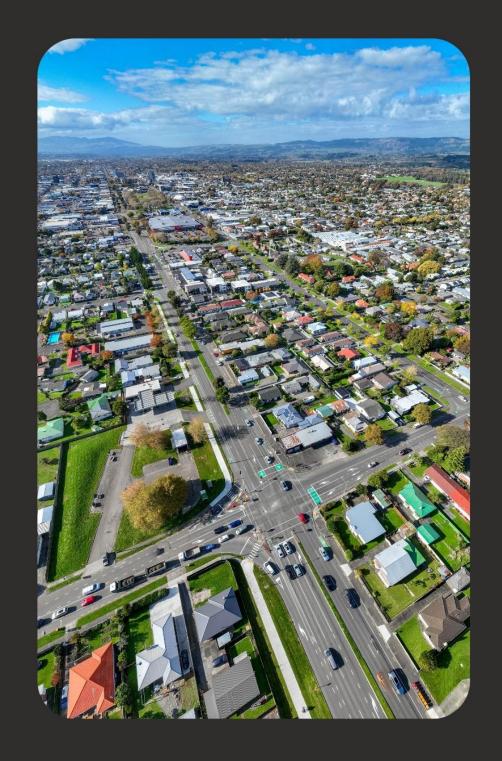
# Palmerston North

# Future Development Strategy

**Implementation Plan 2025** 







## Introduction

The Palmerston North Future Development Strategy Implementation Plan 2025<sup>1</sup> provides an overview of actions required to implement the Palmerston North Future Development Strategy 2024-2054. The Implementation Plan is required under the National Policy Statement on Urban Development 2020 (The Policy Statement) and will be updated annually.

The Palmerston North Future Development Strategy (the Strategy) was adopted by Horizons Regional Council and Palmerston North City Council in June 2024. The Strategy sets out where Palmerston North will grow to meet housing and business and industrial demand over the next 30 years.

The purpose of this implementation plan is to:

- Inform the development sector of infrastructure that is funded and planned for each growth area, and
- Keep track of relevant policy reviews and infrastructure delivery, to inform three-yearly reviews of the Infrastructure Strategy, Long Term Plan, and Future Development Strategy

The following sections set out the key actions for delivering on housing, business and industrial land demand. The Implementation Plan actions range from Resource Management Act related actions, to project based work that needs to occur, through to funding of development and additional infrastructure.

In the 2024/25 financial year, development occurred in the following areas:

| Location/type   | Homes/Hectares<br>Consented        |
|---|------------------------------------|
| Growing Up  | 211 homes/0.1ha                    |
| Standalone homes<br>Multi-unit homes<br>Industrial Zone                                 | 62 homes                           |
| Growing In  |                                    |
| Hokowhitu Residential Area  | 11 homes                           |
| <b>Growing Out</b>  | 26 homes/7ha                       |
| Whakarongo Residential Area<br>Aokautere Residential Area<br>North East Industrial Zone | 15 homes<br>11 homes<br>7 hectares |

<sup>&</sup>lt;sup>1</sup> This implementation plan uses information relevant as of August 2025.

#### Where we plan to grow

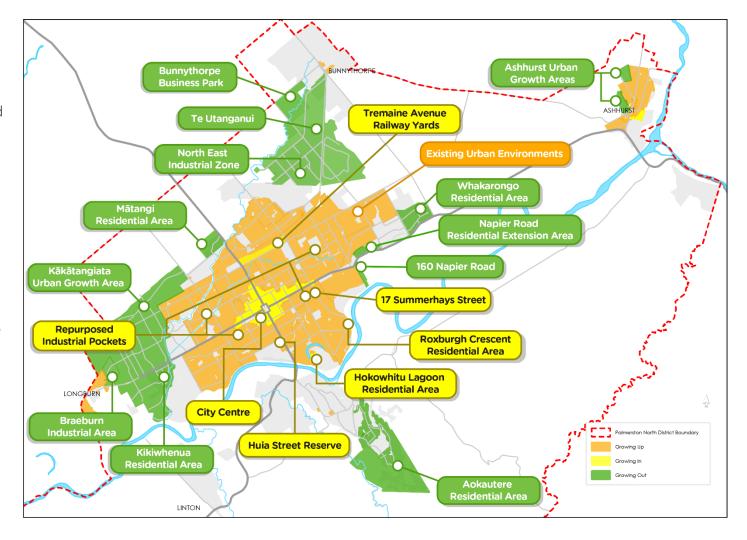
Over the next 30 years, we will investigate the rezoning and servicing of land to meet forecasted housing and business needs.

