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Report to the Hutt River Advisory Committee
from Alistair Cross, Senior Resource Planner, Flood Protection

**Hutt River Floodplain Management Plan : Progress Report on
Implementing Non-structural Measures**

1. Purpose

- To update the Advisory Committee on progress made towards implementing the HRFMP non-structural measures.
- To seek Advisory Committee endorsement for the Draft Objectives and Policies Template, as a basis for further work developing possible district plan provisions.

2. Background

This report highlights:

- progress made developing 'templates' for general district plan objectives, policies and methods
- the templates' content, and how they reflect the Non-structural Measures Principles
- progress made in developing a priority set of emergency management programmes and procedures
- the next phase of work required up to February 2003.

3. Provisions Templates and Emergency Management

3.1 Progress on Measures

We are making good progress on developing non-structural measures, with the support of the Non-structural Measures Working Group (NSMWG). We have:

- formed draft provision templates
- identified a priority set of emergency management measures to develop and implement over the next three years.

Overall we are on track with the work programmed set out in the Draft Scoping Report.

3.2 Land Use Measures – Forming Provision Templates

Developing the Templates

Two ‘templates’¹ have been formed representing a broad base of material to support possible district plan objectives, policies and methods. They are a useful starting point for forthcoming more detailed work on land use measures (see Section 4 of this report).

The templates relate directly to the HRFMP Non-structural Measures Principles². The templates’ development and emphasis are based on:

- natural hazards objectives and policies contained in the Regional Policy Statement (RPS) for Wellington Region
- policies contained in the HRFMP³.

Attachment 1 is the Non-structural Measures Objectives and Policies Template.

District Plan Objectives and Policies Template

The *Objectives and Policies Template* contains objectives and policy statements, with extensive explanations. They support the full range of non-structural approaches depending on the issue being addressed. One objective has been developed as a base for all policies, with the policies themselves covering:

- land use in the upper catchment
- buildings, structures, subdivision and earthworks in unprotected flood hazard areas⁴
- using and storing bulk hazardous substances
- critical facilities, such as utilities and emergency services
- subdivision in unprotected areas

¹ The development of ‘templates’ to form a basic set of objectives, policies and methods was initially discussed at the 14 April meeting.

² Non-structural Measures Principles and what they might represent when they are implemented are provided in Chapter Five (pages 103 – 123) of the Hutt River Floodplain Management Plan.

³ The relevant policies from the HRFMP concern developing fair, responsible and legally defensible measures appropriate to the Hutt Valley (policy 31), applying a risk-based approach to measures (policy 32) and using flexible mitigation methods (policy 34).

⁴ Unprotected flood hazard areas represent all river corridor areas and other locations that will not be protected by stopbanks.

- Capacity of new and replaced bridges
- Public ownership of river corridor land
- Information on property titles
- Voluntary actions (particularly where planning controls are not recommended)
- Consistency with the Hutt River Environmental Strategy.

The policies express the intent of the Non-structural Measures Principles. The policies promote a range of risk-based solutions depending on the severity of flood hazard and level of existing development.

The policies support possible district plan rules that would actually affect very few areas in the Hutt Valley. They, in fact, promote a level of restriction that is not greatly different from that contained in the two cities current proposed district plans. The treatment of unprotected areas is more a case of managing wisely what is already there, considering also that voluntary actions and emergency management that form the wider suite of measures available.

District Plan Methods Template

A *District Plan Methods Template* has also been formed. It includes possible methods covering subdivision, use and development in unprotected areas, focussing mainly on greenfield sites. The methods template is not presented as part of this report because it requires further analysis and refinement by the NSMWG before it is presented to the Advisory Committee and the two city councils.

3.3 Emergency Management – Prioritising Programmes and Procedures

A series of workshops were held with Hutt City Council and Upper Hutt City Council emergency management and planning officers. The workshops' main objective was to recommend a set of key projects⁵ to be worked on over the next three years. The workshops also:

- reviewed and updated the status of existing emergency management measures
- matched progress on existing measures against HRFMP priority emergency management list⁶
- reassessed the relevance and order of the HRFMP priorities, and identified new projects to be considered.

The workshop group recommended a number of projects up to 2004/05. These are briefly described in Table 1 and are provided in more detail in **Attachment 2** of this report. The projects generally match the priorities provided in the HRFMP's priority list, with the remaining projects likely to be programmed for the period following 2004/05. A number of additional projects were also highlighted for possible future action.

⁵ The focus of enhanced measures will be on increasing the level and coverage of emergency management provided by the councils for all people at risk from direct or indirect flooding effects.

⁶ The HRFMP (page 123) contains a list of procedures and programmes recommended for enhancement, developed in May 2000.

The projects identified may require consideration through each council's financial planning processes, although funding for the projects would mostly be provided for within existing operating budgets.

The suggested programme will need to be reviewed on an annual basis. Any review would be directed by the respective city councils.

