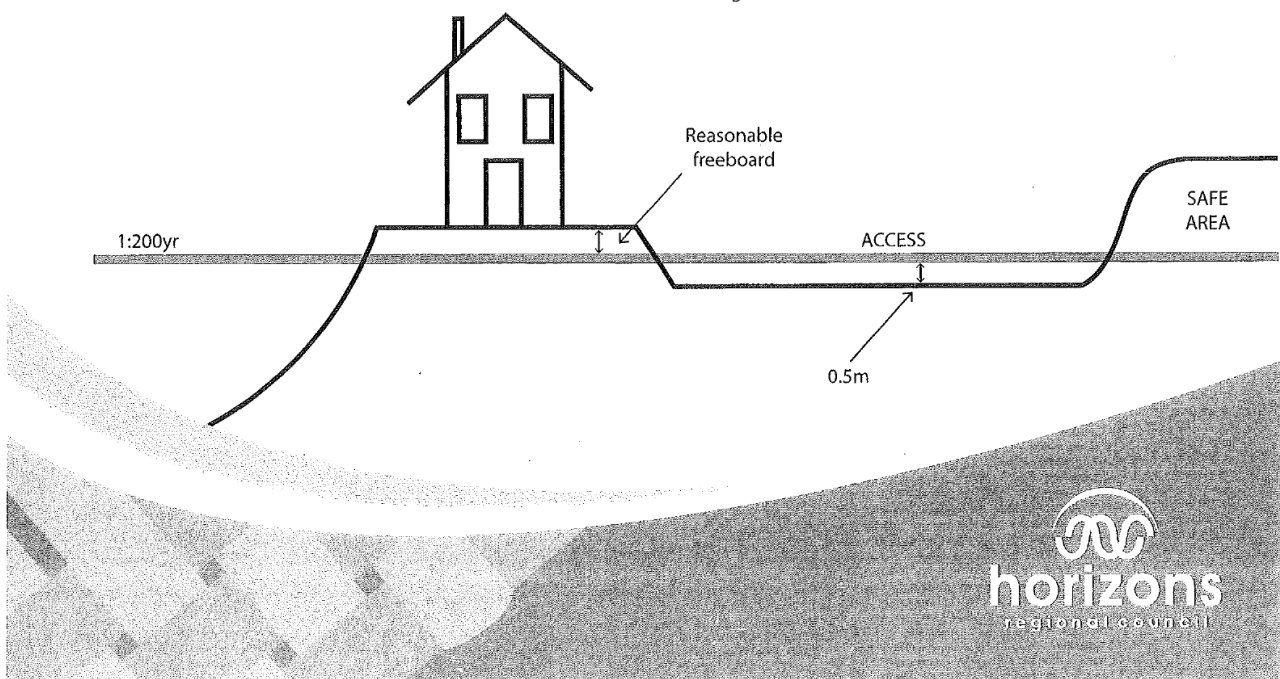
### Floodable Areas – all TAs

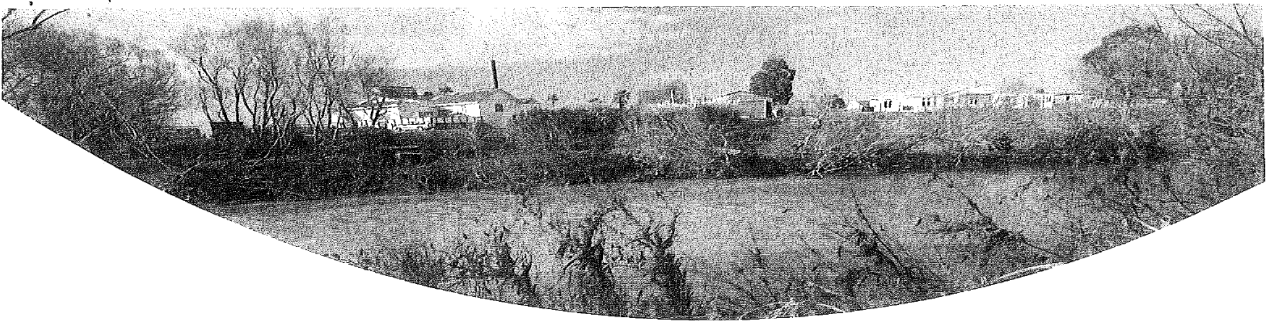
The intent of Policy 9-2(b) is to reduce the risk to people living and working in floodable areas by limiting development in these areas. This is achieved by generally avoiding new structures or activities, or an increase in the scale of existing structures or activities, unless there are flood control measures in place to protect against a 0.5% AEP flood event or the structure is designed to mitigate the effects of a flood of this size. There are some exceptions set out in the policy.

### Mitigation in floodable areas

Mitigation for occupied structures in a floodable area is set out in Policy 9-2(d) and includes ensuring that the floor or ground level is above the 0.5% AEP flood level, including reasonable freeboard. NZS 4404:2010 *Land development and subdivision infrastructure* provides guidance on flood clearance levels which should be used to when implementing this policy.

There must also be a safe way out from the structure, to a place where people can be rescued from. This would normally be an accessway that would not be covered by more than 0.5 m of water in a 0.5% AEP flood event, but the depth of the water will vary depending on the speed of the flood flow. Horizons' Manager Investigations and Design can provide specific advice. The drawing below illustrates what the mitigation measures will look like.





## Horizons' approach – scenarios and examples

The approach Horizons advises regarding any particular situation is largely based on whether or not the development will result in an increase in the number of people living or working in an individual building or in an area.

Examples of how the following scenarios covered by Policy 9-2, in relation to flooding, would land in practice are summarised in Table 1, at the back of this information sheet.

Subdivision in flood prone areas without flood protection for at least a 0.5% AEP event should be avoided.

While subdivision does not in itself increase the adverse effects of a flood event, the structures that would result on the subdivided land are likely to be 'occupied structures' so potentially increase the risk to people and property and reduce the effectiveness of existing flood protection. For this reason, subdivision in these areas is discouraged.

