

SECTION 19: INSTITUTIONAL ZONE

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19. INSTITUTIONAL ZONE

19.1 Introduction

Palmerston North contains a number of prominent education, health and research institutions and the Fire & Emergency New Zealand. Institutions include:

- Massey University Turitea Campus
- Hopkirk Institute
- Riddet Institute
- Hokowhitu Campus
- LandCare Research
- AgResearch
- Plant and Food Research
- Fonterra Research Centre
- Ministry of Primary Industries
- Leather and Shoe Research Association
- Palmerston North Fire Station on Cook Street
- Ashhurst Fire Station
- Bunnythorpe Fire Station
- Institute of the Pacific United
- Mid-Central Health Palmerston North Hospital
- Crest on Carroll Street and Crest on Grey Street Private Hospitals
- Batchelar Centre Limited.

The institutions are generally sited, either individually or in clusters, within or adjacent to areas which are predominantly residential or rural in nature.

Collectively these institutions make an important contribution towards local and/or regional social, cultural and economic well-being through, for example, essential health care and tertiary educational provision, research and development initiatives and generation of employment opportunities. Additionally, the land, buildings and associated infrastructure under their direct ownership and/or control represent a significant investment in, and contribution to, the physical fabric of the city.

Council wishes to provide institutions within the Institutional Zone a reasonable degree of flexibility and autonomy in controlling their own development. The specific nature of the individual institutions and the requirements of their clients and staff generally encourages sensitive and responsible development. Additionally, the image which these institutions wish to project to the public is considered by them as very important. Therefore, provisions for the Institutional Zone have been developed to focus on the effects of institutional activities and/or associated future development on the amenities of adjacent residential and rural areas and the roading network.

19.2 Resource Management Issues

The following resource management issues have been identified in the Institutional Zone:

1. Enabling future institutional growth and providing for associated development expectations and/or requirements.
2. Effects of institutional activities and/or development on residential areas, adjacent institutions or in the City's business zones.
3. Magnitude of institutional operations and the intense nature of on-site activities.
4. Recognition of existing education, health and research related activities, and the Fire and Emergency New Zealand's Palmerston North Fire Station on Cook Street, the Ashhurst Fire Station and the Bunnythorpe Fire Station, and provision for ancillary activities which complement these functions to establish.
5. Storage, use, transportation and disposal of hazardous substances.

Explanation

The issues identified above reflect the two primary concerns associated with the activities covered by this Zone. Firstly, how to accommodate the range of activities within the Zone and to provide for their expansion. Secondly, how to ensure that they do not have a more than minor adverse effect on the areas which adjoin them, the roading network and the efficient use of the City's business zones.

Many institutions have medical or research functions which require the storage, use, transportation and disposal of hazardous substances. It is important that hazardous substances are appropriately managed, especially where there are adjoining residential areas or other institutions.

NOTE TO PLAN USERS

1. The New Zealand Electrical Code of practice for electrical safe distances (NZECP 34:2001) contains restrictions on the location of structures and activities around electricity lines. Compliance with this code is mandatory. Compliance with this plan does not ensure compliance with NZECP34:2001. The electricity line operator can be contacted for advice for any activities around the electricity network.
2. Vegetation to be planted near electricity lines should be selected and/or managed to ensure that it will not result in that vegetation breaching the Electricity (Hazards from Trees) Regulations 2003. To discuss works, including tree planting, near any electrical line, contact the line operator.

19.3 Objectives and Policies

Within the broad framework of the City View objectives in section 2 and the Hazardous Substances objectives and policies in Section 14 the following specific objectives and policies apply to the Institutional Zone:

OBJECTIVE 1

To promote the efficient use of the physical resources of the Institutional Zone.

POLICIES

- 1.1 To provide for institutional activities located within the Institutional Zone.
- 1.2 To enable future growth and development of institutional activities.
- 1.3 To enable the establishment of complementary activities within the Institutional Zone where these are ancillary to an institutional activity.
- 1.4 To avoid, remedy or mitigate the impacts of institutions on the roading network.
- 1.5 To encourage the development and use of Campus Development Plans for institutions, and the integrated development and management of their facilities.
- 1.6 To encourage modes of transport to and from institutional sites which minimise adverse effects on the environment.

Explanation

The activities located within the Institutional Zone are major contributors to the well-being of the City and its environs. Through adopting a flexible approach to the establishment of health, education and applied research and development related activities within this Zone, the Council considers that it will enable the associated institutions and any joint venture partnerships that may emerge in the future to be more responsive to future political, economic or technological change.

It is important to preserve the Institutional Zone's primary function as a place where education, health, research and development activities occur, and only allow activities which are truly ancillary to and compatible with institutional activity. Incompatible activities (such as non-ancillary residential development) have the potential to result in reverse sensitivity effects on institutional activities, which could limit existing activities, and the future expansion and use of remaining land in this specialised sector.

