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Palmerston North City Council
Amenity Monitoring Report

September 2000
Graeme McIndoe Architect & Urban Designer

4 Palmerston North City Council

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September 2000

A study of the suitability and effectiveness of instruments for addressing amenity effects from non-residential development in the Palmerston North CBD

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1 Executive Summary

The purpose of this study is to determine the effectiveness and suitability of the package of measures that are used to address the adverse environmental effects on amenity from non-residential development in a defined Inner Business Zone case study area.

1.1 GENERAL FINDINGS

- Council's policy framework is suitably focussed on the priority amenity values.
The surveys demonstrate that the range of measures in place in Palmerston North is suitable, in that it effectively addresses the priorities established by public survey, and in a way deemed suitable by a more limited stakeholder survey. There is however scope for a greater emphasis on amenity for pedestrians and the recreational potential of the CBD.
- The policy framework is effective in addressing adverse environmental effects, and importantly, delivering positive effects in line with a clearly articulated strategic vision for the city.
The objectives, policies and rules within the District Plan are generally effective. They are sufficiently comprehensive in that they are supported by non-statutory measures such as the Guidelines, the CBD Revitalisation Strategy and the consultative and collaborative approach to city works and projects demonstrated by Council officers.
- Projects implemented under Council's policy framework are highly successful in all but a limited number of minor respects.
There are minor concerns relating to the effectiveness of measures relating to the landscaping of car parking areas.
- Council implementation processes are thorough and professional.
Records show an informed and professional approach to dealing with consents. The necessary expertise has been applied to assessing each project, and the evidence of completed projects and stakeholder satisfaction with these indicates both avoidance of adverse effects, and more significantly that a beneficial result has been achieved.
- Council processes are based on proactive coordination and consultation with relevant parties.
There is evidence of a proactive approach to consultation and coordination of private and public effort to maximize the benefit to the city of project initiatives. Particularly successful initiatives include the UCOL Liaison Group. This collaborative approach should be maintained.
- Environmental results anticipated by the District Plan are achieved
The evidence from this study supports the conclusion that the environmental results anticipated in Section 11.5 of the District Plan are being achieved by both the Plan and related Council initiatives.
- The policy framework is suitably comprehensive.
*District Plan rules are intended to ensure avoidance or mitigation of on adverse effects from development, focusing on private development and the private domain. The rules established in the Plan are suitably comprehensive.
Other non-statutory documents focus on creating beneficial effects, revitalizing, ensuring liveability, and for dealing with the public environment, the streets and other public spaces.*

1.2 RECOMMENDATIONS

District Plan

1. Consider integrating explicit measures to enhance the

- recreational potential of the inner city, such as criteria for enhancing recreational opportunities at street and building edges and entrances.
- 2 Strengthen measures aimed at achieving pedestrian amenity in the inner city, including a requirement for building frontages to include publicly relevant activity and strong visual and physical connections with the street.
 - 3 Reconsider car parking landscaping requirements.
 - 4 Consider the extent to which dust and smoke that is not related to an Offensive Activity or Hazardous Substance is controlled by Resource Management mechanisms.

Urban Design Guidelines

- 5 Retain the guidelines as a base Council reference document and as a basis for public education.
- 6 Develop design information sheets relating to a series of issues or precincts to provide highly accessible and focussed guidance for building developers and designers. Issues may include landscaping car parking areas and edges.

CBD Revitalisation Strategy

7. Develop guidance on the principles for design against crime and a strategy for effective implementation of this guidance.
- 8 Consider compiling life cycle cost information and developing maintenance criteria to assist decision-making at the project design, specification and review stages of public landscaping.
- 9 Continue Council advocacy and coordination to achieve access and views to the Square.
- 10 Develop further public art initiatives.

Project Assessment

- 11 Continue with the second UCOL parking monitoring study.
- 12 Maintain the proactive and strategic Council approach to street and area improvement projects established by the CBD Revitalisation Strategy.
- 13 Reconsider the Council policy framework relating to landscaping car parking areas.

Implementation

- 14 Maintain or extend where appropriate the current level of collaboration and consultation.
- 15 Ensure maintenance of the procedures for regular liaison between Council and various stakeholder, business and public interest groups.
- 16 Consider establishing specific liaison groups to achieve public amenity goals and facilitate the efficient progress of major redevelopment projects.

2 Project Introduction

2.1 PROJECT OBJECTIVE

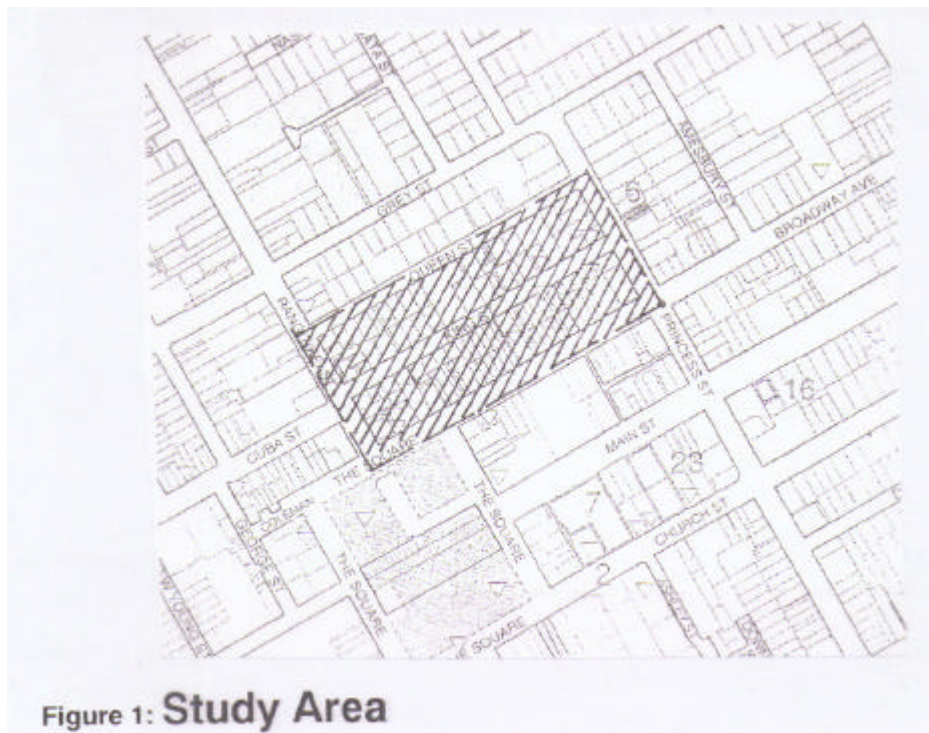
To determine the effectiveness and suitability of the package of measures that are used to address the adverse environmental effects on amenity from non-residential development in a defined Inner Business Zone case study area.

Issues addressed include assessment of:

- Effectiveness of the current policy framework to mitigate or remedy the effects. This policy framework includes the Proposed District Plan, the Urban Design Guidelines for the CBD, and the CBD Revitalisation Strategy.
- The effects of recent development in the study area.

2.2 METHODOLOGY

This study has been carried out in response to a brief by the Palmerston North City Council. The case study area selected by Council is that bounded by Broadway, Queen, Princess, and Rangitikei Streets in the Inner Business Zone. This area was selected for study because of the large scale development that has taken place, in particular the development of the Universal College of Learning (UCOL) campus and recent street works by Council.



Summary of tasks

The monitoring process was split into three tasks:

Task 1: Amenity value ranking

- 1.1 Literature survey to determine base amenity values for assessment and ranking by workshop and survey.
- 1.2 Public survey developed.
- 1.3 General public survey to check prioritization of amenity values.
- 1.4 Stakeholder survey to assess the suitability of Council's approach to controlling amenity effects.

Task 2: Review of measures to control amenity effects

- 2.1 Content of relevant documents summarised.
- 2.2 Field study to assess context and success of management tools and project initiatives.
- 2.3 Participatory evaluation with stakeholders.
- 2.4 Output of tasks 1 and 2 summarised in an Assessment Matrix.

