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

**Hutt River Floodplain Management Plan : Scoping the Implementation of Non-structural Measures**

**1. Purpose**

To advise the Advisory Committee on the scope and programme for implementing the HRFMP non-structural measures.

**2. Background**

**2.1 11 April Meeting**

This report highlights key areas for the Advisory Committee's consideration including:

- the general programme through to and beyond June 2003
- implementation tasks and the rationale for their timing
- the sharing of responsibilities between the Regional Council and the Hutt City and Upper Hutt City Councils
- reporting pathways and responsibilities for the relevant Regional and City Council committees.

In the Advisory Committee meeting on 11 April, the Committee will be asked to:

- endorse the scope and programme for implementing the HRFMP non-structural measures.
- request that the Hutt City and Upper Hutt City Councils consider the scope and programme, with regard to their respective inputs and responsibilities.

## 2.2 Recapping the Non-structural Principles

On 29 June 2000, the Advisory Committee recommended the non-structural principles to the Regional Council Landcare Committee<sup>1</sup> (see **Attachment 1**).

Two major considerations provided background to the Advisory Committee's recommendations:

- Maintaining ongoing flexibility through the development of non-structural measures.
- Acknowledging that each city council must be able to examine local-level implications of the potential provisions that may arise from the non-structural principles.

These fundamental needs are recorded in Sections 5.3 and 5.9 of the Hutt River Floodplain Management Plan (the Plan), including policies 29 and 31 on pages 125 and 130.

## 2.3 Need for Flexibility

It should be emphasised that the process we are entering to develop and implement non-structural measures is once again covering new ground. Therefore, maintaining ongoing flexibility will be as important in implementing non-structural measures as it was in their initial development.

Through the HRFMP drafting process, the Hutt and Upper Hutt City Councils acknowledged the broad requirement for implementing the non-structural measures. However, the city councils also have other priorities in both planning and emergency management that need to be integrated with the timing of the non-structural measures programme. However, as the Regional Council is providing considerable resources for the development of measures, and performance indicators are attached to the Regional Council's input we would not expect too many difficulties.

An example of where flexibility could be required would be if Hutt City need to advance a review of their Proposed District Plan, which may affect the development of non-structural measures.

## 2.4 Developing the Scope

The Non-structural Measures Working Group (NSMWG)<sup>2</sup> has been reformed to provide input to the non-structural measures project. The NSMWG met in early March 2002 to agree on the draft scope, after providing feedback on the document during December 2001 and January this year.

A copy of the draft scope is available on request; it will be finalised following the meeting on 11 April.

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<sup>1</sup> The recommendations were subsequently approved by the Landcare Committee.

<sup>2</sup> The NSMWG comprises mainly planning and emergency management officers from each of the three councils.

### 3. The Programme for Implementing Measures

#### 3.1 Performance Indicators to June 2003

The Flood Protection Group's short-term performance indicators for this project are provided in Table 1 below.

**Table 1: Short-term Performance Indicators: Non-structural Measures Project**

<b>Timeframe</b>	<b>Budget</b>	<b>Short-term Performance Indicators</b>
June 2002	\$75,000  Revised Budget \$66,000	Prepare the information base for developing HRFMP non-structural principles into full measures, within budget and to the satisfaction of the Landcare Committee. The development of measures will involve consideration by Upper Hutt City and Hutt City Councils of: <ul style="list-style-type: none"> <li>• policy and provisions for District Plans.</li> <li>• enhanced emergency management programmes and procedures.</li> </ul>
<b>DRAFT</b> June 2003 <sup>3</sup>	<b>DRAFT</b> \$109,000	<b>DRAFT</b> <i>In conjunction with officers of Hutt City and Upper Hutt City Councils, to a programme agreed through the Landcare Committee and within a budget of \$109,000:</i> <ul style="list-style-type: none"> <li>• <i>prepare plan change or variation applications for integrating the Hutt River Floodplain Management Plan non-structural measures into their respective District Plans.</i></li> <li>• <i>commence developing high priority enhanced emergency management programmes and procedures identified in the Hutt River Floodplain Management Plan.</i></li> </ul>
<b>DRAFT</b> June 2004 <sup>4</sup>	<b>DRAFT</b> \$75,000	<b>DRAFT</b> <i>Provide support to Upper Hutt and Hutt City Councils through the respective district plan change application processes in the form of:</i> <ul style="list-style-type: none"> <li>• <i>responses to public queries.</i></li> <li>• <i>input to the analysis of submissions and cross-submissions.</i></li> <li>• <i>providing evidence during any hearing process.</i></li> <li>• <i>other technical support.</i></li> </ul> <i>to a programme agreed through the Landcare Committee and within a budget of \$75,000.</i>

<sup>3</sup> This is the new draft performance indicator and budget for June 2003, which will be confirmed by the Regional Council in June 2002.

<sup>4</sup> The June 2004 performance indicator is yet to be determined, and this is an indication of its potential intent. The indicator will be drafted in December 2002, and finalised and confirmed in June 2003.

## **Indicators Represent Three Phases**

The performance indicators presented in Table 1 break the project timeframes into three phases up to and beyond June 2003.