**New occupied structures in urban or rural areas that have little or no flood protection (protection for a 1.0% AEP or 1 in 100 year event or less) are discouraged** for the same reason. The exception to this is new occupied structures in established urban residential areas, which are allowed but must have floor level and access mitigation as set out in Policy 9-2(d). Minor extensions to occupied structures (such as increasing the living space), which

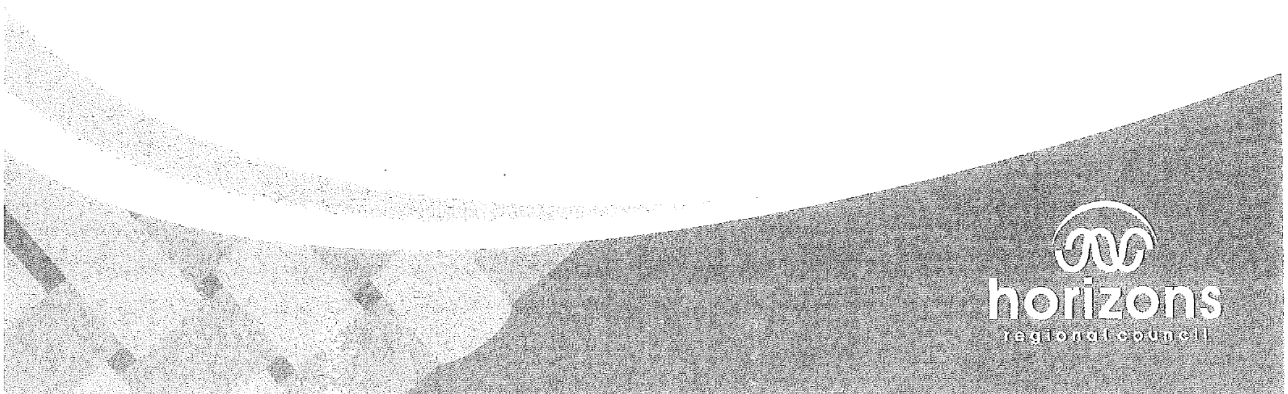
are not for the purpose of increasing the number of people using or living in the building, do not have to meet these mitigation standards, but larger extensions (such as increasing the number of bedrooms) will need to incorporate the mitigation requirements.

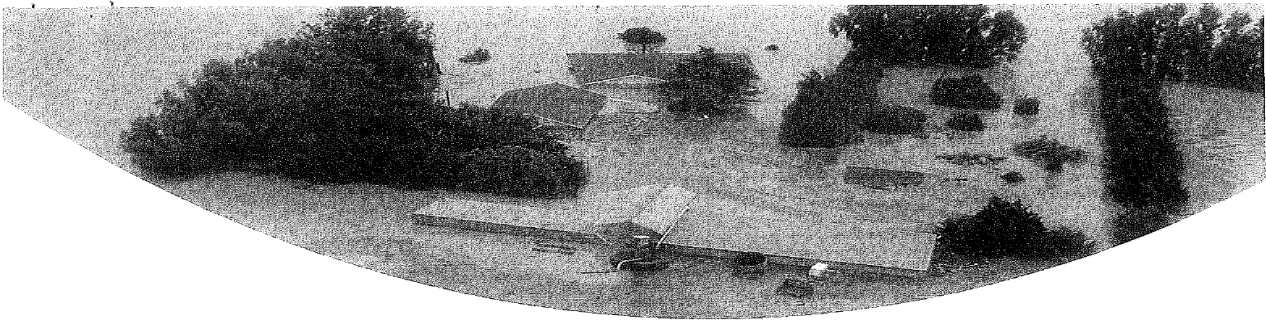
**Horizons recommends that all structures, including those on production land, be designed with raised floor levels** as described in Policy 9-2(d), to reduce the risk from flooding to the people living and working there.

### How does Horizons identify floodable areas?

The Hazards Mapping Group at Horizons is responsible for identifying areas that are known or predicted to be inundated in a 0.5% AEP throughout the Region. This information is being provided to TAs to assist them in planning to reduce the risks from these flood events, including by updating their district plans.

For information about particular areas or properties, relating to the Hazards Mapping Project, contact Horizons' Co-ordinator District Advice.





### What is an 'occupied structure'?

Policy 9-2 generally refers to "any new structure or activity, or any increase in the scale of any existing structure or activity". However, parts of the policy distinguish between 'non-habitable' structures on production land, which do not require mitigation, and 'occupied structures' which require raised floor levels and a safe route to an area where occupants can be rescued. Neither of these terms has been defined in the RMA or the One Plan.

- A non-habitable structure on production land includes any structure where people will not sleep, on land used for horticulture, agriculture, pastoral farming, forestry, etc.
- All other structures where people sleep or work are considered to be occupied structures.

If in doubt, contact Horizons' Co-ordinator District Advice.

### Rule 17-15: Activities affecting Schedule AB Value of Flood Control and Drainage

This is the only rule in the One Plan that regulates specific activities not carried out by or on behalf of the Regional Council, in floodways and floodable areas


when they are also adjacent to a water body identified in Schedule B of the One Plan as having a Value of Flood Control and Drainage. Horizons' Manager Investigations and Design or Co-ordinator District Advice can advise you whether a proposal will trigger this rule.

### ? Additional information

Horizons is available to work with TA staff to address issues arising around all natural hazards, not just flooding.

For further information about the One Plan provisions or for advice regarding specific development proposals or land areas, contact Horizons' Co-ordinator District Advice.


Horizons has other resources about the One Plan provisions and what they mean, including an information sheet targeted to landowners and others with an interest in development in the Taonui Basin. These are available on request or can be downloaded from the Horizons website [www.horizons.govt.nz](http://www.horizons.govt.nz).



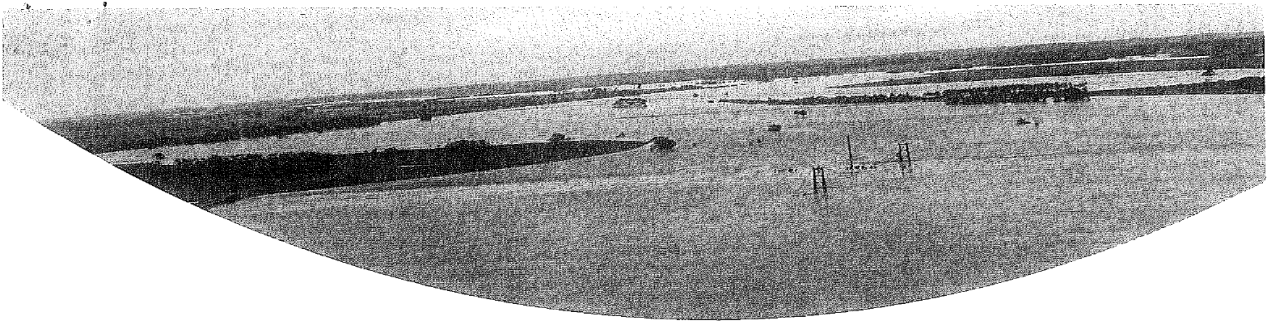
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one plan  
HOUTITI HOKITIKA



## Taonui Basin – responding to questions

One of the areas that staff in Manawatu District Council and Palmerston North City Council are likely to be asked about is the Taonui Basin. This area includes three mapped floodways and a mapped floodable area. It will be necessary to determine which of the mapped areas the proposed site is located within.