Task 3: Project Analysis

- 3.1 Review Council project files.
- 3.2 Field Study.
- 3.3 Stakeholder assessment.

The methodology for each task is described in the relevant part of the report. The conclusions of the study are in Section 6: Findings and Recommendations.

Project participants

This study involved reference to Council officers, project participants and a stakeholder group.

The stakeholder group that participated in surveys and the stakeholder workshop broadly represents user groups. It was selected by PNCC to include representatives of UCOL staff, Palmerston North residents, city centre retailers and public interest groups. The views of stakeholders on the quality of inner city development and streets – what works, what doesn't and why, were discussed and recorded at the stakeholder workshop.

3 Amenity Value Ranking

This part of the study ranks amenity values that relate to the inner city environment and identifies preferred means of responding to the identified values.

3.1 METHODOLOGY

1. Literature survey to determine base amenity values for assessment and ranking by workshop and survey.
2. Public survey developed
3. General public survey to check prioritization of amenity values
4. Stakeholder survey to assess the suitability of Council's approach to controlling amenity effects.

Literature Survey

A range of published sources was used to determine different views on amenity. An internal PNCC paper on amenity values has been used as a starting point, and then other views have been added, including international perspectives on amenity and work in progress from the Ministry for the Environment.

The range of different views was summarised in a matrix overlaid with the issues covered by the various development control instruments used by PNCC. This allowed commonalities to be determined, and formed the basis for the survey on the importance of identified amenity values.

Surveys

Two groups were surveyed. First, a short form public survey was used to determine the relative importance of the identified amenity values. Fifty-three members of the general public completed this survey. Respondents were provided with a clear explanation of the issues to be considered, and the reason for the survey. They were then asked to rank the importance of the amenity values using a simple rating scale with four categories.

Second, 10 local stakeholders using a long-form version of the survey. The long form survey tested possible approaches to delivery of amenity with the identified stakeholder group.

The survey forms are in Appendix 5.

3.2 PUBLIC SURVEY RESULTS AND INTERPRETATION

This survey provides an indication of the relative importance of identified qualities. (refer Figure 2: Public Ranking of Amenity Values)

Respondents were asked to rate a series of qualities as being of *great importance, moderate importance, minor importance or not relevant*. In assessing the responses and deriving a numerical score, each of these individual ratings was given a score of +2, +1, 0 and -1 respectively. The summation of responses from the 53 respondents is seen in the histogram.

The extent to which a particular quality was rated as being of great importance was also assessed, and qualities that received that rating with 75%+, and 50-74% are also indicated.

The knowledge gained from this part of the survey is used to assess the comprehensiveness and priorities established by the basket of District Plan and other measures used by Council to address the amenity of the city.

Conclusions

- Safety, cleanliness, air quality and understandability (ease of wayfinding) received the highest ratings, and also were the four qualities rated as of great importance by 75% or more respondents.
- Pleasantness was most highly rated, with an emphasis on tangible attributes.
- Cultural and recreational qualities received secondary and virtually equal rating along with comfort, accessibility and visual interest.
- Aesthetic coherence was not highly rated except for the quality of understandability. Comment was received from the surveyor that intangible issues covered under "Aesthetic Coherence" were not fully understood by respondents.

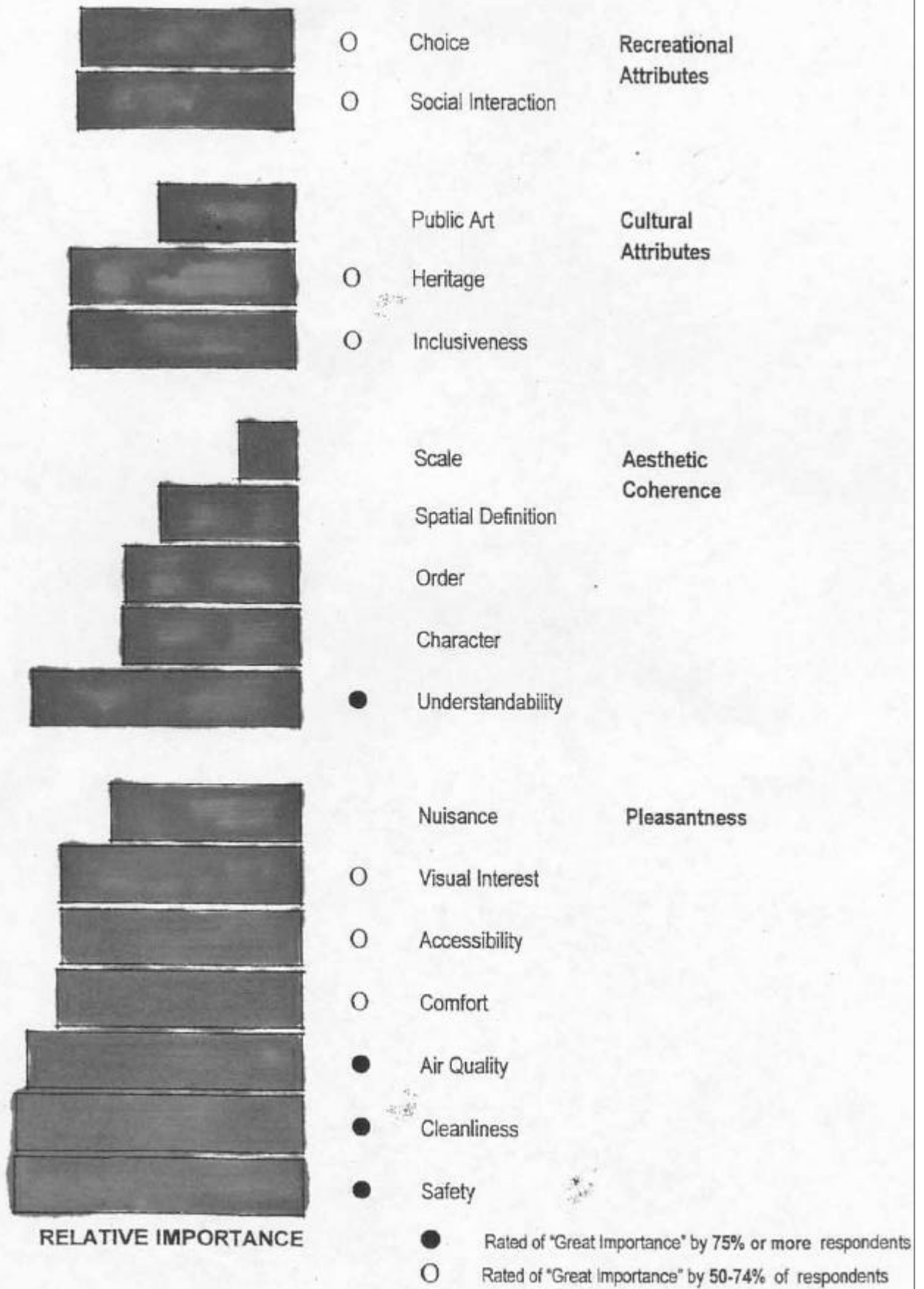


Figure 2: Public Ranking of Amenity Values

3.3 STAKEHOLDER SURVEY RESULTS AND INTERPRETATION

This survey provides evidence to verify or otherwise Council's approach to dealing with various amenity issues.

Based on the structure of the short-form public survey, this survey tests various approaches to achieving the qualities identified by that survey. It was completed by ten members of a stakeholder group that was selected for its detailed knowledge of the study area.

The responses were collated on a single survey form to give an indication of the importance given to each means of achieving an amenity attribute. The patterns established in the collation of responses are summarised below.

The knowledge gained from this survey is used to assess the effectiveness of the particular approach taken by Council to address particular amenity issues, and the comprehensiveness of coverage of public and stakeholder expectations.