Council supports the development of Campus Development Plans for institutions and actively encourages their adoption. Massey University, for example, currently regulates its development through the provisions of its own comprehensive campus development plan.

In addition to the primary role that the Manawatu-Wanganui Regional Council assumes in relation to public transport, the Council is also intent on encouraging the use of alternative modes of transport commuting to and from the institutional sites in order to minimise potential safety conflicts, congestion and effects on environmental values that may be associated with such movements.

OBJECTIVE 2**To protect the amenity values of the Institutional Zone and neighbouring residential and rural areas.****POLICIES**

- 2.1 To avoid, remedy or mitigate the adverse effects of noise generated by activities located within the Institutional Zone.
- 2.2 To avoid, remedy or mitigate the adverse effects of building development or redevelopment which either fronts onto, or is adjacent to, an arterial road, residential area or rural area.
- 2.3 To avoid, remedy or mitigate the adverse environmental effects of institutional activities on neighbouring residential and rural areas, or on other activities within the Institutional Zone.
- 2.4 To manage the size and placement of signs where these adjoin a residential area or are located on a road frontage.

Explanation

Given the variable nature of the institutional activities included within this Zone, Council seeks to ensure that adequate safeguards are in place to minimise the adverse impacts that may be generated by these activities or associated development on adjacent institutions, or on the amenities of neighbouring residential and rural areas.

The range of effects identified include the impact of new development on adjacent residential and rural areas; noise; signs; storage, use, transportation and disposal of hazardous substances; parking provision; and location of access and egress points

Council also recognises that there are other facets of these institutional activities which could have adverse impacts beyond the Zone boundary, in particular the discharge of contaminants to air, land and water. Although Council is concerned to ensure that the adverse impacts associated with such discharges are, as far as possible, avoided, the primary responsibility for management of these matters rests with the Manawatu-Wanganui Regional Council.

OBJECTIVE 3**To avoid, remedy or mitigate the adverse effects of ancillary activities within the Institutional Zone on use of the City's infrastructure and physical resources.****POLICIES**

- 3.1 To clearly define the nature of the ancillary activities that may be established within the Institutional Zone.
- 3.2 To restrict the extent to which such ancillary activities are provided for within the Institutional Zone.

Explanation

The intent of the Plan is to ensure that the enabling approach under Objective 1, Policy 1.3 remains consistent with wider business provisions.

The Council discourages within the Zone a duplication of activities (for example, of retailing and related commercial activities legitimately established nearby) to an extent that would undermine the function of activities in the Business Zones.

19.4 Rules: Permitted Activities

19.4.1 INSTITUTIONAL AND ASSOCIATED ANCILLARY ACTIVITIES

Institutional and Associated Ancillary Activities and Community and Leisure Facilities and Activities are a Permitted Activity provided that they comply with the following Performance Standards.

Performance Standards

(a) Gross Floor Area devoted to Institutional Zone Retail Activities (excluding areas provided primarily for the consumption of food and beverages).

- i. The total gross floor area of retail activities located on the Massey University Turitea campus shall not exceed 2000m²; and
- ii. The total gross floor area of retail activities located on all other institutional campuses shall not exceed 250m² per campus.

Explanation

Council recognises that the provision of retail facilities to cater for the day-to-day needs of institutional staff, students and clients is necessary given the isolated nature of a number of these institutions.

However, Council does not wish to encourage the establishment of large retailing facilities which could potentially undermine the efficient use and development of existing business resources and Council's policy to contain retail activities within identified business areas.

Areas provided primarily for the consumption of food and beverages are not considered a threat to the City's Business Zones, because their primary function is to serve staff, students, patients or clients of institutions. In this sense they serve an ancillary function. As such, no gross floor area restrictions for food and beverage activities exist within the Institutional Zone.

Providing for Community and Leisure Facilities in the Institutional Zone recognises the potential for wider public use of institutional facilities. Many institutions contain a range of buildings or facilities that are suitable for Community and Leisure Activities or re-use as Community and Leisure Facilities. There is also potential for institutions to develop Community and Leisure Facilities on their sites for wider public benefit, rather than developing facilities dedicated solely to their primary function.

(b) Signs

Compliance with R6.1.5.

(c) Hazardous Substances

Compliance with the Rules in Section 14 Hazardous Substances.

(d) Community and Leisure Activities

(i) Lighting

Compliance with R11.6.1.1(a).

Explanation

The lighting rules are designed to avoid spill of light and glare from Community and Leisure activities onto residential zone properties and to ensure that the amenities of residents in adjoining areas are reasonably protected.

(ii) Hours of Operation

Any activity must comply with the following hours of operation:

Sunday to Thursday 7:00am to 10:30pm

Friday and Saturday

7:00am to 12:00 midnight

Explanation

Controls on the operating hours of Community and Leisure Activities ensures that the use of these activities is in keeping with neighbouring environments and does not adversely affect the character and amenity values of neighbouring residential environments.