Horizons' position is that there should be no more development (i.e. new or extended structures or activities) in the Kopane or Flyger's Line floodways. This means that no one should build or extend a house, dairy shed, power pylon, etc, or subdivide, within these floodways.

The Taonui Floodway, however, is a 'basin' rather than a channel so flood flows are slower than in all the other floodways, reducing the risk to people and property. For this reason there can be limited development within this area, including non-habitable structures to support production land (such as a hayshed) but excluding occupied structures.

In the floodable area, Horizons discourages any new subdivision or new occupied structures (except new occupied structures in an existing urban area provided they are designed with sufficient floor level clearance and access mitigation) as these are likely to increase the number of people living in an area with a high risk of flooding.

Minor extensions to occupied structures in the floodable area (such as adding a garage or extending a living area) should be allowed. Larger extensions to enable more people to use an occupied structure will need floor level and access mitigation.

New or extended non-habitable structures (such as a dairy shed or hayshed) on production land in the floodable area should be allowed. Other new or extended non-habitable structures in the floodable area should also be allowed provided they are designed with adequate mitigation. However, Horizons recommends that all non-habitable structures should have floor level mitigation as a minimum.

Horizons does not have any rules restricting new or extending structures or activities in the Taonui Floodway or Floodable Areas, except Rule 17-15, which only regulates activities in the strip of land beside a water body. All other regulation is the responsibility of TAs through their district plans; Horizons only has policies which set out the framework for those regulations. In practice, however, until TAs have reviewed their district plans they can refer inquiries back to Horizons' Co-ordinator District Advice at Horizons. Questions from land owners, land agents, developers, etc about whether a new or extended structure or activity in the Taonui Basin is restricted should be referred to the Manawatu District Council or Palmerston North City Council in the first instance.



Table 1.

EXAMPLE		OCCUPIED STRUCTURE		NON-HABITABLE STRUCTURE		SUBDIVISION
		NEW	INCREASE SCALE	NEW	INCREASE SCALE	NEW
FLOODWAYS	Makirikiri, Moutoa, Reids Line, Taonui Basin	Avoid	Avoid	Avoid (unless functional necessity)	Avoid (unless functional necessity)	Avoid
INUNDATED IN 0.5% AEP (1:200YR) FLOOD EVENT	Urban ≥ 0.5% AEP flood protection, e.g., Palmerston North, Balgownie Industrial.	Allow	Allow (minor extensions or larger extensions with floor level and access mitigation)	Allow (recommend floor level)	Allow (recommend floor level)	Allow
	Urban ≥ 1.0% AEP ≤ 0.5% AEP flood protection, e.g., Lower Manawatu Scheme, Ashhurst.	Allow (with floor level and access mitigation)	Allow (minor extensions or larger extensions with floor level and access mitigation)	Allow (recommend floor level)	Allow (recommend floor level)	Discourage (advocate to avoid)
	Urban ≤ 1.0% AEP flood protection, e.g., Marton, Bulls, Ohakune	Discourage (except in isolated residential areas with floor level and access mitigation)	Allow (minor extensions or larger extensions with floor level and access mitigation)	Allow (recommend floor level)	Allow (recommend floor level)	Discourage (strongly advocate to avoid)
	Rural ≥ 0.5% AEP flood protection	Allow	Allow	Allow	Allow	Allow
	Rural ≥ 1.0% AEP ≤ 0.5% AEP flood protection	Allow (with floor level and access mitigation)	Allow (minor extensions or larger extensions with floor level and access mitigation)	Allow (recommend floor level)	Allow (recommend floor level)	Discourage (advocate to avoid)
	Rural ≤ 1.0% AEP flood protection	Discourage (except with floor level and access mitigation)	Allow (minor extensions or larger extensions with floor level and access mitigation)	Allow (recommend floor level)	Allow (recommend floor level)	Discourage (strongly advocate to avoid)