It is important that the results of this survey are not seen as having wider application than this study. This is first because the number of respondents was small, and second, because while representative of stakeholders in the study area, the respondents would not be expected to be representative of the users of the wider inner city.

Important Notes

The following points clarify interpretation of the stakeholder survey results:

- Inclusion under the subheading "It is important to" means that the attribute was rated mainly as of great or moderate importance by the stakeholders.
- Similarly, inclusion under the subheading "It is not important to" means that the attribute was rated mainly as of minor importance by the stakeholders.
- Comments are listed in descending order of priority under each of these subheadings.
- This interpretation is structured relative to the amenity values defined by the RMA.
- This survey does not give an absolute value for priorities, nor does it identify thresholds over which issues become important. It does however indicate relative priorities, and summarises informed public views on various initiatives and desirable qualities.
- Items covered are limited to those described in the survey form. However, the survey asked respondents to identify "other qualities" that might be important to them. Very few responses were recorded, and these had in all cases been covered by the main list of questions.
- The category of "not relevant" was rarely used.

Summary of the views expressed by stakeholders surveyed:

Pleasantness

Visual Interest

It is important to:

- Encourage street trees and other planting to soften the city and give visual interest.
- Promote commercial activity to contribute to the vitality of the central city.
- Define the edges of streets with building fronts, main entrances and ground level windows.
- Promote visible activity on the street.

Note:

- Inner city residential accommodation was seen as a contributor to the vitality of the central city but secondary to commercial activity.
- Visual richness and complexity is preferred over simplicity and minimalism, although both qualities are seen as important.

Comfort

It is important to:

- Provide continuous cover to footpaths along primary retail streets and main pedestrian routes.
- Ensure public open spaces receive sun, but offer a choice of sun and shade.
- Prevent severe wind conditions in streets and public open spaces.
- Locate public toilet facilities (including provision for nappy changing) throughout the central city.

It is not important to:

- Provide continuous cover to all footpaths and routes

Environmental Health (Air Quality)

It is important to:

- Restrict hazardous substances to safe levels.
- Eliminate offensive odours.

Safety

It is important to:

- Reduce the actual frequency of crime on the streets.
- Reduce people's fear of crime on the streets.
- Minimise the risk to pedestrians from vehicles.

Nuisance

It is important to:

- Eliminate dust, smoke, excessive noise and glare.

Note:

- Elimination of dust was seen as marginally more important than other nuisances.

Image and Ambience

It is important to:

- Maintain streets and public spaces to be clean and tidy.

It is not important to:

- Screen parked cars from public view.

Note:

- Views on screening storage and service areas from public view were variable, however this was on balance seen as being of moderate importance.
- There was unanimity on the great importance of environmental health, safety and the cleanliness of streets and public spaces.

Accessibility

It is important to:

- Encourage low traffic speeds in the inner city.
- Provide access for all groups, including the very young, the very old and the disabled.
- Prioritise pedestrian use and circulation over vehicle access in the inner city.
- Provide public pedestrian connections through the middle of city blocks.
- Provide car-parking within one-two minutes walk of main destinations rather than right outside.
- Balance provision of car parking to meet demand with landscaping in high pedestrian use areas.
- Provide cycle friendly streets and public spaces with dedicated cycle lanes along major central city streets.

It is not important to:

- Be able to find a parking space right outside main destinations.
- Provide car parking at all street edges.

Note:

- Three respondents considered it of great importance to both encourage low traffic speeds and promote efficient movement of traffic at or close to speed limits within the inner city.

Aesthetic Coherence

Order

It is important to:

- Provide street furniture that is part of a city-wide family but which varies from place to place rather than maintaining consistency throughout the city.
- Base the design of buildings and spaces on a clear idea allied with surprise, novelty, richness and complexity.

It is not important to:

- Ensure neighbouring buildings are consistent in their height, width, style, materials and colour.

Note:

- There was low support for the idea of design being based on a clear theme or idea, and even lower support for simplicity, uniformity and minimalism in design. However clarity of idea allied with complexity and richness found relatively strong support.

Scale

It is important to:

- Meet expectations of “human scale” in the design of buildings and public spaces.

Note:

- Relating the heights of buildings to the street or public space that they define as well as to neighbouring buildings received variable, but on balance, moderate support.

Character

It is important to:

- Express the positive features of a place, life and activity as well as buildings and landscape.
- Relate new buildings to heritage buildings rather than replicate them.
- Express the unique identity of all parts of the city, drawing from the local context of history and place.

It is not important to:

- Replicate the character of neighbouring heritage buildings.

Spatial definition

It is important to:

- Create a sense of enclosure within a variety of large and small open spaces.
- Provide views from each public open space within the city to others, and to important landmarks outside the city.

It is not important to:

- Set buildings within large areas of open space.
- Create a sense of openness with views of lots of open space.

Understandability

It is important to:

- Express heritage buildings and buildings for important public or commercial activities as landmarks.
- Enhance or develop views and vistas of important city spaces and landmarks.
- Ensure the functions of buildings and activity within them are readily apparent from the street.
- Express a hierarchy in the design and landscaping of streets.
- Landscape each public space to differentiate it from others.

Cultural Attributes

Inclusiveness

It is important to:

- Respond to the needs and aspirations of the various cultures within the city when designing its physical form and elements.
- Express locally distinctive culture.

Heritage

It is important to:

- Retain and celebrate items, places and buildings of heritage significance.
- Make the history of the city visible with adaptive reuse of old buildings.
- Respond to the history of the area when designing new buildings and spaces.

It is not important to:

- Retain all old buildings

Note:

- Adaptive reuse of buildings was clearly preferred over signs as a means of making the history of the city visible.

Public Art

It is important to:

- Incorporate public art throughout the central city

Note:

- There was also strong support for the city as a work of art in its own right. (How this would be achieved was not defined in the survey.)

Recreational Attributes

Social interaction

It is important to:

- Design public spaces to support passive recreation, the opportunity to sit, rest, stop and talk.
- Consider passive recreational potential in the design of streets.

Choice

It is important to:

- Distribute a range of small open spaces throughout the inner city for passive/social interaction
- Design open spaces to suit a wide and unpredictable range of recreational activities.

Note:

- There was mixed support, for providing convenient access to large green open spaces for sport and active recreation. It was rated as either of great or minor importance, with support for access to this type of recreation space from the two UCOL respondents, who represent one of the main user groups for such recreational facilities.

4 Measures to control amenity effects

This section:

- Identifies existing measures that are available to address amenity effects that arise from non-residential development.
- Determines the effectiveness of the various instruments addressing adverse effects on amenity from non-residential development.

4.1 METHODOLOGY

The following documents were reviewed in relation to the identified amenity values.

Palmerston North City Proposed District Plan
Palmerston North Urban Design Guidelines for the Central Business District
CBD Revitalisation Strategy

Material that explicitly addresses amenity values in these is described in Appendices 1-3 and then summarised in Section 4.2: Assessment Matrix.

The amenity value ranking and the feedback from the stakeholder survey and workshop, along with expert assessment of the physical context, projects and Council documents is used to determine the suitability of the package of measures. This information and interpretation is recorded on the assessment matrix.

Assessment Matrix

This matrix describes how these documents address the relevant amenity values under the categories of pleasantness, aesthetic coherence, cultural attributes and recreational attributes. It brings together the outcome of the public and stakeholder surveys and the review of documents, and in its Assessment column, summarises most of the key findings of this study. These findings and recommendations are then discussed further in Section 6.

The assessment matrix records the relative priorities of the various amenity values, which have been broken down into their constituent parts. These priorities have come from the rankings of importance determined from the public survey. Priority rankings were made on the following basis:

Quality ranked as of great importance by more than 75% of respondents = high priority

Quality ranked as of great importance by 50-74% of respondents = moderate priority

Other rankings = low priority

District Plan Assessment

The relevant content of the District Plan was extracted and summarized under a series of headings that relate to the amenity values. This is Appendix 1: Review of the District Plan. The analysis within this has then been summarized in the Assessment Matrix.