19.4.2 THE CONSTRUCTION OF, OR ADDITION TO, BUILDINGS

The construction of, or addition to, buildings is a Permitted Activity provided the following Performance Standards are complied with:

Performance Standards**(a) Maximum Building Height**

- i. Any buildings or structures shall comply, in terms of maximum height, with R13.4.7.1.
- ii. The maximum permitted height of buildings at Massey University Turitea Campus, The Hokowhitu Campus, Fitzherbert Science Centres and the MidCentral Health Palmerston North Hospital is 27 metres.
- iii. The maximum permitted height of a building in all other Institutional Zone sites is 12 metres, except that roof-top services plant may extend a further 3 metres.
- iv. The maximum permitted height for siren poles and hose drying towers on sites occupied by a fire station is 15m.

Explanation

Performance standard (i) sets a maximum height for any buildings or structures within the Institutional Zone to prevent penetration of the Airport Protection Surfaces as set out in R13.4.7.1.

Performance standard (ii) recognises the significance of the function of these larger institutions and that the effect of higher buildings is less likely to adversely affect residential activities due to their relative size and isolation and/or separation from residential areas.

Performance standard (iii) recognises the sensitivity of the residential context of these institutions. Having a lower maximum height for institutions adjoining residential areas minimises the potential visual impact of institutions on neighbourhood amenity.

Performance standard (iv) acknowledges the practical requirements of fire stations. The additional maximum height for siren poles and hose drying towers is mitigated by the requirement to comply with the height recession requirements in R19.4.2(b) and separation distance requirements in R19.4.2(c).

(b) Subject to (a) above, height of any building which adjoins a site in the residential zone.

- i. Any building on a site adjoining a site in the Residential Zone must comply with R10.6.1.1(a) Height Recession Planes (i) to (v) and (b) Overlooking.

Explanation

The purpose of the recession plane is to ensure that the standard of amenity on the boundary is sufficient to ensure the protection of neighbouring residential amenity. The recession plane will ensure the dimensions, setback and spacing of institutional buildings adjoining residential zone sites relate positively to the building forms typical of a residential neighbourhood.

(c) Separation Distance

- i. Any building must be set back at least 3 metres from the side and rear boundary of an adjoining Residential Zone property.

Explanation

Institutions usually own and occupy multiple buildings on large, contiguous sites and the development of individual buildings is likely to be guided by an overall development plan. In this context, the precise position, size and character of each building development is most effectively addressed within a set of site-specific guidelines sponsored by the institution itself. However, where institutions adjoin residential areas, a setback of 3 metres from side and rear boundaries, combined with the residential height recession plane in R19.4.2(b)(i), ensures that the potential effects of such development are appropriately managed.

(d) Parking and Loading

Compliance with the following performance standards of R20.4.2:

- 20.4.2(b)(i) Parking for People with Disabilities;
- 20.4.2(c) Car Park Landscape Design;
- 20.4.2(d) Formation of Parking Spaces;
- 20.4.2(e) and (f) Loading Space Provision and Design;
- 20.4.2(g) Cycle Parking Provision and Design;
- 20.4.2(h) Cycle Parking End of Trip Facilities.

Explanation

Some of the institutions attract a larger number of employee and client/visitor vehicles than can be accommodated on site. The subsequent overflow of vehicles, particularly into surrounding residential streets, detracts from the amenities of adjoining areas. Council seeks to ensure therefore that an adequate level of on-site parking is provided. Similarly, many institutions are visited by larger delivery vehicles and provision must be made for these.

(e) Landscape Amenity

- i. An amenity strip of not less than 3 metres in width shall be provided along the boundary of any site which adjoins a designated roadway or any Residential Zone land.
- ii. The provision of amenity strips must comply with the performance standards in R11.9.1.2(i)

Explanation

Landscaping is an important contributor to the provision and maintenance of adequate amenity both within the Institutional Zone, the interface between this Zone and neighbouring residential areas and roads. In addition to its amenity contribution, landscaping also provides a useful technique for mitigating adverse effects through, for example, softening the appearance of development (e.g. monotonous building form, parking areas); separating activities; and providing form, scale and texture that complement development. Landscaping along roads in the Institutional Zone also enhances the amenity of what are some of the city's key roads.

