



Future Development Strategy for Ngāmotu New Plymouth 2024-2054

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1 Introduction

1.1 What is the Future Development Strategy for Ngāmotu New Plymouth?

This Future Development Strategy for Ngāmotu New Plymouth (the FDS) has been prepared by Taranaki Regional Council and New Plymouth District Council (the Councils). Its purpose is to set out the strategic framework for providing for urban growth to meet the needs of New Plymouth district. It gives direction to the community about where new homes and businesses will be located. It describes the priority issues we need to start to address now, and the collective aspirations we have for the future of our urban areas.

This FDS is supported by a Technical Document that provides additional detail on the data and research that has been utilised to inform the FDS.

The Government introduced the National Policy Statement on Urban Development 2020 (NPS-UD) in August 2020 (updated 2022)¹. The NPS-UD outlines the requirements for what a FDS must show and be informed by. It states that the purpose of the FDS is to promote long-term strategic planning by setting out how the Councils intend to:

- Achieve well-functioning urban environments in their existing and future urban areas;
- Provide at least sufficient development capacity over the next 30 years to meet expected demand; and
- Assist with the integration of planning decisions under the Resource Management Act (RMA) with infrastructure planning and funding decisions.

To achieve a well-functioning urban environment, the NPS-UD requires that a FDS:

- Provides for a variety of homes that meet local needs and enable Māori to express their cultural traditions and norms;
- Provides a variety of land suitable for local business needs;
- Enables good accessibility for all people between housing, jobs, community services and open spaces, including by public or active transport;
- Supports the competitive operation of land and development markets;
- Supports reductions in greenhouse gas emissions; and
- Necessitates being resilient to the current and future effects of climate change.

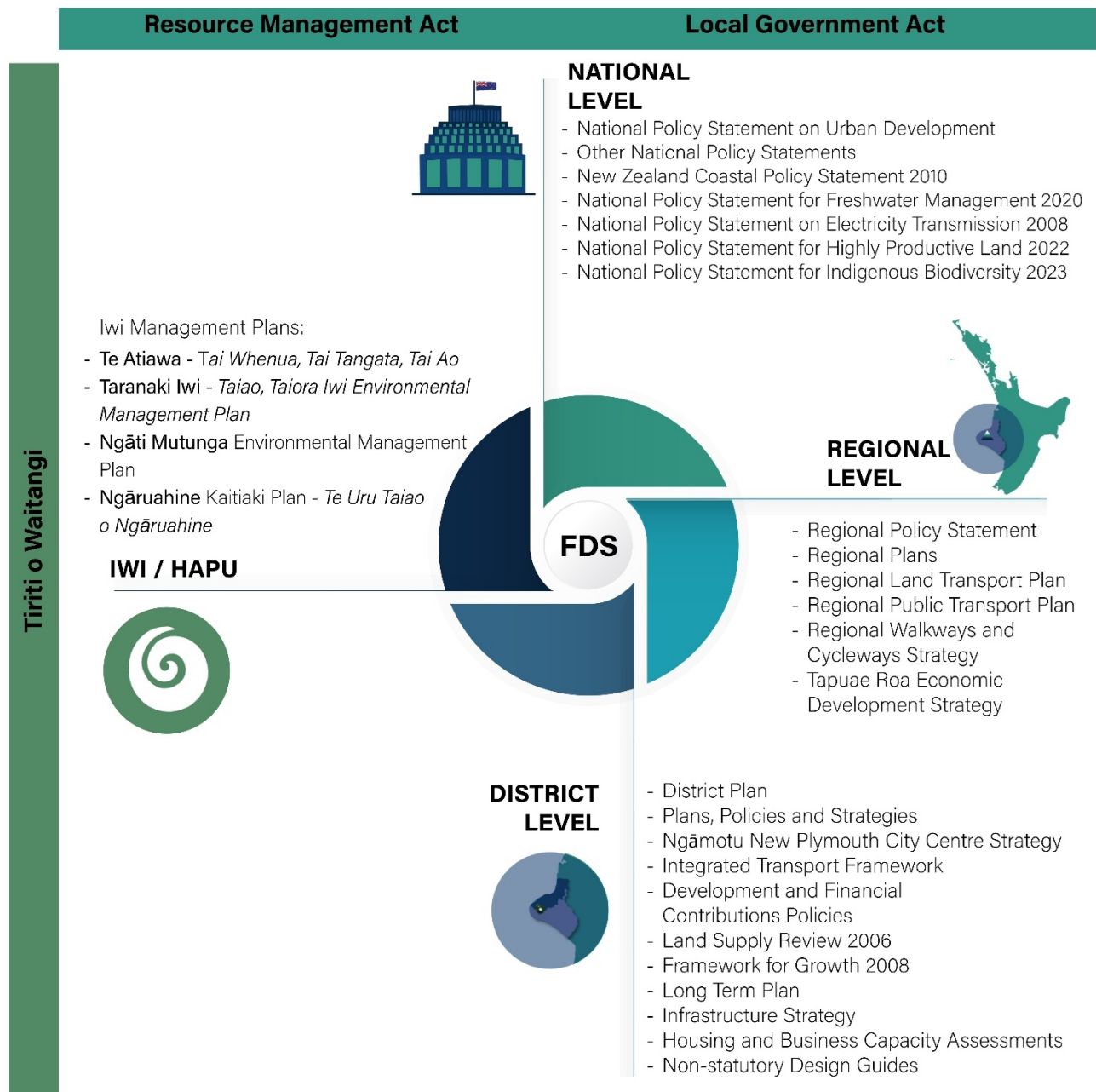
For more information on the content requirements of a FDS refer to Section 2 of the Technical Document.

¹ MfE, National Policy Statement on Urban Development 2020, (<https://environment.govt.nz/acts-and-regulations/national-policy-statements/national-policy-statement-urban-development/>)

1.2 Policy framework - Where does the FDS fit?

The FDS sits within a framework informed by legislation, Government policy, regional and district strategies and plans, as well as the values and aspirations of tangata whenua and the local community. Figure 1 below shows examples of the documents that have been taken into account in its development.

Figure 1: Documents informing the development of the FDS



Importantly, the Councils must also have regard to the FDS when preparing RMA planning documents. The Councils are also strongly encouraged to consider the FDS when considering long-term plans (LTPs), along with other plans and strategies developed under the Local Government Act, this is to ensure alignment of infrastructure and projects that facilitate delivery of a FDS.

1.3 Outcomes for the FDS

The FDS is guided by the following outcomes that set out how we want to provide for growth. These have been informed by our understanding of national policy direction, hapū and iwi development aspirations, and community and stakeholder views.

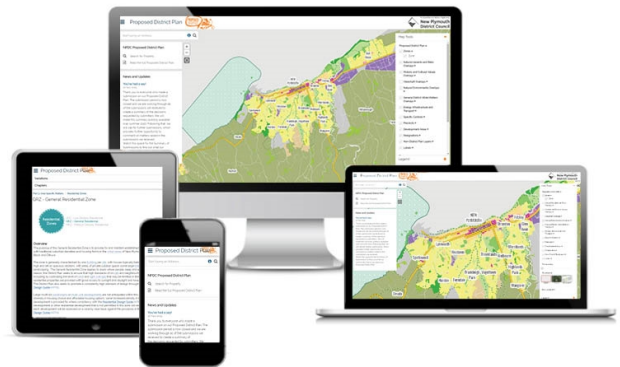
FDS OUTCOMES	
ACCESS	The district develops as a compact urban environment, where people can access jobs, services, education and open space.
CAPACITY	There is sufficient development capacity available to meet the short, medium and long-term housing and business demands in the district.
CENTRES	The district has a hierarchy of vibrant and viable centres that are the location for shopping, leisure, cultural, entertainment, residential and social interaction experiences and provide for the community's employment and economic needs.
CHOICE	A variety of housing types, sizes and tenures, including papakāinga and other rohe-based housing responses and strategies, are available across the district in quality living environments to meet the community's diverse cultural, social and economic housing and well-being needs.
COLLABORATION	The Councils, tangata whenua and the development community working responsively together to support appropriate development
EMISSIONS	Urban form supports reductions in greenhouse gas emissions.
ENVIRONMENT	Urban environments are designed to integrate and enhance natural features and minimise environmental impacts.

FDS OUTCOMES

HEALTH, EQUITY AND AFFORDABILITY	Urban development and housing supports equitable health and wellbeing outcomes for the diverse needs of all residents.
HIGHLY PRODUCTIVE LAND	New Plymouth district's highly productive land is protected from inappropriate urban development. Urban rezoning of highly productive land is only appropriate where it is necessary to provide sufficient development capacity for housing and business land and there are no other reasonable and feasible options.
INFRASTRUCTURE	New and existing infrastructure to support growth is planned, funded and delivered in an efficient and integrated manner to maximise investment
PARTNERSHIP WITH TANGATA WHENUA	Partnership between Councils and tangata whenua provides for urban development and growth, and protection and preservation of the relationship of tangata whenua with their culture, traditions, ancestral lands, waterbodies, sites, areas and landscapes and other taonga of significance.
RESILIENCE	The urban environment is resilient to the likely current and future effects of natural hazards including climate change.

2 Growth Planning in New Plymouth

One of the key functions of Council is planning the way the district is shaped (where people live and work) and how people get around it. This means prioritising and managing future growth so that the community will know the expectations around how we will grow, the standard of amenity required and the supporting infrastructure requirements so that informed investment decisions can be made. Such decisions last for many decades and impact on people's day-to-day lives, so it is important to get it right.



2.1 Previous Growth Planning

This strategy builds on many years of comprehensive review and planning undertaken by New Plymouth District Council to provide for urban growth in the district. Notably, the Land Supply Review (2007) and the Framework for Growth (2008)². This work considered and identified appropriate locations for urban expansion and District Plan rezoning changes. The more recent District Plan Review (2015-2019) and Proposed New Plymouth District Plan (PDP) (2019-2023)³ processes have involved comprehensive land use analysis/audits and rezoning. Together with a directive strategic policy framework, these efforts are designed to provide housing and businesses in the right locations to meet our community's long-term needs.

Some key Proposed New Plymouth District Plan decisions on urban development and growth include:



A timeline of this previous work is shown in Figure 2 below. This work has provided a sound evidence base and background for the development of this FDS, by setting out where development capacity can be provided and the policy direction to deliver a well-functioning urban environment. Further detail can be found in the Technical Document supporting this FDS.

² NPDC, *Framework for Growth* (2008), (<https://www.npdc.govt.nz/media/txeg5fvp/framework-for-growth.pdf>)

³ NPDC, *Proposed New Plymouth District Plan Homepage*, (www.proposeddistrictplan.npdc.govt.nz)

Figure 2: Timeline of Previous Growth Planning Work



Growth planning undertaken as part of the recent PDP process preceded this FDS. However, the PDP process involved detailed analysis of New Plymouth's urban environment and significant work to determine the suitability of areas of land for various urban uses. In addition, the PDP itself is drafted to give effect to higher order policy direction, notably the NPS-UD and NPS-HPL.

2.2 Future Growth Planning

Collaboration and Transparency

The Councils recognise that the delivery of our district's growth and development will come from our development community. Relationships will be crucial for effective growth planning, PDP implementation, and the realisation of development capacity in well-functioning urban environments.

The Councils are committed to facilitating transparent processes to improve and build the growth model with ongoing collaboration with the development community. To ensure confidence in the data and expertise relied on, the Councils seek a culture of working together to explore different and responsive ways of doing things. This collaboration will inform future Council work programs and respond to changing conditions.

Collaboration and transparency will be supported by the following mechanisms:

- Ngāmotu Growth Advisory Panel
- Engagement with iwi and hapū
- Developers Forum and Technical Professional Group
- Regular reporting to elected members

Ngāmotu Growth Advisory Panel

As part of the officers' response to submissions on the draft 2024-2054 FDS, a key initiative was to set up a Growth Advisory Panel to allow the Councils to work collaboratively with the development sector. The panel will be an independent advisory body and will not have statutory decision-making powers. However, the recommendations made by the group will inform the review and development of Council growth and development documents.