Urban Design Guideline Assessment

Design guideline references in the Assessment Matrix are limited to those relevant to the Central Business District, and specifically the Northern Precinct of the CBD. Assessment within this table has been informed by checklists completed by the stakeholder group on the Urban Design Guidelines.

The relevance of issues identified by the Urban Design Guidelines for the Central Business District was assessed by asking the stakeholder group to rate whether the goals identified by the design guidelines for the Northern Precinct of the CBD have been satisfied in full, in part or not at all. They were also asked to rate whether the identified concerns were of great, moderate or negligible concern. The results of this checklist based survey were collated at the stakeholder workshop and are summarised in Appendix 2.

CBD Revitalisation Strategy Assessment

Relevant principles, initiatives and objectives of this strategy have been placed within the Assessment Matrix. Initiatives identified by this strategy are typically implemented through direct Council funding and the Annual Plan process.

Description of the initiatives of the Design Guidelines and the CBD Revitalisation Strategy has been combined in a single column within the matrix. All text within this column that relates to the CBD Revitalisation Strategy is italicised.

4.2 ASSESSMENT MATRIX

Amenity Value + <i>Priority as determined from public survey</i>	District Plan Rules	Design Guidelines + CBD Revitalisation Strategy	Assessment
Pleasantness			
<ul style="list-style-type: none"> • Safety <i>High priority</i> 	<ul style="list-style-type: none"> • Hazardous substances rules • Rules on safe and efficient parking, loading and access 	<ul style="list-style-type: none"> • <i>Encourage private sector to improve lighting on buildings</i> • <i>Upgrade lighting in the CBD</i> • <i>Consult with interest groups to identify ways of coordinating CBD security</i> • <i>Develop Urban Design Guidelines for safe city spaces.</i> • <i>Develop a comprehensive development plan to traffic/pedestrian interaction</i> • <i>Reduce pedestrian/vehicle conflicts</i> 	<ul style="list-style-type: none"> • Reduction of actual frequency of crime, fear of crime and risk to pedestrians from vehicles are all of the highest priority. • The District Plan deals with traffic safety and hazardous substances, but does not address design against crime. Compensating for this, personal safety and design against crime is covered by CBD Revitalisation Strategy initiatives. • Guidelines for design against crime are relatively straightforward and should be developed.
<ul style="list-style-type: none"> • Cleanliness <i>High Priority</i> 	<ul style="list-style-type: none"> • Not covered 	<ul style="list-style-type: none"> • Not covered 	<ul style="list-style-type: none"> • There was unanimity on the importance of cleanliness and maintenance. This is however a management rather than a design or District Plan issue. Nevertheless, consideration of ease of maintenance at the design stage is relevant.
<ul style="list-style-type: none"> • Air Quality <i>High priority</i> 	<ul style="list-style-type: none"> • Offensive Activities as a non-complying activity • Hazardous substances rules 	<ul style="list-style-type: none"> • Not covered 	<ul style="list-style-type: none"> • The District Plan approach to hazardous substances and offensive odours is in line with public expectation. • Issues such as dust, and smoke are important, may be addressed if relating to an Offensive Activity or hazardous substances, but otherwise are neglected.
<ul style="list-style-type: none"> • Comfort <i>Moderate priority</i> 	<ul style="list-style-type: none"> • Rule requiring verandahs along busy defined street edges 	<ul style="list-style-type: none"> • Streets to provide comfortable and useable spaces for people • Promote wind tunnel tests for tall buildings • <i>Upgrade CBD lighting</i> • <i>Develop a comprehensive development plan to improve shelter, footpath services</i> 	<ul style="list-style-type: none"> • Verandah requirement in line with stakeholder expectation. • Public toilet provision regarded as important, and consideration of this should be integrated into strategies for the future of the inner city.

<ul style="list-style-type: none"> Accessibility Moderate priority 	<ul style="list-style-type: none"> Parking rule: access for people with disabilities Rules on safe and efficient parking, loading and access. Focus on pedestrian amenity in objectives and policies (11.5) 	<ul style="list-style-type: none"> Encourage easier access and views to the Square Encourage development and revitalization of pedestrian accessways <i>Improve pedestrian accessibility, parking, traffic congestion and provide for safe bicycle networks.</i> <i>Align parking strategy with traffic mgt., Bike Plan and design initiatives.</i> <i>Identify key pedestrian access points and issues relating to these.</i> 	<ul style="list-style-type: none"> Low traffic speeds around pedestrians and prioritization of pedestrian use over vehicles is important. The District Plan is limited to addressing vehicle access. Existing measures are vindicated but the reference to pedestrian amenity alluded to by policies should be carried through more strongly with description of what this means in practice.
<ul style="list-style-type: none"> Visual Interest Moderate priority 	<ul style="list-style-type: none"> Requirement to provide continuous frontage and shop fronts along defined retail streets Requirement to landscape frontages where buildings are set back, and car park frontages Requirement to screen outdoor storage areas, particularly waste storage 	<ul style="list-style-type: none"> Encourage greater use of landscape treatment to create attractive and useable environments Promote "active edges" for building frontages. (Such edges include publicly relevant activity and strong visual and physical connections with the street.) 	<ul style="list-style-type: none"> Active street edges are a fundamental principle: consider a District Plan requirement. It is not important to screen parked cars from public view, but the existence and quality of landscaping of parking areas remains important. Emphasis on street trees is in line with stakeholder expectation.
<ul style="list-style-type: none"> Nuisance Low priority 	<ul style="list-style-type: none"> Rule limiting hours for sale of alcohol to reduce late night noise Restriction on noise between 10.00pm and 7.00 am Stringent tests placed on industrial activity with respect to noise Requirement to avoid light overspill onto residential properties 	<ul style="list-style-type: none"> Not covered 	<ul style="list-style-type: none"> Noise concerns are adequately addressed by the rules. Concern centred around excessive noise, rather than noise per se.
Aesthetic Coherence			
<ul style="list-style-type: none"> Understandability High priority 	Not covered	<ul style="list-style-type: none"> <i>Identification of a standardized CBD public directional lighting system</i> 	<ul style="list-style-type: none"> This issue is not addressed by the current measures except for scheduled heritage buildings. These may be selected for their landmark significance as well as heritage value. The importance of the character and qualities of public space and buildings contributing to understandability and wayfinding in the city is not formally recognized. For example, adaptive reuse of buildings was preferred over signs as a means of making the history of the city visible.
<ul style="list-style-type: none"> Order Low priority 	<ul style="list-style-type: none"> Requirement to provide continuous frontage to create coherence 		<ul style="list-style-type: none"> Important consideration, appropriately covered
<ul style="list-style-type: none"> Scale Low priority 	<ul style="list-style-type: none"> Requirement for a defined quantity of landscape elements at street frontages (to mediate scale) Alterations to scheduled heritage buildings to respect scale 		<ul style="list-style-type: none"> Quantification of design is often ineffective. The landscape rule might be adjusted to have a more qualitative emphasis.