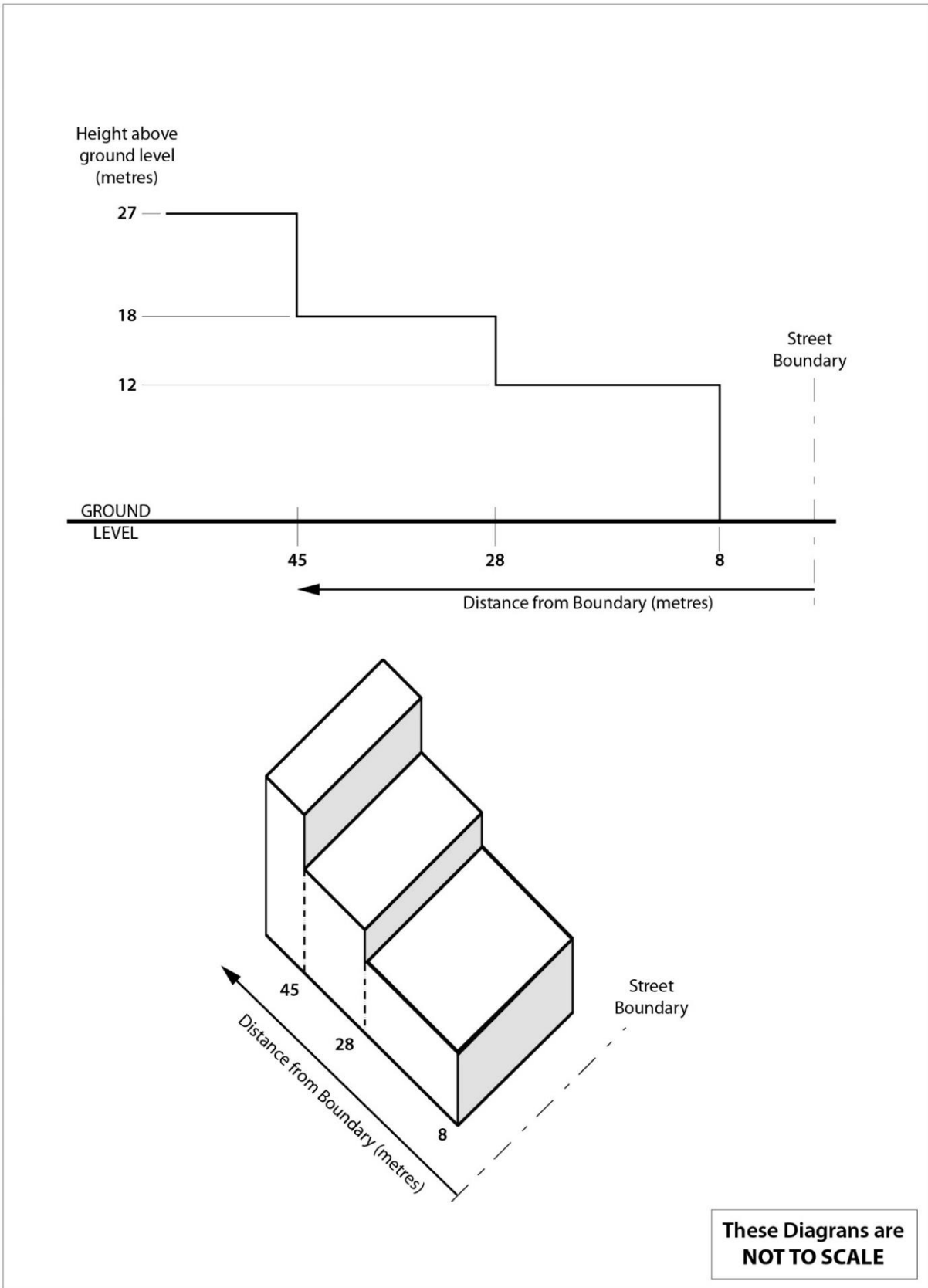
(f) Frontage Setback

- i. Any building or structure shall be set back at least 8 metres from the public road frontage

Explanation

An 8 metre setback reflects existing patterns of development in the Institutional Zone, with buildings typically set well back from the street edge in a park-like setting. Given that many of the City's institutionally zoned sites front onto Major Arterial roads, which are important City entranceways, the Council considers that there is a need to ensure that adequate separation exists between road frontages and buildings in order to enhance the visual amenity associated with these approaches, and to provide adequate space within which planting can occur.

Figure 19.1 Institutional Zone Height and Setback Envelope Street Interface



(g) Outdoor Storage

Where an area is used for outdoor storage of goods, material and waste products it must comply with the following:

- i. All activities must accommodate storage of goods, materials and waste products in a manner that does not conflict with vehicle access, manoeuvring and parking.
- ii. No outdoor storage area may encroach onto the required parking, loading or planting areas.

Explanation

Outdoor storage areas, particularly those used for the storage of waste, can detract from the visual amenity of institutions, neighbouring residential properties or public areas such as footpaths, roadways or reserves. By requiring outdoor storage areas to not encroach onto planting areas, vegetative screening of outdoor storage can be provided through the landscape amenity provisions in R19.4.2(e). This ensures that the standard of amenity experienced in the Institutional Zone and in nearby residential areas is not detrimentally affected.

