Proposed Plan Change C: Kakatangiata Stage 1 – Kikiwhenua Residential Area

20-21 August 2019
Overview

1. Summary of proposed plan change
2. Plan change process leading up to hearings
3. Key Issues
   1. Zoning & Scope
   2. Transport
   3. Landscape Character
   4. Services
   5. Other
4. Summary of planning response to submissions
Summary of proposed plan change

• 2010 Residential Growth Strategy & 2012 Addendum
• 2016 Plan Change 15A-H
• 2016 National Policy Statement for Urban Design Capacity
• 2018 City Development Strategy
• 2018 Housing & Business Needs Assessment
• Proposed Plan Change C
SMALL CITY BENEFITS
BIG CITY AMBITION
Plan Change Process To Date

Dec 2017-Aug 2018: Clause 3 consultation with:
- Rangitāne o Manawatū
- Horizons Regional Council
- New Zealand Transport Agency
- RACE Inc & Kamind Properties Ltd

Mar-Oct 2018:
Plan Change C Investigations & Structure Planning

Oct 2018:
Draft Plan Change C endorsed by PNCC Planning & Strategy Committee for consultation

19 Nov-18 Dec 2018:
Proposed Plan Change C notified
Meeting with Te Wanaka Road Residents Group
Meeting with 234 Pioneer Highway

1 Feb 2019:
Final date for late submissions

20 Feb-11 Mar 2019:
Further submissions period notified

Mar-Aug 2019:
Planning Response to Submissions Prepared
Pre-hearing meetings with:
- Rangitāne o Manawatū
- Horizons Regional Council
- New Zealand Transport Agency
- RACE Inc
Issue 1: Zoning & Scope
Issue 2: Transport

- Te Wanaka Rd Intersection
- Maxwells Line Intersection
- Pioneer Highway Road Link
- Slip Lane vs Laneway
- Pedestrian & Cycle Provision

SMALL CITY BENEFITS
BIG CITY AMBITION
Issue 3: Landscape Character

- Community Centre
- Greenbelt/Slip Lane
- Road Noise Effects
- Secondary Roads
- Rural Outlook
- Road Layout
- Lot Sizes (Minimum & Average)
- Rural Outlook
- Tree Retention
- Pocket Parks
- Horse Transport
Issue 4: Services

- Pressure Sewer Systems vs Vacuum Sewer Systems
- Stormwater Detention Options
- Flood Risk
- Development Contributions
- Liquefaction

SMALL CITY BENEFITS
BIG CITY AMBITION
Issue 5: Other

Gas & Electricity Services

Military Training Activities
Expert Evidence
Summary of Planning Response to Submissions

Kikiwhenua Residential Area
Structure Plan
Map 7A.2

Changes to Map 7A.2

• Minor changes to the key
• Renaming roads to reinforce the road hierarchy
• Additions:
  • Ped/Cycle crossing points
  • Te Wanaka Rd intersection upgrade
  • Laneway
• Potential future road links
  • Pioneer Highway
  • Grand Oaks Drive
Summary of Planning Response to Submissions

*Secondary road connection to Ta Wanaka Road subject to a Designation or PMCC Resource Consent and Horizons Regional Council Resource Consent
Summary of Planning Response to Submissions

• Higher level of protection against reverse sensitivity effects from Pioneer Highway
• Addition of provisions requiring pressure sewer systems in the KRA
• A new performance standard to mitigate connectivity effects from cul-de-sacs
• A new performance standard to specifically avoid the risk of stopbank failure
• Removal of slip lane option for Pioneer Hwy in assessment criteria
End/Questions
Map 7A.2
Kikiwhenua Residential Area
Structure Plan
Map 7A.2
Right of Reply
Te Wanaka Road/Pioneer Hwy Intersection

Performance standard for the Comprehensive Development Plan

R7A.5.2.2 (a) (xvi)

Whether approval is required from external agencies, including the New Zealand Transport Agency, Horizons Regional Council, and the Department of Conservation, and what progress has been made in securing the approvals, where relevant.
Te Wanaka Road/Pioneer Hwy Intersection

Insert an assessment criterion to address the intersection:

e.g.