The first phase ends in August 2002. It involves the completion of base material for draft district plan changes / variations, and the first stages of planning for emergency management enhancements. The district planning work during this phase will include forming a 'template' of basic objectives, policies and methods, and preliminary work looking at ways to accommodate existing district plan provisions where appropriate.

The second phase sees the formation of draft plan change/variation documents by each city council, and the enhancement of selected emergency management priority initiatives. This phase will end in July or August 2003, following decisions by the relevant city council committees.

The third phase commences with a plan change/variation application process. Performance indicators and programme requirements are yet to be developed for this work, although a preliminary draft indicator is presented.

## **Allowing for City Council Programming**

The draft performance indicator for June 2003 inherently recognises that the district plan change / variation process belongs to the city councils. This means the timing applied to the general programme will depend, to a large degree, on each city council's internal requirements, resourcing and business planning. It must be emphasised that the Regional Council also has no control over each council's district plan change/variation programme and associated timeframes once they are underway.

### **3.2 General Programme to June 2003: Tasks and Decision-Making**

#### **Phase 1: Tasks to August 2002**

A 'template' of draft provisions, including very basic objectives, policies and methods, will be formed; and key priorities in emergency management, requiring further planning and action in the next financial year, will need to be determined.

Completing related tasks by June 2002 will enable the Advisory Committee and the relevant Hutt and Upper Hutt City Council committees to:

- see the basic format, wording and requirements for proposed district planning provisions; and consider their reasonableness, practicalities and likely implications
- consider a programme and requirements for enhancing emergency management programmes and procedures.

Between June and August 2002, the relevant committees will be requested to endorse the draft measures for further planning, refinement, consultation and analysis prior to:

- applying for plan changes or variations
- entering emergency management requirements into council business planning where necessary.

### **Phase 2: Tasks between September 2002 and June 2003**

Draft measures will be refined from September 2002 onwards, to form provisions specific to each city's district plan format and style. A short round of public consultation is proposed for March and April 2003. Then the respective district plan change / variation documents will be prepared for reporting between June and August 2003, prior to applications being made.

### **Phase 3: Tasks beyond June 2003**

The development of planning provisions will be essentially concluded by the completion of the district plan change / variation processes, which could run for more than two years. Work on priority emergency management programmes and procedures is expected to be ongoing over a number of years, with the Regional Council providing a reduced role after August 2003.

**Attachment 2** presents a table outlining the recommended general programme for implementing measures through to and beyond June 2003.

## **4. Summarising Shared Responsibilities**

The previous sections have covered general responsibilities for implementing non-structural measures. The following clarifies how responsibilities will be shared and separated.

- ***District plan changes:*** The Hutt and Upper Hutt City Councils will make the Plan change applications. The Regional Council will provide staff resources and technical information to help prepare draft provisions, and assist the city councils through the plan change process. The city councils will determine how they want their respective plan change processes and the associated preparation work to proceed, and this will guide the Regional Council's input.
- ***Emergency management:*** The Hutt and Upper Hutt City Councils will be the primary implementers of enhanced emergency management programmes and procedures, except for areas of emergency management where the Regional Council has an existing lead role. The Regional Council will otherwise provide technical support. Where appropriate, the WRC Emergency Management Department can provide a facilitating role for the development of enhanced measures.

- **Voluntary actions:** The Regional Council will provide technical information to support the city councils in developing varying forms of public advice and information to support land use voluntary actions.

## 5. Reporting Pathways

The reporting pathways are complex given the nature of the process that the three councils are commencing.

Ultimately, the process for preparing district planning provisions and emergency management measures is the responsibility of the city councils. Therefore, the decisions for accepting, modifying or rejecting the draft measures and plan change preparation processes are, in the end, the city councils' to make.

The Hutt River Advisory Committee (HRAC) will be informed of the non-structural measures process as it progresses. The Committee's main purpose is to guide the programme and comment on processes and documentation along the way. It will put recommendations to the WRC Landcare Committee when necessary, and request that the relevant Hutt and Upper Hutt City Council committees consider and endorse recommendations where appropriate.

The relevant HCC and UHCC committees will be particularly responsible for considering and endorsing the major milestones including the:

- overall programme
- draft provisions
- pre-plan change processes, such as public consultation
- plan change process and documents.

HCC and UHCC officers of the working group will be responsible for reporting recommendations directly to their relevant committees, as appropriate.

## 6. Communications

Consultation with the Hutt Valley community is planned for early 2003, to gain feedback on draft district plan provisions and, to a lesser degree, emergency management measures.

A plan change process itself provides opportunities for consultation; however, early feedback will provide a valuable opportunity to review the plan change documents.

Information on the proposed non-structural measures will be provided to the public, probably through the Regional Council's *Elements* newspaper, or possibly a newsletter type publication similar to the *Living with the River* series. The time for providing draft plan change information to the public would be early in 2003.

## 7. Recommendations

*That the Advisory Committee:*

- (1) receive the report and note the contents.*
- (2) endorse the Draft Scoping Report.*
- (3) request that the Hutt City and Upper Hutt City Councils consider the Draft Scoping Report.*

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**Attachment 1:** Recommendations of the Hutt River Floodplain Management Advisory Committee, 29 June 2000.

**Attachment 2:** The General Programme for Implementing Measures Until June 2003