

Form 5

Submission on private plan change 6

Clause 6 of Schedule 1, Resource Management Act 1991

To: Kaikōura District Council

Submission on: Private Plan Change 6 - Ocean Ridge Development Plan

Name of Submitter: Fire and Emergency New Zealand

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This neutral submission is made on behalf of Fire and Emergency New Zealand (**Fire and Emergency**) to Kaikōura District Council on Private Plan Change 6- Ocean Ridge Development Plan (**PC6**).

1. Background:

Fire and Emergency's objectives and functions are set out in the Fire and Emergency New Zealand Act 2017.

Fire and Emergency's principal objectives are to reduce the incidence of unwanted fire and the associated risk to life and property. Fire and Emergency's other principal objectives are to:

- protect and preserve life,
- prevent or limit injury,
- prevent or limit damage to property and land, and
- prevent or limit damage to the environment¹.

Fire and Emergency's main functions² are:

- (a) *to promote fire safety, including providing guidance on the safe use of fire as a land management tool; and*
- (b) *to provide fire prevention, response, and suppression services; and*
- (c) *to stabilise, or render safe, incidents that involve hazardous substances; and*
- (d) *to provide for the safety of persons and property endangered by incidents involving hazardous substances; and*
- (e) *to rescue persons who are trapped as a result of transport accidents or other incidents; and*

¹ Fire and Emergency New Zealand Act 2017 section 10(a) and (b)

² Fire and Emergency New Zealand Act 2017 section 11(2)

(f) to provide urban search and rescue services.

Fire and Emergency also has additional functions³ to assist in matters to the extent that Fire and Emergency has the capability and capacity to do so and the capability to perform its main functions efficiently and effectively.

With the wider mandate and changing nature of Fire and Emergency responses, the volume of incidents that Fire and Emergency responds to has grown, as has the range of incident types.⁴

Fire and Emergency also faces broad challenges, such as the increasing frequency and severity of extreme weather events, increasing intensification of urban areas, and competing access to resources such as water and transport infrastructure. These challenges make the environment Fire and Emergency operates in more complex and puts greater demands on Fire and Emergency as an organisation.

Territorial authorities and developers have an important role in ensuring that Fire and Emergency, as an emergency service provider, can continue to operate effectively and efficiently in a changing urban environment. As such, Fire and Emergency has an interest in PC6 which seeks to amend the objectives, policies, rules and other methods in the Kaikoura District Plan (KDP) that govern the subdivision, use and development in the Ocean Ridge Development Area (Ocean Ridge) to enable further residential intensification within Ocean Ridge. Fire and Emergency therefore has an interest to ensure that, where necessary, appropriate consideration is given to fire safety and Fire and Emergency's operational requirements.

1.1 Fire and Emergency's interests:

In achieving the sustainable management of natural and physical resources under the Resource Management Act 1991 (RMA), decision makers must have regard to the health and safety of people and communities. Furthermore, there is a duty to avoid, remedy or mitigate actual and potential adverse effects on the environment. The risk of fire represents a potential adverse effect of low probability but high potential impact. Fire and Emergency has a responsibility under the Fire and Emergency New Zealand Act 2017 to provide for firefighting activities to prevent or limit damage to people, property and the environment. As such, Fire and Emergency has an interest in the provisions of plans to ensure that, where necessary, appropriate consideration is given to fire safety and operational firefighting requirements.

In order to achieve its principal, Fire and Emergency requires adequate water supply be available for firefighting activities; and adequate access for new developments and subdivisions to ensure that it can respond in emergencies.

1.1.1 Operational requirements

PC6 seeks to enable development in the Ocean Ridge Development Area (ranging from 336 to 486 dwellings), including a range of housing types and densities, whilst also expanding an existing mixed-use area to provide for a range of non-residential activities to serve the community.

The eventual subdivision and land use development of Ocean Ridge will be subject to future resource consents under the Kaikōura District Plan (**KDP**) (including any changes enabled by PC6). It is therefore critical that the provisions of the KDP applicable to Ocean Ridge provide for the operational requirements of Fire and Emergency and mitigates the risk of fire to people, property and the environment.