*Extent to which safe access is facilitated to and from the Te Wanaka Road.*
Construction Traffic Management

Add an assessment criteria under Subdivision Design and Layout within the Kikiwhenua Residential Area R7A.5.2.3 (c):

*Whether a construction traffic management plan has been drafted to show how construction traffic effects on the existing road network and adjacent race training activities are avoided, remedied, or mitigated.*
Secondary Roads/Intersections Adjacent to Existing Residents

Add assessment criteria under Subdivision Design and Layout within the Kikiwhenua Residential Area R7A.5.2.3 (c):

The extent to which intersection location minimises light spill onto existing properties.
Secondary Roads/Intersections Adjacent to Existing Residents

General accordance with the Structure Plan (R7A.5.2.3 (a)) provides for the ability for roads to be shifted, as long as general principles for the Structure Plan are given effect to.
Provision For Cycles – Primary Road/Residential Collector

Street Design Manual provides for separated cycle lanes
Race Training Activities

The plan does not preclude horses from being floated.

Existing use rights are maintained in the balance of the Race Training Zone.
Stormwater Detention Area

60 x 65m (Indicative)
Open Space Areas

- Existing provisions for open space R7A.5.2.2 addresses the provision of green spaces.
- Stormwater detention areas have the potential for adding to the stock of open space.
- Play equipment is not a District Plan matter – There are mechanisms in the AMP to cover play investment
Kikiwhenua & Urupa

- Rezone the Kikiwhenua site as residential and rezone it to its surveyed extent in the future
- The urupa site is protected by being in land owned by Rangitāne
- Walkways and roads had specifically been located to avoid the urupa
Kikiwhenua & Urupa

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Grand Oaks Drive Road Link
Stormwater

S6

• Southern detention pond only
Stormwater

FS3

• Definition of hydraulic neutrality
• Detention pond risk during 0.2% AEP flood event
• Differing advice from PC 15F
• Risk of flooding as a result of stopbank failure
Water/Wastewater
Appendix A. Typical residential system diagram

Note: This example shows the on-property equipment as Palmerston North City Council owned.
IN THE MATTER of the Resource Management Act 1991

AND

IN THE MATTER of Proposed Plan Change C, Kikiwhenua Residential Area

FINAL

STATEMENT OF EVIDENCE: SUMMARY

ROSE ARMSTRONG, Isthmus Group,

ON BEHALF OF PALMERSTON NORTH CITY COUNCIL

DATE: 19 August 2019
1.0 INTRODUCTION

1.1 My name is Rose Armstrong. I am a senior landscape architect with Isthmus Group, and part of the Isthmus team involved in development of the Kikiwhenua Structure Plan.

1.2 I have provided the landscape evidence for the proposed Plan Change, and have been asked to give a summary of that evidence today, on the basis that my full evidence statement has been read.

1.3 I will provide a brief overview of the high-level design aims of the Structure Plan, then summarise the main areas of concern for submitters, and my recommendations in response to those – as set out in my full evidence statement.

1.4 I can confirm that I have read the Code of Conduct for Expert Witnesses contained in the Environment Court’s 2014 Practice Note. I agree to comply with that Code.

2.0 STRUCTURE PLAN

2.1 The main aim behind the development of the Kikiwhenua Structure Plan has been to provide guidance to enable a Comprehensive Development Plan (CDP) for the site, (as is required by provisions), to provide the following:

- Approximately 200 residential lots;
- Appropriate protection of the Kikiwhenua cultural heritage area;
- A development which forms an integrated element in the surrounding environment;
- A design outcome that provides for diversity;
- A well-connected community with a sense of place;
- Incorporation (as much as possible) of existing natural features of the site;
- A future-proofed design allowing for logical connections to future development in the area; and
- A development which is sound in relation to best practice urban design principles.
3.0 EFFECTS

3.1 In my opinion, the Structure Plan included in Plan Change C, along with the related provisions, will meet these design objectives, and provide a framework which can guide a Comprehensive Development Plan to meet council requirements for the new residential area.