Character <i>Low priority</i>	<ul style="list-style-type: none"> Rules on design and appearance of signs to complement local character Requirement that industrial activities complement local character 	<ul style="list-style-type: none"> <i>Work with the private sector to encourage initiatives that enhance the development of the CBD's distinct character areas</i> 	<ul style="list-style-type: none"> Given Revitalisation Strategy advocacy initiatives, District Plan character initiatives are unnecessary.
Spatial definition <i>Low priority</i>	<ul style="list-style-type: none"> Requirement to provide continuous frontage 		<ul style="list-style-type: none"> Definition of street edges and development of a sense of enclosure received stakeholder support.
Cultural Attributes			
Inclusiveness <i>Moderate priority</i>	<ul style="list-style-type: none"> Bi-culturalism recognized in Section 3 of the Plan. 	<ul style="list-style-type: none"> Implicit recognition of diversity of cultures in the "People" section of the Guidelines. <i>"Tangata Whenua" partnership - a positive perception of partnership is to be established</i> <i>Diversity: number of activities celebrating different ethnic groups to be increased.</i> 	<ul style="list-style-type: none"> Inclusiveness is achieved by process as much as by establishing rules and design principles. Consultation processes are adequately enshrined in the District Plan. Diversity/inclusiveness is adequately recognised.
Heritage <i>Moderate priority</i>	<ul style="list-style-type: none"> Schedule of heritage buildings Minimise alterations to street elevations of scheduled buildings Alterations to scheduled buildings to be visually compatible, reflect style and character and respect scale. Controls on design and appearance of signs on heritage buildings 	<ul style="list-style-type: none"> CBD goal to strengthen the city's historic and cultural values Encourage reuse of older character buildings and inner city living <i>Through the U.D.Guidelines and District Plan explore ways of encouraging retention and reuse of historic buildings</i> 	<ul style="list-style-type: none"> Measures are in place effectively address heritage.
Public Art <i>Low priority</i>		<ul style="list-style-type: none"> Murals to blank walls, water and wind features and use of building materials in unusual ways are encouraged. <i>Through the U.D.Guidelines and District Plan explore ways of encouraging street art</i> 	<ul style="list-style-type: none"> This is not realized in the District Plan and covered in a superficial way in the Design Guidelines. Public art has been realised in the King Street refurbishment. Public art is a relatively low priority, District Plan measures are not warranted.
Recreational Attributes			
Social interaction <i>Moderate priority</i>		<ul style="list-style-type: none"> CBD objective: "To recognize the needs of people and to provide suitable environments for them" Guideline that comfortable environments will "provide places for people to sit and rest, to stop and talk to others." 	<ul style="list-style-type: none"> Measures dealing with informal and passive recreation in inner city areas are absent from the District Plan. Guidelines are non-specific as to how people's recreational needs may be accommodated. There is a need for explicit measures to ensure consideration of recreational potential in the inner city. These might be criteria for enhancing recreational opportunities at street and building edges and entrances.

Choice Moderate priority	<ul style="list-style-type: none"> Note: Reserves contributions for the purchase, improvement and development of parks and reserves apply to residential activities, but not to the Inner Business Zone. 	<ul style="list-style-type: none"> <i>CBD street improvement schemes funded by LTFS and operations/maintenance budget for parks and roading</i> 	<i>See immediately above</i>
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5 Project Analysis

This section identifies any effects on the range of amenity values that are a consequence of recent developments that have occurred in the case study area.

5.1 METHODOLOGY

An expert field study was carried out to assess the quality and effects of each project. Relevant goals within the Urban Design Guidelines were used as a checklist for assessment. The stakeholder group, Council officers and the UCOL designers were interviewed.

Each project is described with reference to both the confirmed relevant amenity values and the identified measures to control amenity effects. Assessment is based on a view of Council project files, field study and discussion with the stakeholder group. The detail of this is in Appendix 4: Project Assessment, which considers the following issues:

1. Conditions relevant to amenity issues applied to consents
2. Effectiveness of performance conditions for these developments. (Expert view plus verification at stakeholder workshop.)
3. Effects not addressed
4. Council monitoring and enforcement of specified performance conditions.
5. Effectiveness of Council monitoring and enforcement
6. Number and nature of complaints
7. Role of design guidelines in mitigation of amenity effects.
8. Role of Annual Plan initiatives in mitigation of amenity effects.
9. Extent to which the relevant amenity values have been addressed by existing mechanisms/instruments

5.2 PROJECTS ASSESSED

Street Improvement Projects

- King Street redevelopment
- Regent Arcade Development

Private Sector Developments

- Universal College of Learning (UCOL)
- Christophers Restaurant (Scheduled building façade alteration)
- New Royal Hotel (Erection of advertising sign)

5.3 CONCLUSIONS

Amenity values have been addressed in an exemplary manner with the design and implementation of these projects. Only minor issues relating to the landscape quality of carparking require review.

Positive comments

- All projects were characterized by appropriate procedure and where appropriate, timely consultation.
- General success of the UCOL project, particularly visual and physical linkages to the adjacent street environment, reuse of heritage buildings.
- The consultative and coordinated process by which the UCOL development was achieved
- Success of Council street works in Regent Arcade and King Street.
- General consultative and collaborative approach taken by Council to amenity improvements.
- Projects, both public and private were informed by appropriate consultation processes.
- Evidence of thorough rationale for design control decisions.
- Specific reference to key guiding documents and design principles by Council officers.
- Appropriate expertise was used to comment on amenity related issues.

Negative comments

- Ineffectiveness of amenity planting around the UCOL car parking area.
- Lack of strong landscape quality of the link across the UCOL car park.
- Amenity effects typically relate to dealing with the visual aspects of parking and vehicle access. These are not effectively addressed by the current policy framework.

Recommendations

- Maintain proactive and strategic Council approach to street and area improvement projects.
- Undertake UCOL parking survey.
- Consider Council strategies relating to landscaping car parking areas.

6 Findings

6.1 GENERAL FINDINGS

- Council's policy framework is suitably focussed on the priority amenity values.
The surveys demonstrate that the range of measures in place in Palmerston North is suitable, in that it effectively addresses the priorities established by public survey, and in a way deemed suitable by a more limited stakeholder survey. There is however scope for a greater emphasis on amenity for pedestrians and the recreational potential of the CBD.
- The policy framework is effective in addressing adverse environmental effects, and importantly, delivering positive effects in line with a clearly articulated strategic vision for the city.
The objectives, policies and rules within the District Plan are generally effective. They are sufficiently comprehensive in that they are supported by non-statutory measures such as the Guidelines, the CBD Revitalisation Strategy and the consultative and collaborative approach to city works and projects demonstrated by Council officers.
- Projects implemented under Council's policy framework are highly successful in all but a limited number of minor respects.
There are minor concerns relating to the effectiveness of measures relating to the landscaping of car parking areas.
- Council implementation processes are thorough and professional.
Records show an informed and professional approach to dealing with consents. The necessary expertise has been applied to assessing each project, and the evidence of completed projects and stakeholder satisfaction with these indicates both avoidance of adverse effects, and more significantly that a beneficial result has been achieved.
- Council processes are based on proactive coordination and consultation with relevant parties.
There is evidence of a proactive approach to consultation and coordination of private and public effort to maximize the benefit to the city of project initiatives. Particularly successful initiatives include the UCOL Liaison Group. This collaborative approach should be maintained.
- Environmental results anticipated by the District Plan are achieved
The evidence from this study supports the conclusion that the environmental results anticipated in Section 11.5 of the District Plan are being achieved by both the Plan and related Council initiatives.
- The policy framework is suitably comprehensive.
*District Plan rules are intended to ensure avoidance or mitigation of adverse effects from development, focusing on private development and the private domain. The rules established in the Plan are suitably comprehensive.
Other non-statutory documents focus on creating beneficial effects, revitalizing, ensuring liveability, and for dealing with the public environment, the streets and other public spaces.*

Detailed findings relating to various documents, projects and Council procedure are:

6.2 DISTRICT PLAN

Assessment

Environmental Results Anticipated

The success of the District Plan is assessed against the environmental results anticipated. These are extracted from Section 11.5 of the Plan, with comments italicized beneath.

Provision of an adequate level of pedestrian comfort.

Both Council street improvement schemes and the UCOL development provide an adequate or better level of pedestrian comfort.

Creation of business areas which are vital and viable and make the best use of existing physical resources.

The Regent Arcade and King Street developments contribute to the vitality and viability of their context. Similarly, UCOL brings in a multitude of students and potential customers into close proximity with the city's main retail street.

Better utilization of unused or under used buildings and/or sites.

The UCOL development provides evidence of intensification of use of an inner city site.

Provision of safe and convenient routes for motor vehicle and pedestrian movement and adequate level of parking.