A key principle of the Ngāmotu Growth Advisory Panel is to provide more interactive opportunities to share and input on key issues, allowing issues to be raised early in the planning process to ensure a robust approach to growth planning. The group provides an elevated forum for information sharing and engagement with and between the development sector, iwi/hapū, and Council officers to identify opportunities for urban and other development.

The panel supports the provision of growth through best practice advice from interdisciplinary subject matter experts with experience in the District. The panel adds value to planning processes including (but not limited to):

- Housing and Business Capacity Assessments;
- Development Contributions Policy;
- Structure planning and master planning for development areas;
- Spatial planning;
- Infrastructure scheduling;
- FDS and annually reviewed Implementation Plan; and
- PDP maintenance and implementation.

The role of the panel is to:

- provide independent growth and development advice to identify significant future development opportunities;
- work in partnership with Council to provide pre-consultation advice to inform growth and development work;
- provide peer review and feedback on Council documents and modelling;
- assist with development of Council's modelling and data information as appropriate;
- provide advice to Council on the current state of play in the development sector to help guide future planning work programs; and

- assist Council with ongoing monitoring of planning provisions to identify efficiency opportunities.

The anticipated membership of the Ngāmotu Growth Advisory Panel would include a range of professional expertise.

The panel is supported by Council officers, who liaise and involve as appropriate other local, regional and national government agencies, tangata whenua and other stakeholders.

Iwi and hapū engagement

Both Councils have established relationships with iwi and hapū and meet regularly to address resource management planning issues.

Ngā Kaitiaki Roopū was formed in 2016 specifically to provide feedback as part of the New Plymouth District Plan Review but the scope of its work has evolved and expanded since then. Ngā Kaitiaki consists of mandated representatives from iwi and hapū throughout the district. Ngā Kaitiaki meet with NPDC officers multiple times per year to provide opportunities for engagement.

The Taranaki Regional Council (TRC) freshwater policy work features an agreement with the eight iwi of Taranaki which enables greater iwi and hapū involvement in freshwater policy development. Supported by a dedicated pou taiao planner, members of this group are directly involved in the policy development process and also assist the Council in improving hapū involvement and relationships in respect of freshwater management. Three iwi representatives are also appointed to TRC's Policy and Planning Committee and the Operations and Regulatory Committee. Appointees chosen must have connections to one of the three Taranaki waka, and act in the interests of the committee they are part of, while bringing an iwi perspective to the table.

The district's iwi and hapū play an important role in relation to growth. The FDS and PDP embed the role of tangata whenua as cultural experts in resource management processes. Funding is identified within LTPs to support tangata whenua involvement in Council processes.

Developer's Forum and Technical Professional Group

The Developers Forum first began in 2016 as the "CBD Landowners and Developers Forum" and consists of landowners with interests in large land development projects. The Technical Professional Group was established in 2021 and consists of development professionals, such as architects, designers, builders, surveyors, engineers and planners. Council established these two groups and hold regular update meetings. Looking forward, Council seeks to facilitate more interactive opportunities aligned with the Growth Advisory Panel to share and input on key issues.

Figure 3: Relationship between the Ngāmotu Growth Advisory Panel and other forums



Regular reporting to elected members

For increased transparency, NPDC will regularly report to the Strategy and Operations Committee to update on growth planning and implementation, to provide good information to elected members and the community using this public process. This would involve reporting at least every six months of statistics around infill, changes to the modelling since the last report, and actively show that housing capacity and growth planning is not static. This will give elected members, planning officers and the development community opportunities to identify and raise issues early.

Doing things differently

The way the district grows will need to differ from past patterns of development. In the past the district's large rural area provided opportunities for subdivision and lifestyle living. Along with the rest of the country, however, we have realised that the productive capacity of rural land is a finite resource and cumulative effects of rural lifestyle subdivision result in fragmentation of the rural environment. Previous urban development in the district was characterised by urban sprawl with low density development and car-dependent lifestyles.

The purpose of the new National Policy Statement for Highly Productive Land (NPS-HPL) is to ensure the availability of New Zealand's most favourable soils for food and fibre production, now and for future generations. It provides clear direction that using highly productive land for housing and

business growth is only appropriate where it is necessary to provide sufficient development capacity and there are no other reasonable and feasible options.

The Councils want to support the development community to approach growth differently. We need to consider whether the current model for greenfield developments in the district, which has largely resulted in large-lot residential sites, is an efficient use of land.

In order to deliver increased housing capacity in a more coherent manner, NPDC is taking a new strategic approach for enabling growth through the provision of infrastructure, instead of leaving it to developers to install this on a project-by-project basis as and when individual landowners decide to develop. The Puketapu Structure Plan Development Area is the first area intended to be approached in this manner, with roading, bridges, comprehensive stormwater management, parks, wastewater and water all budgeted for in the draft LTP.

The FDS and PDP signal a shift to modern master-planned suburbs instead of traditional greenfield development. It is considered appropriate that when master planning structure plan development areas and future urban zones, NPDC and the development community consider methods to provide greater densities with good urban design in appropriate locations. These methods could be regulatory, non-regulatory or a mix of both.

Examples of possible regulatory methods include:

- Removing minimum lot size and maximum building coverage requirements in the PDP General Residential Zones provided that housing developments will be well laid out and designed. This will help developers to supply a variety of lot sizes and housing designs, allowing a more diverse mix of people from a larger pool into the market.
- Use of inclusionary zoning. This is a planning technique implemented through district plan zoning which aims to address housing affordability by ensuring that a proportion of new residential units are offered at prices that are accessible to a broader range of income levels, e.g. developers could be required to sell or rent 10-30 percent of new residential units to lower income residents in new Residential Zones, developers could be required to pay an “affordable housing financial contribution” in new Residential Zones, whereby the money is given to a registered community housing provider supplying them with an ongoing funding stream to construct or facilitate access to affordable housing.

Examples of non-regulatory methods include:

- NPDC could enhance the services it provides to developers to help them navigate the consenting process, e.g. free pre-application meetings, case management and urban design peer review.
- Developers could be given density bonuses and financial incentives by NPDC if they will provide well laid out and designed developments that contribute positively to the district’s residential intensification needs, e.g. allowing them an extra floor over and above the height limit specified for the zone in the PDP, waiving resource/building consent fees, rates remission during the development phase, reduced development contributions.
- NPDC could improve the public’s perception of medium density housing through educational material.

Spatial Plans

Concurrent work is underway on spatial plans for Waitara and Bell Block, with a spatial plan for Inglewood scheduled to commence in 2026. Spatial plans help guide investment and provide much needed assurance to the people that live in those areas that the Council and other key agencies are committed to working collaboratively to develop a plan that connects the natural environment, built environment, infrastructure, land use and destination spaces for the benefit of all who live there now and future generations.

This work takes a holistic long-term strategic view of those areas and will help to inform any new growth opportunities for those communities. It will be an input for both residential, industry and business capacity and the outcomes of the spatial plans will inform the next FDS.

The spatial plans to be developed relate to a specific township as well as its wider surrounding area. The boundaries for each spatial plan would be identified as part of that planning process. Through the spatial planning process, new areas will be considered for additional residential and business growth.

Other next steps

Through submissions on the draft FDS 2024-2054, Council has acknowledged that an omnibus plan change is a mechanism to address some of the difficulties the development community have experienced with the Proposed District Plan. A decisions version of the Proposed District Plan was released in May 2023 and implemented a policy shift (and therefore a rules shift) in many Overlay chapters. The FDS submissions and hearings made a clear case there are pinch points in some of the District Plan rules. Council's Growth and Services team are committed to looking into fine tuning the mechanics of plan that developers believe are impinging development implementation.

3 Development Context

3.1 Providing for our Growing and Changing Population

Population growth is a consistent trend in our district. Since 2001, we've experienced an annual growth rate of 1-2 per cent, resulting in a current population exceeding 89,000. This upward trajectory is projected to continue, with a population of approximately 98,800 by 2034 and around 110,400 by 2054.

NPDC forecasts that the district's population will grow over the next 30 years as follows:⁴

	2024	2029	2034	2039	2044	2049	2054
Population	89,000	93,500	98,800	102,400	106,400	108,500	110,400

⁴ NPDC, Housing and Business Capacity Assessment (2024)

The key driver of population growth in New Plymouth has been, and will continue to be, people moving from other parts of New Zealand and overseas which drives housing demand. Other drivers, such as demand for visitor accommodation, student accommodation and seasonal worker accommodation, are relatively minor compared with other parts of New Zealand.

On average we will need an additional 368 houses per year over the next 30 years.

Our demographics are also changing. As a district, we are getting older, with the greatest increase in the 65 and over age group. By 2048, almost 30 per cent of the population will be aged over 65. A bigger ageing population and single-person and couple-only households will result in greater demand for rest homes and retirement villages and for smaller, accessible housing options. Noting that increased housing choice will have long-term benefits for our district, an ageing population means that we are likely to see an increased percentage of fixed income ratepayers resulting in downward pressure on rates.

New Plymouth is increasingly being enriched by a variety of cultures and demographics that require a variety of housing sizes and types, including different mixes of housing for both smaller and larger households. Typical housing options currently available aren't suitable for all family structures. This is particularly evident when considering housing concepts important to tangata whenua, such as intergenerational living arrangements.

The availability of affordable, healthy long-term rental options is closely tied to demographic factors, as is the need to increase the availability of accessible housing for disabled individuals, lower-cost accommodation, and social housing.

A mix of housing densities enables communities to respond to the changing needs and demographics of its residents through their lifecycle. The ability for people to remain living in the same community with their social networks nearby is hugely important.

Looking at the housing trends in the district, overwhelmingly the most predominant building type is the three-to-four-bedroom detached house and there is a considerable lack of other types of houses such as units, flats, townhouses, studio accommodation etc.:

	Standalone Houses	Townhouses, flats, units, and other dwellings	Apartments	Retirement Village Units
Last 12 months	81%	6%	2%	12%
Last five years	80%	7%	2%	11%
Last 10 years	61%	6%	10%	22%

The Housing and Business Capacity Assessment 2024 projects that:

- Based on market trends and projected household composition growth, it is estimated there will be an increase in the number of attached multi-units to about a quarter of all new housing in New Plymouth by 2051.
- The remaining three quarters of all new housing in New Plymouth will be standalone dwellings by 2051. Standalone dwellings will continue to require an average minimum floor space of 180m² and accommodate 3-4 bedrooms.

- In the long-term it is estimated that apartments will make up a small portion of the demand.
- The demand for retirement villages which presently is around 5-8 per cent of all resource consent applications, is expected to continue. Retirement Villages are anticipated within the residential and centres zones, however given their scale, finding suitable land within these areas to accommodate the scale of the activity can be challenging.

Under the current market offer, greenfield development is typically more feasible than infill development, with greater economic feasibility for residential greenfield development compared to infill development. Thinking about our changing demographics and the need to provide a for a variety of housing choices, it is anticipated that the increased demand for smaller houses, units, flats, etc. will drive a change in development trends.

Rezoning rural land for greenfield development needs to be carefully considered as this can result in ad hoc urban form and infrastructure networks and disconnected neighbourhoods.

3.2 Managing Urban Growth

Urban population growth comes with benefits and challenges. Benefits may include:

- New and modernised housing that increases supply, potentially reducing pressure on house and rental costs, and increases health and wellbeing;
- Economic growth and the development and expansion of the labour force;
- Greater availability and variety of consumer goods and services such as cafes and shops;
- New and varied amenities that increase health and wellbeing;
- Opportunities for education, employment and civic amenities;
- Opportunities for social cohesion and interaction and cultural diversity; and
- Cheaper transport costs.

Key challenges may include:

- Ensuring feasible, serviced and developable land is available to meet the growing population's demands;
- Ensuring that subdivision and development is carefully planned and managed;
- Managing the type and location of growth to minimise infrastructure servicing costs; and
- Maintaining housing affordability in the face of increased demand.

