



# Consultation Report

Proposed Plan Change E:  
Roxburgh Residential Area

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## Introduction

This report is prepared to accompany the s32 assessment for Plan Change E: Roxburgh Residential Area. This briefly analyses the feedback received from pre consultation on the proposed plan change with iwi, key stakeholders, landowners and the community from 2018 - 2023. Key themes and responses are outlined in this report.

## Iwi Engagement

Consultation with iwi has occurred through Rangitāne o Manawatū Bimonthly meetings with PNCC staff. Consultation and communication outside of these meetings has occurred with iwi representatives and the PNCC Principal Planner. Rangitāne o Manawatū (RoM) indicated no sites of significance are in the RRA and the key feedback regarding access and interaction with the Awa has been provided for. No cultural impact assessment was necessary for PCE and on that basis one has not been prepared for this plan change. Consideration has however been given with RoM to the existence of sites of significance (none identified) and its request for access to the Manawatū River. The chronology section in the Section 32 Report includes all engagement with Rangitāne o Manawatū to date.

Clause 4A consultation requirements were completed on 08/12/2023. Representatives from RoM were invited to give feedback on the proposed district plan provisions, draft structure plan and other plan change matters. No feedback has been received to date.

Key planning issues for Rangitāne o Manawatū are set out below, along with the planning response to date:

| Planning issues   | Response   |
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| Cultural Impact Assessment<br><br>Does PCE contain any sites of significance to RoM?  | Engagement with iwi and hapū was done during the early planning discussions for the site in 2018 and 2019. From these discussions with RoM, no sites of significance were found. RoM advised no cultural impact assessment would need to be prepared as apart of PCE.  |
| Manawatū River Access<br><br>RoM Requested that three accesses are provided through the site to the River. This was taken into account during early master planning work and can be found in the Urban design report (Appendix C.). | Council supported one central enhanced accessway to the Awa (not three) with land to be gained via a land exchange. This was due to cost, ongoing maintenance costs and the difficulty of providing public access over the stopbank. RoM expressed no further concerns and support the provision of one accessway. |

## Key Stakeholders and Landowners

Key stakeholder engagement on the plan change was undertaken as part of initiating the plan change. Landowners within the PCE area have been invited to workshops throughout the

process starting in 2018. All workshops and meetings with landowners have been well attended. Higgin’s Family Holdings (HFH) has significant interest in the site and has been kept in regular contact with PNCC.

The draft plan change was also sent to the Ministry for the Environment and other stakeholders identified by PNCC. Responses were received from Horizons Regional Council, Waka Kotahi and Fire Safety New Zealand.

Overall, there is support for the plan change by landowners and stakeholders. Some landowners, as well as the main landowner of the site, are interested in developing their sites for residential purposes and would like supporting infrastructure upgraded as quickly as possible. Those landowners interested in developing their sites are supportive of the height provisions but have concerns or objections over stormwater requirements and the upgrading of the existing Roxburgh Crescent road corridor.

Key issues raised from Landowners and the planning response are set out below:

| Planning issues  | Response  |
|--|---|
| <p>Transport</p> <p>Parking concerns were raised due to narrow street environment and spill over parking in the RRA from pick up and drop off times coming from Winchester School.</p> <p>Roxburgh Crescent road upgrades to reflect proposed cross sections and timing.</p>   | <p>Parking is not a matter that can be considered under the District Plan (as directed by the NPSUD). However, consideration of the best road layout to enable safe access for cars, pedestrians and cyclists has been assessed in the Transportation Assessment. Cross sections have been identified and included in the District Plan to recognise the narrow existing road and departure from the Council’s Engineering Standards.</p> <p>Development can occur without the immediate upgrade of the existing Roxburgh Crescent. A programme for the roading upgrade will respond to the timing of development at Roxburgh Crescent. It is anticipated a programme for this will be put forward to the 2027 LTP. If there is demand for this upgrade before the next LTP, a programme could be considered as part of an Annual Budget.</p> |
| <p>Reverse sensitivity/site transition</p> <p>Concerns regarding existing use rights and the transition to residential was raised by landowners at Roxburgh Crescent. Other concerns raised were the impact on business as the site transition, such as heavy traffic coming into the site to service existing businesses.</p> <p>Concerns regarding noise complaints to businesses wishing to remain.</p> | <p>Landowners were advised that they have existing use rights if they are legally established and the activity continues at the same scale and intensity. The impact of the transition is considered to be minor, as the main landowner had moved out of Roxburgh Crescent as of June 2023. This activity was also the contributor to heavy traffic volumes. Construction traffic as the site is developed will be temporary and is unlikely to impact on other existing businesses on Roxburgh Crescent. As noted above, development can occur without the immediate upgrade of the existing Roxburgh Crescent.</p>  |