(h) Fencing

- i. Any fence facing the frontage of a public road must be located behind the landscaping strip.
- ii. Solid fences at the frontage of a public road must not exceed a height of 1.2 metres.
- iii. Fences higher than 1.2 metres at the frontage of a public road must be at least 75% transparent.
- iv. All fences must be well maintained at all times.

Explanation

It is important that a range of fencing design options is available to provide for the different needs of institutions, while also ensuring compatibility with neighbouring institutions or a residential zone site and maintaining visual amenity of streets.

High solid fences at the frontage of public roads are precluded. This provides for greater visual recognition of institutions at the street interface.

Well maintained fences ensure that their contribution to visual amenity of streets is preserved.

19.4.3 MINOR AND EXTENDED TEMPORARY MILITARY TRAINING ACTIVITIES

Minor and Extended Temporary Military Training Activities are a Permitted Activity, provided the following Performance Standards are complied with:

Performance Standards**(a) Buildings and Structures**

- i. Any buildings and/or structures erected must be in compliance with performance standard (a) and (b) of R12.6.2; and
- ii. Any buildings erected in association with the Military Training Activity must be removed at the conclusion of the activity unless they are in compliance with R12.6.2.

(b) Excavations and Alterations to Landform

Where the activity involves any excavations or alterations to landform, the ground shall be reinstated to a condition as close as practicable to its state prior to the disturbance.

(c) Hazardous Substances

Compliance with the requirements of Section 14 - Hazardous Substances of this District Plan.

Explanation

The New Zealand Defence Force (NZDF) carries out temporary and extended military training activities in areas not designated for defence purposes. Such temporary and extended training involves military activities by regular and territorial force units in zones throughout Palmerston North City. The Defence Act 1990 provides for the raising and maintenance of armed forces. Military training activities are essential in enabling the NZDF to maintain operational capability. The above conditions have been designed to enable the NZDF to carry out temporary and extended military training activities while ensuring that any adverse effects of training activities on the environment are mitigated.

NOTE TO PLAN USERS

Also refer to R23.6.2(i) – Radiofrequency Field Exposure.

19.5 Rules: Controlled Activities

19.5.1 SITE ACCESS

Site Access is a Controlled Activity with regard to:

- The Safe and Efficient Operation of the Roothing Networks.

In determining whether to grant consent and what conditions to impose, if any, Council will, in addition to the City View objectives in Section 2 and the Institutional Zone objectives and policies, assess any application in terms of the following further policy.

- (a) To avoid, remedy or mitigate any adverse effects of access points to the site on the safe and efficient operation of the roading network.

Explanation

As many of these institutions also adjoin Major Arterial, Minor Arterial or collector roads and quieter local roads on residential streets, any new access and egress points will be assessed to ensure that they are located and formed with safety in mind.

19.5.2 MINOR AND EXTENDED TEMPORARY MILITARY TRAINING ACTIVITIES WHICH DO NOT COMPLY WITH THE PERFORMANCE STANDARDS AND EXTENDED MILITARY TRAINING ACTIVITIES

Minor and Extended Temporary Military Training Activities which do not comply with the Performance Standards of R19.6.3 are Controlled Activities.

In determining what conditions to impose, if any, Council will, in addition to the City View objectives in Section 2 and the Institutional Zone Objectives and Policies, assess any application in terms of the following further assessment criteria:

Assessment Criteria

- The extent to which amenity in surrounding areas, particularly adjoining sites in the Residential Zone are adversely affected by the Minor or Extended Temporary Military Training Activity.
- Whether additional traffic generated by the Minor or Extended Temporary Military Training Activity adversely affects the safe and efficient operation of the roading network.

Explanation

The New Zealand Defence Force (NZDF) may need to carry out temporary military training activities which do not meet the performance standards for Permitted Activities. In this case, it is important to ensure that any adverse effects of training activities on the environment are avoided, remedied or mitigated.

19.6 Rules: Restricted Discretionary Activities

19.6.1 THE CONSTRUCTION OF, OR ADDITION TO, BUILDINGS WHICH DO NOT COMPLY WITH THE PERMITTED ACTIVITY PERFORMANCE STANDARDS

The Construction of, or Addition to, Buildings which do not comply with the Permitted Activity Performance Standards in relation to:

- Maximum Building Height of any building which adjoins a residential zone site and separation distance
- Parking and Loading
- Landscape Amenity

- d. Frontage Setback
- e. Outdoor Storage
- f. Fencing
- g. Community and Leisure Facilities and Associated Ancillary Activities

are a Restricted Discretionary Activity with regard to:

- External Design and Appearance
- Effects on Adjoining Residential Areas
- The Safe and Efficient Operation of the Rooding Network.
- The Provision of Car Parking
- Landscape Amenity.