3.2 While there will be a loss of existing rural character at the site, and a change in outlook for surrounding existing communities and road-users, the new residential use will be appropriate for the context, with adverse effects reduced by the Structure Plan provisions. Overall, adverse effects are considered to be well mitigated, with measures incorporated to ensure the development will provide a good level of visual amenity to surrounding areas and appear well settled into its context. These include:

- Positive frontage, with future residences front door areas facing Pioneer Highway, Te Wanaka Road and the Mangaone Stream corridor;

- Inclusion of an extensive planted frontage to Pioneer Highway, taking advantage of the setback required for noise effects;

- Inclusion of the western side of the Mangaone Stream corridor as open space within the Structure Plan boundaries – allowing the development to contribute potentially extensive planting on the escarpment bank and stream edges; and

- Retention of existing mature trees as much as practicable, to provide amenity and effect an established feel.

3.3 There will be positive effects from the proposal for a new residential area, resulting from the provision for housing diversity and choice, areas of open space, and amenity through pedestrian connections, including a new pedestrian and cycling connection over Mangaone Stream, streetscape design, and landscape buffer planting.

3.4 There is also the potential for substantial natural character benefits in parts, with the proposal providing opportunities for extensive restoration of the currently degraded Mangaone Stream. Potential areas of new riparian habitat will be close to a significant indigenous Karaka remnant on the edge of the stream corridor at Grand Oaks Drive.
4.0 MATTERS RAISED IN SUBMISSIONS

4.1 I will now turn to matters raised in submissions.

4.2 Most points raised in submissions were in relation to changes in outlook and visual amenity for surrounding areas, roading layout, and walking and cycling connections. Two submissions raised concerns regarding the type of outdoor space provided for by the Structure Plan.

4.3 Following receipt of submissions, the proposed Structure Plan has been amended to include a new walking and cycling link over Mangaone Stream on the south side of Pioneer Highway; and to provide for a second vehicle connection onto Pioneer Highway at the north-eastern end of the development.

4.4 These changes will ensure that safe connections along Pioneer Highway are assured as part of any Comprehensive Development Plan (CDP) for the area.

4.5 A number of matters were raised by RACE Incorporated, who submitted an alternative Structure Plan for the area, and I will respond to these concerns separately.

4.6 Firstly, I will address submitters' concerns on changes to outlook and the proposed roading layout of the Plan Change C Structure Plan.

Changes to outlook and rural/visual amenity for Awapuni

4.7 Concern was expressed at the possibility of back yards facing existing development at Awapuni, and that the Mangaone Stream should retain a rural character.

4.8 The outlook from Awapuni over Mangaone Stream towards the west will change in character, from a rural outlook to views of residential development. However, the frontage of new dwellings will face the stream corridor, and existing development at Awapuni. Proposed provisions require assessment of any CDP for the area in terms of its provision for this positive frontage.

4.9 The new dwellings will be well set-back from the western side of the stream escarpment, and will be seen from Awapuni behind streetscape planting.

4.10 The Structure Plan provides the opportunity for extensive planting in the Mangaone Stream corridor. This planting is likely to be mostly low riparian vegetation. The stream channel will become much more naturalised as a result, with associated increased visual amenity.
4.11 Given the importance of the stream corridor planting in mitigating adverse visual effects for existing residents at Awapuni, I have recommended provisions be strengthened to ensure its implementation, and with that amendment, consider that concerns on visual amenity for Awapuni, will be met.

*Changes to outlook and rural/visual amenity for Te Wanaka Road*

4.12 Similarly to Awapuni, there will necessarily be a change in outlook for those currently living on Te Wanaka Road, and a number of submissions were made in relation to this area.

4.13 While I acknowledge that the new development is likely to result in a more built-up character than currently exists to the west of Te Wanaka Road, I consider that provisions (with amendments as recommended) will mean that views of new residential development from Te Wanaka Road will be of a high-amenity streetscape and setting, with appropriate levels of privacy provided for existing residents, and that submitters’ concerns on outlook and amenity will be met.