To ensure that we gain the benefits, we need to plan carefully so that future urban growth is appropriately located and managed, and that it occurs predominantly in identified areas that are suitable for growth.

Well-planned and 'compact' urban areas generally result in the most efficient use of land and provide for development where services and infrastructure already exist. Compact towns can improve the quality of life for residents and reduce the environmental footprint of growth. They also support a sustainable and effective transport system.

At a day-to-day level, the community benefits from being able to live within easy walking distance to efficient public transport, shops, community facilities and public amenities such as pools, and to areas of employment. These benefits make living in the district more affordable and better for our general health and wellbeing. They also counter the potential negative consequences of ‘urban sprawl’, such as increased traffic congestion and demand for new infrastructure and services. Compact towns reduce the need to commute, air pollution from the use of vehicles and the potential for traffic accidents. A community that rides and walks to their destinations can better manage any potential secondary health impacts caused by insufficient exercise.

3.3 Planning for and Provision of Infrastructure

The district’s infrastructure, encompassing a combination of public and private network utilities as well as social infrastructure, is critical to the social, economic and cultural wellbeing of our community. Network utilities include transport networks (land, sea and air), piped networks (water, wastewater and stormwater reticulation), waste management infrastructure and services, flood protection infrastructure (stop banks and spillways), transmission and distribution networks (electricity, gas and liquid fuels) and radiocommunication and telecommunication networks (wired and wireless). Social infrastructure includes medical and health services, community corrections activities, justice facilities (such as police stations and courts), educational facilities, public open space and community infrastructure.

To support New Plymouth’s growing population, there is a need to look after existing infrastructure networks through operational expenditure (i.e. maintenance and upgrades) and as well as to provide new infrastructure networks and services (i.e. capital expenditure/new builds).

From the Councils’ perspective, the ability to provide infrastructure has limitations in relation to both affordability and deliverability. It is therefore essential that growth is appropriately located and connected to existing urban boundaries and can be efficiently serviced by infrastructure. It is also important that landowners pay an appropriate share of the infrastructure investment that they will benefit from. The Councils therefore need to have a clear understanding of what is required, what is affordable, how it will be paid for and how to get the best value from the investments we decide to make.

Ad hoc or isolated infrastructure networks can result in greater financial costs (capital and lifecycle) when compared to building in established urban areas.

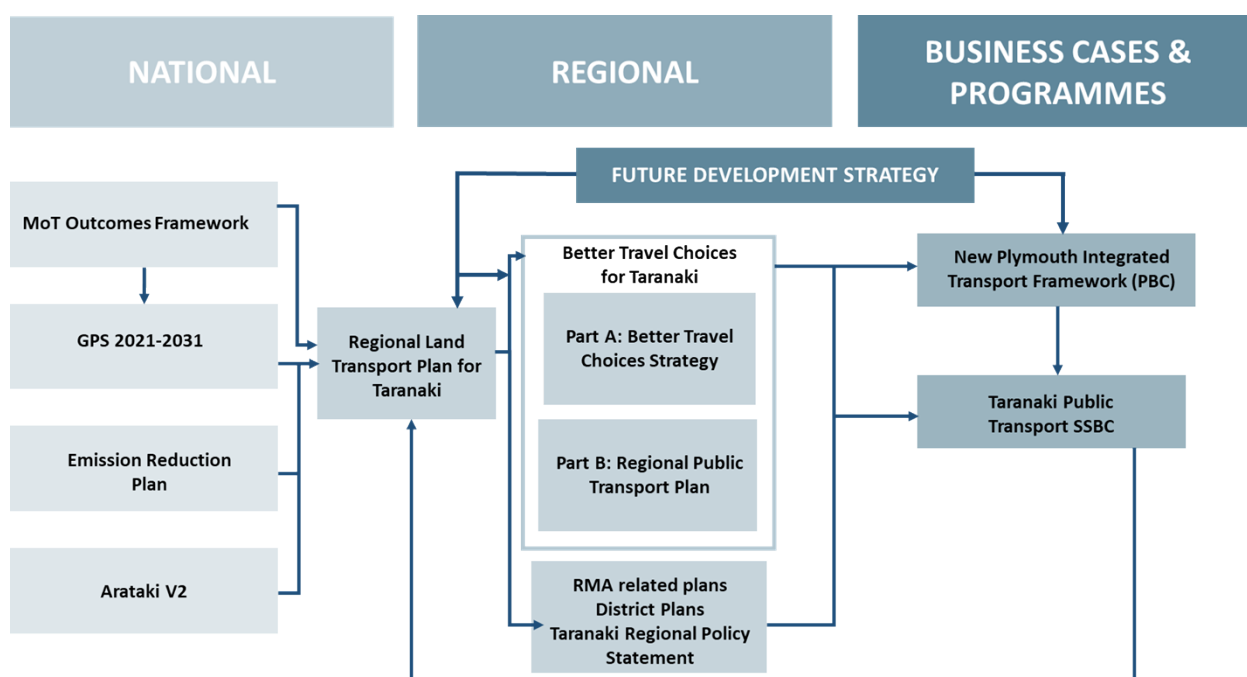
Clearly understanding and planning the timing of delivery for key infrastructure projects to support urban growth is also essential. The lead in times relating to investigation, design and delivery for these pieces of work all require considerable time. It is also not financially viable to deliver these projects at one time. As such, the Councils need to carefully consider how and when to fund and deliver infrastructure to enable growth and development in a cost-effective and efficient way. Strategic documents like NPDC’s Draft Integrated Transport Framework (ITF) and Infrastructure Strategy help in this planning and decision making.

The Draft ITF is a 30-year framework to help guide transport decision making and investment in the district and to prioritise projects and initiatives for implementation in the next 10 years. The Draft ITF seeks to consolidate existing transport strategies to create clear, effective plans while working alongside our national and regional partners, such as Waka Kotahi, Taranaki Regional Council, and other key stakeholders. It seeks to highlight key drivers for change – drivers that will form the

foundation of our framework into the future. The Draft ITF identifies four key outcomes that it seeks to address through initiatives and interventions including: improving public transport; fixing a fragmented active travel network; reducing reliance on private cars and adapting to urban development.

With regards to the provision of public transport (PT), the Councils recognise that broad changes will need to be undertaken to better integrate transport options with current and future urban development. TRC are currently in the process of undertaking a Single Stage Business Case with Waka Kotahi, to investigate options for a step change in PT provision. The FDS is a feeder document to this work stream. As such, the detail of how PT services will respond to future growth is not known at this point in time, but growth scenarios are informing the development of options and ultimately funding bids for future PT services. This work stream is reflected in TRC’s Regional Land Transport Plan (RLTP) (as a no.2-priority) and LTP.

Figure 4: Relationship between Transport Hierarchy and the FDS



The PDP has enabled a greater level of intensification across existing urban areas, which will increase the need to upgrade and provide new infrastructure to support this. Similarly, enablement of greenfield areas will require significant upfront planning and investment in infrastructure. The Implementation Plan in Section 6 provides an overview on proposed projects and their timing that will enable the Councils to accommodate the identified growth, in particular delivering the infrastructure that will be required for these areas.

3.4 Protecting the Natural Environment

The New Plymouth district is home to a unique natural environment with significant areas of indigenous vegetation, rivers and waterways, and black-sand beaches. The New Plymouth urban area has one of the highest vegetation coverage of any urban area in New Zealand.

The health and protection of the natural environment is a strategic issue for the district. The ecological health of the natural environment and the community’s access to it are critical to the success of urban

spaces. A well-functioning urban environment relies on a well-functioning natural environment, which is resilient to natural hazards and the effects of climate change.

Development and intensification can put pressure on the natural environment, particularly impacting on provision of connected areas for water, soils, plants and animals to thrive. Growth planning should work with the environment rather than against it and should be planned in a manner that allows space for natural environmental features and processes, improved biodiversity, enhanced water quality, ecological health, natural hazard resilience, water supply security, and recreational and amenity values. This will require the Councils and developers to prioritise outcomes that integrate the built and natural environment.

There is an opportunity to integrate in a balanced way protection of natural and cultural values with landowner aspirations. Past growth has negatively impacted the mauri (life force) of the natural environment. By taking a mātauranga Māori approach development can be planned to protect and restore our ecological taonga as urban spaces grow and change.

While certain natural areas may require modification to support urban development and the associated infrastructure needed for growth, not all areas will be suitable for expansion. Some might face constraints or limitations for providing additional residential and business capacity. Section 4.4 of this FDS recognises the importance of the natural environment in the spatial identification of constraints on development.

3.5 Climate Change

Taranaki is both one of the sunniest and windiest regions in Aotearoa. Our moderate climate often enjoys more than 2,500 sunshine hours a year, but we are exposed to weather systems migrating across the Tasman Sea that influence our rainfall intensity.

However, it is recognised that our local climate is changing. The National Institute of Water and Atmospheric Research (NIWA) in the report *Climate change projections and impacts for Taranaki (2022)*⁵ predicts increases of 0.5 to 1.0°C by 2040 and 1.25-3.0°C by 2090.

The impacts of climate change on our environment and communities are anticipated to be significant. Climate change will bring warmer temperatures, extreme weather patterns, including increased rainfall intensity, and rising sea levels. Natural hazards such as droughts and flooding will become more severe, and existing challenges around coastal erosion and stormwater flooding will be exacerbated. Ecosystem health, water quality and availability will need careful management. We need to make space for water and look after ecosystem services. These factors affect our existing urban areas and needs to inform where and how we accommodate growth.

⁵ NIWA, *Climate change projections and impacts for Taranaki (2022)*, (<https://www.trc.govt.nz/assets/Documents/Environment/Climate/Climate-change-projections-and-impacts-for-Taranaki-May-2022.PDF>)



Coastal Erosion at Motukari Reserve, Onaero

The NPS-UD sets direction for New Zealand’s urban environments to support reductions in greenhouse gas emissions and be resilient to the effects of climate change. Land use planning documents such as the District Plan and the FDS, and other planning documents such as Council’s Climate action framework (2019)⁶; Emissions Reduction Plan (2023)⁷; Adaptation Plan (drafting underway); and the 10-Year Plan for “Planting our Place”⁸ have a key role in supporting a reduction in greenhouse gas emissions and ensuring that communities can adapt to the effects of climate change.

The PDP contains provisions that relate to:

- Compact urban form that reduces the need for private motor vehicles and considers energy efficiency;
- Transportation planning that allows for electric vehicles and a reduced need for private vehicles;
- Managing growth and development carefully in respect of known risks from natural hazards, including the effects of climate change;
- Adaptive management to support communities impacted by natural hazards, including the effects of climate change;
- Protection of significant natural areas (SNAs) and promoting restoration of water bodies and indigenous biodiversity; and

⁶ NPDC, *Climate action framework*,
(<https://www.npdc.govt.nz/community/a-greener-district/climate-response/>)

⁷ NPDC, *Emissions Reduction Plan*,
(<https://www.npdc.govt.nz/council/strategies-plans-and-policies/plans/emissions-reduction-plan/>)

⁸ NPDC, *Te Korowai o Tāne - Planting Our Place*,
(<https://www.npdc.govt.nz/community/community-partnerships/funding-and-grants/te-korowai-o-tane-planting-our-place/>)

- Recognising emerging technologies that offer potential for a transition to a low-emission economy.

Our planning needs to take a long-term view of what our community will need to live, work and travel in a low-emissions future. The Councils can continue to encourage a compact urban form and focus on building communities with infrastructure that enables increased public transport use and active travel, such as walking and cycling. We can plant our green spaces to offset emissions and follow legislation to consent homes and buildings that are warmer and more energy efficient.



NPDC Electric Rubbish Truck



Planting our Place



Cycling to school along Paynters Ave overpass

Support electrification of the economy

The National Policy Statement on Electricity Transmission (NPS-ET) preamble states that ongoing investment in the transmission network and significant upgrades are expected to be required to meet the demand for electricity and to meet the Government’s objective for a renewable energy future, therefore strategic planning to provide for transmission infrastructure is required.