In determining whether to grant consent and what conditions to impose, if any, Council will, in addition to the City View objectives in Section 2 and the Institutional Zone objectives and policies assess any application in terms of the following assessment criteria:

Assessment Criteria

- a. Maximum Building Height of any building which adjoins a residential zone site and separation distance
 - i. The extent to which the existence of topographical or other physical features make compliance with the permitted performance standards impractical.
 - ii. Whether the topography of the site or surrounding land or the nature of the building development and planting on that land is such that the amenity of adjoining residential sites will be protected.
 - iii. The extent to which the building relates to the character of its setting and avoids dominance.
 - iv. The extent to which plant and services (e.g. air conditioning and rubbish storage) and their enclosure is integrated into the building design, screened from public view or otherwise treated to enhance the appearance of the building.
 - v. The extent to which the building for adjoining residential zone sites relates to the dimensions, spacing and setbacks of the residential building forms typical of that neighbourhood.
 - vi. The extent to which, where a development adjoins or faces residential zones, large blank walls are avoided or appropriately screened.
 - vii. The extent to which sunlight and daylight is maintained over neighbouring dwellings and important outdoor areas related to these.
 - viii. Whether effects associated with overlooking lead to an actual or perceived loss of privacy for outdoor areas or dwellings of adjoining sites.

Explanation

Developments that are prominent due to their conspicuously large size or height have the potential to create commensurately large effects. While these developments are important for institutions, it is equally important that they contribute to the environmental quality of the City. Design techniques to avoid buildings visually dominating their surroundings may include breaking down the scale of elements of the façade with modulation of form and variation of surface treatment.

In dealing with the issue of height of institutional buildings at the Residential Zone interface, there are a number of associated effects. The major effects which arise from the height of institutional buildings on sites which adjoin residential properties are:

- (i) Effects on the penetration of sunlight and daylight to the neighbouring residential sites and buildings.*
- (ii) Effects associated with overlooking which may lead to actual or perceived loss of privacy for outdoor areas or dwellings on adjoining sites.*
- (iii) Effects arising from the physical bulk of an institutional building may lead to a loss of residential amenity and character due to dominance of scale that the commercial building imposes on a neighbouring residential site.*

b. Parking and Loading

- i. The extent to which failure to provide the required number of on-site carparks will result in adverse effects on the safe and efficient operation of the road network.
- ii. The extent to which failure to provide the required number of on-site carparks will result in adverse effects in the Institutional Zone and the amenity values of any residential zone land.
- iii. The extent to which the standards for loading can be varied without endangering public safety, particularly pedestrian safety, and effects on the safe and efficient operation of the road network are avoided, remedied or mitigated.
- iv. Whether suitable alternative provision for loading can be made.
- v. Whether proposed activities will generate a demand for loading facilities.
- vi. The extent to which the topography, size or shape of the site, the location of any natural or built structures on the site or other requirements, such as easements, rights-of-way or restrictive covenants, impose constraints which make compliance impracticable.
- vii. The extent to which loading areas are located away from the street edge and accessed from the rear of sites.
- viii. The extent to which the hours of operation relative to other uses on the site or on adjoining sites provide opportunities for shared carparking.
- ix. The extent to which it can be demonstrated that the total parking demand generated by the proposed development is less than the number of spaces required.
- x. Whether the deficiency of on-site carparks will cause adverse effects on:
 - Visual amenity.
 - Streetscape.
 - Pedestrian and cyclist safety.

Explanation

The provision of adequate parking, loading and access facilities are essential to the efficient and effective function of both the institutional activities in the Institutional Zone and the roading network. The ability of roads to carry traffic efficiently and safely depends to a large extent on the provision of vehicle parking, loading, manoeuvring, and particularly the access to and from properties. Sites that are developed near major intersections, particularly those with queued traffic, will need to consider the effects of traffic generated on the surrounding road network and all road users. Parking and loading space need to be provided in a manner that will minimise conflict with road users (including pedestrians), minimise impact on neighbourhood amenity values, and be convenient for residents, staff and other users of the site. Spill-over parking from Institutional Zone activities into residential areas cause adverse effects on safety, accessibility to properties and amenity of residential areas.

c. Landscape Amenity

- i. The extent to which on-site landscaping establishes an attractive appearance and complements public landscaping at or near the street edge and establishes conditions of visual interest at the street edge and residential boundary.
- ii. The extent to which alternative provision of on-site amenity and landscaping maintains and enhances the amenity of the wider streetscape and residential areas.
- iii. The extent to which growing conditions are provided for that will ensure the successful establishment, growth and on-going viability of planting.