We will achieve this through a fine balance of:

- Growing Up: Increasing the density of development in existing areas
- Growing In: Repurposing parts of the city for newer uses
- Growing Out: Expanding the urban boundary in a logical way

See below for our current forecasting of how we expect these areas to develop over the short, medium and long term.

See <a href="www.pncc.govt.nz/fds">www.pncc.govt.nz/fds</a> for the full Future Development Strategy.



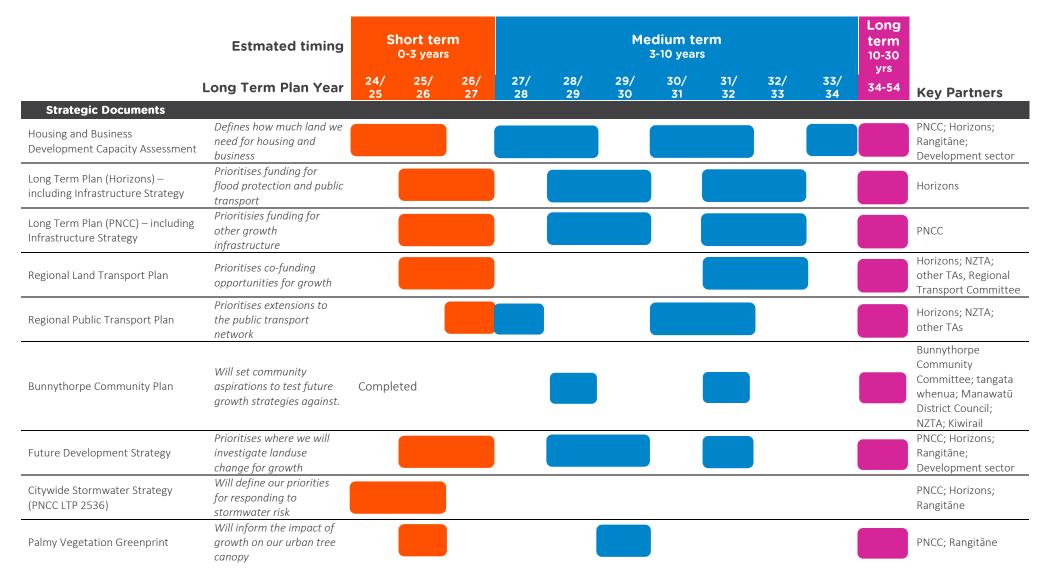


## **Risks to land supply**

A risk summary for each growth project is included in the implementation plan below. Note that a full risk assessment will be undertaken as part of detailed project planning and may differ from the summary provided below