4.14 Te Wanaka Road is approximately 20m wide, which is generous by residential standards. This means there will be a good distance between existing houses and likely new development, with plenty of room for footpaths either side of the road, and street-trees and amenity planting, without the need to resort to a slip-lane with planting in front of the new development, for amenity purposes.

4.15 Fence heights fronting Te Wanaka Road are set within the draft rules at 0.9m, and provisions also seek to control the visual permeability of fencing, particularly adjacent to streets and public open space. This will ensure that fencing does not dominate the streetscape, is in keeping with existing low fencing, and that there is visual connectivity and social surveillance of the area.

4.16 Two-storey dwellings on Te Wanaka Road will be unlikely to overlook existing residents, given the width of Te Wanaka Road, the required additional set-backs of new dwellings from road boundaries, and the current set-backs of existing dwellings. These factors mean there will be a minimum distance of around 35m separating existing and new dwellings on either side of the road – with views across the road also likely to be intermittently blocked by street trees.

4.17 In light of these points, I do not consider it necessary to restrict the height of new dwellings to single storey along Te Wanaka Road.
4.18 I have recommended the addition of specific provisions requiring that development on Te Wanaka Road include a mix of building typologies, to ensure a good level of integration with existing development to the west.

4.19 I have also recommended that streetscape design and implementation on Te Wanaka Road be prioritised, to establish new street trees early, and mitigate visual effects for existing residents on Te Wanaka Road as an early part of development.

Outdoor Space

4.20 Two submissions (S20 and S18) supported the addition of a pocket park or “dedicated play area” to complement the open space provided by the Mangaone Stream corridor.

4.21 I agree with the submitters that smaller open spaces within the development would be beneficial. These would provide further choice for residents and could range from low key play areas to small open spaces with trees and lawn, adding character and amenity to the development.

Road/walking Connections

4.22 It was suggested in submissions that two secondary roads in the Structure Plan connecting to Te Wanaka Road be restricted to pedestrian linkages or removed.

4.23 Provision needs to be made for vehicles to access lots within the Structure Plan blocks in this area. Connectivity between roads, particularly for primary and secondary level roads, is generally preferable to cul-de-sacs. This is to optimise vehicle movement and logical wayfinding through the development. The Structure Plan seeks to control the use of cul-de-sacs in a Comprehensive Development Plan, and provisions limit them in length to a maximum of 100m.

4.24 It should be stressed that these two roads will be designed as secondary roads. They would not be configured as main routes in and out of Kikiwhenua.

4.25 Further, the proposed placement of the roads forms part of future-proofing of the development, including providing for desirable future connections across Te Wanaka Road to the south-west. Their placement seeks to avoid the creation of T-intersections on Te Wanaka Road, in relation to likely positioning of future connections to the south-west (such as along existing property boundaries), if further residential development should occur there in the future.
4.26 My recommendation would be for the secondary roads to be retained or reconfigured as a tertiary laneway.

*RACE Incorporated Alternative Structure Plan*

4.27 I will now address the alternative Structure Plan submitted by RACE Incorporated.

4.28 The main differences in the alternative plan relate to road layout, road hierarchy, placement of stormwater retention areas (which I include comments on, as these areas can double in function to provide open space and planted amenity), and average lot size. I will address each of these topics in turn.

*Road layout*

4.29 RACE requests that a slip-lane off Pioneer Highway and two cul-de-sacs (just over 100m each) are added to the Structure Plan.

4.30 The slip-lane proposed by RACE is inside the landscape buffer on Pioneer Highway, and, as I understand it, will provide additional space for lots (possibly larger lots) in this area, through removal or substantial reduction of green frontage to the Highway.

4.31 Provision of a high level of visual amenity to Pioneer Highway is important, as the site marks the western entrance to the city.

