

PALMY<sup>®</sup>  
2021-31



# TE MAHERE AHUAHU TĀONE CITY SHAPING PLAN

TE WAIHANGA TĀONE  
CITYMAKING CHAPTER

TE POKAPŪ TĀONE  
CITY CENTRE CHAPTER

TE WAIHANGA WĀHI TŪMATANUI  
PLACEMAKING CHAPTER

# Ahunga rautaki



# Strategic direction



# Te hanga o te tāone nui: Te ahunga rautaki a te Kaunihera

## City shaping and Council strategic goals

The Palmerston North City Council vision is He iti rā, he iti pounamu Small city benefits, big city ambition. The City shaping plan primarily contributes to the Palmerston North City Council's goal of a Creative and exciting city. The plan describes Council's activities for the first three years of the 2021-2031 10-Year Plan in three chapters: Citymaking, City centre and Placemaking.

### Ngā tino Priorities

The priorities of Goal 2: A creative and exciting city are:

1. He waihanga i te tāone me ōna wāhi papai mō te katoa

Create a city that has great places for all people

2. He whakanui i te hītori me te kanorautanga o te tāone, me te whakapakari i tōna pai hei kāinga mō ngā ahurea me ngā reo maha

Celebrate the city's history and diversity, and build on the strength of being a city of many cultures and languages

3. He waihanga i te tāone auaha, he poipoi, he whakanui anō i ngā toi

Be a creative city that nurtures and celebrates the arts

4. He whakaū i te rongonui o te tāone hei tāone whakihiihi, he nui ōna mahi ā-rēhia i ngā pō, i ngā mutunga wiki hoki

Develop a national reputation as an exciting city with plenty to do at night and on weekends

5. He whakatenatena i te kori tinana kia eke ki tua atu i hapori kē i Aotearoa

Be one of the most active communities in New Zealand

### Te take o te mahere Purpose of the plan

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

- Promote multidisciplinary working on Council and community projects to drive outcomes that deliver on multiple Council objectives
- Implement the City Centre Streetscape Plan to increase city centre vibrancy and improve the perception of the city
- Implement City shaping plan actions in partnership with other agencies
- Provide seed funding and support for people to lead public space projects to develop accessible, active, comfortable and social public places

### Te mahitahi me Rangitāne o Manawatū Rangitāne o Manawatū partnership

Council will work in partnership with Rangitāne o Manawatū and:

- collaborate on city development and placemaking opportunities
- reflect the significance of historic and cultural places and features, such as Te Marae o Hine, in the cityscape
- ensure Rangitāne o Manawatū history and aspirations are expressed in the landscape of the city, for example, through art in the Streets for People upgrades

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:

- Alcohol Control Bylaw
- Auahi Kore Smokefree and Vapefree Policy
- Business Improvement District Policy
- City Centre Framework
- Citywide Vegetation Framework
- Community Funding Policy
- Dog Control Policy and Bylaw
- Manawatū River Framework
- Policy for the Use of Public Space
- Signs and Use of Public Places Bylaw
- Street Design Manual
- Street Naming and Numbering Policy
- Sun Protection Policy
- Welcoming Communities Plan

### Te ine i te angitutanga Measures of success

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

- More city centre businesses engage with the street environment
- Improved satisfaction with the process for running activations in the city centre
- More micro-events and activations led by the business community and social communities
- Palmy Unleashed enables great activation of city spaces
- Increase in pedestrian and cyclist numbers
- Decrease in city centre building vacancy rates
- Increase in the number of people living in the city centre
- Increase in people visiting the city centre during off-peak periods during the week
- Fewer Council barriers to successful completion of community-led public space projects
- More parklets hosted citywide
- Increase in co-contribution for placemaking activities



## Kupu whakataki Introduction

Cities around the world are trying to turn around decades of disjointed city planning to provide better outcomes for communities. Council is well positioned to connect local groups and sectors to maximise the collective impact of both public and private projects.