Throughout New Zealand including New Plymouth, the National Grid will play a critical role in electrification of the economy to reduce greenhouse gas emissions. This means ensuring that existing National Grid assets in the district are able to be operated, maintained, upgraded and protected from inappropriate subdivision, land use and development. It also means that new development of the National Grid including transmission line connections to renewable energy generation will be required in the future.

4 Inputs to our Spatial Response



4.1 Hapū and Iwi: Values and Aspirations for Growth

The NPS-UD requires the FDS to include a statement of hapū and iwi values and aspirations for urban development. This statement was developed through NPDC's Ngā Kaitiaki hapū and iwi resource management working group. The Councils did not receive any further comments on or proposed changes to the aspiration statements through the submission period.



The preservation of the wider environment should be at the centre of urban design



It is imperative that urban design extends beyond the confines of physical structures. The vitality of our lands and waters, and the holistic well-being and preservation of the natural environment must be accorded greater significance compared to architectural design.

The alteration, contamination, and degradation of waterbodies, the imposition of inappropriate stormwater infrastructure, and the dismantling of natural landforms and established flora deeply unsettle tangata whenua within our district. These actions reverberate through the interconnected ecosystems, impacting not only the physical environment but also the socio-cultural fabric that binds us.

Development affecting sites and areas sacred to Māori, coupled with the preservation of heritage features and critical viewshafts, stands as an ongoing concern for tangata whenua within our district. The loss of these culturally significant spaces erodes the foundation of our identity, disrupts social structures, and hampers the intergenerational transmission of knowledge and connection to the whenua.

It is paramount that our approach to urban development transcends mere accommodation and integrates a profound respect for the intrinsic values held by mana whenua. This approach should not only mitigate the adverse effects of urban development on the environment and social structures but actively promote practices that rejuvenate, safeguard, and enhance the interconnected relationships between the land, water, people, and culture. This, in turn, will foster a sustainable, harmonious, and flourishing future for all within our district.



The integration and manifestation of the tangata whenua world view shapes the physical and cultural essence of our environment

Mana whenua seek not only recognition but a profound integration of their worldview into the very fabric of the environment. The desire is for tangata whenua to not only be seen but to witness a reflection of themselves in the landscapes that shape our collective existence. This approach safeguards the tangible markers of cultural heritage but also ensures an ongoing and dynamic presence within the evolving urban landscape.

Empowering tangata whenua in the co-creation of subdivisions, structure plan areas, public spaces, and built forms serves as a potent catalyst in amplifying the visibility of Te Ao Māori within our district. Historically, this visibility has been regrettably absent, despite the enduring historical and cultural presence of tangata whenua in the Ngāmotu district.

Recognising that each hapū possesses unique tikanga and a distinctive narrative for the cultural landscape within their rohe, our future urban development should champion the manifestation of these diverse expressions. The undertaking of Māori cultural and purposeful activities, coupled with the infusion of language, technology, design, and public art, as well as culturally significant signage for key developments, public spaces, buildings, and road names, becomes pivotal in bringing forth the richness of Te Ao Māori.

The preservation of sites and areas of profound significance to Māori, coupled with their adaptive management in the urban environment, emerges as a crucial element in fortifying their visibility.

In envisioning future urban development in the New Plymouth district, it is imperative that we go beyond token gestures and actively weave the tapestry of Te Ao Māori into the very essence of our surroundings. The collaborative engagement of tangata whenua in shaping the physical and cultural landscape ensures a vibrant, inclusive, and culturally rich environment for generations to come.



It is incumbent upon the community to dismantle the barriers to enable tangata whenua to participate in urban development decision making

The enduring impacts of colonisation, ramifications of the raupatu, the confiscation of whenua through the transgressions against Te Tiriti, and the perpetual loss of ancestral lands resonate profoundly within the hearts of iwi and hapū today.

In charting future urban development for the New Plymouth district, it is incumbent upon the community to dismantle the barriers of the past, fostering an environment that empowers the revitalisation of Māori land and the flourishing of papakāinga. This strategic vision must encapsulate not only physical development but also a commitment to redress historical injustices, honouring the values that underpin the enduring connection of tangata whenua to their whenua.

The far-reaching consequences of colonisation, encompassing physical, social, and cultural dimensions, demand a conscientious acknowledgment to pave the way for healing and reconciliation.

In Ngāmotu / New Plymouth district, the scarcity of Māori land stands in stark contrast to the historical abundance. Past policies and barriers, entrenched in district plans and legislative frameworks, have erected formidable obstacles hindering the development and utilisation of Māori and ancestral lands. This historical context underscores the imperative to rectify past injustices and pave the way for a more inclusive, equitable, and collaborative future.

The PDP represents a pivotal juncture, recognising the importance of papakāinga development across various zones in the district, including the Māori Purpose Zone. Papakāinga, reflective of the sacred values of kaitiakitanga, ūkaipōtanga, rangatiratanga, and kotahitanga, emerge as profound expressions of cultural identity. Papakāinga serves as a living testament to these values, showcasing multigenerational living and the potential for harmonious coexistence between tradition and progress.



Using Mātauranga Māori and Māori design principles benefits good urban design outcomes for the whole community



Harnessing Mātauranga Māori and embracing Māori design principles signifies not only good urban design but a harmonious relationship with the entire district, deeply rooted in mana whenua perspectives.

For Māori, urban design transcends physical structures. It intricately weaves together the relationship between buildings and the people who inhabit them, considering the interconnectedness of location, sense of place, and the profound impact on the mauri of the land, waterways, and biodiversity. It is a holistic approach that goes beyond aesthetics, emphasising the restoration and enhancement of the very essence of our environment.

Tangata whenua aspire to actively participate in the ongoing design of the urban environment. This engagement is not only a current desire but a commitment to future collaborations, ensuring that their values, aspirations, and principles are not only acknowledged but integral to the development trajectory. It is a call for recognition and proactive consideration of their enduring relationship with the district.

A shining example of co-design that embodies culturally distinctive expression and exquisite design is Te Hono – New Plymouth Airport. This project goes beyond being infrastructure; it stands as a testament to the unique identity not only of Ngāmotu but of Aotearoa / New Zealand as a whole. It encapsulates the potential for collaborative design that respects and celebrates the cultural richness of the land and its people. However, Mātauranga Māori can be incorporated in all scales of development, including landscaping, subdivision, and land use to provide for culturally distinctive expression and beauty that is unique not only to Ngāmotu, but to Aotearoa / New Zealand.

In envisioning urban development for the New Plymouth district, the integration of Mātauranga Māori and Māori design principles should be at its core. This approach not only fosters good urban design outcomes but ensures a sustainable, culturally enriched, and harmonious district that respects and uplifts the values of mana whenua.






4.2 Constraints on Development

When considering future growth and development capacity, it is important to understand potential constraints on development. All land could contain factors that constrain development to some extent. While some constraints may make any form of development or growth inappropriate, many others can be overcome with appropriate design and planning considerations. This may require additional expertise to explore opportunities or resolve issues, enabling development to occur (albeit at extra cost). The extent to which land is constrained varies based on the quantity and type of constraint present. There are also some gaps in the information we have available on some constraints that may need to be explored in more detail through pre-development scoping work (e.g. mapped wetlands). See the Technical Document for further information.

Table 1 below outlines the main types of constraints there may be on development.

Table 1: Development Constraints

DEVELOPMENT CONSTRAINT	EXPLANATION
<p>Highly Productive Land</p> 	<p>Growth areas should ideally avoid encroaching onto highly productive land. Maintaining access to some of this region's most productive soils is crucial for food production, generating economic gains from exports, providing employment opportunities, and supporting the social wellbeing of our rural communities.</p>
<p>Hazards and Risks</p> 	<p>Natural hazards such as slope instability, fault lines, flooding, and coastal erosion may pose risks to people, property and the environment. Some land is contaminated due to previous use involving hazardous substances. A risk management approach applies to existing development and infrastructure, while a risk reduction (including avoidance where appropriate) approach applies to new development within identified hazard areas. Climate change is expected to increase many types of natural hazard risk over time.</p>
<p>Scheduled Features and Protected Land</p> 	<p>In some localities, development may be considered inappropriate, or need to be carefully managed, because of important values and uses, such as significant natural, historic or cultural environmental values (for example notable trees, sites and areas of significance to Māori and heritage buildings). The presence of scheduled features does not necessarily preclude urban development but may have an impact on housing yield and increase costs. Land protected under the Conservation Act or Reserves Act is not appropriate for urban development.</p>
<p>Infrastructure</p> 	<p>Regionally and nationally significant infrastructure such as the National Grid, gas distribution pipelines, the roading network (including state highways) and provision of public transport must be considered when determining appropriate growth areas and designing subdivisions within them. The location and topography will influence whether the land is able to be feasibly serviced or 'infrastructure ready'.</p>
<p>Reverse Sensitivity and Direct Effects on Infrastructure</p> 	<p>Development may be inappropriate in some localities because of existing lawfully established uses that are not compatible next door to residential living, including highways, industrial activities and intensive farming and the National Grid.</p>

A lack of infrastructure or the need to upgrade infrastructure to cope with more dwellings can constrain development. While some localities are suitable, sometimes topography or ground conditions means that the cost of the infrastructure to service the area can only be realised in the long-term, or in some cases, not at all.

These have been key considerations in the evaluation of growth areas within the PDP as outlined in the scenario testing contained in section 4.5 below. Detailed information on spatial constraints, including maps of the major constraints across the study areas are shown in the FDS supporting Technical Document.

4.3 Spatial Scenarios

The physical growth pattern of the New Plymouth district has been influenced by many factors. Initially Māori, and later European, settlement was influenced by proximity to natural resources (such as the coast, waterbodies and fertile land) and topography. Later, factors like land availability and its capacity to be serviced by infrastructure, demand for affordable housing, and the ease of access to employment, education institutions, community amenities, along with retail and leisure opportunities, have all played a role in our growth story.

The FDS has looked at alternative ways the district may grow and change physically in the future. Understanding these various options for the future shape of the district helps us enable the best pathway forward. This section sets out the alternative spatial scenarios investigated and the learnings that inform the spatial response.

When thinking about the land available for local business needs, economic analysis undertaken as part of the PDP process indicates that the district has sufficient commercial and industrial zoned capacity to accommodate future business land demand over the long-term. Given future business growth of the district is well catered for (including an element of spare capacity), we primarily have looked at the alternative ways in which residential growth in the district can be delivered in the long term.

We have identified, analysed and discounted a number of different spatial scenarios including: further intensification of existing PDP Medium Density Residential Zones; rezoning PDP Rural Lifestyle Zone to General Residential Zone; intensification of rural land and dispersed development (market led in all zones).

For more detail on the alternative spatial scenarios considered, how the targeted spatial scenarios were developed and assessed, and maps showing the boundaries for new growth areas considered, refer to the Technical Document.

Residential growth assumptions and alternative spatial scenarios

The draft FDS has examined various spatial scenarios to understand the spatial distribution of residential land and how different models might support meeting the district's anticipated demand for housing over the next 30 years.

