

BEFORE PALMERSTON NORTH CITY COUNCIL

UNDER the Resource Management Act 1991

IN THE MATTER OF a proposed plan change to rezone land at 611 Rangitikei Line to
establish the Whiskey Creek Residential Area

**SUPPLEMENTARY EVIDENCE OF MICHAEL DUINDAM IN RESPONSE TO MINUTE 3 OF INDEPENDENT
HEARING PANEL**

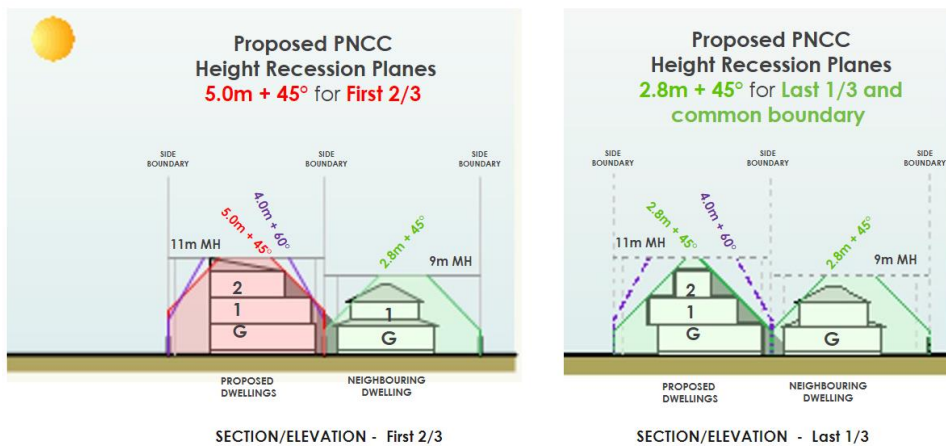
SUPPLEMENTARY EVIDENCE IN RESPONSE TO MINUTE 3 OF INDEPENDENT HEARING PANEL

- [1] I have read and considered the matters raised by the Hearing Panel in paragraph 14 of Minute 3, dated 18 June 2022. The following seeks to explain the Council's intentions regarding the potential impacts of both the Resource Management (Enabling Housing Supply and Other Matters) Amendment Act ("the Housing Supply Act") and the National Policy Statement for Urban Development (NPS-UD). This will be centred primarily on how intensification enablement is proposed to be provided for across Palmerston North to addresses identified housing needs. Commentary is also provided to outline the potential impact this may have on the scale of development and yield projections for an Operative Whisky Creek Plan Change.
- [2] As noted in Minute 3, Palmerston North is a tier 2 city. This means that the requirements of tier 1 cities do not apply in Palmerston North. While tier 2 Councils can opt-in to applying the Medium Density Residential Standards (MDRS), like Rotorua District Council, Palmerston North City Council does not intend to take this approach. Instead, the enhanced enablement of medium density development is will be provided for through the implementation of the NPS-UD, in particular Policy 5. The primary reason for taking this approach is that the MDRSs are considered to be too limiting in their focus and are likely to create unintended adverse outcomes that will not contribute to a well-functioning urban environment.
- [3] Implementation of Policy 5 of the NPS-UD is intended to result in the creation of a new medium density zone, with accompanying Objectives, Policies and Methods to support development. The Ministry for the Environment's (MfE) guidelines for implementing Policy 5 of the NPS-UD is also being relied upon to assist in identifying the spatial extent of the new Medium Density Zone. The MDRSs have also been used as a reference to identify how medium density could be accommodated through a permitted activity pathway. The current District Plan accommodates multi-unit development through a Restricted Discretionary Activity in Rule 10.6.3.3 of the District Plan.
- [4] Medium Density Zone areas are being identified based on walkable distances to places and spaces that contribute to a well-functioning urban environment. The spatial extent of Medium Density zoning is being defined using the following criteria:
- 600m to Bus Stop – Public Transport
 - 500m to Open Space Reserve – Recreation; and
 - 800m to Schools (Primary and Intermediate - Education); and
 - 800m to Neighbourhood Centre – Goods and Services including Supermarkets