| Risk   | Level<br>of risk | Growing<br>Up | Growing<br>In | Growing<br>Out | Risk management approach   |
|--|------------------|---------------|---------------|----------------|--|
| Inundation risk to existing neighbourhoods   | High             | <b>~</b>      | <b>~</b>      |                | <ul> <li>Develop a citywide stormwater strategy to respond to stormwater flood risks in a more holistic way.</li> <li>Review the impacts of increased density against overland flow path risks.</li> </ul>   |
| Increased risk to communities in areas with increasing density or new growth areas adjacent to flood prone areas | High             |               | <b>✓</b>      | <b>~</b>       | <ul> <li>Conduct flood risk assessments at the rezoning stage to understand and respond to risks.</li> <li>Maintain a preference for avoidance over mitigation.</li> <li>Ensure levels of service for flood protection structures are in place prior to development.</li> <li>Ongoing maintenance and climate resilience projects to maintain levels of service for existing flood protection structures, such as the Room for the River Project.</li> </ul> |
| Affordability of development infrastructure and constrained funding environment                                  | High             | <b>~</b>      | <b>/</b>      | <b>\</b>       | <ul> <li>Explore a variety of funding options for development of infrastructure.</li> <li>Ensure a diversity of growth options that spread demand across network services.</li> <li>Stage development of greenfield growth areas in a coordinated way.</li> </ul>  |
| Low uptake in higher densities increasing our need for land over time  | High             | <b>~</b>      | <b>~</b>      | <b>V</b>       | Prioritise the investigation of a Medium Density Zone.  Review the business zones.   |
| Landbanking holding back the release of land in niche markets  | High             | <b>~</b>      |               | <b>V</b>       | <ul> <li>Factor in constrained land ownership into the next Housing and Business Development Capacity Assessment (HBA).</li> <li>Engage with the development sector to monitor the anticipated release of land.</li> </ul>   |
| Rezoning business land to housing may place business land supply at risk   | Medium           |               | <b>\</b>      |                | • Monitor land supply for housing and business through the HBA, to inform landuse trade-offs when rezoning.  |
| Quality living environments are compromised by higher densities  | Medium           | <b>/</b>      | <b>/</b>      | <b>V</b>       | <ul><li>Clear design guidance through the District Plan.</li><li>Engage with the development sector to ensure design controls are feasible and well-understood.</li></ul>  |
| Risk to food productivity by repurposing highly productive land  | Medium           |               |               | <b>V</b>       | <ul> <li>Undertake economic assessments to understand the need and trade-off of rezoning highly<br/>productive farmland for housing or business.</li> </ul>  |
| Competing funding and policy prorities at the local and central government level creating uncertainty            | High             | <b>~</b>      | <b>~</b>      | <b>V</b>       | <ul> <li>Monitor land supply for housing and business through the HBA to highlight any insufficient development capacity</li> <li>Prepare business cases to demonstrate the link between Central Govennment &amp; City goals</li> </ul>  |

#### **Upcoming Strategy and Research**





<sup>&</sup>lt;sup>2</sup> No co-funding received in the 2024-27 National Land Transport Programme

<sup>&</sup>lt;sup>3</sup> No co-funding received in the 2024-27 National Land Transport Programme – PNCC intend on applying for co-funding in the 2027-30 NLTP

