



# Draft Future Development Strategy for Ngāmotu New Plymouth 2024-2054

# 1. Introduction

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

This draft Future Development Strategy for Ngāmotu New Plymouth (the draft 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 and how many new homes and businesses will be located.

This draft 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)<sup>1</sup>. 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.

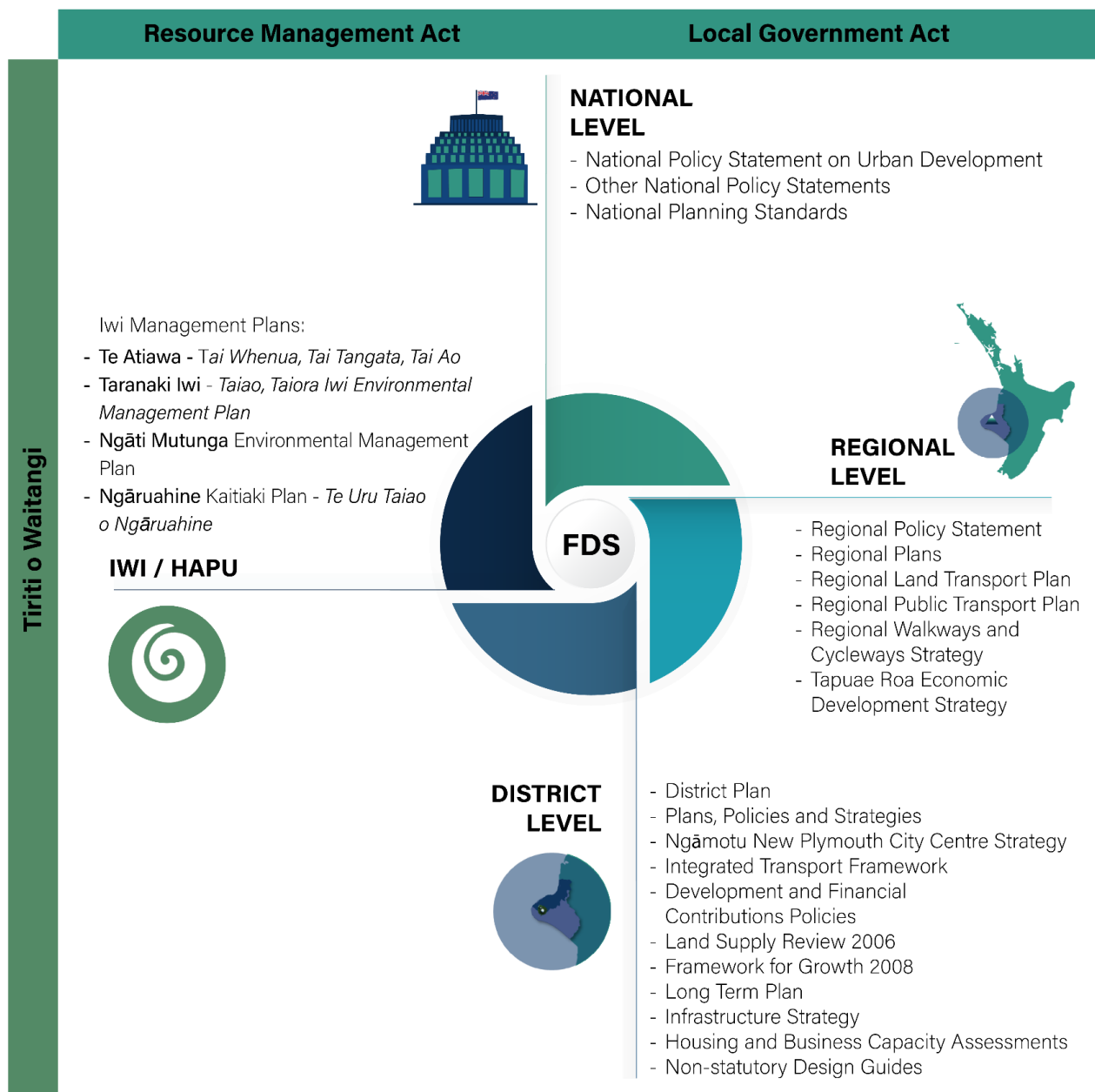
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<sup>1</sup> MfE, National Policy Statement on Urban Development 2020, (<https://environment.govt.nz/acts-and-regulations/national-policy-statements/national-policy-statement-urban-development/>)

## 1.2 Policy framework - Where does the draft FDS fit?

The draft 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 draft 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.

## 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)<sup>2</sup>. 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)<sup>3</sup> 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:



Extensive opportunity for infill housing through Medium Density Residential Zones (over 400ha)



Residential greenfield development in five Structure Plan Development Areas



Nine locations identified as Future Urban Zone



A healthy supply of land zoned for business purposes (industry and retail)

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

<sup>3</sup> NPDC, *Proposed New Plymouth District Plan Homepage*, ([www.proposeddistrictplan.npdc.govt.nz](http://www.proposeddistrictplan.npdc.govt.nz))

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 draft 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 draft FDS.

**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.*

### 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:<sup>4</sup>

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

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.

<sup>4</sup> NPDC, Housing and Business Capacity Assessment (2024)

*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 180m<sup>2</sup> 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 reduces 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), 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 and Infrastructure Strategy help in this planning and decision making.

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 draft 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 coverage of vegetation 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 draft 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)*<sup>5</sup> 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.

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<sup>5</sup> 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)<sup>6</sup>; Emissions Reduction Plan (2023)<sup>7</sup>; Adaptation Plan (drafting underway); and the 10-Year Plan for “Planting our Place”<sup>8</sup> 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
- Recognising emerging technologies that offer potential for a transition to a low-emission economy.

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

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

<sup>8</sup> 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/>)

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*

## 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 draft statement was developed through NPDC's Ngā Kaitiaki hapū and iwi resource management working group. The Councils will continue to work with hapū and iwi to refine its content through the development of the FDS.



***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.



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

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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.



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

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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.



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

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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 Pre-draft consultation

In addition to our engagement with tangata whenua, we have consulted with various other parties in preparation of the draft FDS.

Much of the delivery of our district's growth and development comes from our development community, infrastructure providers and particular government organisations such as Kāinga Ora Homes and Communities. These are the people who build our homes and businesses, provide the network utilities and social infrastructure to support those activities that help shape our community.

Using the PDP as a baseline, we have sought feedback from development and technical professionals on how and where the district should grow. We have explored what areas should be prioritised to cater for short, medium and long-term growth, as well as additional areas that might be worthy of consideration. Importantly, this exercise has also helped identify what opportunities and constraints the Councils should be aware of for each growth area based on local "on the ground knowledge" from the people who help build our district. This feedback has informed both our analysis of growth areas, as well as the methods we will use to implement this strategy.

We have also engaged with infrastructure providers and government organisations who have all emphasised the importance of making use of existing urban areas/infrastructure and avoiding ad-hoc development in disconnected or isolated locations. They agree that growth should be accessible to existing centres, amenities, schools, employment and open space reserve areas. Public transport options also need to be taken into account. In particular:

- The New Zealand Transport Agency Waka Kotahi seeks to maintain the efficiency of the state highway network, highlighting that long-term development in Smart Road will require their input;
- Kāinga Ora Homes and Communities are supportive of using Medium Density Zones and centres to increase the number of smaller housing options in locations with established amenities. They are interested in housing affordability, healthy long-term rental options and the need to increase the proportion of accessible housing for disabled people, lower cost accommodation and social housing; and
- The Ministry of Education has advised that the district is supported by a network and variety of educational facilities and recognise the benefits of upgrading existing assets as the district's population increases.

Engagement with these agencies is ongoing and the Councils will continue to work with them to understand and take their views into account, both in finalising and implementing the FDS.

As a network utility provider, NPDC will need to be involved in decision-making on all core growth infrastructure projects and will work alongside developers and other infrastructure providers and government organisations. This will involve structure planning for things like water supply reticulation and upgrades, sewer extensions, pump stations, stormwater treatment, roading extensions, new pathways, land purchase and parks development. TRC also need to be involved in decision making on river catchments, flood management and the provision of and connectivity to public transport.

The method for providing infrastructure varies with the size of the development or growth area. It can be delivered by developers, who then incorporate the cost of development contributions into the sale price of the property, or by the Councils through our Long-Term Plans, with costs recouped via development or financial contributions.