- [5] Refinement of these criteria and additional criteria will be considered as the intensification plan change develops. Using the criteria above, Whisky Creek would not be expected to be readily accommodated as a Medium Density Zone location. However, there may be other sound planning reasons why Medium Density development would be accommodated outside of the areas where these criteria apply, especially where a specific planning process has enabled medium density previously. In the case of Whisky Creek, the primary reason for supporting medium density is related to promoting housing choice and development that can meet different price points. This generally aligns with the high level outcomes being sought through the NPS-UD and Council's Innovative and Growing City Strategy. The other additional benefit, as noted in the plan change, is helping to define the urban/rural edge to the city. Given the site is located close to a key city gateway, this issue is considered significant and meaningful and would promote good urban form outcomes. In this regard I am supportive of the intention to provide medium density housing as indicated in the structure plan. I consider that it has significant merit as a positive city planning outcome.
- [6] With regards to how land use would be regulated in the Medium Density Zones, the intention is to provide for sites to be subdivided as low as 150m² and for multi-unit development to be enabled as a permitted activity for up to six dwelling units on a single lot, provided a minimum net site area of 150m² can be achieved. The site area thresholds are consistent with the operative multi-unit housing provisions. In addition to the minimum lot size and net site area provisions, the Medium Density Zone will also have a maximum lot size and net site area restriction of 400m². The intention of introducing a maximum lot size and net site area is to ensure that the medium density characteristic of the new zone is delivered, rather than simply enabled. If implemented, the density outcome across the Medium Density Zone would provide for an average of 25 dwelling units per hectare, rather than the conventional 10-12 dwellings per hectare that exists in traditional suburban neighbourhoods across Palmerston North. The intention of this approach is to set a clear delineation between the low density residential zone and the more intensive medium density zone. This change in approach is more directive and provides greater certainty about the development outcomes that would be expected in the two residential areas. The approach is also significantly more enabling than the MDRS as the potential for additional dwellings is greater than three three-story dwellings per site allowance, given that a conventional suburban site in Palmerston North is between 600-700m², therefore allowing for 4-5 dwelling units per site as a permitted activity in many locations.
- [7] In instances where the intensification overlay and residential zone meet, effects at the interface will be managed through:
- 1.5 m setback at the road frontage
 - 1m setback at side boundaries and 3m setback at rear boundary

- 11m height restriction
- bespoke height recession planes to enable, but better manage amenity and other cross boundary issues
- Outlook, Outdoor Amenity and Fencing Performance Standards
- Building Bulk & Form Performance Standards
 - Primary, Secondary Form, Roofline, Wall Projections/Recesses,
- Min 20% glazing at the street frontage
- Landscaping requirements:
 - 20% of the site at ground level must be developed in landscaping; and
 - 30-40% of the front yard
 - Plus, hedging/low planting to a maximum of 1.0m high at front boundary
 - A specimen tree required if a dwelling is setback 4m or more from the street

[8] Height recession is proposed to be managed through applying a standard that allows 5m height at 45 degrees for the first two thirds of a site and a 2.8m allowance at 45 degrees for the last third and along a common boundary. This coupled with yard setbacks provides a higher degree of access to sunlight and promotes greater privacy outcomes than the MDRS. The intended height recession approach is illustrated below:



[9] The intensification plan change is still in development and is expected to be ready to be notified later this year or early 2023.

[10] Minute 3 has requested feedback on whether the Plan Change objectives and outcomes are predicated on multi-unit housing occurring in the location specified in the structure plan. My opinion is that it is, and this is reflected in the requestors s.32, where one of the stated objectives of the plan change is “A feasible development with a mix of housing density, housing type and price point”. The structure plan and masterplan has tested feasibility and as an outcome has included a specific location for the provision of multi-unit housing. If multi-unit housing doesn’t occur, it is my opinion

that development will not be able to proceed in a manner that is in general accordance with the structure plan. While the yield impact of non-delivery is relatively insignificant at a city-wide level, it would be at the detriment to the broader outcomes sought for the Whisky Creek Residential Area and would reduce short-medium term yield and limit market choice in this location.

[11] If the multi-unit area in the structure plan is confirmed as part of the Whisky Creek Plan change, it is likely that Council would seek to impose the Medium Density Zone in that location as part of the intensification plan change. This is because the multi-unit overlay in the District Plan would cease to exist and other than applying for a Discretionary Activity consent, the opportunity to deliver medium density housing would otherwise not be enabled. With this in mind, there are some efficiencies to be gained by confirming a directive approach to intensification as part of this plan change.