The purpose this chapter is for citymaking to be creative, effective and collaborative.

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

- Palmerston North's Creative Cities Index score indicates that Palmerston North is a reasonably creative city but lacks the urgency needed to accelerate success.
- Council does not always take a multi-disciplinary approach to citymaking.
- The strategic direction is compromised when contentious projects are considered.
- The contracting industry has limited capability to deliver on our programme of new major capital projects. In some instances, Council takes a partnership approach to planning for capital projects. This includes packaging programmes to make them more commercially attractive and strategic, for example, Streets for People. However, at other times Council's organisational approach is as the single 'citymaker' rather than a connector or collaborator.
- Council lacks data to demonstrate the advantages of strategic decision-making.



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

- Citymaking is strategic and creative.
- The performance of Council is recognised through the prosperity of the city and its citymaking partners.
- Rangitāne o Manawatū have opportunities for early involvement in citymaking projects.
- Public-facing programmes provide the opportunity for creative and collaborative citymaking.
- Communities of interest are identified and well known.
- Council programmes and activities are communicated to the public well in advance of planning and design.
- Experimentation, prototyping, and pilots become a standard practice when handling uncertain projects.
- Council programmes are delivered to maximise collective impact for the community.

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

Ongoing actions	Start date	Involvement of partners
Create a public stocktake of citymaking partners and communities of interest	2021/2022	Rangitāne o Manawatū
Create an agile engagement strategy	2021/2022	
Conduct research on and promote citymaking problems	2021/2022	Massey University Living Lab
New and one-off actions	Completion date	Involvement of partners
Undertake a creativity and obstacles audit (with reference to the Creative Cities Index)	2021/2022	
Review the Street Naming and Numbering Policy	2021/2022	
Review the Vegetation Framework and develop a Tree Policy to guide decision-making about trees in streets and public places	2021/2022	Rangitāne o Manawatū





**Kupu whakataki  
Introduction**

The city centre plays a key role in creating the perception of any city. Some New Zealand city centres have been weakened by mall-development in outlying areas, suburban sprawl, and natural constraints.

Palmerston North has a stable city centre, supported by the retention of The Plaza and Downtown Shopping Centre, the centre-based office and retail hierarchy within the District Plan, the compact nature of the city, and investment in quality public space design. The purpose of this chapter is to recognise and protect the role of the city centre.

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

- The performance of the city centre is critical to the city's image.
- There is varying engagement in public spaces by the business community.
- The expansiveness of Te Marae o Hine - The Square and number of inactive street edges are a barrier to pedestrian circulation between key retail precincts.
- There is a greater emphasis towards place-based infrastructure design, such as Streets For People, Cuba Street, and Queen Street.
- There are pockets of place identity (Little Cuba and Regent Arcade), while others areas are not so clear (Square North and Fitzherbert Avenue).

- The role of the Business Improvement District (Palmy BID) is to source external funds for city centre improvement, promotion and events.
- There is a lack of investment in inner city living, heritage adaptation, and office space.
- Council has yet to reach a clear position on parking, despite the clear benefits of place-based street design (e.g. Cuba Street and Streets for People).
- The central location of the public transport hub is not necessarily supported by a quality experience.
- A lot of key innovation institutions have no presence in the city centre.
- There is a lack of spontaneity in the city centre public spaces that builds curiosity and attracts people to the city centre in between times where large anchor events occur.
- Council contracted events are effective in bringing people to the city centre in large numbers, but they don't increase the baseline of activity in the city centre from day to day in the way that frequent, community-led, and lightweight activations would.
- The Palmy Unleashed Programme is a well-known brand with a history of successfully co-creating great public space activations, but has not yet reached its potential as an agile community-led and Council-supported public space programme.
- The Residents Survey (2020) shows that nearly two-thirds of people think Palmerston North is an attractive and well-designed city. However, only half consider that Palmerston North has a vibrant city centre.