### 4.3 Outcomes for the FDS

The draft 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	
CHOICE	A variety of housing types, sizes and tenures, including papakāinga, are available across the district in quality living environments to meet the community's diverse cultural, social and economic housing and well-being needs.
CAPACITY	There is sufficient capacity available to meet the short, medium and long-term housing and business demands of the district.
INFRASTRUCTURE	New infrastructure is planned, funded and delivered to integrate with growth and existing infrastructure is used efficiently to support growth.
EMISSIONS	Urban form supports reductions in greenhouse gas emissions.
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.
ACCESS	The district develops as a compact urban environment, where people can access jobs, services, education and open space.
ENVIRONMENT	Urban environments are designed to integrate and enhance natural features and minimise environmental impacts.
RESILIENCE	The urban environment is resilient to the likely current and future effects of natural hazards including climate change.



FDS OUTCOMES	
TANGATA WHENUA	Urban development and form recognises and provides for the relationship of tangata whenua with their culture, traditions, ancestral lands, waterbodies, sites, areas and landscapes and other taonga of significance.
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.




4.4 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
<div>Highly Productive Land</div> <div></div>	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.
<div>Hazards and Risks</div> <div></div>	<p>Natural hazards such as slope instability, fault lines, flooding, and coastal erosion may pose risks to people, property and the environment.</p> <p>Some land is contaminated due to previous use involving hazardous substances.</p> <p>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.</p> <p>Climate change is expected to increase many types of natural hazard risk over time.</p>

DEVELOPMENT CONSTRAINT	EXPLANATION
<b>Scheduled Features and Protected Land</b> 	<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).</p> <p>The presence of scheduled features does not necessarily preclude urban development but may have an impact on housing yield and increase costs.</p> <p>Land protected under the Conservation Act or Reserves Act is not appropriate for urban development.</p>
<b>Infrastructure</b> 	<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.</p> <p>The location and topography will influence whether the land is able to be feasibly serviced or 'infrastructure ready'.</p>
<b>Reverse Sensitivity</b> 	<p>Development may be inappropriate in some localities because of existing lawfully established uses that are not compatible next door to residential living, including industrial activities and intensive farming.</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 draft FDS supporting Technical Document.

## 4.5 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 draft 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

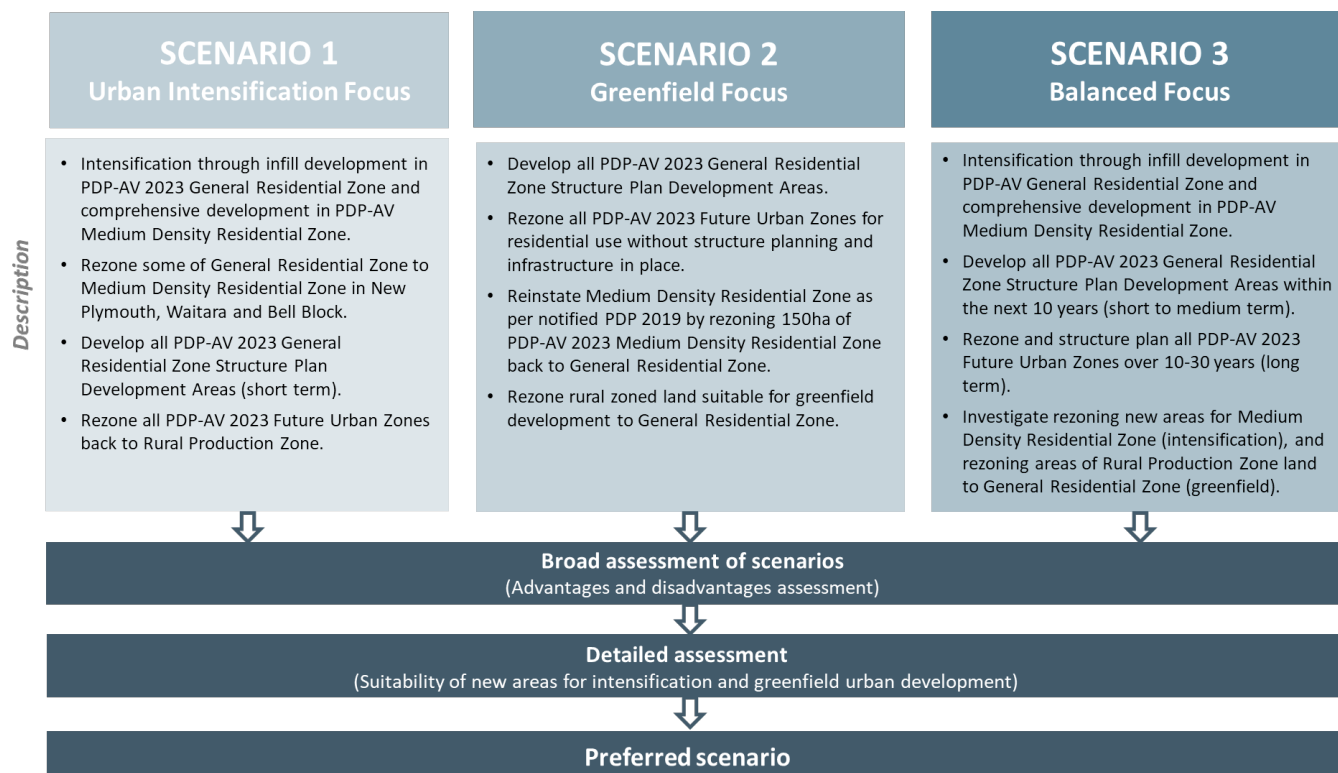
The draft FDS has examined various spatial scenarios to understand the spatial distribution of residential land and how different models might support meeting the district's anticipated demand for housing over the next 30 years.

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 draft 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**



### Spatial Scenario 1: Urban Intensification Focus

This scenario tests the concept of providing for future residential growth in existing urban areas through significant amounts of intensification. It would remove the Future Urban Zone from the growth strategy and would instead, heavily rely on intensification to provide for long term growth.

In terms of spatial distribution, this scenario would adopt the 417ha of intensification potential created through the PDP rezoning of medium density areas but would also 'upzone' land in New Plymouth, Bell Block and Waitara from General Residential Zone to Medium Density Residential Zone. The intensification areas are located to provide good access to amenities, education, employment and transport options. The existing bulk and location provisions in the Medium Density Residential Zone would apply which enable up to three residential units as of right.

Intensification is the process of building more homes within existing urban areas. It would seek to encourage and enable more housing to be created through the replacement or adaptation of existing buildings or through more well managed development of underutilised land. A by-product of this approach can be a lessening of the need to expand development into rural areas that can be important for their productive capacity and other values.

The intensification of these urban areas would range from smaller-scale infill such as minor units/additional units on an existing site or within existing buildings, to attached housing developments in existing neighbourhoods, and more comprehensive apartment developments on larger sites.



**The advantages of this scenario would be:**

- Existing infrastructure is in place, or for Structure Plan Development Areas NPDC has a programme of work to provide infrastructure within the next ten years;<sup>9</sup>
- Increased opportunities for infill development capacity in the short to medium term;
- Accessibility and a reduction in the vehicle kilometres travelled;
- Reduced urban sprawl;
- Retention of highly productive land; and
- Uses existing business land and reinforces the role and function of our existing city, town and local centres, along with commercial and industrial areas.



**The disadvantages of this scenario would be:**

- Not likely to provide sufficient housing capacity;
- Does not provide for housing choice over the long-term (may lead to an oversupply of semi-detached homes and apartments and not enough standalone dwellings to meet demand);
- Smaller lot sizes may compromise the ability to provide for infill and inter-generational living arrangements;
- Potential to result in higher residential land values;<sup>10</sup>
- Not all new urban areas are easily accessible to existing centres, service amenities, schools, employment, open space reserve areas, etc. or serviced by regular public transport options;
- Existing infrastructure may need to be upgraded to cope with increased intensification; and
- Relies on a high number of landowners undertaking infill development, which in the district is currently a less utilised model.

## Spatial Scenario 2: Greenfield Focus

This scenario tests the concept of providing significant portions of the district's residential growth within greenfield land and the PDP Future Urban Zones.

This scenario would adopt the greenfield availability of the PDP but increase the amount of greenfield land in the district by rezoning additional land from Rural Production Zone to General Residential Zone. It

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<sup>9</sup> Note: Upgrades and capital expenditure would be required to support infill and intensification

<sup>10</sup> See paras 10.5-10.6 Property Economics, [Hearing 22 s42A Report Rezoning Overview Report Appendix 5 Tim Heath Statement of Evidence](#)

would also rezone the existing Future Urban Zones to have them zoned general residential immediately. The existing bulk and location provisions in the General Residential Zone would apply.

Intensification available through the Medium Density Residential Zoning would revert back to the extent contained within the notified version of the PDP (2019) – a land area of 266ha. This would mean that the additional 150ha of Medium Density Residential Zoned land contained in the PDP-AV (Proposed District Plan Appeal Version 2023), would revert to General Residential Zoned land. The locations of medium density areas would be focused more closely around the city centre and local and town centres.