Projects show evidence of consideration of this issue. The PNCC parking monitoring study shows that the decision on the amount of parking provided for UCOL was appropriate.

Retention of compact and convenient business areas.

Relocating a tertiary institution (UCOL) into the Inner Business Zone is consistent with this result.

Better utilization of existing physical infrastructure (roading/services).

The incorporation of UCOL on this inner city site better utilizes the local infrastructure. The restricted scope of this study is such that conclusions for the inner city as a whole cannot be drawn.

The evidence from this study supports the conclusion that the environmental results anticipated are being achieved. This conclusion is qualified by stakeholder advice that various objectives related to these results are satisfied in part. That is, there is general satisfaction with work completed, but recognition that ongoing effort is necessary if the optimum environmental results are to be achieved.

There are some gaps in the District Plan that should be addressed. These relate to the following:

Recreational attributes

Measures focus on formal and active recreation and do not sufficiently address the potential for passive and informal recreation in the inner city. Streets and pocket parks are important settings for informal recreation and social interaction. The recreational potential of these types of space could be further recognized. Furthermore, such guidelines as exist are non-specific as to how recreational needs may be accommodated.

Pedestrian Amenity

This is referred to in policies but not carried through in specific District plan initiatives. These might include:

- A requirement for new buildings on inner city streets to provide active edges characterized by visual and physical connection between the street and the building interior.
- Review of the nature and application of landscaping controls to car parking areas at street edges.
- Formal recognition of the recreational potential of the inner city street system, implemented by private initiatives at street edges in partnership with Council street landscaping schemes, and consideration of means of funding and delivering the street environments and recreational spaces suitable for this area.
- Advocacy to encourage use of shop-front windows for display, as opposed to the common practice of 'whiting out' wide shop-fronts.

Car parking landscaping

While the intent is good, the rules are clearly ineffective. The survey revealed lack of concern about the visibility of parked cars, so the intent should be to achieve appropriate visual effect with landscape. Greater flexibility is required to allow this, perhaps with hard as well as soft landscape, with a lesser restriction on configuration, and a greater emphasis on principle. For example, qualitative guidelines may be used rather than quantitative rules as a more effective means of achieving a successful result.

Dust and smoke

Dust and smoke are not covered by the District Plan unless related to an offensive Activity or Hazardous Substances. This is due to these being primarily the responsibility of *horizons.mw*.

Recommendations

- 6.2.1 Integrate explicit measures to enhance the recreational potential of the inner city, such as criteria for enhancing recreational opportunities at street and building edges and entrances.
- 6.2.2 Strengthen measures aimed at achieving pedestrian amenity in the inner city, including a requirement for building frontages to include publicly relevant activity and strong visual and physical connections with the street.
- 6.2.3 Reconsider car parking landscaping requirements.
- 6.2.4 Consider the extent to which dust and smoke that is not related to an offensive activity or hazardous substance is controlled by Resource Management mechanisms.

6.3 URBAN DESIGN GUIDELINES

Assessment

The Design Guideline goals are relevant, and investigation shows that these have been largely achieved for the study area. This is detailed in Appendix 2, section A2.1.

The existence of guidelines to make explicit considerations of quality and principles for design to improve amenity is very positive. The core content is valuable and principles are sound, and the document is based on sound research and consultation. However there is scope for improvement, including editing to reduce the Guidelines to core principles, and increased depth in the description of some of these principles. Some content is superficial and simplistic. Consideration might be given to producing a set of design information sheets as selected extracts focussing on specific design issues and precincts.

Stakeholder Assessment

A survey of stakeholders supports the view that with minor exception, the design guideline goals had been achieved. The perception is that good work has been done, but the potential of the study area has yet to be maximised.

Recommendations

- 6.3.1 Retain the guidelines as a base Council reference document and as a basis for public education.
- 6.3.2 Develop design information sheets relating to a series of issues or precincts to provide highly accessible and focussed guidance for building developers and designers. Issues may include landscaping car parking areas and edges.

6.4 CBD REVITALISATION STRATEGY

Assessment

- This presents a sound, and up to date summary of key principles. It provides a clear direction for council initiatives, and complements the Urban Design Guidelines.
- The Assessment Matrix shows that the content of this strategy complements the District Plan, in that the combination of these two documents comprehensively addresses important amenity values.
- Safety, maintenance, and access and views to the Square are important issues covered by this strategy, and which would benefit from further work.
- Public art has been effectively integrated by Council initiatives, for example in King Street, but the potential for its integration might be further emphasized.

Recommendations

- 6.4.1 Develop guidance on the principles for design against crime and a strategy for effective implementation of this guidance.
- 6.4.2 Consider compiling life cycle cost information and developing maintenance criteria to assist decision-making at the project design, specification and review stages of public landscaping.
- 6.4.3 Continue Council advocacy and coordination to achieve access and views to the Square.
- 6.4.4 Develop further public art initiatives.

6.5 PROJECT ASSESSMENT

Assessment

- All projects were characterized by appropriate procedure and where appropriate, timely consultation.
- All projects are considered highly successful in terms of dealing with amenity effects, except for the landscaping associated with car parking and the links through car parking.
- Council has taken a consultative and collaborative approach to amenity improvements.
- Appropriate expertise was used to comment on amenity related issues.
- Landscaping to car parking areas is not effectively addressed by the current policy framework.

Stakeholder Assessment

As a general context for assessment of projects, the following views on the quality of inner city development and streets emerged from the Stakeholder workshop:

Streetscape:

- King Street refurbishment is “excellent”.
- It is important to maintain a combination of vehicles and pedestrians in King Street.
- Tidiness and maintenance of bus stops should be addressed.

Linkages:

- Linkages through are good, with the Regent Arcade “wonderful”.

- The pedestrian connection between Broadway and the Square could be improved.

UCOL:

- A good balance of open and built space is achieved.
- Reuse of heritage buildings by UCOL is successful.
- The park at Princess Street is actively used.
- “The Green” on King Street is heavily used for both formal and informal activity.
- UCOL through site link could be more visible, shelter might be provided.

Traffic management:

- Public parking, particularly on King Street, is not obvious – signs may be required.
- Ease of vehicle exit to Rangitikei Street is important.
- Short cutting through King Street may need to be further discouraged.

Recommendations

- 6.5.1 Continue with the second UCOL parking monitoring study.
- 6.5.2 Maintain proactive and strategic Council approach to street and area improvement projects.
- 6.5.3 Reconsider the Council policy framework for relating to landscaping car parking areas.

6.6 IMPLEMENTATION

Assessment

- Advocacy and coordination initiatives by Palmerston North City Council such as the UCOL Liaison Group, Development Control and CBD contact groups are successful in ensuring that the City’s non-regulatory initiatives are considered.
- While the regulatory approach of the District Plan is directed at appropriate effects, and avoids these, the complementary advocacy and coordination approach has led to positive effects being achieved.
- Public and private interests have much in common, in that the quality of the public and private environments are interdependent and mutually supportive. This justifies early consultation and communication between Council and private development interests.
- Early consultation and establishment of a good working relationship between Council and developers and their professional consultants is desirable to expedite the process. This allows any issues to be resolved at the earliest possible stage, prior to formal hearings. There is evidence from the UCOL project and its Liaison Group, that when early consultation occurs, all parties are likely to achieve a good result.
- Review of Council files reveals evidence of a high level of professionalism, proper procedure and informed professional judgment on both street improvement and private sector development projects.

Stakeholder Assessment

Implementation issues were discussed with the stakeholder group, the UCOL architect and Council officers. Consultation, resource consent procedures and communication/responsiveness were covered.

Consultation:

- The general perception is that Council consultation procedures are sound, and must cope with general public apathy.
- There is a tendency to the view that there is not enough public consultation, but extensive public consultation has and does occur.
- There has been detailed consultation on King Street and the Regent Arcade.