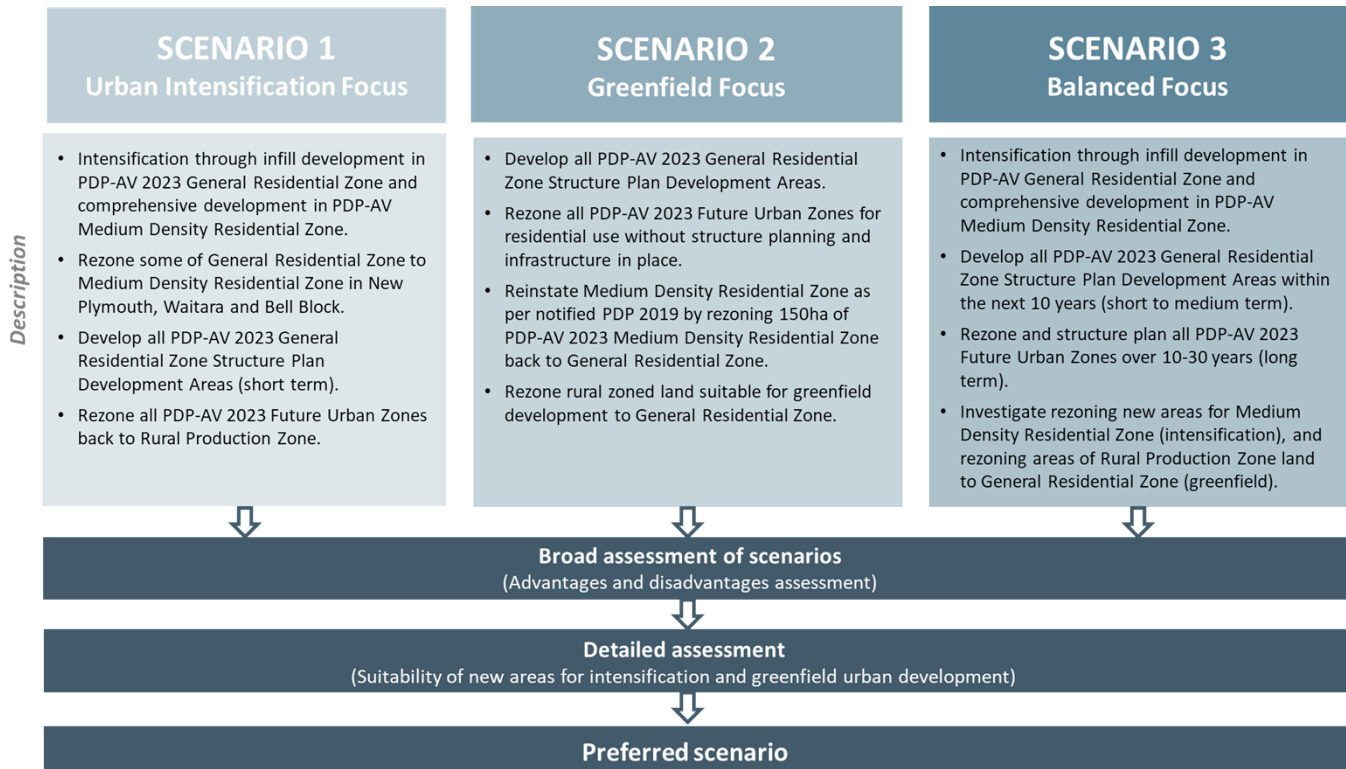
As required by the NPS-UD, we have considered the advantages and disadvantages of different spatial scenarios and whether they provide sufficient capacity to achieve a well-functioning urban environment and assist in the integration of planning decisions with infrastructure planning and funding decisions. The scenarios assessed include an urban intensification focus, a greenfield focus and a balanced focus. Following consideration of advantages and disadvantages, we have undertaken more detailed assessments of specific areas where land could be included to a preferred scenario, in order to determine their appropriateness for inclusion in the FDS. A summary of the scenarios considered, and the process followed for this assessment is outlined within Figure 3.

In developing and assessing the alternative spatial scenarios, the following assumptions have been applied across all scenarios:

- A range of housing typologies will be delivered in line with the PDP Medium Density Residential Zones (e.g. small-scale standalone, terraced and multi-unit developments);

- In time, existing PDP General Residential zoned greenfield areas will be built out and developed at densities consistent with their existing structure plans;
- Undeveloped or vacant parcels of zoned land across the existing urban area of New Plymouth, Inglewood and Waitara will be developed over the next 30 years in line with the planned character of the PDP General Residential Zone; and
- Projected business demand can be catered for in existing zoned commercial / industrial areas.

Figure 3: Summary of Scenarios Considered and Process for Assessment



For a full description of the other growth scenarios used for the consultation of the draft FDS 2024-2054, refer to our FDS Supporting Technical Document. This document provided the background and analysis undertaken in preparing the draft FDS.

4.4 Preferred Spatial Scenario

Scenario 3 – Balanced Focus was generally supported by submitters on the FDS and is the preferred scenario for managing future growth and the development capacity required to meet community needs in the district. It will provide opportunities for intensification and the benefits associated with this approach, while also allowing for flexibility and choice in the market through greenfield development.

This means enabling intensification in appropriate locations near amenities, along key transport routes etc. while providing greenfield expansion in a staged way which can be efficiently serviced by infrastructure.

Scenario 3 promotes:

- More intensive housing concentrated in and around the city centre, town centres, local centres, and key transport routes and amenities;
- More infill housing development located throughout the district;
- Greenfield residential development on undeveloped residential land and new residential communities on the fringes of existing urban environments; and
- The consolidation of commercial, community and industrial activities within existing commercial and industrial areas.

The HBCA 2024 has indicated that the PDP has an insufficiency in long-term supply of residential land available to meet projected demand. Recommendations are made in the FDS and FDS Implementation Plan to address this shortfall. In relation to the suggested rural greenfield areas to be considered for urban development (beyond what is already zoned through the PDP), based on the information we currently have available, there is justification to include some additional areas as shown in the Implementation Plan.

However, as our analysis has shown that greenfield rural areas (that are identified as highly productive land) in Scenario 2 may warrant further investigation for long term growth potential, subject to monitoring and review of land supply. Therefore these area have been included in the Implementation Plan.

In implementing this strategy, further consideration will be given to possible growth areas identified.

The existing Future Urban Zones still play a clear role in the future provision of residential land in the district. However, it is also apparent that these areas are not needed in the short-term and that there are significant advantages associated with delaying the development of these areas, particularly given the high cost of providing infrastructure to these areas and further investigations needed. At this stage it is most appropriate to consider the size, make-up and timing of these areas.

5 Our Growth Strategy

Residential Growth

Our growth strategy, which includes the zoning included in the PDP, provides for a balanced approach, through both intensification in appropriate locations as well as greenfield development opportunities. These areas will provide the number and variety of new houses we need to meet the demand over the short, medium, and long term.

The FDS promotes:

- A combination of residential and commercial activities within the city centre, as well as town and local centres;
- More intensive urban form and housing to be concentrated within and around the city centre;

- More intensified housing across New Plymouth and surrounding townships in areas with good access to centres, transport options and services;
- Greenfield growth in areas close to the existing urban areas. These areas are natural extensions to our existing transport networks and infrastructure;
- Residential development through infill within existing neighbourhoods and undeveloped residential land;
- Sufficient supply of land suitable for retirement living; and
- Commercial, business and industry activities to grow within our existing commercial and industrial zoned areas.

To do this, we will take a balanced two-pronged approach. Growth will be provided through a combination of geographic areas, which in themselves provide for varying housing typologies and densities. These can broadly be described as infill and undeveloped residential land, structure plan development areas, future urban areas and existing centres. Table 4 below outlines the indicative timing for the development of these areas.

Table 4: Indicative Timing for Growth Areas

Short / medium term	Infill	Five Structure Plan Development Areas		Undeveloped Residential Land		
	Medium Density Residential Zones General Residential Zones	Patterson Puketapu Carrington Junction Johnston	New Plymouth Inglewood Waitara			
Long term	Future Urban Zones					
	Smart Road	Area R	Frankley Cowling	Oakura South and West	Waitara East and Ranfurly	Oropuriri Junction

A compact city footprint offers a range of benefits for people, including easier access to goods and services, greater housing choices and lower long-term infrastructure costs. It also provides more opportunities to move towards a more carbon neutral urban environment, while protecting productive land.

The development capacity and the infrastructure required to support this approach is discussed within the following sections.

Infill and Undeveloped Residential Land

Infill and Intensification

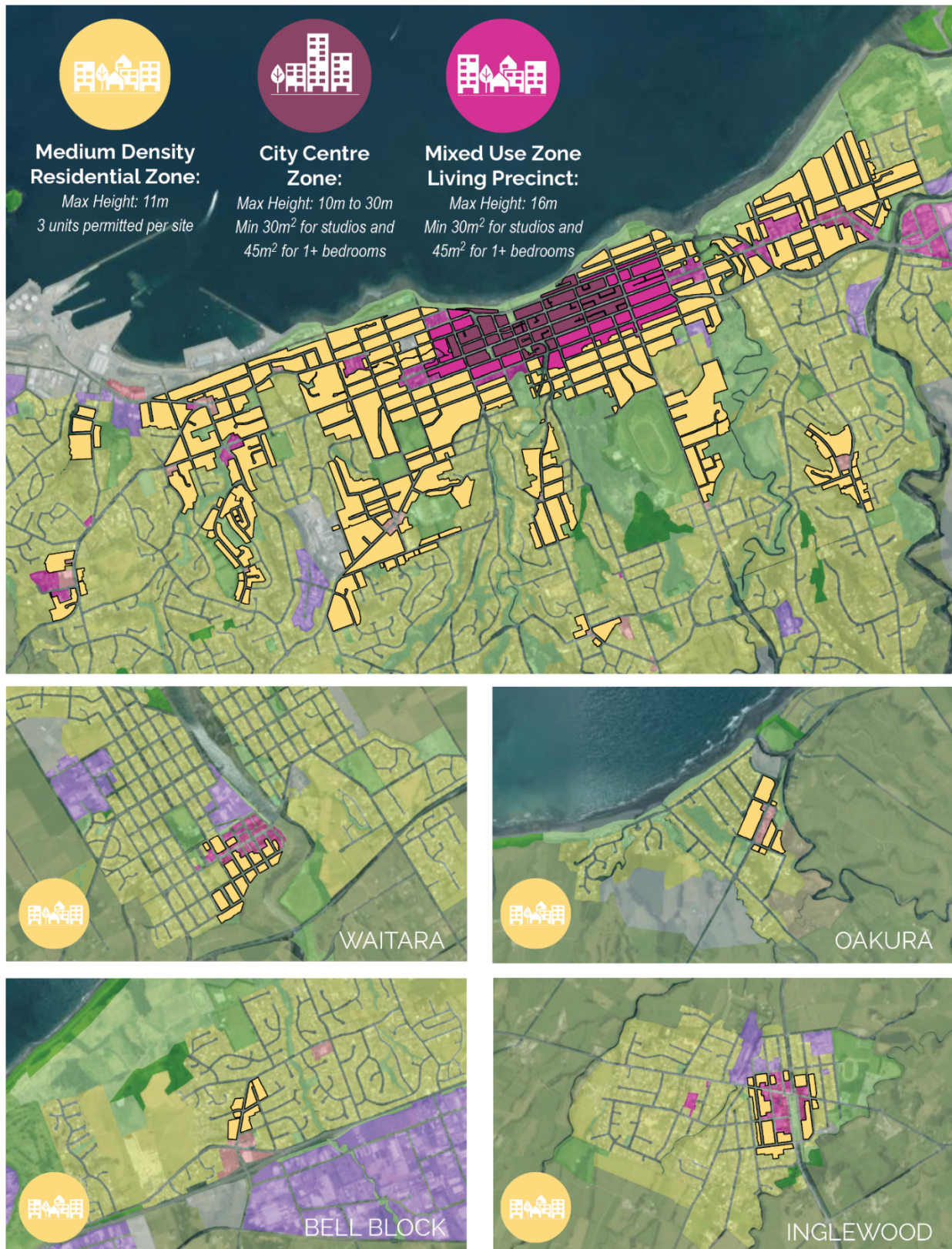
A key part of our growth strategy will be to make use of our existing urban environments through encouraging and enabling infill and intensification via the PDP General Residential and Medium Density Residential Zones. Residential infill development is the establishment of new dwellings within

existing residential areas and is facilitated by the division of existing residential properties into smaller sections or using sites for multiple dwellings. Infill includes development where:

- The existing house is retained and an extra dwelling/s is added;
- The existing house is removed and the entire site is used for an extra dwelling/s; and
- Comprehensive redevelopment where the existing house is removed and the entire site is redeveloped typically for multi-unit developments.

The FDS supports increased infill development up to two stories with the General Residential Zone. A greater level of residential infill development will be provided in the Medium Density Residential Zone, supported by the PDP provisions that enable and support comprehensive multi unit developments. Other options for intensification are enabled in the city, town and local centres. Figure 4 below illustrates the location of key zones that provide for intensification.