Using areas identified by the development and technical professionals community as part of the pre-draft consultation on this draft FDS, we have tested the suitability of the following additional areas for greenfield growth:

Carrington North, Carrington South, Bell Block North, Bell Block South, Inglewood South West, Inglewood South East, Waitara West, Waitara South West, Waitara South East, Lepperton South West, Lepperton South East and Urenui West.



**The advantages of this scenario would be:**

- Provides sufficient housing capacity;
- Potential to reduce overall residential land values;
- Increased ‘ease’ of development i.e. familiarity for development community in this type of development model;
- Typology and locational choice; and
- Further land for large scale development models.



**The disadvantages of this scenario would be:**

- Not all areas are easily accessible to existing centres, service amenities, schools, employment, open space reserve areas etc or currently serviced by regular public transport options and further sprawl may hamstring future provision;
- Reduction of feasibility rates for urban intensification, given the perceived comparative ease and lower costs associated with greenfield development, meaning these development opportunities will typically be pursued first; <sup>11</sup>
- Would be inefficient in relation to providing affordable infrastructure. Council would need to extend and upgrade water and wastewater infrastructure and transport networks to Future Urban zoned land within the next ten years. Currently Council has only fully investigated and allocated funding for 3 water infrastructure for PDP-AV Structure Plan Development Areas which provide growth in the short to medium term (in the 10 years);
- Would not enable meaningful engagement and consultation with tangata whenua as structure planning processes are not undertaken;

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<sup>11</sup> See paras 10.6-10.10 Property Economics, [Hearing 22 s42A Report Rezoning Overview Report Appendix 5 Tim Heath Statement of Evidence](#)

- Would encourage urban sprawl;
- Limits the ability to undertake necessary investigations that would ordinarily be part of a structure planning programme; and
- Reduction in land available for food production, economic gains from exports, employment opportunities and social wellbeing of rural communities.

### Spatial Scenario 3: Balanced Focus

This scenario tests the concept the providing for the district's growth through a combination of relatively large areas of medium density residential zoning and the more intensive housing options associated with this, while also providing for greenfield expansion in a staged and focused way.

This scenario would retain the extent of the medium density and greenfield availability of the PDP. It would also retain the Future Urban Zones, as long-term options for growth. The existing bulk and location provisions in these zones would apply.

In addition to these existing areas, this scenario would consider the possible additional sites for both intensification and greenfield growth described within Scenarios 1 and 2.



#### **The advantages of this scenario would be:**

- Provides sufficient housing capacity;
- Potential to reduce overall residential land values;
- Increased certainty of growth accommodation;
- Provision of residential and business capacity required over the long-term;
- Existing infrastructure is in place in PDP Residential, Commercial and Industrial Zones;
- Increased opportunities for infill development capacity in the short to medium term;
- Increased flexibility in the market by providing for a range of housing types;
- Accessibility and a reduction in the vehicle kilometres travelled;
- Reduced urban sprawl;
- Retention of highly productive land;
- Further land for large scale development models;
- Typology and locational choice;
- Improved market competitiveness (as directed by the NPS-UD);
- Staged development with developing of PDP-AV Structure Plan Development Areas in the short to medium term and then Future Urban Zoned land in the long- term;
- Enables the Council to investigate and fund infrastructure for new growth in a timely manner; and
- Structure planning of Future Urban Zoned land enables engagement and consultation with tangata whenua and for scheduled and non-scheduled values to be protected and managed.






#### The disadvantages of this scenario would be:



- Reliance on existing or older infrastructure until such time as it is upgraded;
- Not all urban areas are easily accessible to existing centres, service amenities, schools, employment, open space reserve areas etc or serviced by regular public transport options;
- Potential reduction of feasibility rates for urban intensification given the abundant available supply of greenfield land and the perceived comparative ease and lower costs associated with greenfield development, meaning these development opportunities will typically be pursued first;
- Council would need to extend water and wastewater infrastructure to meet PDP subdivision requirements (i.e. all new allotments must be provided with a piped connection at the boundary to the Council's urban reticulated water and sewerage system); and
- Some urban sprawl.




## 4.6 Evaluation Criteria for New Intensification and Greenfield Areas

To help us consider the additional targeted growth sites, we have compiled a set of evaluation criteria. These criteria have been used to assess whether an area is suitable for residential growth. These criteria are outlined in Table 2 below. The areas of land assessed and included through the PDP-AV have not been assessed again through this process. The submissions and associated hearings relating to the PDP-AV allowed for a detailed assessment of the land use of the areas and the appropriateness of the zoning and as such, have not been considered again here.

**Table 2: Evaluation Criteria Used to Assess Areas Within Each Scenario**

CATEGORY	MATTERS FOR CONSIDERATION	FEATURE
<b>Landform</b> 	Area is generally at a gradient that enables development	Contours
<b>Highly Productive Land</b> 	Areas which are located on Land Use Capability Class 1, 2 or 3 land and are zoned Rural Production under the PDP are generally not appropriate for urban development	Land use capability classes
<b>Scheduled Features and Protected Land</b> 	Coastal environments (including the coastal marine area), wetlands, and lakes and rivers and their margins are less favourable for growth	Coastal environment
		Wetlands
		Lakes
		Rivers
		Waterbody catchment
	Outstanding natural features and landscapes will be avoided	Natural features and landscapes
	Public access to and along the coastal marine area, lakes and rivers will be maintained and enhanced, along with strategic public access	Outstanding natural character
		Public access corridors




CATEGORY	MATTERS FOR CONSIDERATION	FEATURE
	corridors (coastal walkways, Taranaki Traverse, shared pathways, esplanade strips, esplanade reserves, access strips and access links)	
	Significant indigenous vegetation and significant habitats of indigenous fauna should be avoided	Significant natural areas (SNAs) Conservation covenants
	Effects on waahi tapu sites and other taonga should be carefully managed	Sites and areas of significance to Māori
		Historic places (Category 1 and 2), historic areas, wāhi tūpuna, wāhi tapu, wāhi tapu area
	Effects on historic heritage should be carefully managed	Heritage buildings, items and character areas
		Historic places (Category 1 and 2), historic areas
		Archaeological sites
		Notable trees
<b>Hazards and Risks</b> 	The risks associated with natural hazards and their impact on people, property and the environment are carefully managed	Volcanic eruption
		Earthquake fault line
		Coastal erosion
		Coastal flooding
		Flood detention area/spillway
		Flood plain
		Stormwater flooding
	People and property will not be exposed to hazardous substances	Liquefaction
<b>Infrastructure</b> 	Area is serviced with water infrastructure which meets current levels of service, or it is available at the boundary	Significant hazardous facilities
	Area is serviced with water infrastructure which meets current levels of service, or it is available at the boundary	Water infrastructure
	Area is serviced with stormwater infrastructure which meets current levels of service, or it is available at the boundary	Stormwater infrastructure
	Area is serviced with wastewater infrastructure which meets current levels of service, or it is available at the boundary	Wastewater infrastructure
	Area is serviced or can reasonably be serviced with multiple forms of transport infrastructure (including private vehicles, public transport, walking and cycling)	Transport infrastructure
	Area has access within reasonable driving distance to social infrastructure, including educational facilities, health facilities, community facilities and public open space (this may not be within the area itself)	Social infrastructure
	Area has access within reasonable walking distance to a local centre providing a variety of convenience-based goods and services for everyday needs (this may not be within the area	Local centre

CATEGORY	MATTERS FOR CONSIDERATION	FEATURE
	itself), or a local centre can be planned for in a structure plan	
	Area will not impede infrastructure that is significant at a national, regional or district level	Gas transmission pipeline
		National grid
		Airport
		Port
		Designations (includes railway corridors and state highways)
<b>Contiguous Zoning</b> 	Area will be consistent with surrounding land uses and not result in spot/ad hoc zoning	Zoning
<b>Reverse Sensitivity</b> 	New residential and business land uses will not compromise the operation of lawfully established primary production activities which generate effects such as dust, odour, traffic and noise	Lawfully established activities including energy activities, quarries, pig farms and poultry farms
<b>Tangata Whenua</b> 	Development will enable tangata whenua to protect, develop and use their ancestral land in a way which is consistent with their culture and traditions and their social, cultural and economic aspirations	Papakāinga

More detail on how the evaluation criteria was developed and applied is contained within the Technical Document.





## Summary of Possible New Growth Area Evaluation




Each criterion for each area within a scenario was allocated one of the following colours:

	Aligns with the matter for consideration
	Somewhat aligns with the matter for consideration
	Does not align with the matter for consideration

The results of the assessment against the evaluation criteria are broadly summarised in terms of possible new intensification and greenfield areas below in Table 3. The colour allocated for each category is a summary of all features assessed for all areas within the areas.