- The opportunity for increased collective strategic thinking by organized groups of business owners was identified as a desirable means of effecting a coordinated approach to revitalization and amenity.

Resource consent procedures, complimentary views were received:

- Views expressed to the Council workshop was that Council processes and procedures are excellent. Council has good professional teams and the process works well.
- Regulatory Services are “pretty good”, good working relationships can and have been established.

Council communication and responsiveness:

- Council is proactive and follows through on its promises eg quick response to street furniture issue.
- Council responded positively to the suggestion to establish the UCOL Liaison Group. Council was readily agreeable and supported the group well. This process was very helpful in achieving project objectives.

Recommendations

- 6.6.1 Maintain or extend where appropriate the current level of collaboration and consultation.
- 6.6.2 Ensure maintenance of the procedures for regular liaison between Council and various stakeholder, business and public interest groups.
- 6.6.3 Consider establishing specific liaison groups to achieve public amenity goals and facilitate the efficient progress of major redevelopment projects.

7 References

Defining Amenity

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DETR (Department of Environment, Transport and the Regions) *By Design: Urban design in the planning system: towards better practice*, DETR, London, 2000

Frey, Hildebrand; *Designing the City: Towards a More Sustainable Urban Form*, E & F Spon, London, 1999

Lincourt, Michel; *In Search of Elegance: Towards an Architecture of Satisfaction*, McGill-Queen's University Press, Montreal, 1999

Hill, David (Hill Young Cooper Ltd.); *Proposed Approach to indicators for Urban Amenity*, Technical Paper No. 54 Urban Amenity, Ministry for the Environment, June 1999

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Tibbalds, Francis; *Making People-Friendly Towns: Improving the Public Environment in Towns and Cities*, Longman, Harlow, 1992

Other

Baird, George, et al; *Building Evaluation Techniques*, McGraw-Hill, New York, 1996

Palmerston North City Council Documents

The CBD Revitalisation Strategy 1998

Urban Design Guidelines for the Central Business District

Palmerston North City Proposed District Plan

Research Report on Amenity Effects of Non-Residential Development (draft), Strategic Planning Unit, March 2000

Information pertaining to development projects

Listed under 'Documents Consulted' in Appendix 4.

Interviews

Richard Mayer, *City Alive!* 20 June 2000

Stakeholder Workshop

PNCC, 20 June 2000

Present:

Ann-Margaret Campbell	UCOL
Kevin Crawford	Manager, Farmers Dept. Store
Helen Gilmour-Jones	UCOL
Dorothy Pilkington	NZ Historic Places Trust
Virginia Watson	PN City Environment Trust
Robyn Winter	Central City Marketing
Steve Williams	Safe City Hosts
Peter Frawley	PNCC
Rochelle Viles	PNCC (workshop co-facilitator)
Greg Vossler	PNCC
Graeme McIndoe	Consultant (workshop co-facilitator)

8 Appendices

Contents

- 1 Review of the District Plan
- 2 Design Guidelines
- 3 CBD Revitalisation Strategy
- 4 Project Assessment
- 5 Survey Forms
- 6 Urban Design Guideline Checklists

APPENDIX 1

Review of the District Plan

Material from the Palmerston North City Proposed District Plan which is directly relevant to the purpose of this study is summarized below. It is categorized according to the amenity values of pleasantness, aesthetic coherence, recreational and cultural attributes that it relates to. Each of these categories is further broken down with subheadings and notes identifying the issues that the various rules specifically address. This analysis then allows the material to be taken through into the Assessment Matrix in the main body of this report.

A1.1 DISTRICT PLAN OBJECTIVES AND POLICIES

Objective 3

To achieve a high standard of amenity within the Inner and Outer Business Zones

Policies

- *To discourage the establishment of activities which will have an adverse effect on the amenity values associated with the Inner Business Zone.*
- *To avoid the adverse effects of offensive activities in the Inner and Outer Business Zones, by controlling their establishment.*
- *To avoid, remedy or mitigate the adverse effects of business activities on each other, or on other activities located within the Inner and Outer Business Zones.*
- *To recognize and provide for the specific amenity needs of pedestrians.*

Explanation (with amenity issues highlighted)

In addition to protecting the amenity of residential areas adjacent to the Inner and Outer Business Zones, it is important that the standard of amenity within these business areas are maintained and, where possible, enhanced.

*To counteract the potential erosion of amenity that might arise as a consequence of allowing a relatively unrestricted range of activities to establish in the business zones, **activities which are offensive in nature** or which involve industrial processes will either be restricted or discouraged.*

*Business activities too have the potential to generate effects relating to such matters as **noise; parking; location of access/egress points, and loading and storage areas** which may impact on the level of amenity enjoyed by activities located within the business zones. To rectify this, appropriate safeguards have been introduced to ensure that any adverse effects are mitigated.*

As there are few limitations on the type of activity that can establish in the business zones there is a possibility that the continuity of business frontage evident along many central city streets may become interrupted by activities desirous of a building setback. Council considers that this pattern of development contributes to the distinct character and visual quality of this area and will be encouraging continuous business frontage along identified streets in the Inner Business Zone.

Verandahs can also increase pedestrian comfort within business areas. A requirement that verandahs be provided along identified pedestrian routes will offer shoppers an increased level of protection from the weather and enhance the amenity value of the area.

Many of these amenity features will be provided at the time a building is constructed, however the continuing upgrade of public space will be funded, in part, through a fee which reflects the impact of the development on an area.

A1.2 DISTRICT PLAN RULES

Many of the rules relate to the interface with areas zoned residential. The focus here is on only those rules that relate to the amenity of the Inner Business area.

A1.2.1 Pleasantness

Rules: Permitted Activities

Offensive activities are a Non-Complying Activity

(comfort- noise, environmental health – smell, discharge)

These are activities that “by reason of the manufacturing method or the nature of the materials used or produced, adversely affects the amenities of the surrounding environment.” Offensive activities tend to be related to processing animal products or waste, involve noise, smell or discharge and are defined as including, for example, blood or offal treating, bone boiling or crushing, dag crushing, fellmongering, fish cleaning and curing.

Industrial Activities are Discretionary (Unrestricted)

Visual quality –(*visual appropriateness, associations*)

Requirement to screen outdoor storage areas, particularly those used for the storage of waste.

Car park landscape design requirements: to provide landscape features at street edges of car parking areas.

One specimen tree along every 10m of frontage, planted to separate car parking from the street, planted in an area of minimum width 2m, area per tree not less than 4 m².

Accessibility

Vehicle parking, loading and site access

Amenity issues addressed include access for people with disabilities and car park landscape design.

Standards on parking and loading and formation of parking spaces are included. These deal with function rather than amenity. Rules dealing with safe and efficient loading and access to development and safe and efficient parking are intended to minimize disturbance from overspill parking or vehicles manoeuvring on the road.

Taken together, these rules address accessibility, equity of access, convenience of access, avoidance of congestion or nuisance in providing access to or servicing an activity and relate to the safe and efficient operation of the roading network.

Stringent tests are placed on industrial activities with respect to traffic issues.
(Discretionary, Unrestricted)

Safety

Hazardous substances

The objective within Section 14 “Hazardous Substances” is:

“To avoid, remedy or mitigate risks to property, the environment and the health of city residents where hazardous substances are used, stored or transported within the City.”

An extensive set of rules to ensure that the risk associated with hazardous substances is minimised.

Safe and efficient loading and access to development.

Safe and efficient parking

The intent is to minimize disturbance from overspill parking or vehicles manoeuvring on the road.

The objectives and policies under Section 20.3 Roads, Parking and Access are:

“To maintain and enhance the safe and efficient functioning of the roading network”

“To have regard for the particular safety needs of cyclists and pedestrians”

“To avoid, remedy or mitigate the effects of roads and vehicles on the amenity values of the City.”

“To restrict the through movement of traffic where the movement has adverse visual, noise and safety effects on adjoining areas.”

“To avoid, remedy or mitigate the impact of roads and parking areas on visual amenity values of the community by the provision of landscaping.”