4.32 In addition to loss of visual amenity to Pioneer Highway, the use of a slip lane, as proposed, would likely result in a reduced relationship between properties fronting Pioneer Highway, and the rest of the Kikiwhenua area. The alternative structure plan appears to show reduced walking connections and no vehicle connections between the slip lane and the interior of the site.

4.33 For these reasons the proposed slip-lane is not recommended.

4.34 With regards to the proposed cul-de-sacs, draft provisions seek to control the use of cul-de-sacs, as these provide dead-ends, which can result in frustration for drivers, especially where they are commonly used and there is no hierarchy provided in road width. As part of the main roading network, they often create poor legibility and way finding through a development.

4.35 In the RACE alternative plan, the additional cul-de-sacs will reduce connectivity through the area for drivers, with potential problems compounded by a lack of road hierarchy in the plan—meaning that main routes through the area will not be clear.
Road hierarchy

4.36 Clearly defined road hierarchy is also important to create quieter streets within a development. Without cues on main routes, the alternative plan will be likely to result in more through traffic off the intended primary roads; and will generally create a more homogenous character across the development.

4.37 The alternative plan's definition of the street along the Mangaone Stream as a primary road, would also reduce the strength of connections between the stream corridor open space and the interior of the development. Plan Change C provides for this road as a secondary road, possibly with a reduced speed limit.

4.38 The proposed alternative structure plan will not align easily with Council's Urban Cycle Network Masterplan\(^1\), which uses strong hierarchy of roads and streets as a basis to determine and design cycleways.

4.39 The lack of hierarchy is also not a good fit with council's Street Design Manual.

4.40 Appendix A to my evidence illustrates how width and treatment of streets can give cues to drivers on usage, as well as provide character and amenity to an area.

4.41 Overall, I consider the lay-out and clear road hierarchy provided by the Plan Change C Structure Plan to be preferable, as this will meet best practice urban design principles and aims contained in council strategic documents, such as the Cycle Network Masterplan and the Street Design Manual.

Stormwater Retention

4.42 RACE does not support the proposed stormwater retention site at the intersection of Pioneer Highway and Te Wanaka Road, preferring that this area be developed with lots. This change is not recommended.

4.43 The site generally drains to the intersection of Te Wanaka and Pioneer Highway, and this is a natural location for planted retention. A large area of planting here would also provide a high level of amenity to Pioneer Highway, strongly define this entrance to the Kikiwhenua Residential area, and provide additional open space to the development, assisting it to fit well alongside existing residential areas.

\(^1\) Urban Cycle Network Masterplan, Palmerston North City Council, 2019; refer particularly pages 9-10
Lot Size

4.44 Draft provisions provide for an average lot size of 500-550m². RACE requests that this be increased to over 600m² (submission point S6/8). While this is only a small difference in average lot size, the proposed average recognises the aim for a mix of lot sizes including a number of smaller lots, to provide for diversity and choice. The change is not recommended.

Summary of RACE Alternative Structure Plan

4.45 Overall, the changes proposed by RACE are considered inconsistent with the Structure Plan objectives and best practice urban design as set out in PNCC design strategies.

4.46 RACE’s amended plan provides for a higher number of lots (227 is indicated), but a number of positive features, such as provision of good connectivity, allowance for character laneways and areas of open space and planting, are removed to achieve this.

5.0 RECOMMENDATIONS

5.1 In closing, I have made a number of recommendations in response to submissions.

5.2 Further recommendations from my evidence can be summarised as follows:

- that provisions are amended to ensure that a community focal point or gathering area is included at Kikiwhenua. For example, this could include provision for a small social gathering spot and a café inside the development, which would be within easy walking distance for residents, and help to create a sense of community.

- That further guidance on street widths and cross-sections could be provided in Kikiwhenua provisions; to help ensure character and amenity across the development;

- That further guidance is provided on finer grain urban design matters such as frontage planting, building and fencing material choice, screening of service areas, and shape of built form and rooflines, to recognise and provide for the cumulative contribution to visual amenity and neighbourhood character made by individual lots.

5.3 These recommendations are set out in more detail at the end of my full evidence statement.