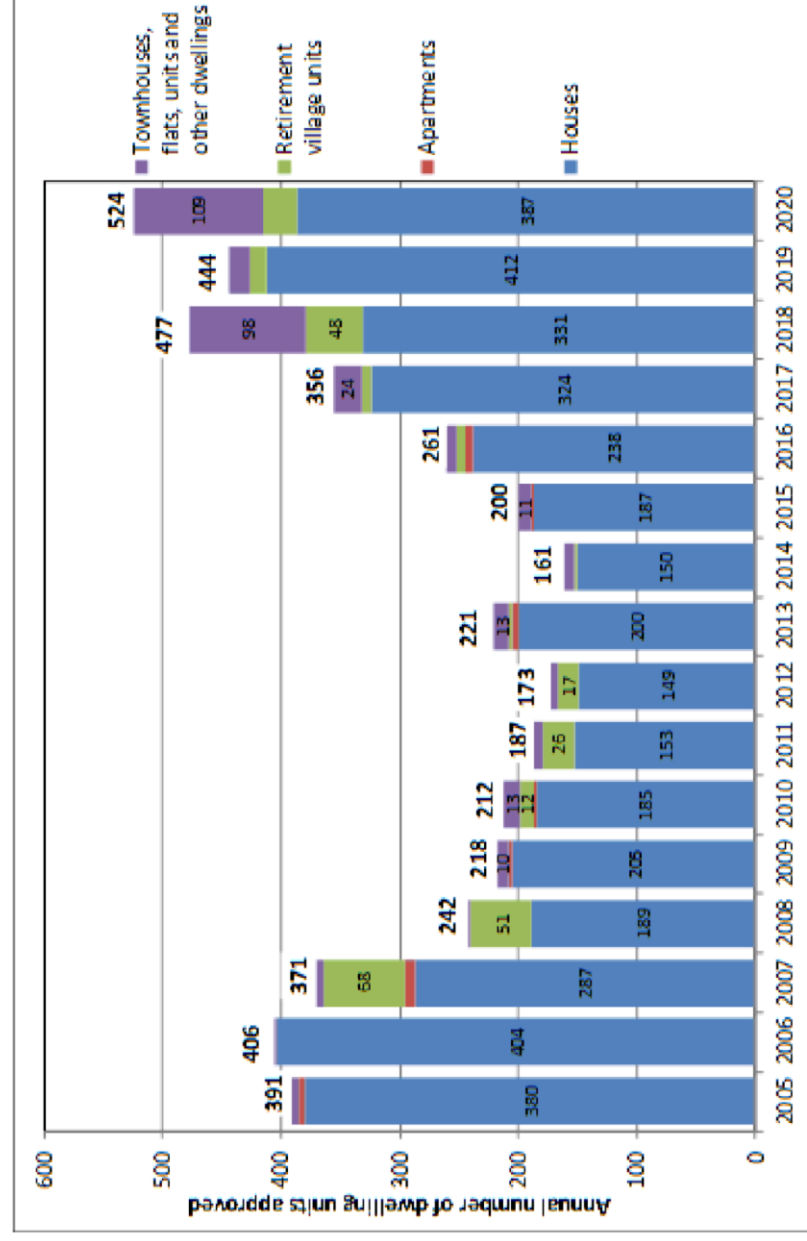


# Urban Development Capacity Indicators 2020 Annual Report & Housing Capacity Assessment

# Urban Development Capacity Indicators: 2020 Annual Report

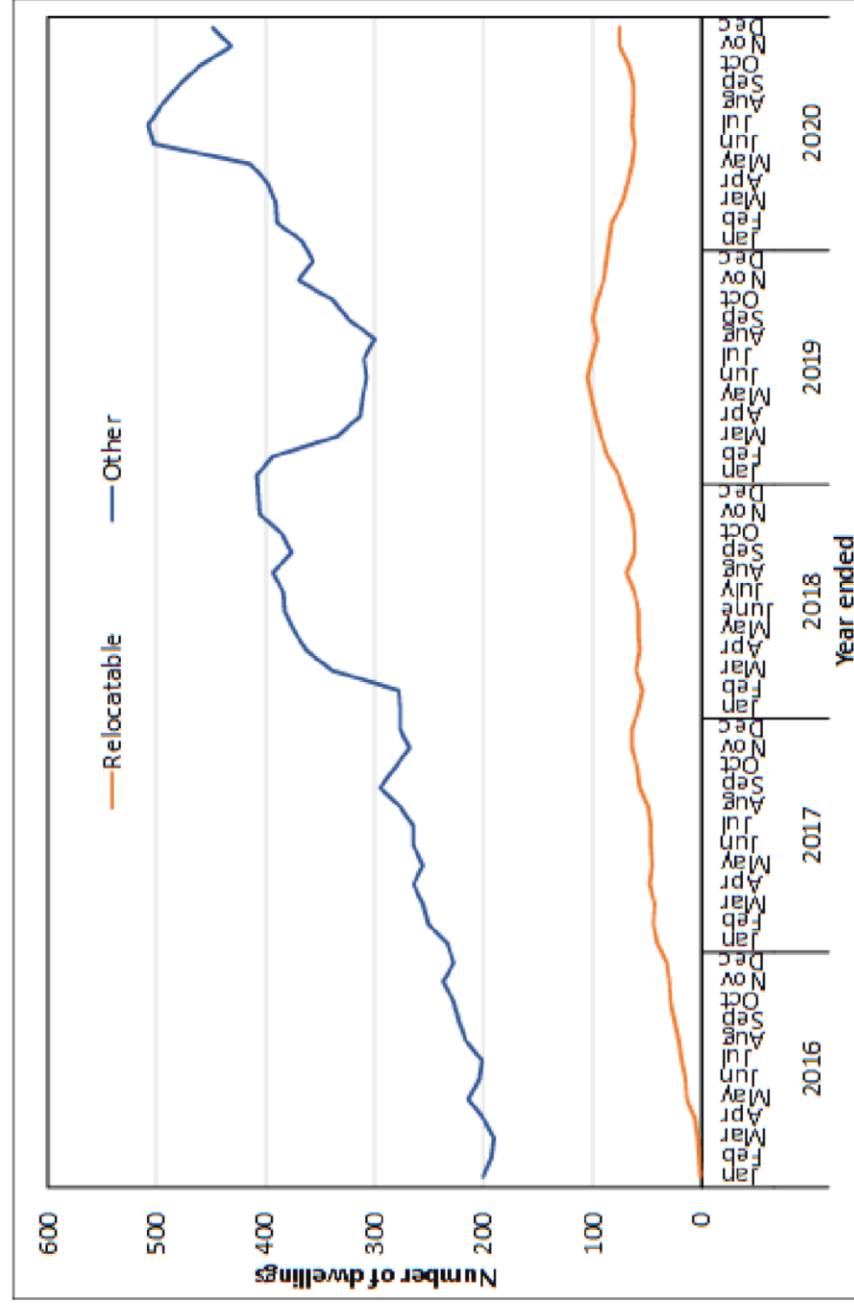
# Annual report for year to December 2020

- In the year ended December 2020, 524 new residential dwellings, valued at \$172 million, were approved for construction in Palmerston North
- 18% increase in number of dwellings
- 16% increase in value