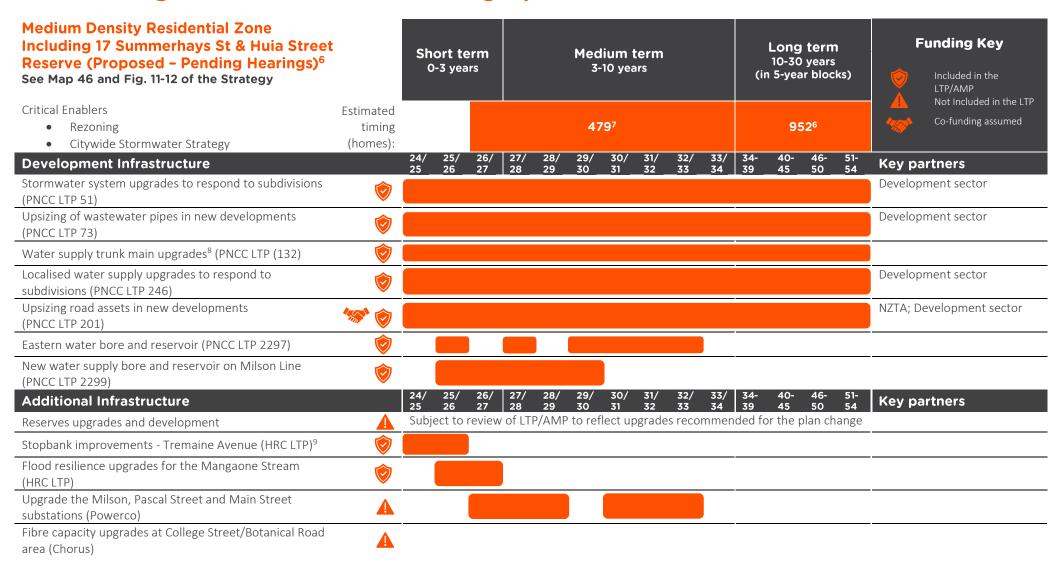
#### **Upcoming Plan Changes**



<sup>&</sup>lt;sup>4</sup> Subject to Resource Management Reform

<sup>&</sup>lt;sup>5</sup> Subject to Environment Court appeal

#### **Enabling Infrastructure for Growing Up Areas**



<sup>&</sup>lt;sup>6</sup> Please note that medium density development is currently enabled through Multi-Unit Housing Areas in the Residential Zone, in the Inner Business Zone, and on a case by case basis in the Outer and Fringe Business Zones

<sup>&</sup>lt;sup>7</sup> Capacity adjusted from the 2024 Implementation Plan to reflect updated feasible capacity estimates in the plan change for this zone.

<sup>&</sup>lt;sup>8</sup> Includes providing a secure low pressure water link to the Maxwell's Line area and upgrading the water main along Albert Street.

<sup>9</sup> Belvadere Crescent stopbank improvements have been completed

#### **Enabling Infrastructure for Growing in Areas**



<sup>&</sup>lt;sup>10</sup> Developer led and vested

<sup>&</sup>lt;sup>11</sup> Since the 2024 Implementation Plan, the Department of Conservation & PNCC have approved the reserve exchange for a new river access, subject to rezoning.

#### **Enabling Infrastructure for Growing Out Areas**



<sup>&</sup>lt;sup>12</sup> Capacity adjusted to account for the recently consented Summerset Village development (185 homes over 9ha; not accounting for 71 suites in their main building)

<sup>13</sup> Developer led and vested

<sup>&</sup>lt;sup>14</sup> No co-funding received in the 2024-27 National Land Transport Programme – PNCC intend on applying for co-funding in the 2027-30 NLTP

| Whakarongo Residential Area (Zoned) See Fig. 17 of the Strategy                      |               |           | nort te<br>D-3 yea |           | Medium term<br>3-10 years |           |           |           |           |           |           |          |             | term years ar block |           |              |
|--|---------------|-----------|--------------------|-----------|---------------------------|-----------|-----------|-----------|-----------|-----------|-----------|----------|-------------|---------------------|-----------|--------------|
| Additional Infrastructure  |               | 24/<br>25 | 25/<br>26          | 26/<br>27 | 27/<br>28                 | 28/<br>29 | 29/<br>30 | 30/<br>31 |           | 32/<br>33 | 33/<br>34 |          | 40-<br>45   | 46-<br>50           | 51-<br>54 | Key partners |
| Escarpment walkway (PNCC LTP 1859)   | <b></b>       |           |                    |           |                           |           |           |           |           |           |           |          |             |                     |           |              |
| Purchase and development of neighbourhood reserve - South of railway (PNCC LTP 1859) | <b>©</b>      |           |                    |           |                           |           |           |           |           |           |           |          |             |                     |           |              |
| Oxbow development (PNCC LTP 2545) <sup>15</sup>                                      | <b>*\$* ©</b> |           |                    |           |                           |           |           |           |           |           |           |          |             |                     |           | ,            |
| Public open space - Napier Road  | A             | Repla     | aced wit           | th a larg | er cent                   | ral subu  | ırb rese  | rve sou   | ith of th | e railwa  | y (prog   | ramme    | 1859)       |                     |           | ,            |
| Public open space - North of railway   | A             | _         |                    |           |                           |           |           |           |           |           |           |          |             |                     |           |              |
| Proposed substation (Powerco)  | <u> </u>      | Powe      | erco will          | continu   | ue to m                   | onitor g  | growth t  | o ensu    | re there  | is suffic | cient ca  | pacity i | n the ne    | twork.              |           |              |
| Fibre upgrades Napier Road/Roberts Line (Chorus)                                     | <u> </u>      | _         |                    |           | -                         |           |           |           |           |           | -         | -        | <del></del> | -                   | -         |              |

<sup>&</sup>lt;sup>15</sup> New Annual Budget item to reflect a developer agreement. The developer will be funding the work.



