

PALMY[®]
2021-31



TE MAHERE WHAKATIPU TĀONE CITY GROWTH PLAN

TE WHARE NOHO ME TE WHANAKETANGA HAERE AKE NEI
HOUSING AND FUTURE DEVELOPMENT CHAPTER

TE HOAHOA TĀONE
URBAN DESIGN CHAPTER

Ahunga rautaki



Strategic direction



Te tipu o te tāone nui: Te ahunga rautaki a te Kaunihera

City growth and Council's strategic direction

The Palmerston North City Council vision is He iti rā, he iti pounamu Small city benefits, big city ambition. The City growth plan primarily contributes to the Palmerston North City Council's goal of an Innovative and growing city. The plan describes Council's activities for the first three years of the 2021-2031 10-Year Plan in two chapters: Housing and future development and Urban design.

Ngā tino Priorities

The priorities of Goal 1: An innovative and growing city are:

1. He whakaū i ngā ara whiwhi mahi, ara tiputipu hoki

Create and enable opportunities for employment and growth
2. He whakarato pūnahahanga e pai ai te tipu o te tāone me te pūnaha aranukunuku, hei tūhonohono i ngā iwi ki ngā kaupapa o roto i te hapori

Provide infrastructure to enable growth and a transport system that links people and opportunities

3. He tautoko i te whanaketanga whare noho e hāngai ana ki ngā hiahia o te hapori

Support the development of more housing that meets community needs
4. He tautoko i te whakakanorautanga o te ōhanga hei whakaiti i te whirinakitanga ki ngā ahumahi o mua

Support the diversification of the economy to reduce reliance on traditional industries
5. He hāpai i te 'ōhanga auaha', koia hei tūāpapa whakatiputipu haere ake nei

Support an 'innovation economy' to underpin growth into the future
6. He whakaumu i te ōhanga kia tahuri ai tātou ki te ōhanga waro iti

Transform the economy to a low carbon economy

Te take o te mahere Purpose of the plan

The 10-Year Plan levels of service for this plan are:

- Provide enough development capacity to meet expected demand for housing and business in the short, medium and long term
- Perform the regulatory planning role under the Local Government Act and Resource Management Act
- Provide public spaces (streets, open spaces, civic and community buildings and infrastructure) that are sustainable, connected, diverse, integrated, adaptable, interesting, comfortable and safe
- Work with the development community to increase knowledge and influence urban design outcomes

Te mahitahi me Rangitāne o Manawatū Rangitāne o Manawatū partnership

Council will work in partnership with Rangitāne o Manawatū and:

- incorporate Rangitānenuiarawa¹ into city design
- implement citywide urban design principles and practices that acknowledge and express Te Ao Māori and which reflect and enhance the values and aspirations of Rangitāne o Manawatū
- provide urban design support and professional development opportunities to ensure Rangitāne o Manawatū are supported to realise their own development aspirations throughout the city, especially for sites of significance

These commitments will guide the implementation of all aspects of this plan.

Ngā puka Kaunihera e whai wāhi mai ana ki tēnei mahere

Council documents that contribute to this plan

The implementation of this plan is shaped by these Council-adopted documents:

- City Centre Framework
- City Centre Streetscape Plan

- Citywide Vegetation Framework
- Dangerous and Insanitary Buildings Policy
- Development Contributions Policy
- District Plan
- Earthquake Prone Buildings Policy
- Pressure Sewer Systems Policy
- Street Design Manual

Te ine i te angitutanga Measures of success

Council will monitor these measures of success and report on these through the City Dashboards:

- Enough land is zoned, infrastructure enabled and feasible to develop, to meet growth demand
- Improving housing affordability
- City-wide urban design principles are reflected in planning advice and decision-making
- Increase in medium density housing being constructed around the city centre and local neighbourhood areas
- Increase in variety of residential housing typologies being consented and built
- Increase in city centre residential living options being consented and built
- Emergence of housing models in the city such as co-housing, co-operatives and community land trusts
- Increase in the adaptive reuse of existing city centre buildings for commercial, co-working, residential and mixed uses
- More 'Green Star' rated buildings (Green Building Council) are constructed throughout the city
- Increase in habitable rooms and front entry along the boundary of private residential developments with public streets
- Decrease in high, solid fencing along the boundary of private residential developments with public streets
- More people living and working in and around the city centre

¹ Rangitānenuiarawa is the Rangitāne expression of kaitiakitanga, or customary authority and guardianship, and affirms their customary leadership in ensuring the health and regeneration of their tribal rohe.