Explanation

Landscaping provisions within the Institutional Zone are intended to protect the amenity and ambience of adjacent or nearby residential areas, and to enhance roadside amenity. The Council recognises that there may be circumstances where compliance with the landscaping standards would not be attainable, there may be other means of achieving similar amenity results, and situations where the prescribed standards may be inappropriate. Alternatives will be considered where a proposed development can demonstrate that neighbouring properties would not be adversely affected and/or where roadside amenity can be maintained or enhanced.

d. Frontage Setback

- i. The extent to which the potential adverse effects of blank walls at the street edge and/or conspicuously large high-level blank walls that are in prominent view from public roads are avoided or screened.
- ii. Relation to the pattern of adjacent activities and the continuity of the street frontage.
- iii. The extent to which any building enhances the appearance of the site from the road and defines the street boundary with high quality landscaping.
- iv. The extent to which buildings provide active edges fronting public roads.

Explanation

The Council wishes to ensure that new building development relates positively to the street. In particular, development should maintain visual and physical connections to the street by providing frontages that include entrances and openings facing the street. The Council requires development to articulate or eliminate wall surfaces that are featureless or plain. Large blank surfaces should not occur at ground level as these lack interest and activity. While a building may have a primary frontage, other visible facades should include detail and openings and be treated similarly as frontages – albeit secondary ones.

e. Outdoor Storage

- i. The extent to which outdoor storage areas are sited and designed so that the visual amenity and the quality of streetscape in public or residential areas are maintained.
- ii. The extent to which outdoor storage areas are sited and designed to allow for the operation of access, parking, loading and manoeuvring areas for vehicles.

Explanation

Because the range of activities and the form of development within the Institutional Zone is so diverse, variations to the way outdoor storage areas are provided may be considered.

f. Fencing

- i. The extent to which fencing is integrated with hard and soft landscaping elements and screened by planting.
- ii. The quality of the fencing, including its aesthetic composition and choice of materials used.
- iii. The extent to which the fence is designed so that visual amenity and the quality of the streetscape in public and residential areas are maintained or enhanced.

Explanation

Given their detrimental effects on residential amenity and the streetscape, the use of high, close boarded fences or wire fences facing residential frontages along public roads are to be avoided.

g. Community and Leisure Facilities and Associated Ancillary Activities

- i. The extent to which exterior lighting is to an appropriate standard that ensures public and user safety.
- ii. The extent to which residents in any adjoining Residential Zone are adversely affected by lighting.
- iii. The extent to which sunlight and daylight is maintained over neighbouring dwellings and important outdoor areas related to these.
- iv. The extent to which road users are not adversely affected by the obtrusive effects of exterior lighting.
- v. The extent to which the amenity of adjoining residential zone land is maintained.
- vi. The extent to which landscaping is necessary to maintain residential amenity or to reduce the visual impact of building.
- vii. The quality and extent of landscaping in a setback area.

- viii. The extent to which the development will lead to enhanced visual and acoustic privacy for residents.
- ix. The extent to which modulation of building form helps to achieve a scale transition to immediately adjacent residential buildings.
- x. The extent to which any topographic, or other physical feature of the site makes compliance impracticable or inappropriate.
- xi. The extent to which, where development adjoins or faces residential zones, large blank walls are avoided or appropriately screened.

Explanation

At times it is not possible for Community and Recreation Activities and the Facilities which they occupy to meet the performance standards set down in the Plan. The Restricted Discretionary Activity category gives the opportunity for applications to be assessed in terms of the objectives and policies of the zone and the specific policies which are intended to aid in that assessment.

Artificial lighting is essential to provide for safety, amenity and security and to enable work, recreational and entertainment activities to occur beyond daylight hours. However, unless artificial lighting is used with care it can adversely affect neighbouring properties and public spaces, through light spill or glare, and can give rise to adverse effects for traffic safety.

R19.6.2 CREMATORIA

Crematoria are a Restricted Discretionary Activity with regard to:

- Effects on the cultural and social wellbeing of the proximate community
- Effects of noise, hours of operation and other environmental disturbance on amenity for the surrounding community
- Design and appearance of any buildings or structures in relation to the amenity for the surrounding community
- The effects of traffic on the safe and efficient operation of the roading network and the provision of efficient and effective parking and access.

Explanation

Crematoria have the potential to adversely affect the amenity values of both adjoining and adjacent properties. Council recognises that there are appropriate locations for the siting of crematoria but these need to be in such a location that does not adversely affect the amenity values of surrounding the community.

R19.6.3 NON-ANCILLARY OFFICE ACTIVITIES AT THE HOKOWHITU CAMPUS

Office activities up to 5,000m² in gross floor area that are not Ancillary Institutional Zone Activities at the Hokowhitu Campus area are a Restricted Discretionary Activity with regard to:

- Effects on the City Centre
- The safe and efficient operation of the roading network.