<sup>&</sup>lt;sup>16</sup> Developer led and vested



<sup>&</sup>lt;sup>17</sup> Developer led and vested

<sup>&</sup>lt;sup>18</sup> Excludes land purchase and shared path

<sup>&</sup>lt;sup>19</sup> Part funded through a land exchange between the developer and Rangitane o Manawatū.

| Kākātangiata Residential Growth Area<br>(Under investigation)<br>See Fig. 22 of the Strategy  |                           | Short tern<br>0-3 years | n  |           |           | ium to<br>10 year |                 |             |           | 10-30     | term<br>years<br>r blocks) | Beyond 2054  |
|---|---------------------------|-------------------------|--|-----------|-----------|-------------------|-----------------|-------------|-----------|-----------|----------------------------|--|
| <ul> <li>Critical Enablers</li> <li>Rezoning</li> <li>60kph SH56 speed limit</li> <li>Confirmed Manawatū Regional Freight Ring Road route</li> <li>Designations and resource consents for connector roads, additional bridges, additional bores and stormwater corridors</li> </ul> | Estimated timing (homes): |                         |  |           |           |                   |                 | 591         |           | 2,3       | 86                         | 2,379 <sup>20</sup>                                |
| Development Infrastructure  |                           | 24/ 25/ 2<br>25 26 /:   | 6 27/<br>27 28                                 | 28/<br>29 | 29/<br>30 |                   | 31/ 32<br>32 33 | / 33/<br>34 | 34-<br>39 | 40-<br>45 | 46- 51-<br>50 54           | Key partners                                       |
| Te Wanaka Road/Pioneer Highway intersection upgrade (PNCC LTP 1681)   |                           |                         |  |           |           |                   |                 |             |           |           |                            | NZTA   |
| Te Wanaka Road upgrade (PNCC LTP 1681)  | <b>©</b>                  |                         | <u>,                                      </u> |           |           |                   |                 |             |           |           |                            | NZTA   |
| Potential future road connection (PNCC LTP 1681)  | <b>©</b>                  |                         | <u> </u>                                       |           |           |                   |                 |             |           |           |                            | NZTA, Horizons, PNCC                               |
| Extension of wastewater network (PNCC LTP 1055)   | <b>***** **</b>           |                         |  |           |           |                   |                 |             |           |           |                            | National<br>Infrastructure Agency                  |
| Land purchase for stormwater network <sup>10</sup> (PNCC LTP 1065)  | <b>*</b> \$** <b>©</b>    |                         |  |           |           |                   |                 |             |           |           |                            | National Infrastructure Agency; development sector |
| New water supply bores and ring main (PNCC LTP 1170)  | <b>***</b> ©              |                         |  |           |           |                   |                 |             |           |           |                            | National<br>Infrastructure Agency                  |
| New Roads (PNCC LTP 2123)   | <b>*</b> \$\$** <b>©</b>  |                         |  |           |           |                   |                 |             |           |           |                            | National<br>Infrastructure Agency                  |
| New Longburn water bore to support industrial growth (PNCC LTP 2301)  | <b>©</b>                  |                         | <u>'</u>                                       |           |           |                   |                 |             |           |           |                            |  |
| Land purchase and stormwater upgrades to support industrial growth at Longburn <sup>21</sup> (PNCC LTP 2312)  | <b>*** *</b>              |                         |  |           |           |                   |                 |             |           |           |                            | Development sector                                 |
| Shared paths  | · A                       |                         |  |           |           |                   |                 |             |           |           |                            | NZTA   |
| Extension of public transport network <sup>22</sup>   | <b>** \P</b>              |                         |  |           |           |                   |                 |             |           |           |                            | NZTA, Horizons, PNCC                               |

<sup>&</sup>lt;sup>20</sup> Capacity beyond 2054 revised from 4241 to reflect the revised plan change scope <u>agreed by Council on 4 June 2025</u>.