Figure 4: Location of Key Zones that Provide for Intensification



Medium density housing is typically underutilised within the district, where more traditional, detached housing typologies predominate.

The provision of land suitable for intensification (e.g. through the PDP Medium Density Residential Zone) may not lead to these areas developing in a way that achieves a well-functioning urban environment. Pre- FDS feedback has indicated that certain priority areas (for example Westtown in New Plymouth) should be identified, and more detailed spatial planning of these areas undertaken. We support future work in this space as we agree the Councils will need to play a role in encouraging and incentivising further residential intensification and complementary business activities. This would provide additional certainty and direction to landowners and the community on how we will grow over the medium to long term.

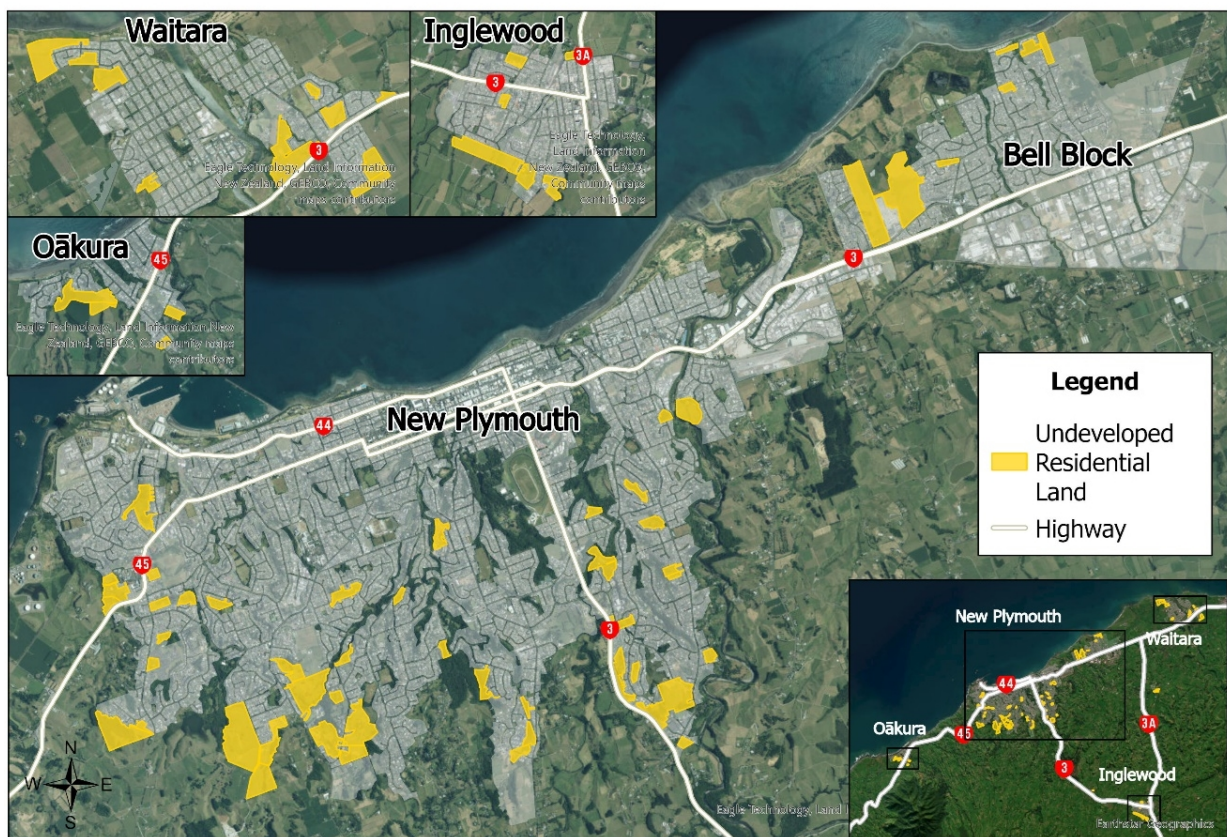
Undeveloped Residential Land

In addition to this intensification, undeveloped residential land and infill development potential are dispersed throughout the district as shown in Figure 5.

These areas are generally in locations within, or on the fringes of, New Plymouth’s existing residential limits. As such, they are relatively accessible to centres and other services. Waitara, Inglewood and Ōākura all currently have significant parcels of undeveloped residential land available. New Plymouth also contains large amounts of undeveloped residential land.

While zoned for development, at times undeveloped residential land can have challenges in delivering good quality urban development. This zoning can be perceived as a “green light”. However, there are often other matters to consider, such as the cultural and ecological values of an area. Early engagement with NPDC and other interested partners is a key step in ensuring the consenting process runs smoothly.

Figure 5: Undeveloped Residential Land



Infrastructure

The infrastructure required to realise the development potential within areas proposed for intensification as well as undeveloped residential land varies significantly across the district.

In relation to Medium Density Residential Zone areas, water modelling undertaken by NPDC show certain discrete issues in relation to servicing these areas. However, these known issues generally have solutions available that are budgeted for through NPDC's LTP.

In relation to undeveloped residential land, of particular note are current levels of service for stormwater and sewer within the Waitara and Inglewood networks. Upgrades to these networks are planned and have funding allocated through NPDC's LTP.

Full details of the planned infrastructure projects supporting this growth be found within the Technical Document.

Growth Areas

In addition to the existing residential areas, a key component of providing for future growth in the district will be through Structure Plan Development Areas that are included in the PDP.

Structure Plan Development Areas

Five structure plan development areas have been identified as being suitable for urban growth purposes. These form the basis for greenfield growth in the district over the short to medium term. Structure plans have been developed for each area which shows future development and land use patterns, the layout and nature of infrastructure, open space and other key features and constraints that influence how the effects of development will be managed.

Each of these areas are located on the periphery of New Plymouth and Waitara's existing urban boundaries, offering natural extensions to these urban boundaries. Being near existing infrastructure, these areas offer a relatively cost-effective approach to providing for greenfield growth in the district.

Tangata whenua have been heavily involved in the structure planning exercises for these areas. Of note, was the involvement during the preparation of the PDP where tangata whenua worked on the content of the structure plans and their associated provisions to better reflect tangata whenua values in relation to these areas.

NPDC has an extensive understanding of the infrastructure required to enable the development of these areas. Key projects requiring NPDC delivery are included within the LTP and Infrastructure Strategy.

There are instances where more "fine grained" structure planning can assist in ensuring these areas are developed appropriately, while giving landowners and developers confidence on what is expected in these areas. NPDC has recently been undertaking this work on certain priority areas (e.g. Puketapu Structure Plan Development Area). Both Councils will continue to consider the need to undertake these exercises on the remaining development areas.

The five structure plan development areas are described in detail within the Technical Document, while the following series of maps (Figures 6-11) spatially identify the infrastructure necessary to support them.