In determining whether to grant consent and what conditions to impose, if any, the Council will, in addition to the City View Objectives in Section 2 and the Institutional Zone objectives and policies, assess any application in terms of the following assessment criteria:

Assessment Criteria:

- a. The extent to which the proposed office activity will contribute to the effective and efficient operation and use of the physical resources of the Institutional Zone.
- b. Whether there are particular reasons, for example relating to the strategic benefits to the City, why the office activity is better located in the Institutional Zone rather than in a Business Zone
- c. Whether the establishment of the proposed office activity will undermine the viability and vitality of the City Centre.

- d. Whether the proposed office activity would result in an economic benefit to the City by locating in the Institutional Zone rather than in a Business Zone.

19.7 Rules: Discretionary Activities

19.7.1 INSTITUTIONAL ZONE RETAIL ACTIVITIES

Activities which do not comply with the Performance Standard for Permitted Activities (in R19.6.1(a)) in relation to:

- a. Gross Floor Area devoted to Retail Activities (excluding areas provided primarily for the consumption of food and beverages), provided they do not in aggregate result in a gross floor area that exceeds the Permitted Performance Standard by more than 20%.

In determining whether to grant consent and what conditions to impose, if any, Council will, in addition to the City View objectives in Section 2 and the Institutional Zone objectives and policies, assess any application in terms of the following assessment criteria:

Assessment Criteria:

- (a) Gross Floor Area devoted to Retail Activities (excluding areas provided primarily for the consumption of food and beverages)
- i. The extent to which any proposed Institutional Zone retail activity will contribute to the positive functioning of the institutional activity, and the efficient and effective operation of the Institutional Zone.
 - ii. Whether there are particular reasons, for example relating to strategic benefits to the City, why the retail activity is better located in the Institutional Zone, rather than in a Business Zone.
 - iii. Whether the establishment of the additional Institutional Zone retail activity will undermine the integrity of the Business Zones or lead to dispersal of retail and office activity.
 - iv. Whether the consent, if granted, would result in cumulative effects on the Business Zones and the creation of a “retail destination” within the Institutional Zone, by virtue of other existing or approved retail activities in the vicinity.
 - v. The extent to which the consent, if granted, would contradict or undermine the potential achievement of the Objectives and Policies for the Institutional Zone, having regard to cumulative and precedent effects.
 - vi. The extent to which the proposed activity does not undermine the overarching Objective and Policies of the Business Zones.

Explanation

The Plan primarily provides for the development and growth of institutional activities in the Institutional Zone, but recognises that retail activity has an important ancillary function in the operation of some institutions. Council is prepared to consider Institutional Zone retail activity requirements which exceed the permitted standards where it is satisfied that it is necessary and will not adversely affect the integrity and effective operation of the City’s institutional and business areas.

19.8 Rules: Non-Complying Activities

19.8.1 NON-COMPLYING ACTIVITIES

Any activity not provided for as a Permitted, Controlled, Restricted Discretionary or Discretionary Activity within the Institutional Zone shall be a Non-Complying Activity.

NOTE TO PLAN USERS

Also refer to R23.6.2(i) – Radiofrequency Field Exposure.

19.9 Rules: Noise

19.9.1 NOISE

Sound emissions from any activity shall not exceed the following at any point within the Institutional Zone, other than the institution at which the activity takes place:

All Times	55 dB $L_{Aeq(15\text{ mins})}$, and
10:00 pm to 7:00 am	75 dBA L_{Amax}

Noise from any activity shall not exceed the following at any point within the Residential or Rural Zones:

7:00 am to 7:00 pm	55 dB $L_{Aeq(15\text{ mins})}$
7:00pm to 10:00 pm	50 dB $L_{Aeq(15\text{ mins})}$
10:00pm to 7:00am	45 dB $L_{Aeq(15\text{ mins})}$
Night-time L_{max} 10:00pm to 7:00am	75 dB L_{max}

Sound emissions from any activity on Lot 3 DP 35156, known as the Palmerston North Fire Station, shall comply with R11.9.7.1(a)(i), (ii) and (iii).

Sound emissions from any activity on any other fire station site operated under the authority of Fire and Emergency New Zealand Fire Commission shall not exceed the following at any point within the Residential or Rural Zones:

7:00 am to 7:00 pm	55 dB $L_{Aeq(15\text{ mins})}$
10:00 pm to 7:00 am	75 dBA L_{Amax}

Sound emissions from emergency sirens are exempt from these noise rules.

Explanation

The noise rules for Institutional Zones are designed to protect amenity of existing and future residential neighbours. It is Council's intention to encourage institutional organisations to provide a reasonable degree of flexibility and autonomy in controlling development, recognising the specific nature of the individual institutions. The provision of health and education services requires strict controls, which must recognise the needs of patients, students, staff and clients.

Minimal noise limits are provided for internal campus boundaries, recognising the potential for a critical aural environment to exist to provide for learning, scientific research or health care.

Sound emissions from emergency sirens are exempt from the noise rules. This is in recognition that emergency sirens are often used in life threatening situations and are generally accepted by the community.