³ Fire and Emergency New Zealand Act 2017 section 12(3)

⁴ There is an increasing need to respond to a wide range of non-fire emergencies, where Fire and Emergency often coordinate with and assist other emergency services. These include responding to motor vehicle accidents, medical callouts, technical rescues, hazardous substance incidents such as gas or chemical leaks, and accidents and other incidents at sea. In 2023/24, Fire and Emergency attended more medical emergencies than structure and vegetation fires combined (Source: Fire and Emergency New Zealand Annual Report 2023 / 24).

Firefighting water supply

It is critical for Fire and Emergency that water supply infrastructure is in place prior to any development commencing and that this water supply has adequate capacity and pressures available to service the future growth. Fire appliances carry a limited amount of water therefore it is necessary that adequate water capacity and pressure be available to Fire and Emergency to control or extinguish a fire. In most urban areas, this water supply would be sourced from council's reticulated water supply network however where reticulation is not available or limited (i.e. trickle fed), alternative water sources will be required. This may be in the form of dedicated water tanks for firefighting. Adequate physical access to this water supply for new development (whether reticulated or non-reticulated) is also essential.

Adequate capacity and pressure for each development can be determined through the New Zealand Fire Service Firefighting Water Supplies Code of Practice SNZ PAS 4509:2008 (Code of Practice). The Code of Practice is a non-mandatory New Zealand Standard that sets out the minimum requirements for firefighting water and access in order for Fire and Emergency to operate effectively and efficiently in an emergency. Fire and Emergency personnel are readily available to assist local government and developers in the interpretation of the Code of Practice and to assist in determining how compliance can be best achieved.

PC6 is supported by an Infrastructure Assessment which has considered firefighting water supplies to serve the proposed residential development. It is understood that the existing developed areas of Ocean Ridge comprise a reservoir, booster pump station and reticulated pipelines, with water sourced from a groundwater take. The assessment states that the existing take would be insufficient to serve the maximum quantum of development sought by PC6. It is understood that two potential options to service the increased development include a connection to the township water supply, as part of the Council's Kaikōura Urban Water Supply project, or via an additional bore. A new reservoir would also be required for water supply storage.

The PC6 documents state that a detailed assessment will need to be undertaken during the eventual detailed design stage to confirm that the proposed water supply connections are sufficient for firefighting purposes, and that existing and new reservoirs contain sufficient fire storage volumes. Ultimately, the assessment concludes that the additional development enabled by the plan change will be served by an adequate water supply and access to water supplies for firefighting purposes in accordance with SNZ PAS:4509:2008. This commitment to delivering an adequate firefighting water supply is supported by Fire and Emergency. However, it is essential that the relevant provisions of PC6 require the eventual subdivision and land use development of Ocean Ridge, enabled by PC6, to provide a firefighting water supply which complies with SNZ PAS:4509:2008.

Operative Rule SUB-R1 of the KDP is applicable to all subdivision resource consent applications across all zones within the district. In assessing such applications, Rule SUB-R1 has a matter of control relating to water supplies for firefighting purposes. Related KDP Policy SUB-P2 also requires new lots within the Ocean Ridge Development Area to have a connection to the community reticulated water supply system which is of sufficient capacity for anticipated land use and for firefighting purposes.

However, there is no specific requirement within the operative KDP rules, or standalone provisions proposed for Ocean Ridge as part of PC6, to explicitly comply with SNZ PAS:4509:2008.

It is critical for Fire and Emergency that water supply infrastructure is in place prior to delivery of the development enabled by PC6 and that this water supply has adequate capacity and pressure available to service the development. Whilst the intention to comply with SNZ PAS 4509:2008 has been considered as part of the plan change request, there is no proposal to specifically provide for this under the PC6 amendments to the KDP.

To provide for the health, safety and wellbeing of the Ocean Ridge Development Area and wider community, Fire and Emergency seeks further amendment to the KDP which requires the eventual subdivision and/or land use development enabled by PC6 to be served by a firefighting water supply which is compliant with SNZ PAS

4509:2008. This approach is consistent with the other standalone provisions proposed as part of PC6 which are only applicable to the Ocean Ridge Development Area.

Access

As outlined in the application, several new primary and secondary road connections will be required from within the existing Ocean Ridge Development, and to adjacent roads outside of the Ocean Ridge Development. The road networks in the development are expected to comprise two-way, 13m to 23m wide legal road corridors, as appropriate for the class of road, shared area or cul-de-sac. It is expected that road design and construction works will be undertaken in accordance with KDP as part of a future subdivision application.

Within the KDP and specifically under the Ocean Ridge Development Area section (DEV2-S4- Access), all roads shall be in accordance with the locations shown in the Outline Development Plan 1.