TE WHARE NOHO ME TE WHANAKETANGA HAERE AKE NEI

HOUSING AND FUTURE DEVELOPMENT CHAPTER

Kupu whakataki

Introduction

The National Policy Statement for Urban Development requires Council to provide enough land to meet the expected demand for development. Well-designed and connected city development will contribute to more affordable housing and long-term prosperity.

The purpose of this chapter is to provide direction on where and how the City will develop to meet strong projected growth.

Kei hea tātou i tēnei wā?

Where are we now?

Whare

Housing

- A government-appointed panel has completed a comprehensive review of the resource management system.
- The review recommends repealing the Resource Management Act 1991 and replacing it with two new pieces of legislation called the Natural and Built Environments Act and the Strategic Planning Act.
- There is strong demand for housing and new residential sections in Palmerston North.
- Housing is more affordable than in most other cities but is becoming less affordable.
- Infill development is the most prevalent housing typology (62% in 2020 compared to the long-term average of 40%).
- There is capacity for approximately 300 greenfield residential sections. Greenfield housing development is predominately occurring at Aokautere.

- A consent for the Council's subdivision at the Whakarongo housing area has been lodged. This is the first stage of development for this growth area.
- The first stage of a new area to the west of the city, Kīkiwhenua, has been rezoned residential.
- Napier Road Residential Extension Area rezoning is progressing to a hearing.
- Council has started working with landowners at Aokautere, Ashhurst, Kākātangiata, Roxburgh Crescent and Flyers Line to initiate planning processes to rezone land for more housing.
- The former Hokowhitu Campus has been rezoned and the first stage of housing development is underway.
- There is little innovation in the types of new houses being built to meet changing demographics and needs, and only a small number of major developers.
- Council owns many sites where housing development could potentially be undertaken.
- Council is part of Te Tihi Whānau Ora Alliance on the Pathways to Housing project.
- Council engages with Rangitāne o Manawatū early on future sites or zones of development that are being considered for the city and encourages developers to engage directly with iwi interests.
- Kāinga Ora is redeveloping its sites for social housing and has been the major player in multi-unit developments.
- Council redeveloped Papaioea Place to double the amount of social housing available at this site.
- There is significant capacity for new lifestyle blocks, which are directed away from high class soils.

Pakihi Business

- KiwiRail has announced a 120ha regional freight hub will be developed near Bunnythorpe.
- New office and retailing activities are directed to the city centre or one of the established business zones.
- Large format retailing is directed to land to the north of the city centre and Rangitikei Line, but large land holdings remain vacant.
- A Housing Business Needs Assessment identified a need to undertake a targeted review of the business zones.
- The north-east of the city is zoned for large format freight, distribution and logistics activities and has recently been extended.
- Longburn is best suited to wet or processing industries but contains private infrastructure which does not meet Council's engineering standards.
- Privately owned infrastructure at Longburn is inhibiting future growth of wet industrial activity.
- There are limited opportunities for new small-scale industrial activities.
- The centres-based regime for new retail and office activities leverages off existing infrastructure in the central city.

Kaupapa kē atu Other

- Council's Asset Management Plans and the Infrastructure Strategy are aligned with Council's land use planning and contain capital programmes to support growth in the city's residential and industrial growth areas.
- New national planning standards require the Council to make significant changes to the District Plan and create an e-Plan by 2024.
- The new National Policy Statement for Urban Development requires Council to develop a Future Development Strategy and to make significant changes to the District Plan to ensure there is sufficient development capacity to meet projected demand.
- Additional National Policy Statements related to Biodiversity and Protection of Productive Soils will be gazetted in 2021 and will require further significant changes to the District Plan to ensure they are given effect.



He aha ngā hiahia hei whakatutuki? What do we want to achieve?