Figure 6: Location of Structure Plan Development Areas and Future Urban Zones



Figure 7: Puketapu Structure Plan Development Area

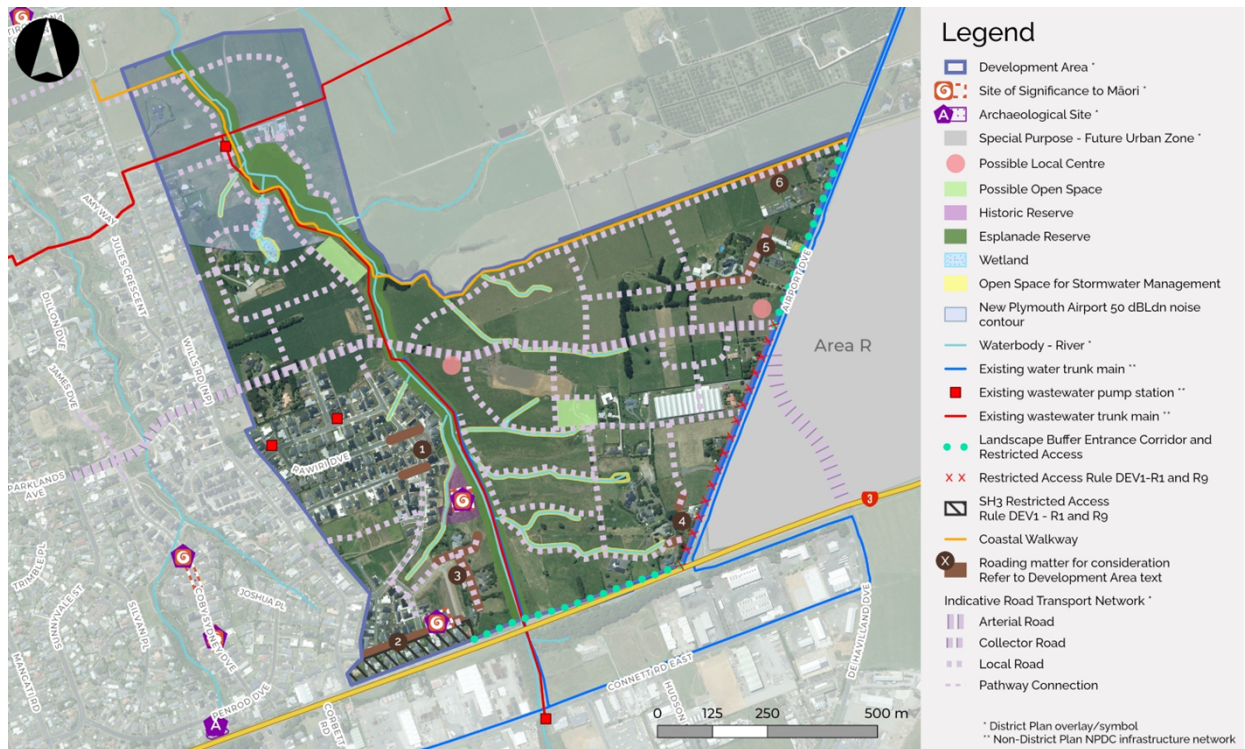


Figure 8: Carrington Structure Plan Development Area



Figure 9: Junction Structure Plan Development Area



Figure 10: Johnston Structure Plan Development Area

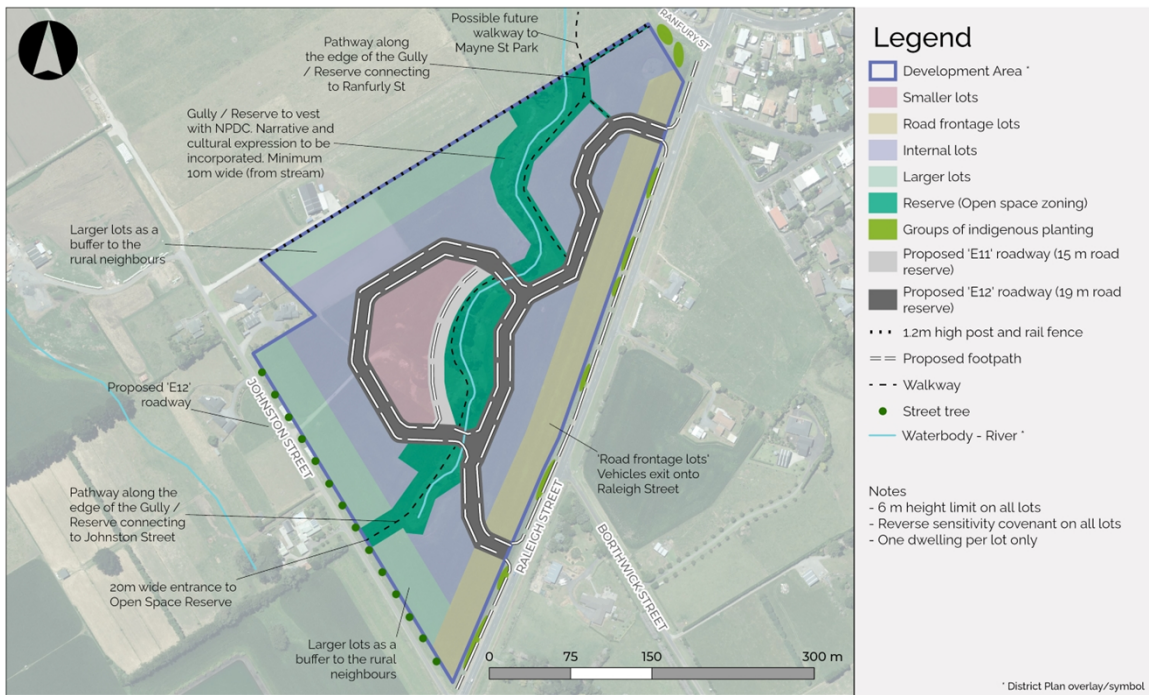
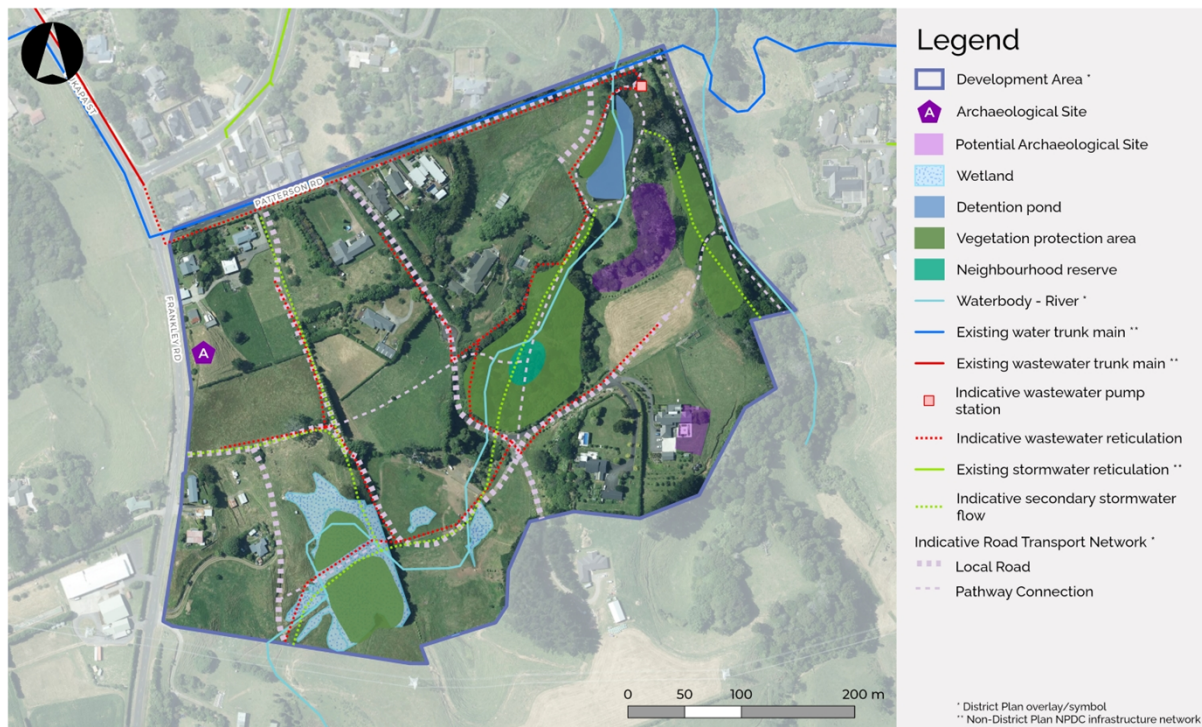


Figure 11: Patterson Structure Plan Development Area



Business Growth

Business Land

The district has a set of existing centres that operate in the following hierarchy:

- City Centre Zone – the principal centre that provides a wide range of retail and business service activities, living activities, community facilities and visitor accommodation that serve the district and Taranaki region.
- Town Centre Zone – the town centres of Fitzroy, Waitara and Inglewood that provide a range of business, retail and entertainment activities that serve the needs of each town centre’s community and surrounding rural areas.
- Local Centre Zone – rural service centres, village centres, suburban shopping centres and neighbourhood shops providing convenience-based business and retail activities that serve the needs of each local centre’s community and surrounding areas.

The PDP also provides for businesses and retail activities located outside of the centres. These zones are:

- Mixed Use Zone – covers a large part of the one-way network wrapping around the City Centre Zone but is also located in parts of Inglewood, Waitara, small areas of New Plymouth and the Waiwhakaiho Valley. This zone is predominantly used for and characterised by commercial service, sport and recreation and community activities. The type and frequency of business and retail activities is limited in this zone to ensure the viability and vibrancy of the centres is not compromised. Commercial service activities may not be appropriate for the centres

because of the effects they generate or because of the unavailability of site large enough to accommodate store footprint requirements.

- Large Format Retail Zone – an area in the Waiwhakaiho Valley. This zone is predominantly used for and characterised by large format activities. Further investigation of availability for these specialist activities is included in the Implementation Plan.
- The Commercial Zone – is currently only applied in one location, being the site of the former Moturoa Coolstores at 20 Hakirau Street, New Plymouth. This land is identified as having specific values and presenting specific and unique opportunities for a new Commercial Zone, enabling mixed use, commercial and residential development near to the coast, Port Zone and culturally significant sites at the western end of New Plymouth City.

Industrial Land

The PDP consolidated four Industrial Environment Areas from the Operative District Plan (ODP) into one General Industrial Zone. Industrial land in the district is located near key transport routes at Glen Avon, Bell Block and Paraitē, and around Port Taranaki. There is also General Industrial zoned land in Waitara, Inglewood and Egmont Village and some smaller industrial areas in suburban New Plymouth.

The General Industrial Zone provisions aim to prioritise the zone for industrial activities. The General Industrial Zone has a strategic role in supporting the Commercial and Mixed-Use zones. The non-complying activity status for retail and office activities (that are not ancillary to industrial activities) seeks to arrest the leakage of these activities out of the centre zones. The discretionary activity status for commercial service activities seeks to support the integrity of the Mixed-Use Zone. This role in supporting the vitality and vibrancy of the Commercial and Mixed-Use zones is captured in the objectives and policies of the General Industrial Zone.

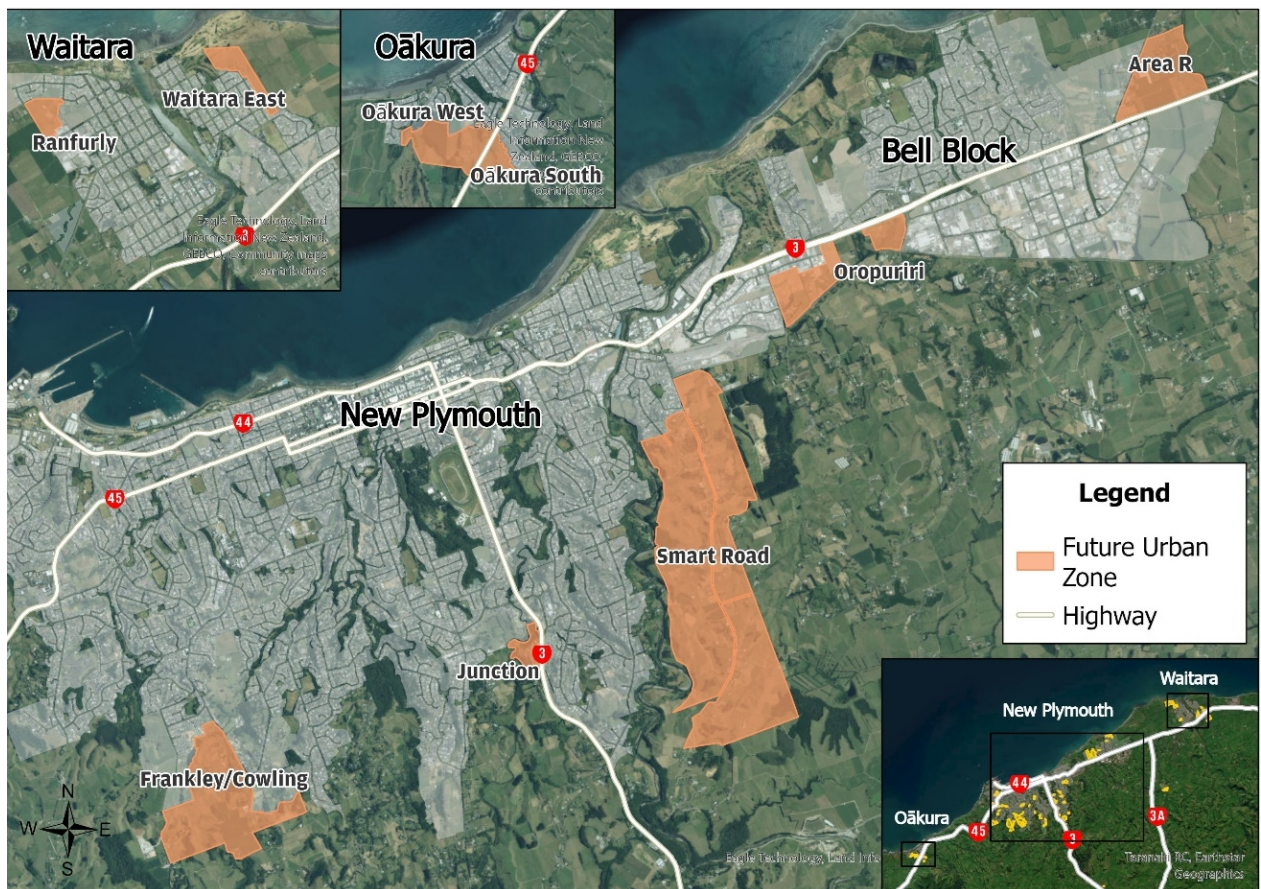
A June 2021 report undertaken by Property Economics⁹ indicates that the district has sufficient industrial zoned capacity to accommodate future industrial land demand over the long-term. Future growth of the industrial sector is well catered for, including an element of spare capacity.

Future Urban Zones

Future Urban Zones will provide long-term growth (10-30 years) within the district. These areas apply to land that has been identified as being suitable for urban development in the future and are identified in Figure 12 below. When the land is needed for urban purposes, it will be rezoned to enable that to occur (e.g. to a residential or industrial zone). Through the hearing of submissions on the FDS, the timing for feasibility, master planning and plan changes have been brought forward for Frankley/Cowley, Area R, Oakura South, Smart Road and Oropuriri, as shown in the FDS Implementation Plan.

⁹ Property Economics (2021), *New Plymouth Future Industrial Land Demand Economic Assessment*, (<https://proposeddistrictplan.npdc.govt.nz/media/hcsn00ag/hearing-10-appendix-3-property-economics-report.pdf>)

Figure 12: Future Urban Zones



Each of these areas are located to provide logical extensions to existing urban boundaries.

Well-considered structure planning of Future Urban Zones will be vital to ensure development occurs in such a way that ensures the outcomes of this FDS are achieved. These processes can have long lead in times. As such, it is important that the Councils recognise the time and resource these processes take and begin to prioritise areas for future development.

Smart Road FUZ

Smart Road Future Urban Zone is the largest urban growth area in the district and totals 372.1 hectares. This area will see the logical extension of the New Plymouth urban area and maintain a relatively compact urban form, and allow access to schools, community services and the city centre.

Members of the development sector have strongly advocated for enabling the development of portions of this area within the short-term. In particular, interest has been shown in developing approximately 20 ha of land at the northern extent of the current boundary of Future Urban Zoning.

Significant investment in the planning, design and delivery of infrastructure is required prior to development of this area. Full details of the infrastructure required can be found within the Technical Document supporting this strategy. Of particular note is the need to increase level of service in relation to water supply. At present it is not possible to provide adequate firefighting flow to this area. The solution for resolving this requires an “all of catchment” approach, requiring the construction of a new reservoir at the southern end of Smart Road and an associated trunk main. Both wastewater and stormwater also require solutions to enable development of the land, including consideration of impact on existing river management schemes. As such, it will be difficult to develop a portion of the area “out of sync”.