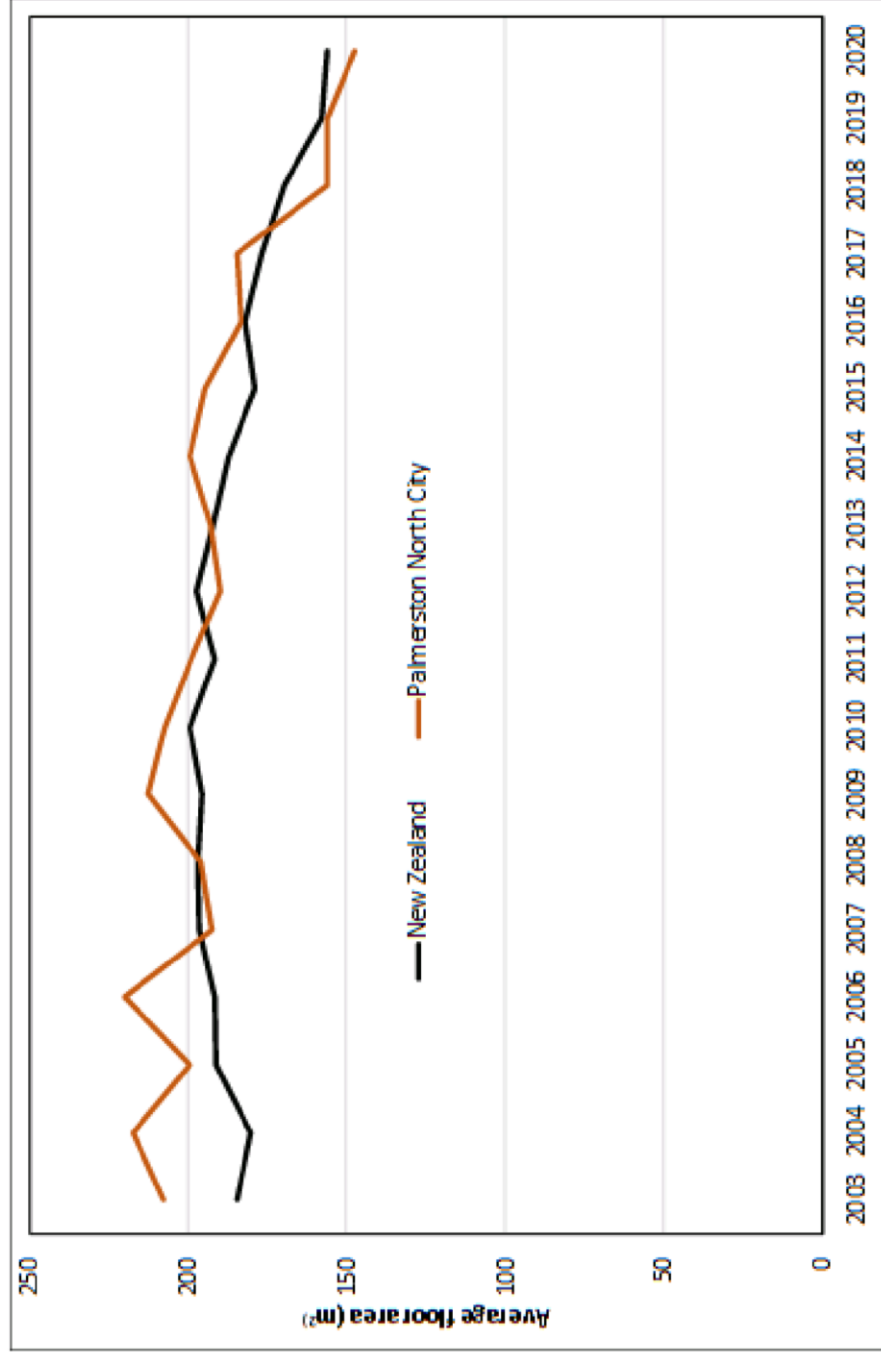
# Annual report for year to December 2020

Relocatable dwelling numbers peaked in 2019



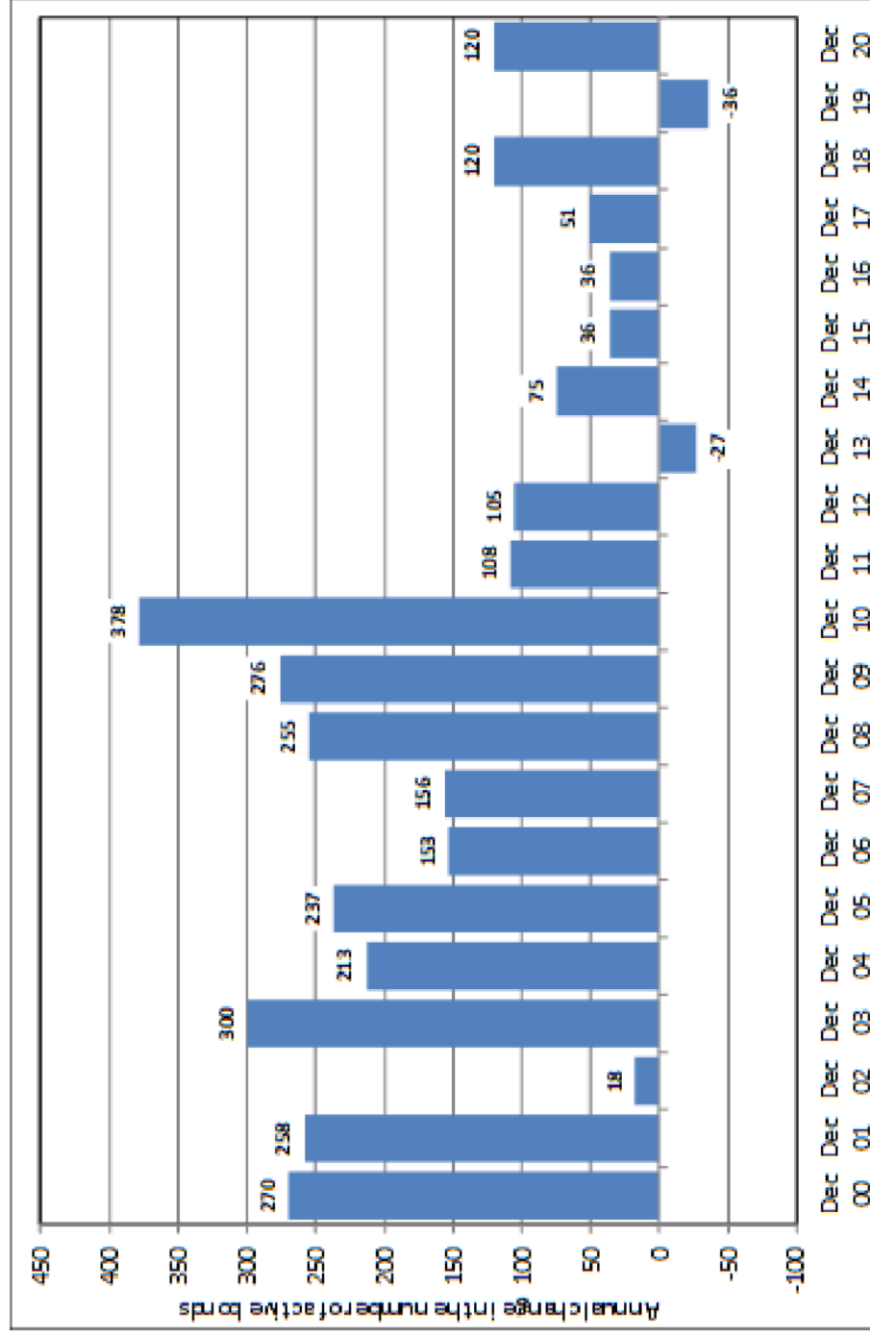
# Annual report for year to December 2020