[12] In my earlier evidence I noted that there would be benefit in taking a more prescriptive approach to delivering medium density housing in the area identified in the structure plan. This is still my view, regardless of what happens in the intensification plan change.

[13] In recognising that development will need to be delivered in general accordance with the structure plan, and that this provides for a certain level of flexibility, a 25 dwelling units per hectare density standard is suggested to be added to the minimum lot size performance standard under R7A5.2.2(d). Furthermore, a change to the land use rule for multi-unit development in R10.6.3.3 to include the Whisky Creek multi-unit area, as depicted in the structure plan. This would provide greater certainty for consenting purposes. The minimum net site area would be 150m² to align with the Hokowhitu Lagoon Residential Area and the medium density areas proposed in Plan Change G: Aokautere Urban Growth. The averaging approach of the density standard would also provide for the outcome envisaged in the requestors supporting masterplan, which shows a mix of densification and lower density development within the multi-unit housing area. It would also help deliver on the plan change objective contained in the s.32, which states (*emphasis added*):

The objectives of the proposal can be described as to achieve:

- *A feasible development **with a mix of housing density, housing type and price point.***
- *A sustainable and liveable neighbourhood that provides a high level of amenity and connectivity and incorporates the revitalisation of Whiskey Creek.*
- *A maximised development area without adversely affecting the flood management function of the area.*
- *Appropriate management of environmental risks associated with liquefaction, stormwater discharges, environmental noise and existing infrastructure.*

[14] In terms of the provisions relating to lot size in the multi-unit / medium density housing area my position is that this can be addressed by adopting the following wording:

R7A5.2.2 Performance Standards for Restricted Discretionary Activity

(d) Lot Size

- (i) *Any subdivision within a Greenfield Residential Area must have an average lot size of 500m² - 550m², except for:*

 - the Whiskey Creek Residential Area which must have an average lot size of 400m² – 500 m²
 - the multi-unit housing area identified on Whiskey Creek Residential Area Map 7.A.3 where no lot shall be less than 150m², with the average minimum number of dwellings being 25 per hectare.

- (ii) *No single lot shall be less than 350m², except within the multi-unit housing area identified on Whiskey Creek Residential Area Map 7.A.3.*
- (iii) *No single lot shall exceed 1000m² (except neighbourhood centre lots and balance lots).*
- (iv) *In calculating the lot sizes in (i) to (iii) above, no balance lot, public open space lot, or road parcel shall be included; and the lot sizes shall be exclusive of the acoustic setbacks required by the provisions of R10.6.1.5(e)(i) and (ii).*

[15] The following is a brief s.32AA assessment for the proposed changes. This assessment is considered proportional to the extent of changes proposed:

Costs

- Imposing a density standard to deliver medium density housing means that reverting to a standard low density development typology will require a Discretionary Consent, which will have greater costs and may not be approved.

Benefits

- Provides higher yield to address housing supply constraints at a city-wide level
- Provides housing choice and for different price points
- Outcome contributes to a positive city edge outcome

Effectiveness

- Provides greater certainty of the outcome
- Provides some flexibility through averaging
- Is aligned with the approach for low-density subdivision

Efficiency

- Promotes efficient use of land
- Is an efficient plan mechanism to deliver the intended outcome, as it is generally consistent in approach to the average lot size for standard low density housing.

- Is consistent with the approach being promoted in Proposed Plan Change G: Aokautere Urban Growth and Proposed Plan Change I: Intensification.

Appropriateness

- The proposed change is the most appropriate method to address the requirements of the NPS-UD, in particular Policy 5, as it provides for the outcome of intensification to address identified housing needs.
- The proposed change is considered to be the most appropriate method to achieve Objective 2 and policy 2.8, as included in Mr Asgar's s.42A report; in particular:

Subdivision design and integration

...

- *The location, dimensions and size of lots shall provide for a mix of conventional suburban lots, multi-unit residential development, open space, recreation and commercial activities that is generally*

Typology and density

- *Multi-Unit Housing is provided for in the location shown on the Structure Plan allowing for development up to 11m in height while ensuring reasonable sunlight access to adjacent properties is maintained.*

4 July 2022



Michael Duindam