Table 3: Summary of Possible New Growth Areas Against Evaluation Criteria

CATEGORY	NEW URBAN AREAS	NEW GREEN FIELD AREAS	EXPLANATION
<b>Landform</b> 			<p>The district is located between Taranaki Maunga and the Tasman Sea meaning that rivers flow from the top of the mountain down the valleys to the sea. Therefore it is common for areas within all scenarios to have undulating landscapes. It is particularly noticeable in western areas of the <b>Urban Intensification Focus</b> scenario, such as Spotswood, Blagdon and Lynmouth. Almost all areas in all scenarios are considered developable, except for Lower Vogeltown in the <b>Urban Intensification Focus</b> scenario which has a steep gully.</p>
<b>Highly Productive Land</b> 			<p>Land classed as LUC 1, 2 or 3 (meaning it is highly productive under the NPS-HPL) is not deemed highly productive if it is not already zoned as general rural production in the PDP. This means that all areas within the <b>Urban Intensification Focus</b> scenario are favourable because they are already zoned General Residential Zone. However, the requirement to protect highly productive land under the NPS-HPL presents an obstacle for developing areas within the <b>Greenfield Focus</b> scenario because all areas are partially or entirely classed as LUC1, 2 or 3, or are a mix of LUC1, 2 or 3. To enable the areas within this scenario to be developed, they would need to meet the matters listed in Clause 3.6 of the NPS-HPL.</p>
<b>Scheduled Features and Protected Land</b> 			<p>All scenarios have areas containing scheduled features and protected land except for Lynmouth and Whalers Gate (<b>Urban Intensification Focus</b> scenario) and Waitara South West (<b>Greenfield Focus</b> scenario). Archaeological sites and sites and areas of significance to Māori are prominent in areas within the <b>Urban Intensification Focus</b> scenario. Many areas contain rivers, which is expected given our district's location between Taranaki Maunga and the Tasman Sea. However, rivers aside, there are no scheduled features and protected land located within several areas in the <b>Greenfield Focus</b> scenario (Inglewood South West, Inglewood South East and Waitara West) and the <b>Greenfield Focus</b> scenario (Lepperton South West and Lepperton South East).</p>
<b>Hazards and Risks</b> 			<p>Stormwater flooding areas feature highly in this category, being present in almost all areas within the <b>Urban Intensification Focus</b> scenario. Waitara (<b>Urban Intensification Focus</b> scenario) is particularly impacted by the volcanic hazard, coastal flooding and flood plain overlays. In addition, Smart Road's Future Urban Zone (Greenfield Focus) has an existing flood protection scheme in place nearby. However, the flood protection scheme associated with the Mangaone Stream is currently operating at its maximum capacity for river flooding. Therefore, any new development in Smart Road will require further investigations and planning to ensure the flood protection provided by the Mangaone scheme continues to be effective.</p>
<b>Infrastructure</b>			<p>All areas within the <b>Urban Intensification Focus</b> scenario are serviced by infrastructure. Some existing urban areas have known infrastructure issues, including that the Inglewood and Waitara wastewater networks are experiencing overflows of raw sewage during heavy rain</p>

CATEGORY	NEW URBAN AREAS	NEW GREEN FIELD AREAS	EXPLANATION
			events. There is capacity in the water supply network in all existing urban areas apart from the areas east of the Waiwhakaiho River (Bell Block and Waitara). Under the <b>Greenfield Focus</b> scenario, some areas have some infrastructure available at the boundary. Of note, Bell Block South does not have wastewater infrastructure or a water supply with capacity nearby. If the <b>Greenfield Focus</b> scenario is developed, upgraded or new infrastructure will be required. Critically, in terms of developing well-functioning urban environments as required by the NPS-UD, some existing urban areas do not have access within reasonable walking distance to a local centre. These include Lynmouth and Strandon ( <b>Urban Intensification Focus</b> scenario.). It is noted that the national grid does run across Upper Vogeltown and this is a matter to consider for Carrington North and Carrington South ( <b>Greenfield Focus</b> scenario).
Contiguous Zoning 			If rezoned, almost all areas in both scenarios would be contiguous with existing zoning. The <b>Urban Intensification Focus</b> scenario is particularly favourable because it upzones existing residentially zoned land to Medium Density Residential Zone. However, there is a notable exception within the <b>Greenfield Focus</b> scenario. If rezoned as General Residential Zone, Bell Block South is adjacent to the existing General Industrial Zone in the north east and to two Future Urban Zones in the north which could be rezoned as General Industrial Zone. Enabling residential development next to the existing General Industrial Zone in the north east is of particular concern given that the industrial activities operating there are heavy in nature and can create adverse effects such as noise, odour, dust, fumes and smoke.
Reverse Sensitivity 			There are likely to be no issues with reverse sensitivity in the areas within the <b>Urban Intensification Focus</b> scenario because they are already zoned for residential activities and there are no energy activities, quarries, pig and poultry farms present. There are several poultry farms within or nearby Bell Block South, Waitara West, Lepperton South West and Lepperton South East ( <b>Greenfield Focus</b> scenario).
Tangata Whenua 			Depending on the type and scale of development, some areas in both scenarios may require consultation and engagement with tangata whenua to enable their consideration of the social, cultural and economic matters to inform decision-making. Land zoned for Māori Purpose Zone and papakāinga developments are also another way in which tangata whenua are able to protect, develop and use their ancestral land in a way which is consistent with their culture and traditions and their social, cultural and economic aspirations.

## 4.7 Discussion on Additional Growth Options

Noting that the PDP already provides sufficient land for long-term housing and business needs, we do consider that some of the additional growth areas identified have merit for residential growth and could assist in achieving the outcomes sought through the FDS. The merits of these areas are discussed below.

## Urban Intensification

The potential new urban intensification areas are most aligned with the FDS outcomes. In particular, they would meet the following outcomes:

- Increases the variety of housing types, sizes and tenures, including papakāinga, across the district in quality living environments to meet the community's diverse cultural, social, and economic housing and well-being needs;
- Supports an urban environment that is resilient to the likely current and future effects of natural hazards including climate change;
- Promotes an urban form that supports reductions in greenhouse gas emissions;
- Maintains and utilises a hierarchy of vibrant and viable centres that are the location for shopping, leisure, cultural, entertainment, residential and social interaction experiences. These centres cater to the community's employment and economic needs;
- Reinforces a compact urban environment, where people can access jobs, services, education and open space; and
- Protects highly productive land from inappropriate urban development.

The primary constraint impacting the suitability of urban intensification in urban areas is topography (especially steep slopes) and the location of land in proximity to a local centre, supermarket or store. The secondary constraint is stormwater flooding and the need to upgrade the urban stormwater network to prevent flooding downstream of the area of intensification. Noting these constraints, the following areas appear favorable:

### **Walkable areas with a generally flat gradient, not yet identified as having significant stormwater flooding:**

- Upper Westtown;
- Brooklands; and
- Bell Block.

### **Walkable areas with a generally medium gradient, not yet identified as significant stormwater flooding:**

- Blagdon; and
- Frankleigh Park.

Further analysis is needed to determine if the intensification of these areas would require any further three water infrastructure or transport upgrades, including the consideration of public transport upgrades.

## Greenfield

As stated earlier, additional areas of rural greenfield land that maybe suitable for urban development were suggested by developers and technical professionals. Generally, the least constrained greenfield sites are those located close to established urban areas which are serviced by public transport, near centres and close to existing three waters infrastructure.

The following discussion provides a summary of our findings:

### **Lepperton South West and South East and Urenui West**

Providing more residential development in these rural settlements aligns with the FDS outcome of providing a variety of housing types, sizes and tenures, including papakāinga, across the district and helps to meet the community's diverse cultural, social, and economic housing and wellbeing needs.

However, development of these areas would not meet the following FDS outcomes:

- Urban form that supports reductions in greenhouse gas emissions;
- A compact urban environment where people can access jobs, services, education and open space; and
- Protection of highly productive land from inappropriate urban development.

Council has purchased land to develop a wastewater treatment plan for Urenui, however on the whole the remaining areas are not serviced by either existing wastewater infrastructure or public transport. In particular, the lack of access to public transport means Urenui and Lepperton residents who work in Waitara, Bell Block or New Plymouth are reliant on personal vehicles. We have also heard through our pre-draft consultation that there is not a strong demand for working age residents and families to reside in Urenui. In addition, the development of land in Lepperton South West and South East is constrained by LUC 1, 2 and 3 land and the existence of poultry farming operations. The PDP requires a resource consent for the establishment of a new residential unit within 400 metres of an existing poultry farm.