The plan change area will be subject to future subdivisions and at this time the relevant transport provisions of the District Plan (including access width, road widths, manoeuvring, vehicle crossings etc) will need to be addressed. These provisions are considered suitable for fire appliances. Given this, future access within the development area is considered to be adequate for Fire and Emergency.

Vegetation

The Ocean Ridge Alternative Native Planting Restoration Management Plan, included within the District Plan and amended as part of PC6, outlines the extent and ecological values of existing vegetation in the area and proposes alternative restoration planting extents. Alongside this, PC6 proposes an additional objective (DEV2-O1) to the operative Ocean Ridge Development Area KDP Chapter which requires that the Ocean Ridge neighbourhood is characterised by a generous area of native vegetation that positively contributes to landscape and visual amenity, recreational values and to the maintenance and enhancement of terrestrial and freshwater ecological values. It is acknowledged that restoration planting will enhance visual amenity however, to mitigate fire spread and reduce the likelihood of unwanted fire, Fire and Emergency recommends that landscaping consists of low flammability plantings. A list of recommended species can be found here: <https://www.checkitsalright.nz/reduce-your-risk/low-flammability-plants>. Fire and Emergency therefore seeks that the related objective is amended to incorporate this requirement.

Fire and Emergency seeks the following decisions from the local authority:

Fire and Emergency seeks that Kaikōura District Council accept the amendments sought in Attachment 1.

Attachment 1 sets out the details of Fire and Emergency's submission, including the relief sought by Fire and Emergency to specific provisions in Plan Change 6, and the reasons for the amendments.

Fire and Emergency wishes to be heard in support of its submission.

If others make a similar submission, Fire and Emergency will consider presenting a joint case with them at a hearing.



Arlia O'Sullivan

Signature of person authorised to sign on behalf of

Fire and Emergency

Date:

19/12/2025

Appendix 1- Relief Sought by Fire and Emergency

The following table sets out the specific submission and amendments sought by Fire and Emergency. Where specific amendments to provisions of PC6 are sought, these amendments are shown as red underline (for new text sought) and ~~word~~ (for deletion). The applicants' additions to the existing rules can be seen in black underline.

Provision	Submission	Relief sought
Rules		
SUB-R1 (1) All Zones (except the Marine Facilities Zone)	A matter of control under this rule requires consideration of firefighting water supply. Adequate capacity and pressure for the eventual development should be determined through the New Zealand Fire Service Firefighting Water Supplies Code of Practice SNZ PAS 4509:2008. This is acknowledged as part of PC6. To ensure that new subdivision and development within the plan change area is provided with a water supply sufficient for firefighting purposes, an amendment to the matters of control are sought to specifically require compliance with SNZ PAS 4509:2008. Where compliance with this provision cannot be demonstrated, consequential amendments should also be made to any matters of discretion or assessment criteria in related subdivision rules.	Add a new matter of control as follows: 6. Water supply i. The supply of potable water in any zone from a reticulated water supply system, which is not owned by the Council, or where no reticulated supply is available. ii. The supply of potable water in any zone, where a Council reticulated system does not have sufficient capacity iii. Water supplies for firefighting purposes <u>X. For subdivision in the Ocean Ridge Development Area, firefighting water supply (whether supplied via the public reticulated water supply system, or where no reticulated supply is sufficient or available) must comply with The New Zealand Fire Service Firefighting Water Supplies Code of Practice: SNZ PAS 4509:2008. This requirement applies to</u> iv. The standard of water supply infrastructure installed in subdivisions, and the adequacy of existing supply systems outside the subdivision v. Any financial contributions required in respect of water supply vi. The quantity of water to be supplied