Table 1 : Prioritised Emergency Management Projects 2002-2005

| Projects Programmed for 2002/03 | HRFMP Priority |
|--|-----------------------|
| Produce a co-ordinated media management plan | Urgent |
| Develop and document real-time internet information for flooding | High |
| Develop flood hazard emergency management maps | High |
| Follow up on the IGNS earthquake hazard study | Urgent |
| Evaluate consistency of school readiness-response education packages | NEW |
| Ensure documentation of mayoral relief fund procedures | Low |
| Projects Programmed for 2003/04 | HRFMP Priority |
| Investigate the effects of the landslide hazard on flooding | Medium |
| Investigate sand supplies in local areas | Low |
| Investigate possible (siren) alerting systems for Upper Hutt | High |
| Evaluate consistency of emergency response procedures | NEW |
| Document specific contingency and evacuation plans for higher-risk areas | NEW |
| Projects Programmed for 2004/05 | HRFMP Priority |
| Document possible flood-induced effects arising from hazardous industries and related activities | Medium |
| Alerting systems: commence implementing the outcomes of the 2003/04-yr investigation | High |

4. The Process from Here

4.1 General Requirements

The General Process

The Hutt City and Upper Hutt City Councils will take more responsibility for the process as the project moves towards developing more specific methods.

The Draft Scoping Report contains a general outline of the process to follow. Further scoping of the task detail through to June 2003 will be undertaken in August.

City Councils to Consider Progress

It is considered appropriate that the two city councils be briefed on progress to date. They will also be asked to consider the *Objectives and Policies Template* and the suite of emergency management measures outlined in Section 3.3. This process is likely to occur at the next round of city council meetings in July and August.

Forming Emergency Management Measures

The emergency management projects noted in this report require scoping to determine budget, resource and timing requirements. This information may be incorporated into the relevant councils' financial planning processes.

Forming Land Use Measures

The next steps to develop land use measures include:

- Developing, analysing, modifying and refining the provisions templates
- Collating relevant objectives, policies and methods contained in the proposed district plans
- Forming possible draft district planning provisions appropriate for the style and format of each city's proposed district plan
- Specific evaluation to consider costs, benefits and alternatives, and support for possible draft provisions
- Consulting on draft district planning provisions, providing feedback to modify and refine them.

4.2 Specific Evaluation Required

Part of the next phase will be evaluation of draft provisions required before they are recommended for consultation. The evaluation will include an assessment under Section 32 of the Resource Management Act 1991, which provides basic requirements for considering the costs and benefits of draft provisions and alternatives (including the 'do nothing' option). The first part of the Section 32 analysis will record the process for considering a range of structural and non-structural flood mitigation options and subsequently forming draft provisions, citing related documents. It will also provide the rationale for the proposed measures by comparing them with the existing district plan provisions. The second part of the Section 32 analysis will continue into any district plan change process, responding to consultation feedback and submissions.

Another key area of the evaluation will be an assessment of objectives, policies and methods contained in the Regional Policy Statement (RPS). This assessment will need to show that the draft provisions are not inconsistent with the RPS, and in particular that the RPS supports the sorts of provisions and wider measures being developed.

4.3 Further Updates

We will provide the Advisory Committee with a further progress report at the next meeting in October, and present draft provisions to be endorsed for consultation around February 2003.

5. Communication

There are no direct communications with the community stemming from this report. The main communications will happen through the consultation process on draft measures.

The Hutt City and Upper Hutt City Councils will direct the consultation on the draft non-structural measures, with input and technical support provided by the Regional Council. As the lead agencies, the two city councils will be ultimately responsible for making any district plan change applications. Therefore, they will drive the consultation process in a manner that is most appropriate to each city council.

Consultation with the Hutt Valley community is proposed for early 2003, to gain feedback on draft district plan provisions and, to a lesser degree, the emergency management measures. Consultation would occur prior to that required as part of any statutory plan change process. However, early feedback will provide a valuable opportunity for the city councils to modify the plan change documents prior to the statutory process.

Information on the proposed non-structural measures would be provided to the public under the guidance of the two city councils. The best time for providing draft plan change information is prior to the proposed consultation round early in 2003. It is possible that *Elements* could be one of the ways of providing this information

6. Recommendations

That the Hutt River Advisory Committee:

- (1) **Receive** the report.
- (2) **Note** the contents of the report.
- (3) **Note** the progress being made towards forming possible draft district plan provisions.
- (4) **Note** the prioritised emergency management projects recommended by the Non-structural Measures Working Group for development and implementation by the Hutt City and Upper Hutt City Councils.

- (5) *Endorse the 'Non-structural Measures Draft Objectives and Policies Template' as a basis for further work developing possible plan provisions.*
- (6) *Request that the Hutt City and Upper Hutt City Councils consider the 'Draft Objectives and Policies Template' and the prioritised emergency management projects.*

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Attachment 1: Draft Non-structural Measures Objectives and Policies Template

Attachment 2: Prioritised Emergency Management Projects 2002 to 2005