### **Waitara and Inglewood Greenfield Areas**

The development of these areas would meet the following FDS outcomes:

- Promotes an urban environment that is resilient to the likely current and future effects of natural hazards including climate change;
- Supports an urban form that supports reductions in greenhouse gas emissions;
- Maintains and utilises a hierarchy of vibrant and viable centres that are the location for shopping, leisure, cultural, entertainment, residential and social interaction experiences. These centres cater to the community's employment and economic needs; and
- Maintains a compact urban environment, where people can access jobs, services, education and open space.

However, it fails to meet the following FDS outcomes:

- Infrastructure is planned, funded and delivered to integrate with growth and existing infrastructure is used efficiently to support growth; and
- Protection of highly productive land from inappropriate urban development.

As outlined in the Council's Infrastructure Strategy 2021 -2051 Waitara and Inglewood are experiencing significant stormwater and wastewater infrastructure problems.

Based on the current level of growth as provided for under the PDP, the Inglewood oxidation ponds and pump stations require upgrades to prevent discharges of untreated sewage during high rainfall events. Upgrades are also required to the sewage pumping system in Waitara to eliminate the need for the emergency sewage outfall pipe. Waitara township is experiencing on-going flooding issues. Some land located in the southern catchments of Inglewood which is identified for residential urban development is prone to flooding due to overland flow from the rural portions of the catchments.

Additional growth within the areas identified surrounding Waitara and Inglewood is expected to exacerbate these existing problems. For both the Waitara and Inglewood greenfield sites identified in this scenario the provision of three waters infrastructure has not been investigated. In particular, the impact of intensification on the current wastewater and stormwater systems, including planned and funded upgrades would need to be modelled and costed.

In addition, the majority of the land located in Waitara West and Waitara East is LUC Class 1 land, while the majority of land located in Inglewood South West and South East is LUC Class 3 land.

In the case of Waitara, existing natural hazards (flooding and liquefaction) may make residential infill development more costly in Waitara. Council is currently developing a spatial plan for the Waitara which will explore whether there is a need to rezone further land outside of the existing hazard areas to meet the demand for housing. Under clause 3.6(1) of the NPS-HPL the Council may allow the urban rezoning of highly productive land if there are no other reasonably practicable and feasible options for providing at least sufficient development capacity within the same locality and market while achieving a well-functioning urban environment.

### **Carrington South and Carrington North**

The development of these areas would meet the following FDS outcomes:

- Supports an urban environment that is resilient to the likely current and future effects of natural hazards including climate change;
- Maintains and utilises a hierarchy of vibrant and viable centres that are the location for shopping, leisure, cultural, entertainment, residential, and social interaction experiences. These centres cater to the community's employment and economic needs; and
- Maintains a compact urban environment, where people can access jobs, services, education and open space.

While sited on the edge of New Plymouth's urban environment they are currently not serviced by any three waters infrastructure. Both areas are surrounded by an area of land zoned rural lifestyle.

While these areas are free of known natural hazards, both sites are constrained by having a medium slope gradient and the presence of the national grid, which runs through both sites. Further work is needed to understand the reverse sensitivity effects on the national grid.

### **Bell Block South and Bell Block North**

The development of these areas would meet the following FDS outcomes:

- The district has a hierarchy of vibrant and viable centres that are the location for shopping, leisure, cultural, entertainment, residential and social interaction experiences. These centres cater to the community's employment and economic needs; and
- The district develops as a compact urban environment, where people can access jobs, services, education and open space.

However, these areas are less favourable for development due to several other constraints as described below.

Bell Block North is subject to coastal erosion, stormwater flooding and liquefaction, as well as being located on highly productive land. While Bell Block South is located on highly productive land (a mixture of LUC Class 1, LUC Class 2 and LUC Class 3 land) and is not serviced by wastewater infrastructure. Additionally, Bell Block South is located next to the General Industrial Zone (which is particularly heavy on the eastern side) and there are existing poultry farms nearby.

### **Summary of desirability of the spatial scenarios and additional growth areas**

Our analysis shows that both Scenarios 1 and 2 have advantages and disadvantages, but that neither scenario is appropriate on its own and that a balanced approach to growth is most appropriate way to achieve a well-functioning urban environment. In particular, this analysis has highlighted:

- The urban intensification Scenario 1 is the most favourable when assessed against the draft FDS outcomes, however this approach alone does not provide housing choice (e.g. a variety of houses in different locations which cater for the living requirements of both smaller and larger households).
- Infrastructure and reverse sensitivity constraints are significant considerations in Scenario 2, particularly when considering the high cost of servicing greenfield areas with infrastructure.
- Scenario 2 would also not enable meaningful engagement and consultation with tangata whenua in the design and release of additional greenfield land.
- Both Scenario 1 and 2 carry social and infrastructure implications that would require significant reprioritisation for infrastructure providers and additional engagement processes.
- Some of the new areas for intensification considered under Scenario 1 have merit. Further investigation is required to better understand the desirability of rezoning all or part of Upper Westown, Brooklands, Bell Block, Blagdon and Frankleigh Park from General Residential Zone to Medium Density Residential Zone. More in-depth economic and infrastructure modelling is also required.

- While some greenfield rural areas considered under Scenario 2 offer connectivity benefits, almost all areas of greenfield rural land are not favourable for urban development due to being identified as highly productive land. Given the PDP has land zoned for residential and business needs for the next 30 years, rezoning of further greenfield rural land cannot be justified without further investigation at this point in time.
- The only exception in Scenario 2 is Carrington North and Carrington South. These greenfield rural areas show potential as they are not identified as highly productive land, but further feasibility analysis is required to understand any reverse sensitivity impacts on the national grid, as well as factors like slope, three water infrastructure and potential yield considerations.
- Other greenfield rural areas (that are identified as highly productive land) in Scenario 2 may warrant further investigation for long term growth potential, subject to other strategic planning process (i.e. spatial planning), monitoring and review of land supply.

## 4.7 Preferred Spatial Scenario

Given the above, Scenario 3 – Balanced Focus is the Councils 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.

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 no sound justification to include any of the areas assessed. The HBCA 2024 has indicated that the PDP has a sufficient supply of residential land available to meet projected demand. As such, it is considered inappropriate to identify new areas for either intensification or additional greenfield through this strategy at this time.

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 areas have been included in the draft Implementation Plan contained within Section 6.

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

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-draft FDS feedback has indicated that certain priority areas (for example Westown 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.

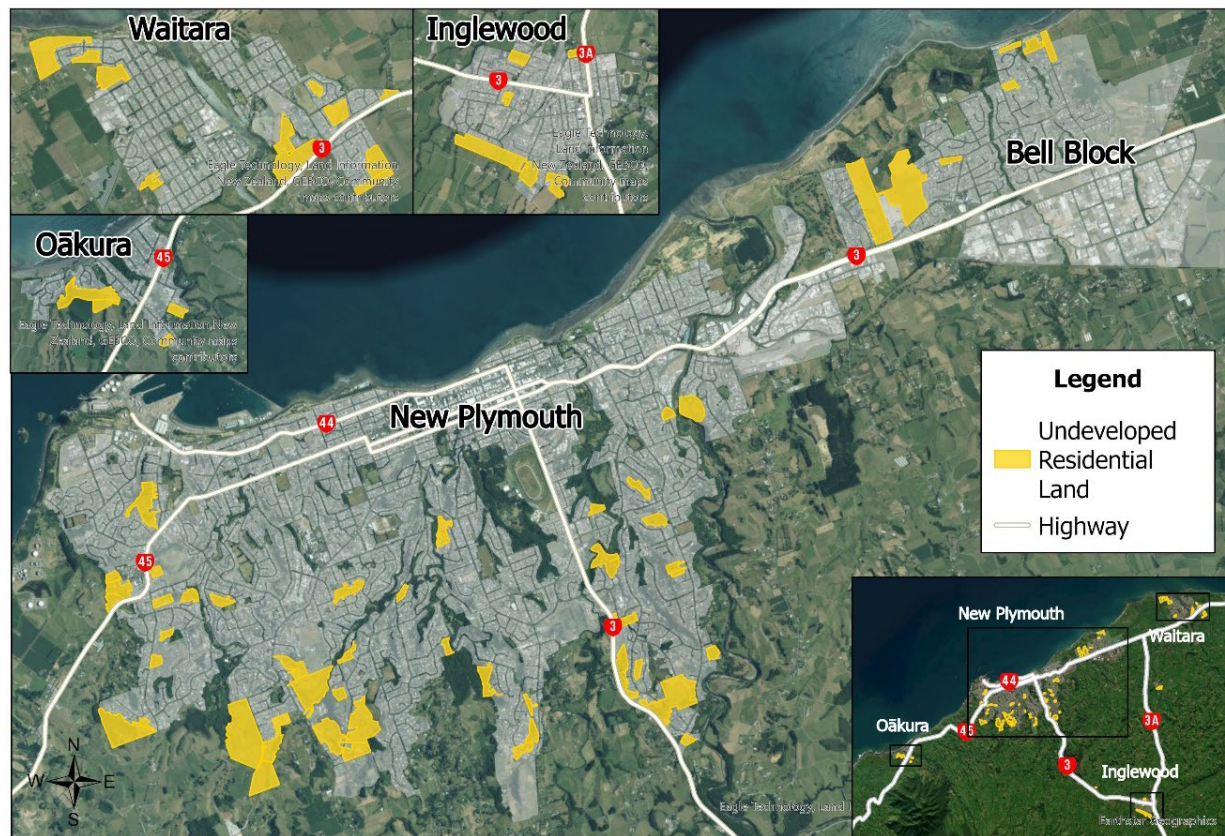
### *Undeveloped Residential Land*

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 Ōakura 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 in order 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