<sup>&</sup>lt;sup>21</sup> Developer led and vested

<sup>&</sup>lt;sup>22</sup> Subject to a review of the Regional Public Transport Plan when sufficient development capacity and connector roads have been established.

| Kākātangiata Residential Growth Area (Under investigation) See Fig. 22 of the Strategy |                       | Short term<br>0-3 years                |                  | Medium te<br>3-10 years |                         | Long term<br>10-30 years<br>(in 5-year blocks) |   |
|--|-----------------------|--|------------------|-------------------------|-------------------------|--|---|
| Additional Infrastructure  |                       | 24/ 25/ 26<br>25 26 /27                | 27/ 28/<br>28 29 |                         | 31/ 32/ 33/<br>32 33 34 | 34- 40- 46- 51-<br>39 45 50 54                 | Key partners                                |
| Schools  | <b>₩</b>              | The Ministry of Ed capacity in the sch |                  | ontinue to monit        | or growth to ensu       | re there is sufficient                         | Ministry of Education                       |
| Resilience upgrades to flood protection structures                                     | <b>***</b>            | Completed                              |                  |                         |                         |  | Horizons                                    |
| New Community Centre (PNCC LTP 1130)   | <b>*** ©</b>          |  |                  |                         |                         |  | National<br>Infrastructure Agency           |
| Central suburb reserve (PNCC LTP 1862)   | <b>*\$</b> * <b>©</b> |  |                  |                         |                         |  | National<br>Infrastructure Agency           |
| Mandersons Bush suburb reserve (PNCC LTP 2442)   | <b>*\$* ©</b>         |  |                  |                         |                         |  | Horizons; National<br>Infrastructure Agency |
| Central sportsfields (PNCC LTP 2443)   | <b>*\$</b> * <b>©</b> |  |                  |                         |                         |  | National<br>Infrastructure Agency           |
| 2x southern neighbourhood reserves (PNCC LTP 2516)                                     | <b>*\$* ©</b>         |  |                  |                         |                         |  | National<br>Infrastructure Agency           |
| Upgrade the Kairanga substation (Powerco)  | A                     |  |                  |                         |                         |  |   |
| Proposed substation at Linton (Powerco)  | A                     | -                                      |                  |                         |                         |  |   |
| Replace the Rongotea substation (Powerco)  | A                     | -                                      |                  |                         |                         |  |   |
| Fibre capacity upgrades at Pioneer Highway (Chorus)                                    | A                     |  |                  |                         |                         |  |   |



<sup>&</sup>lt;sup>23</sup> Developer led and vested



<sup>&</sup>lt;sup>24</sup> Priority and timing of upgrades would be determined through a business case process; the Aokautere transport business case has not been funded in the 2024-27 National Land Transport Programme, which will affect timing and delivery

<sup>&</sup>lt;sup>25</sup> Subject to the review of the Regional Public Transport Plan in 2024-26, to inform the 2027-37 Long Term Plan

<sup>&</sup>lt;sup>26</sup> Developer led and vested



<sup>&</sup>lt;sup>27</sup> No co-funding received in the 2024-27 National Land Transport Programme – PNCC intend on applying for co-funding in the 2027-30 NLTP

<sup>&</sup>lt;sup>28</sup> Adequate road reserve width is available on private land that may be subject to a land designation if required in the future. Subject to National Land Transport Programme funding

<sup>&</sup>lt;sup>29</sup> Currently being investigated as part of a developer agreement

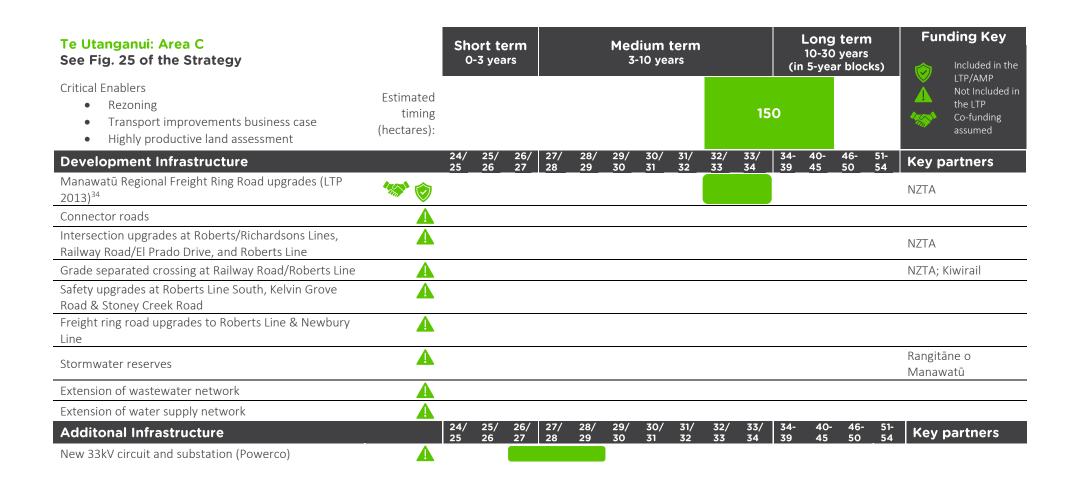
<sup>&</sup>lt;sup>30</sup> Developer led and vested