Provision	Submission	Relief sought
		vii. The need for potable water to be supplied or consent notices to be imposed in the General Rural Zone viii. The aesthetics and quality of potable water supplied.
<i>SUB-R1 (2)</i> <i>All Zones (except the Marine Facilities Zone)</i>	To ensure that new subdivision and future land use development within the plan change area is provided with a water supply sufficient for firefighting purposes, an amendment to the matters of discretion is sought to explicitly require compliance with SNZ PAS 4509:2008.	Add a new matter of discretion as follows: 2. Activity status: Restricted discretionary Where: a. Compliance is not achieved with SUB-S1 to SUB-S910; and b. <u>The subdivision is not a discretionary activity under SUBR1.11.</u> Matters of discretion are restricted to: 1. The matters of discretion of any standard that is not met 2. The matters of control listed under SUB-R1(1) 3. <u>In the Ocean Ridge Development Area, whether any departure from relevant elements on Outline Development Plans 1-5 or relevant Development Requirements in DEV2- Appendix 1 results in similar or better environmental outcomes.</u> 4. <u>The extent of consistency with the requirements of The New Zealand Fire Service Firefighting Water Supplies Code of Practice: SNZ PAS 4509:2008.</u>
<i>SUB-R1 (1)</i> <i>All Zones (except the Marine Facilities Zone)</i>	To mitigate fire spread and reduce the likelihood of unwanted fire, Fire and Emergency recommend that landscaping consists of low flammability plantings. An additional amendment to the proposed changes to this matter of control is therefore sought to reduce fire hazard risk across Ocean Ridge and within the wider community.	Add a new matter of control as follows: 11. Vegetation and landscape i. The preservation of vegetation and landscape ii. The impact of the subdivision on the Rural Amenity and Landscape character

Provision	Submission	Relief sought
		<i>iii. Any financial contributions that may be required to offset adverse effects on vegetation or landscape.</i> <i>iv. For subdivision in the Ocean Ridge Development Area the following matters relating to Restoration and Amenity Planting areas as identified and described in the Outline Development Plan at DEV2 Appendix 1:</i> <i>a. the location and total area of land to be subject to restoration and amenity planting;</i> <i>b. where any planting is proposed in alternate locations relative to the areas indicated on Outline Development Plan 3 or Plan 5 in DEV2- Appendix 1, whether a similar or better restoration or amenity outcome will be provided for;</i> <i>c. the species , density and grade of vegetation to be provided in areas dedicated to restoration and amenity planting:</i> <i>x: how low flammability species have been incorporated into the planting plan, as far as practicable.</i> <i>Note: A list of recommended species can be found here:</i> <i>https://www.checkitsalright.nz/reduce-your-risk/low-flammability-plants</i> <i>d. requirements for monitoring, replacement, pest management and fencing;</i> <i>e. location of any pathways, bridges, furniture or other small structures to be established in restoration planting areas; and</i>

Provision	Submission	Relief sought
		<i>f. legal mechanisms required to provide for the ongoing protection and effective management of planting areas.</i>
New policy	Whilst the Subdivision Chapter of the KDP Related KDP has a policy which requires new lots within the Ocean Ridge Development Area to have a connection to the community reticulated water supply system which is of sufficient capacity for anticipated land use and for firefighting purposes, there is no equivalent policy under the Ocean Ridge Development Area. Fire and Emergency therefore requests the inclusion of a new policy which provides a suitable policy framework for land use development in this zone relating to the requirement to provide an adequate firefighting water supply.	<i>Policy XX Servicing</i> <i>All development is appropriately serviced including wastewater, stormwater, and water supply with sufficient capacity for firefighting purposes.</i>
New performance standard: Firefighting water supply	Whilst the relief sought to the Subdivision provisions as part of PC6 would provide for the necessary water supply requirements for subdivisions in the Ocean Ridge Development Area, this would not apply to any activities which take place within the Development Area that are not subject to a subdivision consent. Fire and Emergency therefore requests the inclusion of a new performance standard in the Ocean Ridge Development Area, of which development of new buildings are enabled, to ensure that new development is provided with a water supply suitable for firefighting purposes.	Add a new standard as follows: <i>DEV2-SXX Water Supply</i> <i>All new development must be connected to a public reticulated water supply which achieves compliance with The New Zealand Fire Service Firefighting Water Supplies Code of Practice: SNZ PAS 4509:2008.</i> <i>Where the new development will not be connected to a public reticulated water supply, or where an additional level of service is required that exceeds the level of service provided by the reticulated system, the developer must demonstrate how an alternative and satisfactory firefighting water supply can be provided in accordance with the New Zealand Fire Service Firefighting Water Supplies Code of Practice SNZ PAS 4509:2008.</i>

Provision	Submission	Relief sought
		<u>Matters of discretion:</u> 1. <i>The extent of consistency with the requirements of with The New Zealand Fire Service Firefighting Water Supplies Code of Practice: SNZ PAS 4509:2008.</i> Or To similar effect. And any other consequential amendments required to give effect to this new standard.