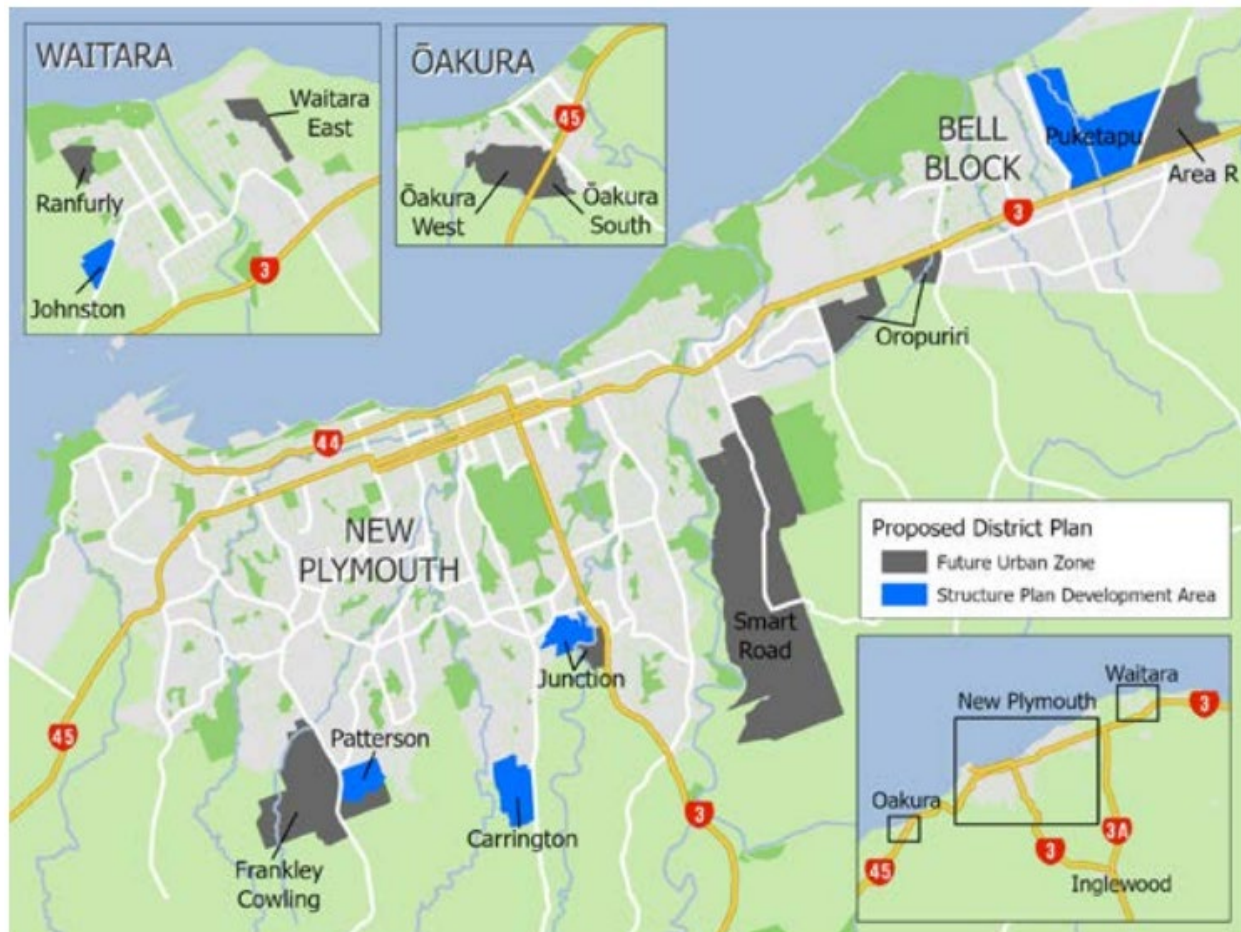


Figure 7: Puketapu Structure Plan Development Area

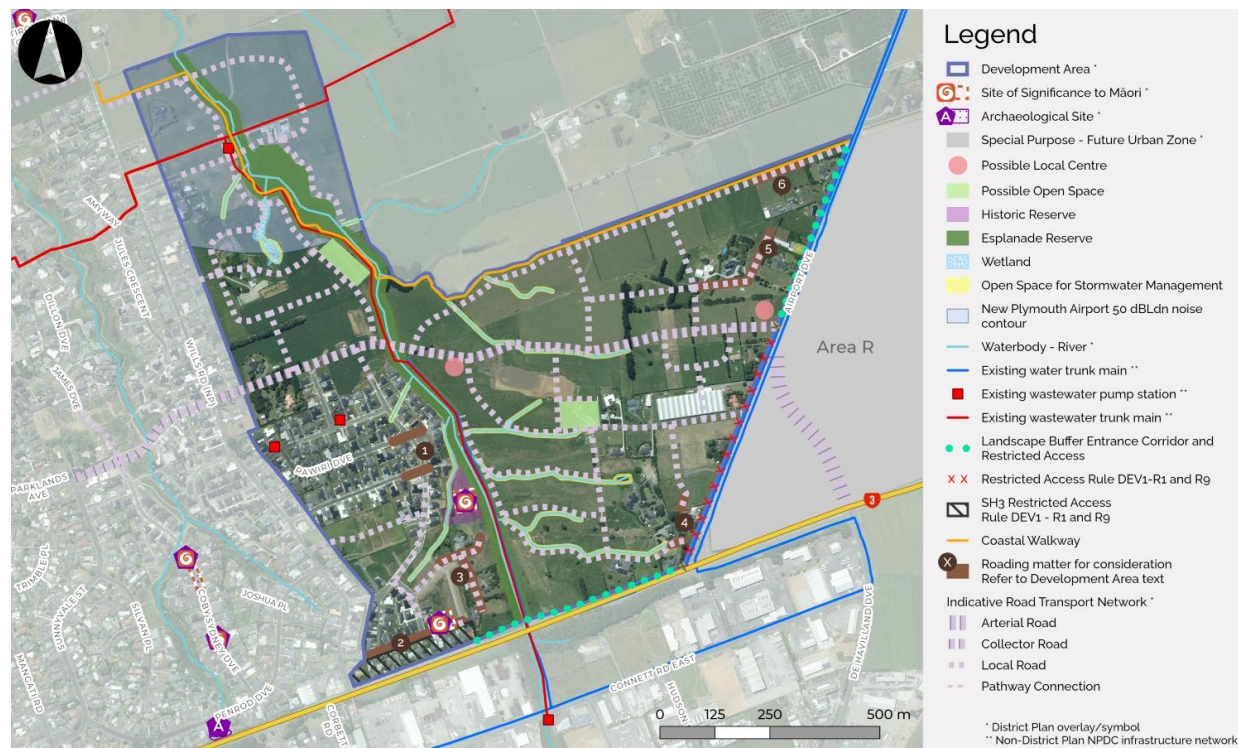


Figure 8: Carrington Structure Plan Development Area



Figure 9: Junction Structure Plan Development Area



Figure 10: Johnston Structure Plan Development Area

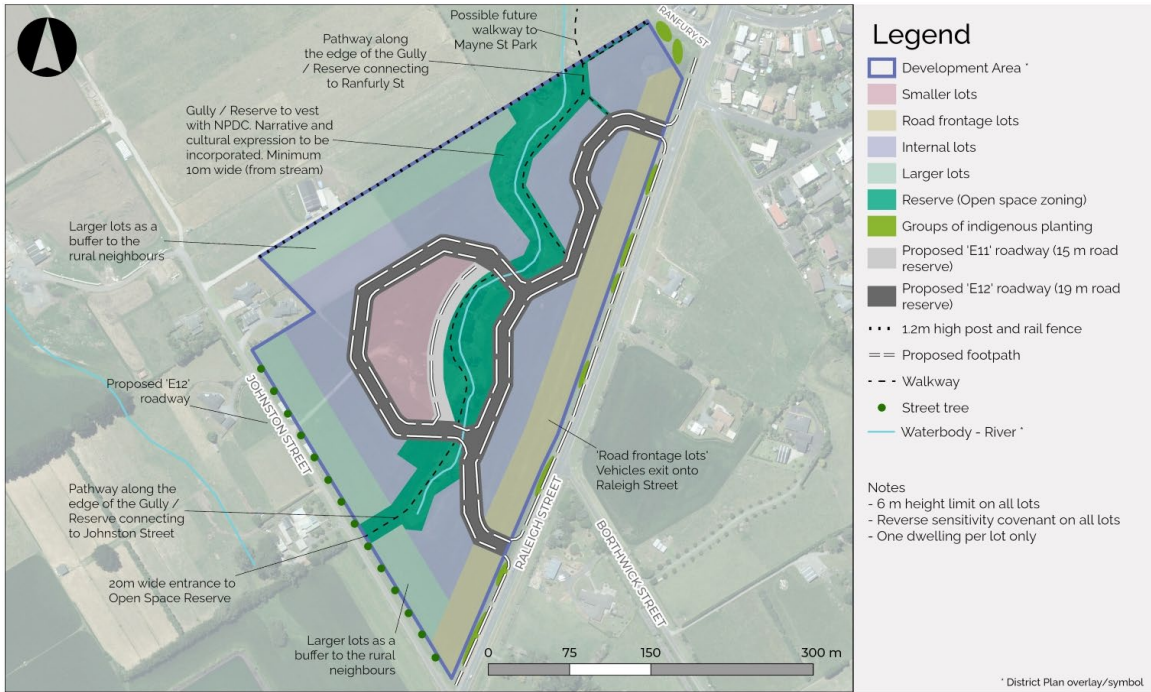


Figure 11: Patterson Structure Plan Development Area



## 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 use for and characterised by large format activities.
- 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 Paraite, 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 Economics<sup>12</sup> 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.

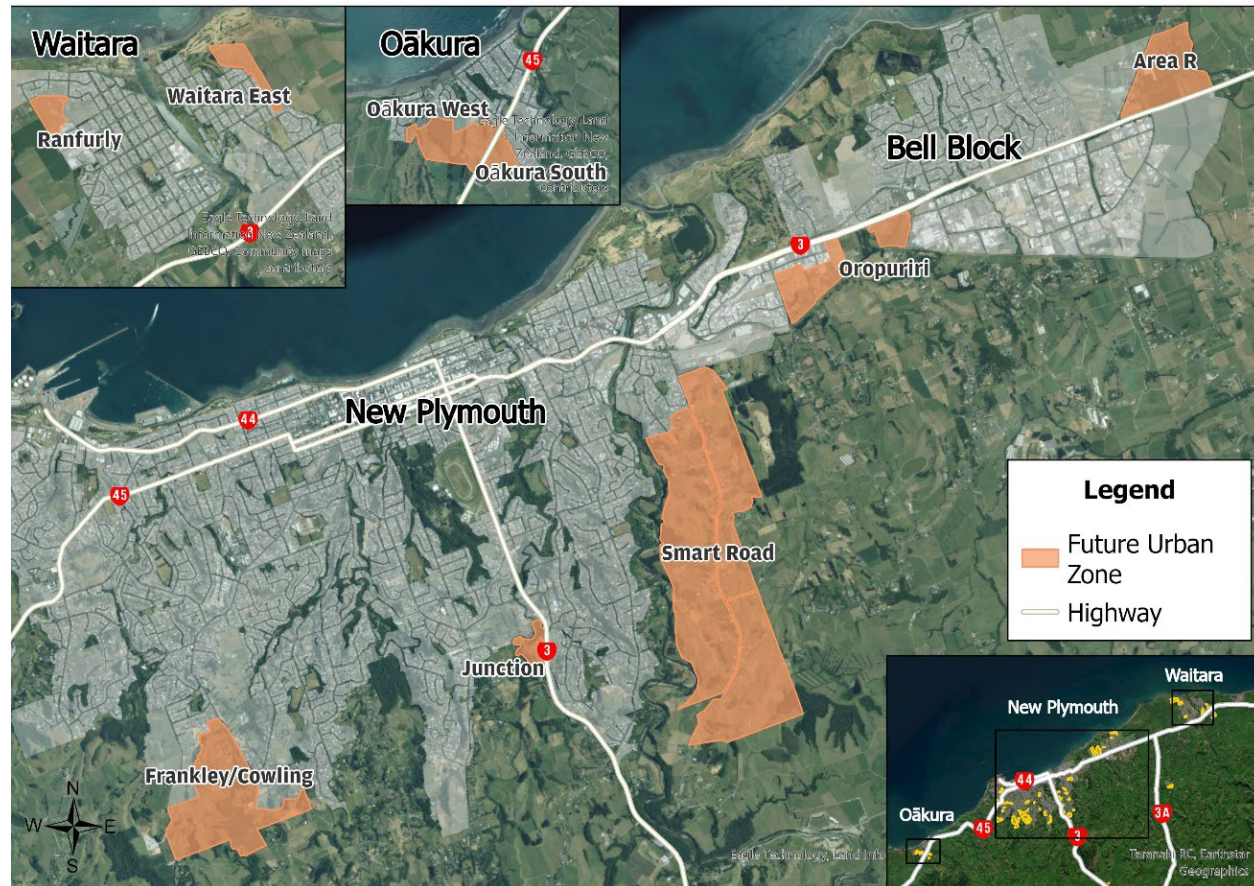
### Future Urban Zones

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).

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<sup>12</sup> 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.

#### *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 Ōakura 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 Ōakura 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 waste water and potable water supply. Upgrades have been included in the Infrastructure Strategy.

#### *Ranfurly 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. By utilising this area, existing pathways and road networks will 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 Ranfurly 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 Ranfurly 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

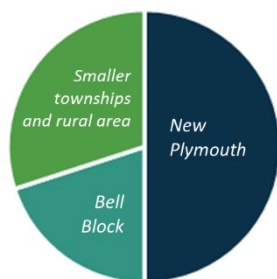