➤ Dwelling size is reducing



# Annual report for year to December 2020

- Rental stock is still increasing
- But weak growth implies housing ownership rate is increasing





# Housing Capacity Assessment

## National Policy Statement for Urban Development 2020

- Update of the NPS-UDC 2016.
- Requires Palmerston North City Council to report on the city's housing demand and supply.
- Palmerston North is a Tier 2 City.
  - Must set housing targets
  - Must ensure there is sufficient development capacity in the short, medium and long-terms

New Zealand Government

## National Policy Statement on Urban Development 2020

July 2020

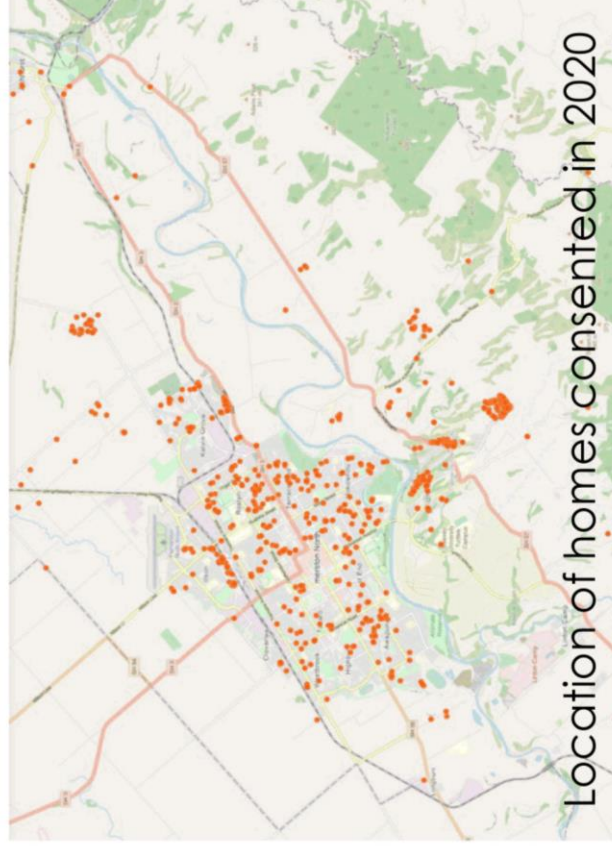
## Drivers of Growth

Major construction projects	\$ million	Timing
Te Ahu A Turanga (Manawatū Gorge)	650	start January 2020
Linton and Ohakea regeneration plan 2019	660	2019 - 2035
Mercury Energy - Turitea	450	2019 - 2021
Massey University capital plan	230	2020 - 2030
Powerco growth and security projects	245	2017 - 2024
Hokowhitu campus redevelopment	90 - 135	started late 2019
MidCentral DHB surgical and mental health	57	early 2021
MidCentral DHB acute services block	370	timing uncertain
PN Integrated Transport Investment	335 - 370	timing uncertain
KiwiRail regional freight hub	cost and timing to be confirmed	
<i>PNCC capital investment (draft)</i>	<i>1,317</i>	<i>2021 - 2031</i>
<i>Manawatū District - capital investment (draft)</i>	<i>225</i>	<i>2021 - 2031</i>
Countdown distribution centre	66	2020 - 2021

# Housing Demand

- In 2020 429 additional homes were built, compared to 220 built in 2016.
- The average household size is 2.6 persons, this is expected to decline over the next 30 years.
- Infill has increased throughout the city.

	Jan 2019 to Dec 2019		Jan 2020 to Dec 2020	
	Number of dwellings	%	Number of dwellings	%
<b>Greenfield</b>	130	36%	121	28%
<b>Rural</b>	23	6%	43	10%
<b>Infill</b>	107	30%	121	28%
<b>Multi-unit (infill)</b>	100	28%	136	32%
<b>Minor dwelling (infill)</b>	2	1%	8	2%
<b>Total</b>	<b>362</b>		<b>429</b>	