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

- Palmerston North maintains its reputation as a key retail tourism destination for the surrounding region, Hawkes Bay and Wellington.
- City centre businesses take advantage of opportunities to contribute to vibrant street life.
- Te Marae o Hine - The Square is reinforced as an anchor for pulling people into the city centre to shop.
- There are more people in the city centre.
- Rangitāne o Manawatū history and aspirations are reflected in the art and design of the city centre.
- Rangitāne o Manawatū have opportunities for early involvement in city centre projects.
- There are clear precincts in the city centre with a confident place identity.
- The central city Business Improvement District is a key partner in the co-delivery and engagement of city centre activities.
- The city centre has diverse night-time precincts.
- There are quality urban design outcomes on all new public and private investment.
- There are short-term commercial activities in the city centre.

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

Ongoing actions	Start date	Involvement of partners
Deliver a city centre play programme (Note: this will be delivered alongside the city centre play opportunities described in the Active communities plan)	2021/2022	Rangitāne o Manawatū Palmy BID Sport Manawatū Students (Schools, Youth Space, UCOL, IPU, Massey) Community groups and individuals
Assist developers to invest in city centre redevelopment opportunities through a review of Council's strategic development sites	2023/2024	Palmy BID Development community Property Institute Rangitāne o Manawatū
Endorse and contribute to the implementation of the UCOL Campus Development Plan	2022/2023	UCOL Palmy BID
Deprioritise through-traffic in the city centre street renewals, upgrades, and management	2021/2022	Palmy BID People on Bikes Forum Disability Reference Group
Support heritage building owners to activate and celebrate heritage buildings	2021/2022	Palmy BID
Support the central city Business Improvement District	2021/2022	Palmy BID
Implement the Placemaking and Palmy Unleashed and events programmes	2021/2022	Palmy BID Community groups and individuals

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

- Parking management decisions are based on what kind of place will attract and get people to stay for longer in the city centre.
- Developers consider the city centre as a good place to invest in city centre living.
- There is an increased presence of innovation institutions in the city centre.
- There is a clear hierarchy of Place Streets, Place-movement Streets, Laneways, and Movement Streets.
- There are no barriers to community-led public space activations in the city centre.
- Community-led activations in the city centre are supported and have the potential to scale-up.
- Community-led activations inform placemaking and infrastructure provision in the city centre.
- Existing Palmy Unleashed participants develop their activations into bigger, better, and more unique events.
- Business groups celebrate the unique culture of their precinct with activations and events, e.g. arts events in George Street and Little Cuba, food and entertainment in Broadway Avenue.
- A Central Library and Civic and Cultural Precinct meets the future needs of Palmerston North.

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

Ongoing actions	Start date	Involvement of partners
Create a vacant shop activation programme	2021/2022	Palmy BID Property Institute
Implement the Palmy Laneways Project	2021/2022	Palmy BID
Provide precinct by precinct retail health reports	2021/2022	Palmy BID CEDA Chamber of Commerce
Include Rangitāne o Manawatū art and design in the city centre	2021/2022	Rangitāne o Manawatū
New and one-off actions	Completion date	Involvement of partners
Review regulations and incentives in the Outer Business Zone and Inner Business Zone to direct office development towards the city centre first	2023/2024	Development community
Trial and pedestrian counter technology	2022/2023	Local technology sector
Implement the city centre Lighting and Projection Demonstration Project	2021/2022	UCOL Massey University
Implement a wayfinding strategy to increase legibility in public spaces in the city centre	2021/2022	Rangitāne o Manawatū
Implement the Streets for People programme		Rangitāne o Manawatū Palmy BID
Finalise the Civic and Cultural Precinct Master Plan	2022/2023	Rangitāne o Manawatū Te Manawa
Review the City Centre Framework	2021/2022	
Work with George Street business owners, residents, and users of George Street to develop options for its future	2021/2022	



## Kupu whakataki Introduction

Placemaking is a community-based approach for the creation of public space. Placemaking provides opportunities for community leadership and participation in Council processes and activities.