<sup>&</sup>lt;sup>31</sup> The following sites have now been included within the scope of the plan change: 813-815 Roberts Line, 109 Richardsons Line and 129 Richardsons Line

<sup>&</sup>lt;sup>32</sup> Capacity and timing updated to reflect the need for a new water bore and current flood risk and stormwater assumptions

<sup>33</sup> Developer led and vested



<sup>&</sup>lt;sup>34</sup> Staging, extent of upgrades, and confirmed route subject to investigation in business cases in 2025-28

### **Other Opportunities for Growth**

| See Section D of the Future Development<br>Strategy   |                              |           | ort te<br>·3 yea |           | Medium term<br>3-10 years |           |           |           |           |           |           |           | 10-30     | term<br>years<br>ir bloc |           |   |
|---|------------------------------|-----------|------------------|-----------|---------------------------|-----------|-----------|-----------|-----------|-----------|-----------|-----------|-----------|--------------------------|-----------|---|
|   |                              | 24/<br>25 | 25/<br>26        | 26/<br>27 | 27/<br>28                 | 28/<br>29 | 29/<br>30 | 30/<br>31 | 31/<br>32 | 32/<br>33 | 33/<br>34 | 34-<br>39 | 40-<br>45 | 46-<br>50                | 51-<br>54 | Key Partners                                |
| 160 Napier Road <sup>35</sup>   |                              |           |                  |           |                           |           |           |           |           |           |           |           |           |                          |           |   |
| Critical Enablers  Rezoning (Private plan change)  Stormwater management  Highly productive land assessment   | Estimated timing (homes):    |           |                  |           |                           | ι         | Jnkno     | own (     | 180 ho    | omes)     |           |           |           |                          |           | Rangitāne o<br>Manawatū<br>NZTA             |
| Bunnythorpe Business Park (109 & 125  | Kairanga E                   | Bunnyt    | horpe            | e Road    | d)                        |           |           |           |           |           |           |           |           |                          |           |   |
| <ul> <li>Critical Enablers</li> <li>Rezoning (Private plan change)</li> <li>Flood risk management</li> <li>Highly productive land assessment</li> </ul> | Estimated timing (hectares): |           |                  |           |                           | 20        | )         |           |           |           |           |           |           |                          |           | Rangitāne o<br>Manawatū<br>Kiwirail<br>NZTA |
| Manderson Block <sup>36</sup>   |                              |           |                  |           |                           |           |           |           |           |           |           |           |           |                          |           |   |
| <ul> <li>Critical Enablers</li> <li>Rezoning (Private plan change)</li> <li>Flood risk management</li> <li>Highly productive land assessment</li> </ul> | Estimated timing (hectares): |           |                  |           |                           | Unk       | nowi      | n (80)    | 0-900     | ) hom     | es)       |           |           |                          |           | Rangitāne o<br>Manawatū<br>Kiwirail         |
| Kākātangiata Urban Growth Area (Out   | side of the                  | revise    | ed pla           | n cha     | nge s                     | cope)     |           |           |           |           |           |           |           |                          |           |   |
| Critical Enablers  • Rezoning (Private plan change)   | Estimated timing (hectares)  |           |                  |           |                           | U         | nkno      | wn (1     | ,144 h    | omes      | )         |           |           |                          |           | Rangitāne o<br>Manawatū<br>Kiwirail<br>NZTA |
| Ashhurst Growth Areas   |                              |           |                  |           |                           |           |           |           |           |           |           |           |           |                          |           |   |
| <ul> <li>Critical Enablers</li> <li>Rezoning (Private plan change)</li> <li>Flood risk management</li> </ul>  | Estimated timing (hectares)  |           |                  |           |                           | u         | nkno      | own (4    | 100 h     | omes)     |           |           |           |                          |           |   |