- Over 50% of housing development takes place within the existing urban footprint, through redevelopment and infill subdivision.
- Residential land supply exceeds demand by 20%. This means a constant supply of at least 1,800 greenfield residential sections.
- Housing development at Aokautere is guided by a structure plan.
- The Kīkīwhenua Residential Area is developed.
- Kākātangiata rezoning is well advanced.
- Napier Road Residential Extension Area is rezoned residential.
- Developers deliver a more diverse range of housing types, such as duplexes, terraced housing, apartments and other multi-unit options, particularly in brownfield developments.
- There is increased mixed-use development incorporating new residential accommodation.
- Developers invest in new major housing projects.
- Council and Government land is used for housing.
- Rangitāne o Manawatū have opportunities for early involvement in planning and development.
- Rangitānenuiarawa is incorporated in city design.
- Under-utilised Council land is repurposed to provide increased housing supply.
- Housing is more affordable.
- New housing development opportunities are confirmed at Ashhurst, Napier Road, and Roxburgh Crescent.
- There is a greater number of property developers, at all levels of the market.
- The strategic property interests of Rangitāne o Manawatū are supported and grow.
- Rangitāne o Manawatū have opportunities for early involvement in planning and development.
- There is a significant increase in minor-dwellings (studios, granny flats).
- New office and retail development is directed to the Inner Business Zone.
- The best use of vacant large format retailing land has been determined.
- The development community understands the city planning framework.
- Council front-foots new infrastructure to support growth and is able to say 'yes' to new development.
- Council has clear priorities about where growth will occur and what supporting infrastructure is required.
- The costs and risks associated with pressure to provide growth infrastructure in multiple locations are balanced.
- The Development Contributions Policy provides clear guidance and continues to cover the costs of growth.
- Supporting infrastructure is in place to support planned housing and industrial development.
- There is infrastructure capacity for land supply to exceed demand by 20%.
- Council has positive collaborative relationships with the owners of the private infrastructure at Longburn.
- Council customers have positive experiences and development outcomes.

He aha ngā mahi e tutuki ai ngā hiahia? What actions will we take to get there?

Ongoing actions	Start date	Involvement of partners
Implement the National Policy Statement on Urban Development Capacity	2021/2022	
Update the District Plan to rezone identified growth areas for housing and business needs	2021/2022	
Hold an annual Developer Forum	2021/2022	Development community
Develop, launch and maintain an electronic District Plan	2022/2023	
Carry out Housing and Business Needs Assessments every three years	2021/2022	
Collaborate with the development community and Kāinga Ora on delivery of new housing developments and diverse forms of housing, such as duplexes, terrace housing, apartments and other multi-unit options.	2021/2022	
Administer the Development Contributions Policy	2021/2022	
Monitor supply and demand of urban development and infrastructural capacity	2021/2022	
New and one-off actions	Completion date	Involvement of partners
Comply with new legislative and government policy requirements	2021/2022	
Test and implement 'City Shapers' industry engagement tools with the development community	2021/2022	Development community
Implement the National Planning Standards	2022/2023	
Develop an Illustrative District Plan User Guide	2022/2023	
Develop a Future Development Strategy	2023/2024	Rangitāne o Manawatū Government agencies and development partners
Identify Council and Government land to be used for market and affordable housing	2021/2022	
Provide additional infrastructural capacity that accommodates projected urban intensification and growth	2021/2022	



TE HOAHOA TĀONE URBAN DESIGN CHAPTER



Kupu whakataki Introduction

Good urban design provides attractive and vibrant places to encourage development investment, attract and retain talent, and promote the health and wellbeing of communities. Good urban design enhances the quality of our neighbourhoods, streets, buildings and open spaces, and creates new opportunities for the city to prosper and grow sustainably.

The purpose of this chapter is for good design to be a fundamental consideration in all elements of city growth.

Kei hea tātou i tēnei wā? Where are we now?

- Council is a signatory to the New Zealand Urban Design Protocol.
- Urban design outcomes are embedded into both strategic direction and regulatory frameworks and are giving effect to change.
- Sections of the District Plan give effect to positive urban design outcomes, particularly within the Outer Business and Residential Zones.
- Structure planning of new greenfield growth areas is underway for Kākātangiata, Aokautere and Ashhurst.
- Many residential and commercial subdivision schemes do not demonstrate good design principles; they have low connectivity of street network, high speed street environments, high degree of cul-de-sacs, rear lots and right of ways, unsafe pedestrian links and irregular lot shape at a consistent lot size.

- Housing in Palmerston North is still highly dependent on allocation of space for private motor vehicles.
- Onsite car parking and servicing is often in conflict with other open space outcomes in both commercial and medium density residential developments.
- There are quality and character tensions between private development and public streets in both business and residential zones.
- There are difficulties in delivering commercial developments that make a positive design and safety contribution to street edge conditions.
- There is little private interest in adaptive reuse of older building stock within the city centre, and little interest in mixed use or residential development within the city centre.
- There is an increasing need to address onsite stormwater management, especially for infill housing, greenfield subdivision and some commercial developments.
- There are some water-sensitive urban design (WSUD) techniques being applied in the city, such as stormwater attenuation tanks.
- There is little demonstration of green building design, construction or maintenance practices.
- There is a lack of available information about the reduction of permeable surfaces and existing mature urban vegetation cover from development.
- Council is taking a more pro-active approach to working with consent applicants and their agents, although the development community is still adjusting to urban design expectations.

He aha ngā hiahia hei whakatutuki? What do we want to achieve?