Location of homes consented in 2020

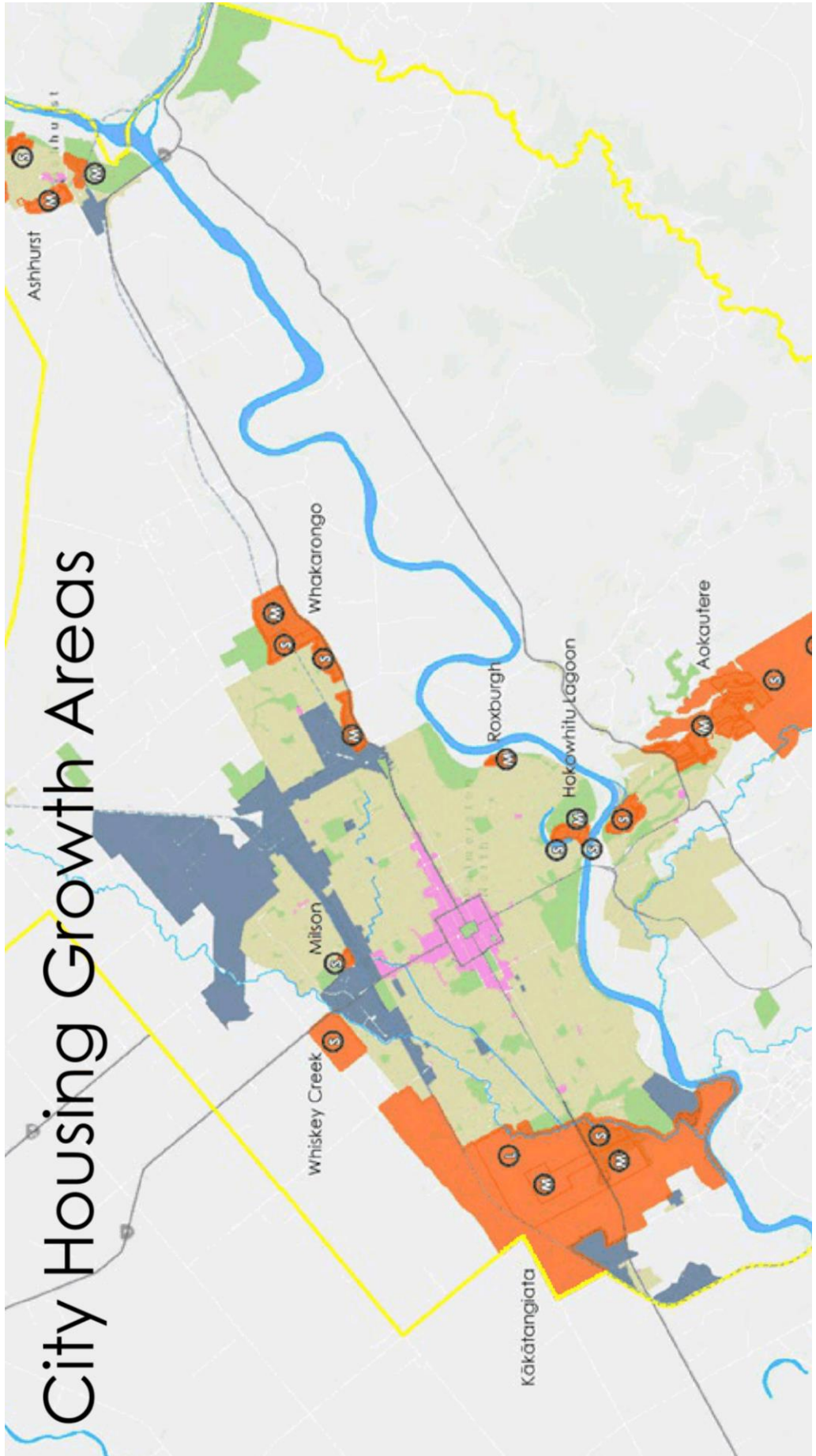
	2018	2019	2020	Average
<b>Greenfield</b>	45%	36%	28%	<b>37%</b>
<b>Infill (Combined)</b>	50%	58%	62%	<b>56%</b>
<b>Rural</b>	6%	6%	10%	<b>7%</b>

## Housing Supply

- In the short-term, there is capacity for another **2,737** urban homes (1417 infill and 1,320 greenfield) and **2067** rural lifestyle blocks
- Upcoming plan changes will provide an additional **7810** lots.

Location – Zoned Land	Lots	Timing
Milson	50	Available now (subject to consenting)
Napier Road Residential Extension Area	50	Available now (subject to consenting)
Napier Road – Private plan change (Marriott Block)	100	Available now (subject to consenting)
Kelvin Grove	100	Available now (subject to consenting)
Kikiwhenua	230	Available now (subject to consenting)
Whakarongo	550	Available now (subject to consenting)
Centennial Park	80	Available now (subject to consenting)
Tremaine Ave	30	Available now (subject to consenting)
Aokautere – Brian Green	80	Awaiting final subdivision approval
Aokautere	200	Available now, subject to confirmation of land stability following earthworks.
<b>Total</b>	<b>1320</b>	
Location Zoning Proposals	Lots	Timing
Ashhurst	400	Notify mid 2021
Aokautere extension	1000	Notify mid 2021
Roxburgh Crescent	100	Notify mid 2021
Whiskey Creek	160	Notify mid 2021
Kākātangiata	6000	Notify late 2021
<b>Total</b>	<b>7810</b>	