*Mā te tangata e whai wairua ai ngā wāhi huihui o Papaioea*

*It is through people that the gathering places of Palmerston North gain spirit*

The purpose of this chapter is to involve communities and reinforce our unique city identity in creating public spaces.

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

- Palmerston North is internationally well-regarded for its approach to placemaking.
- The placemaking approach in Palmerston North has grown from a momentum-led programme to a kaupapa/purpose-led programme, resulting in enhanced outcomes for building shared meaning from public spaces.
- Lighter, quicker, cheaper principles are applied across strategy, policy, and programme delivery.

- Seed funding is available to incentivise innovative use of public spaces.
- Placemaking efforts have typically been driven towards the city centre and event-based activations, but recently they have been able to direct more attention towards tactical projects and the reinforcement of place identity in suburbs and villages.
- There is a tension between Council's recognition of public spaces as community-owned and as assets to control.
- A community of practice has developed around local placemaking.
- Palmerston North has taken a lead role recently in contributing a placemaking lens towards Waka Kotahi and Sport New Zealand Ihi Aotearoa initiatives, particularly around play.
- Advice, advocacy, and connecting citymakers together has been of more critical importance than seed funding to placemaking successes.
- New initiatives have branched out from the placemaking initiative (such as Palmy Unleashed and Passport to Play).
- The 'pilot and scale' approach tends to be successful in applying agile principles to new ideas, and has led to the development of some new tools and guidance for communities. However, the scaling-up of pilot projects is not happening fast enough to create promotable tools for communities to reinforce their neighbourhoods.



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

- Palmerston North is a global leader in community-led placemaking policy and practice.
- Whānau Ora principles are used to anchor Palmerston North's placemaking approach to reinforcing a unique sense of Papaioea – Palmerston North.
- Rangitāne o Manawatū have opportunities for early involvement in placemaking projects.
- Public spaces are co-created with the community.
- Capital public space programmes provide the room for place-led design and community-led placemaking.
- Welcoming Community principles guide the inclusiveness of placemaking projects.
- Tactical urbanism and street pilots are a standard approach for testing and building confidence for new streetscape designs.
- There are opportunities for shared learning and mentorship between local placemakers.

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

Ongoing actions	Start date	Involvement of partners
Provide placemaking promotion, advice, and seed funding citywide	2021/2022	Community groups and individuals
Provide support for waste removal support for community-led clean up events	2021/2022	Palmy's Plastic Pollution Challenge Hei Manga Ora Environment Network Manawatū
Provide tools for placemaking to citymaking partners (e.g. Neighbourhood Support, Sport Manawatū, Rangiwāhia Environmental Arts Centre Trust)	2021/2022	Citymaking partners citywide
Embed an agile placemaking approach into infrastructure projects (such as berm gardens, play streets, road murals)	2021/2022	
Participate in New Zealand Placemaking Week each year	2021/2022	Placemaking Aotearoa
Pilot a local Park(ing) Day to generate interest in street-based placemaking	2021/2022	Environment Network Manawatū NZ Institute of Landscape Architects
New and one-off actions	Completion date	Involvement of partners
Develop a placemaking kawenata/charter to guide the locally-sourced approach to placemaking	2023/2024	Rangitāne o Manawatū Palmy Placemaking Support Group
Develop a food-truck friendly city Food Truck Manual	2021/2022	Local food-truck industry Hospitality NZ
Develop a Community Gardens Manual	2022/2023	Manawatū Food Action Network
Develop a local Play Streets Programme	2021/2022	Waka Kotahi Sport Manawatū Neighbourhood Support
Develop a Road Mural Manual	2021/2022	Waka Kotahi Neighbourhood Support
Develop a tactical urbanism manual for enabling Council and community-led tactical streetscape pilots	2022/2023	Waka Kotahi Innovating Streets for People partners

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

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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.