This area of 25.8 hectares is located between the State Highway and Oropuriri Road and has been investigated for future industry zoning (continuing the land-uses at either side) through previous district planning processes. Significant cultural values have been identified by Puketapu and Ngāti Tawhirikura 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 draft FDS provides potential capacity for about 11,355 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).

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

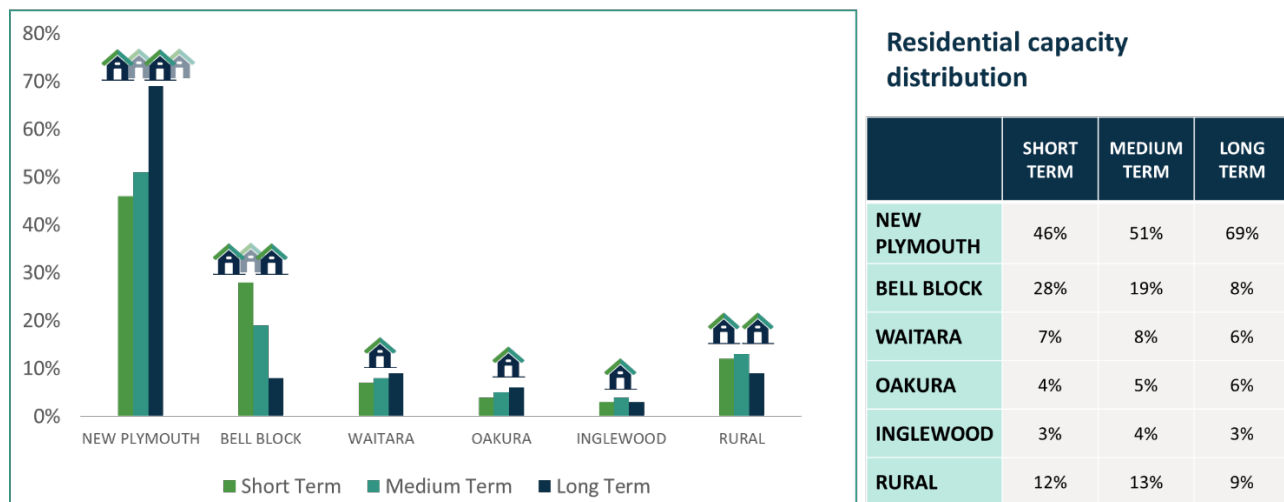


Over the last five years, around 50 per cent of all new dwellings were in residential areas of New Plymouth, with an additional 20 per cent in the Bell Block residential area. The remaining 30 per cent are either in the residential areas of our smaller townships or the rural area. Bell Block is expected 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 draft 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 draft 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 draft 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 draft 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 draft FDS form a key component of the draft FDS implementation plan. Where Council activities to support growth are included in the LTP, these have been included in the implementation plan. We will align future LTP and FDS processes, to deliver the planning and delivery of key infrastructure to support growth.














































The draft FDS implementation plan does not require public consultation under the NPS-UD. It is a live document that will be reviewed and updated annually. However, we consider that the information within it is helpful to the community and therefore we have included it in this draft FDS for information purposes as Figure 14 below.