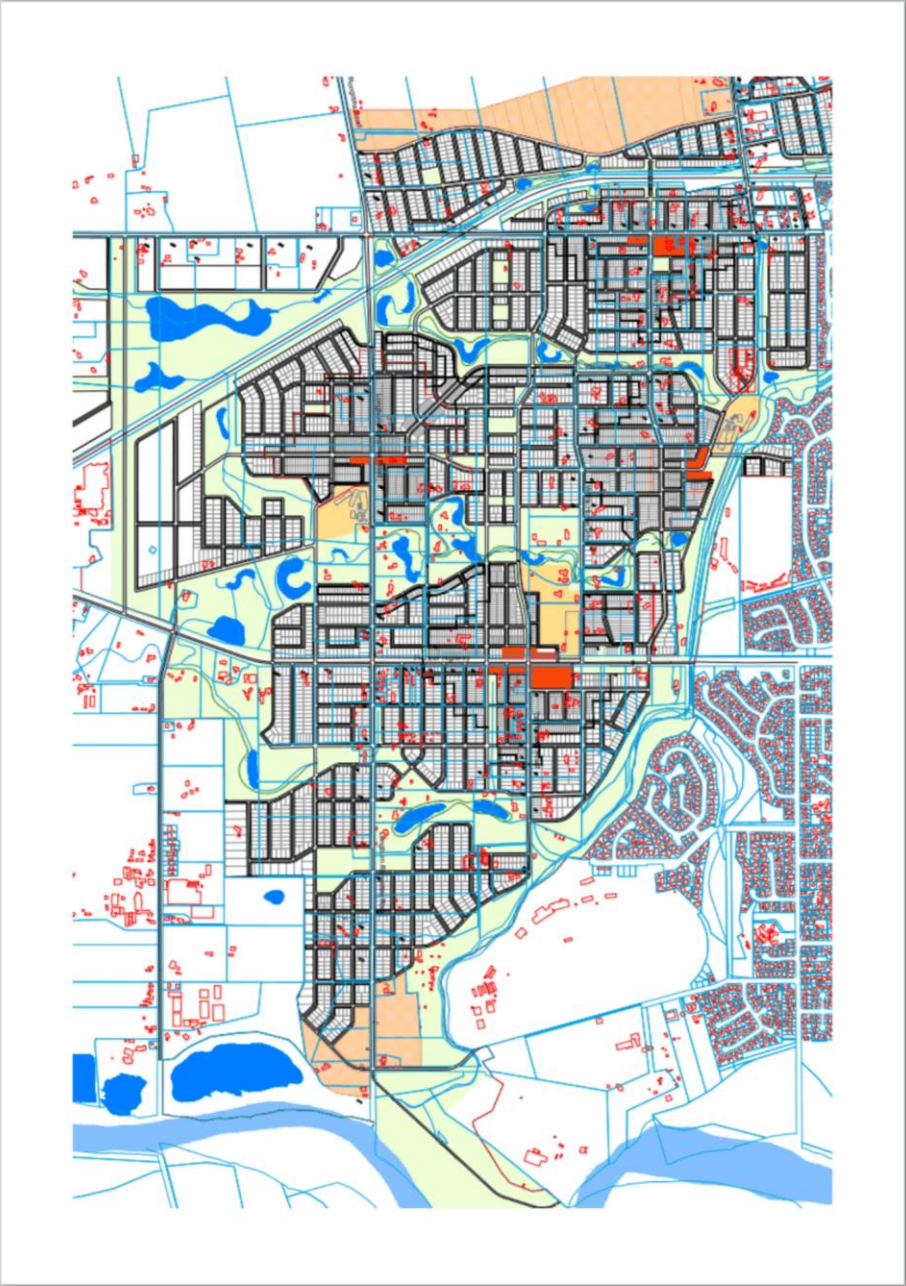


# City Housing Growth Areas



## Housing Growth Targets

	Short-term	Medium-term	Long term	30-year total
	July 2021 - June 2024	July 2024 - June 2031	July 2031 - June 2051	July 2021 - June 2051
	Short-term target includes an additional margin of 20%	Medium-term target includes an additional margin of 20%	Long-term target includes an additional margin of 15%	
Total household growth	Minimum growth target			
	1514	3532	7,925	12,970
	Demand (not including competitive margins)			
	1261	2,943	6,891	11,095
Projected residential preference - based on minimum growth target				
Greenfield	605 (40%)	1766 (50%)	3,963 (55%)	6,334
Infill <sup>1</sup>	832 (55%)	1589 (45%)	3170 (40%)	5,591
Rural/ rural-residential	76 (5%)	177 (5%)	396 (5%)	649
<sup>1</sup> Infill share includes retirement villages and apartments				



Kākatangiata

## Aokautere



# Housing Capacity Report recommendations

- 1. Rezone greenfield capacity at Aokautere, Ashurst and Kākātangiata
- 2. Promote multi-unit development and minor dwellings
- 3. Investigate lowering the minimum lot size
- 4. Partner with the development community to encourage intensification
- 5. Repurpose underutilised Council land for housing
- 6. Enable intensification in more locations and investigate requiring it in some locations

# Committee Recommendations



1. That the Housing Capacity Assessment be received



2. That the housing targets and recommendations in the Housing Capacity Assessment be adopted.



3. That the Urban Development Capacity Indicator 2020 Report be received



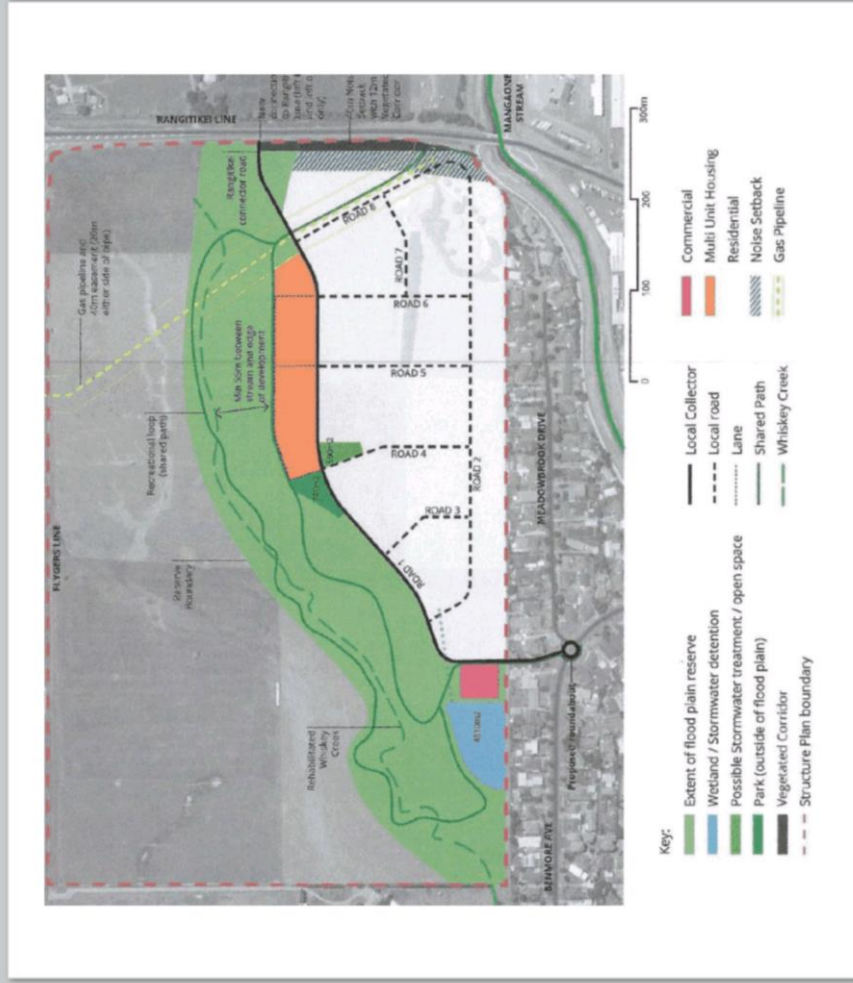


# Whisky Creek Private Plan Change Application



# Summary of proposal







- Private application by Flyers Investment Group
- Rezoning to enable development of approx. 160 dwellings
- Access via Meadowbrook Dr and Rangitikei Line
- Seeks to design an urban/rural edge



# Legislative process

- ✔ a) Adopt as if it were a Council initiated plan change
- ✔ **b) Accept the request and notify it**
- ✔ c) Treat it as if it was a resource consent
- ✔ d) Reject in whole or in part

# Next steps

-  If accepted, publicly notify the plan change
-  Summarise submissions
-  Re-notify for further submissions
-  Public hearing
-  Decision
-  Appeals

# Committee recommendations

- That the Whisky Creek Private Plan Change request by Flyers Investment Group Ltd be accepted, pursuant to Section 25(2)(b), Part 2 of the First Schedule of the Resource Management Act
- That the Whisky Creek Private Plan Change request by Flyers Investment Group Ltd be publicly notified in accordance with Section 26, Part 2 of the First Schedule of the Resource Management Act 1991.