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|  | <p>Transport matters are also addressed in the Transport Assessment (Appendix D.)</p> <p>The site is already next to the residential zone and Rule 12.8.1 already specifies the noise limits for activities within a residentially zoned site. Existing industrial activities are required to continue complying with these rules once PCE is operative. On that basis there are no changes to the noise standards that apply to existing businesses. Noise matters are addressed in the Noise Assessment (Appendix H.)</p>  |
| <p>Stormwater</p> <p>Onsite permeability requirements and how to fit a house on a section, taking into account HRP and site coverage requirements. Concerns 55% (as consulted on in November 2023) permeability will be too hard to achieve.</p> | <p>Onsite permeability is a specific recommendation of the Stormwater Report (refer Appendix J). The minimum lot size has been increased from 150m<sup>2</sup> to 250m<sup>2</sup> recognising the permeability requirements would make it very difficult to build a house.</p> <p>The proposed provisions have a permeability limit for development in the short term and then a different standard once the proposed stormwater outlet is upgraded. The outfall upgrade is planned for year 4 of the LTP (2027/28) with opportunity to be brought forward to (2026/27). This approach enables development before the upgrade is completed (with appropriate management of effects), rather than waiting for the upgrade to happen before any upgrades.</p> |
| <p>Housing controls</p> <p>Concerns regarding smaller lot sizes and a maximum lot size and subdividing off land that is larger than the maximum lot size.</p>  | <p>As a result of the permeability requirements recommended in the Stormwater Report (refer to Appendix J) the minimum lot size of 150m<sup>2</sup> has been increased to 250m<sup>2</sup>. The intent of PCE has always been to enable a higher density of development compared to the Residential Zone. To achieve the desired yield to assist in the housing needs for the City (as identified in the HBA) a maximum lot size has been included. Should landowners wish to subdivide larger lots then a Non-Complying consent would be required and assessed on its merits against the objectives and policies of the District Plan.</p>  |
| <p>Infrastructure</p> <p>Horizons Regional Council provided feedback on the plan change in relation to the RRA's location to the stopbank network to protect its integrity.</p>  | <p>Advice notes have been included in PCE to alert people of the requirements of the One Plan and works within 8m of the inland toe of the stopbank.</p>   |
| <p>Water supply for fire fighting</p> <p>Concerned that proposed provisions for PCE do not address Fire and Emergency New Zealand's</p>  | <p>See Water and Wastewater Servicing report – there is adequate capacity for firefighting water supply</p>  |

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| requirements for fire fighting water supply or address capacity |  |
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## Community

At a general level consultation has been undertaken as part of PNCC’s housing strategy planning, including the work that led to identifying infill development as a growth area for the City.

More targeted consultation with the community was undertaken regarding the rezoning of the PCE area during November 2022 while the plan change was in its early stage. This consultation included a month-long feedback period from the community to provide feedback before technical reporting was completed. A total of 19 feedback forms were received during this phase with key themes being density, three storey development across the site and parking. This feedback was considered in preparing the draft plan change.

In November 2023 the plan change consultation opened to meet RMA Schedule 1 Clause 3 requirements. Feedback closed on 8<sup>th</sup> of December 2023 and 16 submissions/feedback forms were received. The key points from community submissions are outlined in the table below.

Overall, there is community support for the rezoning of the area to residential with some concerns around the proposed height and density of the site.

The outcomes of both rounds of engagement informed the preparation of Proposed PCE. In particular, the following issues were addressed through the plan change provisions and accompanying technical work:

| Planning issues  | Response   |
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| <p>Housing controls</p> <p>Initial concerns regarding proposed density and visual impact (lot size, height and separation distances).</p> <p>Concerns about reduced sunlight access and overshadowing to existing neighbouring residential homes due to three story being enabled.</p> | <p>In response to concerns raised in 2022 regarding enabling 3 storeys across the entire site, further thought was given to the impact of 3 storeys on the adjoining residentially zoned properties. The PCE proposes to only enable 3 storeys within a specified area of the site identified on the Structure Plan as the ‘Riverfront Area’. The remainder of the site will have the same height controls as the rest of the Residential Zone (allowing for 2 storey housing). This means that access to sun and day-light will be the same as the existing Residential Zone for the majority of the site. Allowing 3 storeys in the Riverfront Area will allow those properties to take advantage of the views over the river.</p> |
| <p>Transport</p>   | <p>The Transportation Report (refer Appendix D) has confirmed that there will be less traffic generated</p>  |