<sup>&</sup>lt;sup>35</sup> This plan change is currently on hold by the applicant.

<sup>&</sup>lt;sup>36</sup> The Manderson Block comprises the northernmost section of rural land within the Kākātangiata Masterplan between Gillespies Line and the rail lin.

| See Section D of the Future Develop<br>Strategy  | ment                               |                 | ort te<br>0-3 yea<br>25/<br>26 |        | 27/<br>28 | 28/<br>29 |        | dium<br>-10 ye:<br>30/<br>31 |          | 32/<br>33     | 33/<br>34 | (i<br>34-<br>39 | 10-3   | g term<br>D years<br>ar block<br>46-<br>50 | (s)<br>51-<br>54 | Key Partners         |
|--|------------------------------------|-----------------|--------------------------------|--------|-----------|-----------|--------|------------------------------|----------|---------------|-----------|-----------------|--------|--|------------------|----------------------|
| Braeburn Industrial Area (2263B Sta  | te Highway 5                       |                 |                                |        |           | 29        | 30     |                              | <u> </u> |               |           | 35              | -43    |  | <u> </u>         | itey i di tileis     |
| Critical Enablers  • Rezoning  | Estimated<br>timing<br>(hectares)  |                 |                                |        |           |           | Unk    | nowr                         | (33.5    | 5 ha)         |           |                 |        |  |                  | Fonterra             |
| Massey University housing  |                                    |                 |                                |        |           |           |        |                              |          |               |           |                 |        |  |                  |                      |
| Critical Enablers  Rezoning  Campus masterplan   | Estimated<br>timing<br>(homes):    |                 |                                |        |           |           |        |                              | ox. 1,8  | 800 h         | omes)     | )               |        |  |                  | Massey<br>University |
| Repurposed Industrial Pockets (See   |                                    | he Fu           | ture [                         | Develo | pme       | nt Stra   | ategy  | )                            |          |               |           |                 |        |  |                  |                      |
| Critical Enablers  Rezoning  Business/Industrial Zones review  Tremaine Avenue Railway Yards | Estimated timing (homes):          |                 | Unknown (Approx. 239 homes)    |        |           |           |        |                              |          |               |           |                 |        |  |                  |                      |
| Critical Enablers  Rezoning  Kiwirail development plan  Industrial Zone review               | Estimated timing (homes/hectares): |                 |                                | Unkno  | own (/    | Appro     | x. 563 | 3 hom                        | es or    | <b>25 h</b> a | of bu     | sines           | s land | ))   |                  | Kiwirail             |
| Works Road Industrial Area (1, 5 and   | 43 Works Ro                        | oad)            |                                |        |           |           |        |                              |          |               |           |                 |        |  |                  |                      |
| Critical Enablers  Rezoning  Highly productive land assessment  Network service upgrades     | Estimated timing (hectares):       |                 |                                |        |           | Uni       | know   | n (add                       | dition   | al 6.6        | ha)       |                 |        |  |                  |                      |
| Inner-city living (Inner and Outer Bu  | siness Zones)                      | ) <sup>37</sup> |                                |        |           |           |        |                              |          |               |           |                 |        |  |                  |                      |
| Critical Enablers  • Business Zones review (2024-27)   | Estimated timing (homes):          |                 |                                |        |           |           |        | Unk                          | nown     |               |           |                 |        |  |                  | Palmy BID            |

<sup>&</sup>lt;sup>37</sup> Please note that inner-city living is currently provided for in the Inner Business Zone, and on a case by case basis in the Outer and Fringe Business Zones