It is also important to note that no structure planning exercise has taken place for Smart Road. The typologies and densities of development enabled would be best determined through this process. Given the size of the area, it is likely that some provision for commercial services and social infrastructure would be appropriate. The Ministry of Education has also indicated that the development of Smart Road is likely the point at which additional education facilities would be required for the district.

Given the timing involved in the planning, design and delivery of both structure planning for the area and solutions to current three waters levels of service, it is considered appropriate for the area to remain as a long-term option for growth. However, given the importance of Smart Road to New Plymouth’s overall growth, it would be appropriate for the Councils, over the short-term, to give further consideration to how and when the area will develop. Master planning of the Smart Road FUZ is included in the Implementation Plan.

Junction FUZ

The Junction Future Urban Zone is located next to the Junction Structure Plan Development Area. This area is located in Upper Vogeltown. The topography of the area is steep to undulating with the land dropping towards the south from Tarahua Road and a steep ridge extending north to south from the eastern end of Junction Street. The Te Henui Stream frames the area and provides high recreational value to the area. Totalling 9.9 hectares in area, this zone has the potential for 113 feasible lots although this is dependent on ground conditions which will be determined through subdivision.

Additional wastewater services to enable future development of the area are included in the LTP.

Ōakura South/West FUZ

The Ōakura growth areas were identified as part of the Ōakura Structure Plan process, under the guidance of the Coastal Strategy. Located on either side of State Highway 45 these areas provide potential land supply for the district.

Ōakura South is 13 hectares in size with the potential for 117 feasible lots. Areas along the Ōakura River have been removed from the area as they are not developable for residential use.

This area has been subject of a recent unsuccessful private plan change application. The landowner also pursued residential rezoning through the PDP hearings. These processes did not question the suitability of the land for development in the long-term (as it is currently earmarked), but rather that at present, there were sufficient reasons to not rezone to urban at this time.

The landowner has also indicated that this area should be included within this FDS as suitable for residential use in the short term. As per the decisions in each of these previous processes, it is considered appropriate to maintain this area for long-term development potential.

The Ōākura West area is 39.5 hectares with the potential for 355 feasible lots.

Both growth areas require comprehensive structure planning which will likely need to be informed by a social impact assessment. In order for Ōākura to grow, we need to understand how the social impacts of growth will be managed. Infrastructure considerations also need to be worked through. There are particular issues regarding access and the intersection of Wairau Road, with an intersection and consideration to the three waters is also required. Provision of open and recreation space, medical and educational facilities will also form part of this future analysis.

Frankley/Cowling FUZ

This Future Growth Zone is located on the south western pocket of the New Plymouth urban boundary. It is a large area of 138.5 hectares, with the potential for 814 feasible lots. The growth area is accessible to services and schools and has good roading connections to the central city. Located on the western side of the city the identification of this area balances future growth pressures and maximises the use of existing community facilities and resources. It provides for the outward extent of urban growth, clearly defining the future urban boundary of New Plymouth city.

There are infrastructure constraints associated with the development of this land, particularly in regard to wastewater and potable water supply. Upgrades have been included in the Infrastructure Strategy.

Ranfurlly Street, Waitara

This is a new area included in the PDP and is 11.6 hectares. This land is part of the original survey plans for Waitara and contains a grid layout of paper roads. It represents a logical boundary for urban containment of the western edge of Waitara. Using this area will allow existing pathways and road networks to be utilised and will help to ensure that the town is not compromised by sporadic and/or disconnected development. Whereas there are many natural hazards impacting Waitara, the Ranfurlly FUZ contains no known hazards.

Waitara East

This Future Urban Zone is 19.2 hectares in size with the potential for 231 feasible lots. Through the PDP process, this area was reduced substantially in size due to the cultural values associated with the whenua and awa of the area and to better meet the urban growth needs of Waitara. Two other areas have been identified as more appropriate for growth in Waitara (further rezoning along Armstrong Avenue and a new Future Urban Zone over Ranfurlly Park). These two new areas are considered to be more logical for residential development given their location to existing amenities and infrastructure, however this area also holds cultural importance to Manukoriki hapū. These cultural values will need to be taken into account in future subdivision processes. Note: The ODP Waitara West Future Urban Development Overlay has not been carried over into the PDP.

Area R

Area R is the eastern extent of development in the Bell Block area. There are access issues with the State Highway intersection that are being addressed through the Airport Drive Realignment project. NPDC has accelerated planning in this area and is progressing a designation to support the changes to the local roading network that will accommodate and support a local roading upgrade. The land is earmarked for future employment land, although there is potential for residential land to the west of the proposed Airport Drive realignment. Further economic work will help determine how the land should be utilised to complement established business land in and around Bell Block.

Oropuriri

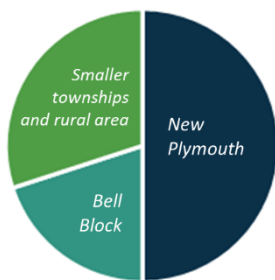
This area of 25.8 hectares is located between the State Highway and Oropuriri Road and has been investigated for future industry zoning (continuing the land-uses at either side) through previous district planning processes. Significant cultural values have been identified in this area by Puketapu and Ngāti Tawhirikura hapū. Any further roading connection is likely to impact cultural values impacting the ability for the area to be comprehensively developed. Further investigations are required regarding stormwater management and roading.

5.1 What capacity will this provide?

Residential Land

The FDS provides potential capacity for about 12,043 new houses in and around the New Plymouth district. This is slightly more than the projected demand of 11,027 New Plymouth district is required to accommodate over the next 30 years (by the end of 2054). This capacity is calculated based on the assumption that the measures associated with future plan changes identified in the FDS Implementation Plan are completed.

We estimate that the FDS will provide capacity for new houses across the New Plymouth district as follows:

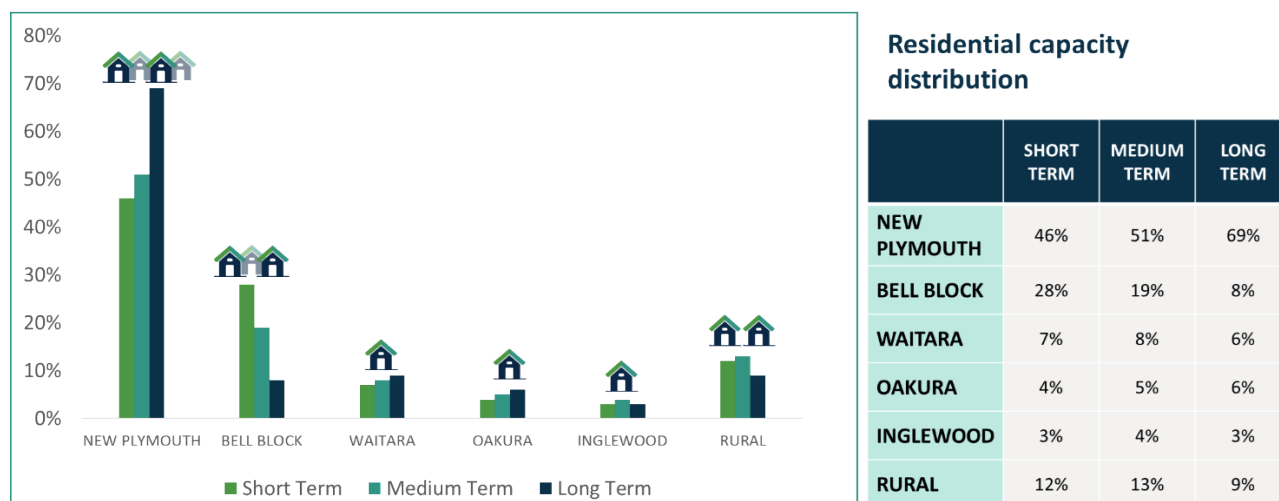


Over the last five years, around 50 per cent of all new dwellings were in residential areas of New Plymouth, with an additional 20 per cent in the Bell Block residential area. The remaining 30 per cent are either in the residential areas of our smaller townships or the rural area. Bell Block is expected to continue to have a high number of consents in the short term to medium term, with the development of the Puketapu Structure Plan Development Area and a large proportion of undeveloped residential land.

Historically NPDC has seen a high proportion of consents in Rural Production Zone. However, policy changes to the PDP aim to decrease the number of applications in the rural environment (short to medium term) along with the zoning to Rural Lifestyle Zone.

The anticipated residential capacity distribution throughout the New Plymouth district is shown in Figure 13.

Figure 13: Anticipated Residential Capacity Distribution Throughout New Plymouth District



Business Land

Most of the district’s long-term capacity designated for retail and commercial use is in the city centre and the adjacent Mixed-Use Zone. The overall potential plan-enabled, feasible, and suitable for development capacity amounts to 44.3 hectares.

In the short to medium term, the current potential capacity for industrial land in the district is met by the existing industrial land, totaling 163 hectares. To ensure sufficient capacity for long-term demands, NPDC has identified the Oropuriri FUZ, encompassing 44 hectares, as the designated area for future industrial development.

6 Implementation

The FDS is intended to provide direction, give confidence to, and help our partners to play their part in the growth and development of our urban areas. The FDS will not be delivered by the Councils alone and the delivery of many of the actions will require wider engagement through other processes. The Councils will need to partner with iwi and hapū, the Government, non-government organisations, businesses and community groups to achieve positive growth.

How can we best manage and foster relationships between the Council, the development community and other stakeholders for increased understanding of expectations and intentions?

The FDS is a long-term strategic document with a 30-year view of growth and development, and it cannot be delivered all at once. To achieve the FDS outcomes and implement the growth strategy, we need to take actions over a long period of time. The timing and staging of development are key components of implementation.

A FDS Implementation Plan will sit alongside the FDS as a single document, as required by the NPS-UD. An Implementation Plan provides guidance on how and where growth and associated infrastructure will occur. It also provides a framework for prioritising actions over the short, medium and long term.

The Structure Plan Development Areas identified in the FDS form a key component of the FDS Implementation Plan. Where Council activities to support growth are included in the LTP, these have been included in the Implementation P

lan. We will align future LTP and FDS processes, to deliver the planning and delivery of key infrastructure to support growth.

In addition to the FDS Implementation Plan, NPDC already promotes the use of the Residential, Subdivision and City and Town Centre Design Guides in its day-to-day implementation of the PDP. In the future, opportunities to encourage and incentivise intensification may be explored. This will support a key outcome of the FDS, that being to achieve a compact city where people can easily access jobs, services, education and quality open spaces. It also follows the District Plan Review where a considerable area of land was upzoned to provide for intensification. The district now has over 400 hectares of medium density zoned land, and infrastructure upgrades will be required to support infill.

Implementation with a focus on collaboration:

As part of the ongoing implementation of the FDS, NPDC will continue to meet regularly with the Technical Professionals Group and Developers Forum. This will be complemented by the Ngāmotu Growth Advisory Panel which is envisaged to provide an elevated collaborative platform for the District's growth planning.

Collaboration with tangata whenua and a Māori growth planning project is also included in the FDS Implementation Plan. This will investigate opportunities for accelerated structure planning, future urban planning and papakāinga in partnership with iwi and / or hapū.

The Councils' role in future infrastructure planning will be transparent through the Implementation Plan, and there will be flexibility to consider out-of-sequence growth where developers wish to lead master planning and plan changes.

The FDS Implementation Plan does not require public consultation under the NPS-UD. It is a stand-alone document that sits alongside this FDS and will be reviewed and updated annually.

6.1 Monitoring and Review

The FDS is a long-term strategic document that cannot be delivered all at once and in itself will not result in immediate change. To achieve the FDS outcomes and to deliver housing, we need to take actions over a long period of time. Ongoing monitoring of development will assist evaluating how our urban areas are growing and whether there is a need to bring forward, push back, or re-align the zoning and infrastructure servicing of land in response to demand.

Monitoring, review and responding to change as necessary is essential. The Councils are committed to working alongside iwi, hapu and the development sector to continue to improve and refine modelling. This is an area of continuous improvement and also a continual cycle of monitoring, modelling and pivoting where needed.