- There are agreed, overarching, citywide urban design principles for Palmerston North that inform all design and planning processes.
- Design outcomes enrich the quality of life for communities in all city environments.
- Rangitāne o Manawatū have opportunities to participate early in planning and development.
- Rangitānenuiarawa is incorporated in city design.
- The Creative City Conversations programme fosters critical thinking and civic discussion on city making topics and good urban design
- Development outcomes contribute positively to urban form, are flexible and adaptable to current and future changes of use and tenure.

He aha ngā mahi e tutuki ai ngā hiahia? What actions will we take to get there?

Ongoing actions	Start date	Involvement of partners
Test and implement 'City Shapers' industry engagement tools with the development community	2021/2022	Design and development community
Implement formal pre-application process for resource consent	2021/2022	
Complete Residential Design Guidelines Identify and develop other development guidelines and tools	2022/2023	
Complete city-wide character studies with priority to: <ul style="list-style-type: none"> ➤ Inner Residential Suburbs - Bound by Botanical Rd, Tremaine Ave, Vogel St, Featherston St (East), Victoria Ave and Park Rd ➤ Business Zones ➤ Outer Residential Suburbs ➤ Rural Residential Areas 	2023/2024	Design and development community
Review District Plan with priority to: <ul style="list-style-type: none"> ➤ Business Zone ➤ Residential Zone 	2021/2022	Rangitāne o Manawatū, Massey University, Food HQ, UCOL, MidCentral DHB, NZDF, PNAL, Master Builders, NZIA, NZILA, ADNZ
Use 'Delivering Change' to: <ul style="list-style-type: none"> ➤ Provide urban design support to key private community developments across the city ➤ Provide urban design professional development opportunities for developers, designers, community, council officers and elected members ➤ Deliver Creative City Conversations programme 	2021/2022	

He aha ngā hiahia hei whakatutuki? What do we want to achieve?

- There is a street network of connected places that are physically and visually integrated, legible, permeable, safe and provide choice of mode by which to easily move between and around.
- Development outcomes value, support and express city heritage, cultural identity and a sense of place across all planning zones.
- There is more adaptation of older buildings for commercial and mixed use in and around the city centre.
- Both constructed and natural environments apply sustainable design practices and use existing site qualities to maximise energy conservation, reduce waste, reduce cost and enhance biodiversity and amenity – solar gain, natural light, landform, hydrology, and ecology.
- There is more vegetation coverage of citywide urban permeable space.
- Regulatory conditions enable manageable and sustainable development outcomes.
- Council is a leader in applying urban design best practice.

He aha ngā mahi e tutuki ai ngā hiahia? What actions will we take to get there?

Ongoing actions	Start date	Involvement of partners
Review, update and complete strategic urban design frameworks that inform private and public development and investment with priority to: <ul style="list-style-type: none"> ➤ Citywide Vegetation Framework ➤ Streets and Roads Framework (see Transport plan) ➤ Stormwater Management Framework (see Waters plan) ➤ Manawatū River Framework (see Manawatū River plan) ➤ City Centre Framework (see City shaping plan) 	2021/2022	
Provide visual information about city development through the geo-spatial information tool	2021/2022	
Acknowledge and express Te Ao Māori in citywide urban design principles and practice	2021/2022	
Provide urban design support and professional development opportunities to Rangitāne o Manawatū on their own development projects, including sites of significance	2021/2022	
New and one-off actions	Completion date	Involvement of partners
Complete a desktop study into potential vegetation and permeable surface loss on inner residential suburbs from infill housing: <ul style="list-style-type: none"> ➤ Inner Residential Suburbs - Bound by Botanical Rd, Tremaine Ave, Vogel St, Featherston St (East), Victoria Ave and Park Rd ➤ Business Zones ➤ Outer Residential Suburbs ➤ Industrial Zones ➤ Rural- Residential Zone 	2021/2022 2022/2023	Design and development community
Develop high-level citywide urban design principles that inform strategic direction, strategic documents and decision making	2023/2024	
Apply urban design best practice to greenfield structure planning and public space master planning	2022/2023	Rangitāne o Manawatū, design and development community, Massey University, Food HQ, UCOL, MidCentral DHB
Provide lighting, wayfinding and site information at the city entrance ways in partnership with external funders	2022/2023	



PALMY[®]

PAPAIOEA
PALMERSTON
NORTH
CITY

**Te Kaunihera o Papaioea
Palmerston North City Council**

pncc.govt.nz / info@pncc.govt.nz / 06 356 8199



Our north arrow draws directly from “North” in our city’s name. An upward arrow perfectly symbolises our ambition for a city that’s smarter, continually growing and evolving, innovating, collaborating and finding enlightened ways to work with nature.