In addition to the draft 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.

\* Subject to 2024 Long Term Plan decisions

Figure 14: Draft FDS Implementation Plan\*

DRAFT FDS IMPLEMENTATION PLAN		SHORT TERM 0-3 years			MEDIUM TERM 3-10 years							LONG TERM 10-30 years
		24/25	25/26	26/27	27/28	28/29	29/30	30/31	31/32	32/33	33/34	2034-2054
STRUCTURE PLAN DEVELOPMENT AREAS		SHORT TERM 0-3 years			MEDIUM TERM 3-10 years							LONG TERM 10-30 years
Puketapu Structure Plan Development Area		24/25	25/26	26/27	27/28	28/29	29/30	30/31	31/32	32/33	33/34	2034-2054
- Three waters: Parklands Ave Extension Sewer	✓				●							
- Three waters: Water supply upgrades	✓											
- Three waters: Stormwater modelling completed to inform development	✓	●										
- Complete finer grained structure planning	✓	●										
- Three waters: Construction of stormwater assets – Phase 1	✓			●								
- Three waters: Construction of stormwater assets – Phase 2	✓											
- Transport: Parklands Ave extension	✓	●										
- Transport: Airport Drive round-about (joint NPDC and Waka Kotahi funding)	✓	●			●							
- Transport: Shared pathway along the Waitaha Stream	✓											
- Transport: Construction of bridge over the Waitaha Stream	✓											
- Transport: Construction of two underpasses - Waitaha Stream	✓											
- Land purchase – Area Q/Puketapu Growth Area	✓											
Johnston Structure Plan Development Area		24/25	25/26	26/27	27/28	28/29	29/30	30/31	31/32	32/33	33/34	2034-2054
- Three waters: New sewer main and road upgrading	⚠											
- Potential Reserve purchases	⚠											
Carrington Structure Plan Development Area		24/25	25/26	26/27	27/28	28/29	29/30	30/31	31/32	32/33	33/34	2034-2054
- Three waters: Stormwater modelling completed to inform development	✓	●										
- Complete finer grained structure planning	✓	●										
- Land purchase – Upper Carrington Growth Area	✓		●									
- Three waters: Upgrading of the Huatoki Valley Sewer Main	✓				●							
- Transport: Upper Carrington Road widening	✓											
- Three waters: Construction of stormwater ponds	⚠											
- Three waters: Water supply improvements	✓											
Junction Structure Plan Development Area		24/25	25/26	26/27	27/28	28/29	29/30	30/31	31/32	32/33	33/34	2034-2054
- Three waters: Stormwater modelling completed to inform development	✓	●										
- Complete finer grained structure planning and investigations into flooding and liquefaction issues	✓	●										
- Three waters: Upgrade to sewer, construction of new sewer pump station and further downstream sewer upgrades	✓											
- Three waters: Construction of stormwater ponds	⚠											
- Transport: Upgrade to Junction Street Bridge and seal widening	✓	●										
- Land purchase – Junction Growth Area	✓						●					
Patterson Structure Plan Development Area		24/25	25/26	26/27	27/28	28/29	29/30	30/31	31/32	32/33	33/34	2034-2054
- Transport: Frankley Road shared pathway	➡											
- Transport: Frankley Road Tukapa Street Intersection Upgrades	➡											
- Transport: Patterson Road Seal Widening	➡											
- Transport: Patterson Road Extension	➡											
- Transport: Cycleway and Walkway over Sutherland Sewer	➡											
- Three Waters: Sutherland Sewer	➡											
- Three Waters: Veale Road Pump Station Upgrade	➡											
- Three Waters: Patterson Road Water Main	➡											
- Land purchase – Patterson Growth Area (esplanade reserve)	✓	●				●						
- Three Waters: Stormwater modelling completed to inform development	✓	●										

- Three Waters: Stormwater detention ponds												
- Transport: Potential walkway over water main												
- Complete finer grained structure planning												
Armstrong Ave (Specific Control Area)		24/25	25/26	26/27	27/28	28/29	29/30	30/31	31/32	32/33	33/34	2034-2054
- Three Waters: Tangaroa stormwater management												
- Three Waters: Waiari stormwater management												
- Complete finer grained structure planning and cultural values assessment												
- Transport: Upgrade of Armstrong Ave, Upgrade of Waitara High School driveway and pedestrian/driveway upgrade for School buses.												
FUTURE URBAN ZONES		SHORT TERM 0-3 years			MEDIUM TERM 3-10 years						LONG TERM 10-30 years	
Junction (Stage 2) Future Urban Zone		24/25	25/26	26/27	27/28	28/29	29/30	30/31	31/32	32/33	33/34	2034-2054
- Three Waters: Stormwater modelling completed to inform development												
- Feasibility of FUZ / wider Junction areas												
- Structure planning												
- Three Waters: Investigation work for all stormwater												
- Three Waters: Investigation work for water supply												
- Three Waters: Investigation work for sewer, including a potential new sewer pump station												
- Transport: Investigation work for roading												
Frankley/Cowling Future Urban Zone		24/25	25/26	26/27	27/28	28/29	29/30	30/31	31/32	32/33	33/34	2034-2054
- Three Waters: Stormwater modelling completed to inform development												
- Feasibility of FUZ												
- Structure planning												
- Transport: Cowling Road widening												
- Three Waters: Investigation work for all stormwater												
- Three Waters: Investigation work for water supply												
- Three Waters: Investigation work for sewer, including a potential new sewer pump station												
- Three Waters: Waimea sewer extension												
Area R Future Urban Zone		24/25	25/26	26/27	27/28	28/29	29/30	30/31	31/32	32/33	33/34	2034-2054
- Three Waters: Stormwater modelling completed to inform development												
- Feasibility of FUZ												
- Structure planning												
- Three Waters: Investigation work for all stormwater												
- Three Waters: Investigation work for water supply												
- Three Waters: Investigation work for sewer, including a potential new sewer pump station												
- Transport: Investigation work for roading												
- Transport: Airport Drive/round-about realignment roading work												
Oakura Future Urban Zones (South and West)		24/25	25/26	26/27	27/28	28/29	29/30	30/31	31/32	32/33	33/34	2034-2054
- Feasibility of FUZ												
- Structure planning												
- Transport: Wairau/South Road round-about												
- Transport: SH45 Wairau Road underpass												
- Three Waters New water supply main												
- Three Waters Investigation work for stormwater												
- Three Waters Investigation work for water supply												
- Three Waters Investigation work for sewer, including a potential new sewer pump station												
- Transport: Investigation work for roading												
Smart Road Future Urban Zone		24/25	25/26	26/27	27/28	28/29	29/30	30/31	31/32	32/33	33/34	2034-2054
- Smart Road FUZ feasibility												
- Investigate the impacts of development on Mangaone Stream												
- Structure planning												
- Three Waters Investigation work for all stormwater												

- Three Waters Investigation work for water supply	✓	<div></div>										
- Three Waters Investigation work for sewer, including a potential new sewer pump station	✓	<div></div>										
- Land acquisition for reservoir and trunk main	✓	<div></div>										
- Three waters: Smart Road reservoir	✓	<div></div>										
- Transport: Investigation work for roading, including ring road	✓	<div></div>										
- Transport: Waiwhakaiho second bridge crossing investigation	✓	<div></div>										
URBAN INTENSIFICATION		SHORT TERM 0-3 years			MEDIUM TERM 3-10 years							LONG TERM 10-30 years
- Three waters: Inglewood sewer projects	✓	<div></div>										
- Three waters: Waitara sewer projects	✓	<div></div>										
- Three waters: Wastewater treatment plant storage (district-wide growth)	✓	<div></div>										
- Three waters: Inglewood stormwater	✓	<div></div>										
- Identify priority areas for intensification (areas already zoned MRZ)	⚠	<div></div>										
- Waimea sewer extension	✓	<div></div>										
- Investigate further areas for possible intensification (future rezoning to MRZ) Long term response to monitoring and review of uptake of infill and land supply)	⚠	<div></div>										
INVESTIGATE AREAS IDENTIFIED FOR POSSIBLE GREENFIELD GROWTH		SHORT TERM 0-3 years			MEDIUM TERM 3-10 years							LONG TERM 10-30 years
Long term potential* (*depending on other strategic planning processes, monitoring and review of land supply)		24/25	25/26	26/27	27/28	28/29	29/30	30/31	31/32	32/33	33/34	2034-2054
- Carrington North	⚠	<div></div>										
- Carrington South	⚠	<div></div>										