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| <p>Concerns regarding an increase in traffic flows coming from the site once it transitions to residential</p> <p>Traffic safety concerns with an increase in passenger vehicles and in close proximity to the school.</p>   | <p>with the site transitioning to residential compared with the fully operational industrial use previously.</p> <p>While the existing road network is narrow, the proposed cross sections will ultimately provide for improved pedestrian access in the area compared to what currently exists.</p>  |
| <p>Stormwater and flooding</p> <p>Upstream pooling of stormwater in the existing Hokowhitu made worse by development downstream at Roxburgh Crescent. Concerns regarding capacity of existing network to cope with additional development.</p> <p>Concerns the RRA will flood due to stopbank failure and proximity to the Manawatū River.</p> <p>Climate change effects on stormwater and flooding and making sure permeability standards take this into account.</p> | <p>The Stormwater Report (refer Appendix J) has confirmed that an upgrade to the existing stormwater outlet pipe through the stopbank is necessary. This will assist with stormwater at Roxburgh as well as the wider stormwater catchment. Until the upgrade is constructed and operational, permeable surface requirements are proposed as part of PCE to ensure that the soakage into the ground is maximised. As a result of the permeability requirements the minimum lot sizes have also been increased. Once the upgrades occur, the permeability requirements adjust accordingly.</p> <p>The risk of stopbank failure remains the same as the existing situation. Development of the site does not increase this risk. A new guidance note is proposed as part of PCE - noting that any excavation, earthworks or structures within 8m of the inland toe of the stopbank may require consent from the Regional Council.</p> |
| <p>Landscape/amenity/character</p> <p>Concerns regarding effects on the character of the Hokowhitu area</p> <p>Concerned that development will have a negative effect on the Manawatū River walkway and environment.</p> <p>Would like to see clear lines of sight and visibility.</p>   | <p>These matters have been discussed in the Urban Design Report (refer Appendix C). PCE proposes to enable 3 storey homes near the stopbank only, not throughout the entire site. This is to enable landowners to maximise the views of the river corridor if they wish to do so. Otherwise the site will look similar to other residential areas including recent development of the old Teachers College site at Hokowhitu.</p> <p>The structure plan layout ensures clear lines of sight and visibility for future residents.</p>  |

## Letter Drop Extent

Factors that were taken into account were main roads (collector roads): Manawatu Street, Pahiatua Street and Ruahine Street. These roads connect into the Roxburgh Crescent area and are used by heavy vehicles coming in and out of businesses located in the area. These roads will also have impact if the proposed plan change goes ahead, meaning more cars will be using these collector roads to move in and out of the area. The map below shows the extent of those households who were identified as potentially affected by the plan change proposal:





## Related consultation

### Consultation on the Reserve Exchange under the Reserves Act 1977

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| 22 March 2023    | Councillors vote to consult on the reserve exchange at the Strategy and Finance Committee meeting.  |
| Early April 2023 | <b>Consultation on the Reserve Exchange opens</b> Facebook post to advertise the exchange, information was put on the PNCC website, public notice in the Manawatū Standard. Letter drop to residents living within 500m <sup>2</sup> of the reserve land. |
| 14 April 2023    | <b>Rangitāne o Manawatū Bi-monthly meeting with PNCC.</b> Reserve Exchange was presented to RoM at the April Bi-Monthly meeting and they were invited to make a submission.   |
| 17 April 2023    | <b>Drop in session</b> Planners and Parks Planners attended the drop in session to answer questions from the public on the Reserve Exchange and PCE. 7 people attended.   |
| 17 May 2023      | <b>Consultation on the Reserve Exchange closes</b> 39 submissions received, including 1 petition and 10 people wishing to be heard.   |
| 1 August 2023    | <b>Submissions on the Reserve Exchange were heard</b> Elected members heard those who wished to speak to their submission.  |
| 15 November 2023 | Reserve exchange recommendation was declined by Elected Members at the Strategy and Finance Meeting. Subject to a full Council vote in December.  |
| 18 December 2023 | Reserve exchange recommendation was approved by Elected Members at the Committee of Council Meeting.  |

## Summary

The feedback provided during pre-consultation has helped shape the proposed provisions and structure plan for PCE. RoM and directly affected landowners have been consulted with dating back to 2018 and the wider community was consulted in 2022 and 2023.