The explanation for this second objective is as follows:

“Roads can have adverse effects on the environment because of the traffic which uses them. Traffic can cause adverse effects such as increases in noise to adjoining areas and decreases in safety to users of adjoining activities. In some cases these effects need to be mitigated by restricting the through movement of traffic.

Roads, and particularly parking areas, can have a negative impact on the amenity and ambience of parts of the community. Large areas of parking are generally very visually obtrusive and can present a very sterile appearance. With proper landscape treatment, these adverse environmental effects can be overcome.”

Comfort

Weather protection

Requirement to provide adequate weather protection for pedestrians in the form of verandahs along defined busy street edges.

Noise

Limitation of hours during which alcohol may be sold, to reduce late night noise.

Limitation placed on the extent of noise between 10.00 pm and 7.00 am.

“Where noise sensitive uses (including residential activities) are proposed for a business area, it is the responsibility of the designer, developer, owner and user to ensure that buildings are appropriately insulated against the higher levels of noise that are allowed.”

Stringent tests placed on industrial activities with respect to noise (Discretionary, Unrestricted)

Environmental health

Restriction of “offensive activities”

Requirement that activities defined as “offensive” because of smell, discharge or nature of raw materials are Non-Complying, and must pass stringent tests to avoid compromising amenity values.

Hazardous substances

The objective within Section 14 “Hazardous Substances” is:

“To avoid, remedy or mitigate risks to property, the environment and the health of city residents where hazardous substances are used, stored or transported within the City.”

An extensive set of rules to ensure that the risk associated with hazardous substances is minimised.

Privacy (*ameliorating nuisance and disturbance*)

Overspill of lighting

Requirement to avoid overspill of lighting onto adjacent **residential** properties.

Noise

Limitation of hours during which alcohol may be sold, to reduce late night noise.

Limitation placed on the extent of noise between 10.00 pm and 7.00 am.

“Where noise sensitive uses (including residential activities) are proposed for a business area, it is the responsibility of the designer, developer, owner and user to ensure that buildings are appropriately insulated against the higher levels of noise that are allowed.”

Stringent tests placed on industrial activities with respect to noise (Discretionary, Unrestricted)

A1.2.2 Aesthetic Coherence

Vitality and visual richness

Active street edges

Requirement to provide a continuous and non-interrupted building frontage and shop-front windows along defined busy retail edges.

This is explained as providing an accessible, convenient and coherent environment for pedestrians.

Landscape Amenity (1 softening appearance, mitigating monotony – visual richness, texture, vitality, 2 scale – human scale, scale mediation)

Requirement for a defined quantity and quality of landscape elements at the street frontage. The justification for this is:

“Landscaping is an important contributor to the provision and maintenance of adequate amenity both within the Business and Industrial Zones and at the interface between these zones and neighbouring residential areas. In addition to its amenity contribution, landscaping also provides a useful technique for mitigating adverse effects through, for example, softening the appearance of development (e.g. monotonous building form, parking areas); separating activities; and promoting form, scale and texture that complement development.”

Visual coherence and character / identity

Continuity along street edges (incl spatial coherence)

Requirement to provide a continuous and non-interrupted building frontage and shop-front windows along defined busy retail edges.

This is explained as providing an accessible, convenient and coherent environment for pedestrians.

Design and appearance of signs

Requirement that signs complement the character, ambience and amenity values of the area.

Industrial activities to complement local character

Requirement that industrial buildings and structures are in character with and complement the local ambience and amenity values.

Scale mediation

Landscape Amenity (1 softening appearance, mitigating monotony – visual richness, texture, vitality, 2 scale – human scale, scale mediation)

Requirement for a defined quantity and quality of landscape elements at the street frontage.

“... promoting form, scale and texture that complement development.”

A1.2.3 Cultural Attributes

The relevant District Plan provisions are in Section 17: Cultural and Natural Heritage. In the context of the subject inner city zone, “buildings and objects of cultural heritage value” are important.

Objective 1

To ensure that buildings and objects of cultural heritage value to Palmerston North are appropriately protected and conserved.

Explanation

Within Palmerston North, buildings and objects of cultural heritage value make a significant contribution to the sense of identity and continuity experienced by both residents and visitors alike.

In recognition of this, Council has identified specific buildings and objects within the City which it considers are of cultural heritage value and has included these within a “Schedule of Buildings and Objects of Cultural heritage Value”

Although Council is concerned that the particular cultural heritage values associated with these scheduled buildings or objects are not lost or compromised, it also recognizes the importance of maintaining the on-going economic viability of these items. To encourage this, measures have been included within the Plan which enable scheduled buildings to be adapted for present day usage while ensuring that any associated works are undertaken in a sensitive fashion.

Inclusiveness

Recognition of the diversity of cultures

Heritage

Control the design and appearance of signs on heritage buildings and objects.

Requirement for alterations to scheduled buildings, to a degree relative to their category of significance, to be visually compatible, reflect the style and character, and respect their scale.

Minimise alterations to street elevations of buildings.

A1.2.4 Recreational Attributes

Section 15 Recreation of the Proposed District Plan acknowledges that recreation plays an important role within the city.

“It is a significant contributor to the quality of life and level of physical, social and cultural well-being that people within the city experience” (p15-5)

The rules in this part of the Plan apply to land zoned for Recreation, and not to the recreational attributes of other parts of the city. The Recreation Zone is defined as being *“characterized by medium and large scale recreational open spaces”*, and it contains *“a number of community and social facilities such as playcentres and community centers”*. Its primary function *“is to provide for active sport and recreation and community activities”*.(p 15-6)

The introduction to this section notes that: *“Reserve contributions obtained when land is subdivided or business and commercial activities are developed will be used for both land purchase and reserve development.”* Contrary to this statement, as a result of PNCC work on the amenity contribution in 1999 and early 2000, business and commercial activities will not in the future (when the financial contributions section in the Proposed District Plan is made operative) be required to make a reserves contribution.

Reserves contributions are used for the purchase of land and for the improvement and development of reserves, not maintenance. They could be used for the purchase and development of inner city and pocket parks, but they are not used to fund street improvements. CBD street improvement schemes are funded by the CBD Revitalisation Funds (Long Term Financial Strategy) and the operational/maintenance budgets for parks and roading programmes.

The stakeholder survey on recreational attributes showed there was mixed support for providing convenient access to large green open spaces for sport and active recreation. It was rated as of minor importance by all but the two UCOL respondents, who might be expected to represent one of the main user groups for such recreational facilities.

APPENDIX 2

Palmerston North Urban Design Guidelines for the Central City

The subject site is within the “Northern Precinct” established by the Urban Design Guidelines. A comprehensive range of generic principles is outlined relating to both generic and site specific goals. These are described, with comment derived from the field study, interviews and stakeholder workshop noted in italics under each point. The stakeholder group also completed two checklists for the Northern Precinct of the CBD. Checklist 1 ranks the extent to which the development goals have been achieved, and Checklist 2 required the stakeholders to assess the relative priority of development concerns. These checklists are appended.

A2.1 NORTHERN PRECINCT DEVELOPMENT GOALS (pp133,134)

A clear majority of stakeholders expressed the view that with the exception of Goal 7 (reuse of character buildings and inner city living) that these goals had been achieved in part. This view was consistent with that of Richard Mayer of *City Alive!* Clearly it is perceived that good work has been done, but the potential of the area has yet to be maximised.

1. To meet Central Business District and City development goals. These are (from p24 of the design guidelines)
 - To retain and strengthen the City’s historic and cultural values.
 - To provide for the future needs of people and the Central Business District.
 - To maintain and strengthen the City Guiding Principles (These principles are: Grids, Corridors, Communities and Centres, The Square – Te Marae o Hine, Greenery, People, and Heritage.)
 - *The evidence is that Council documents and processes and projects realised are consistent with achieving these general goals.*
- 2 To encourage the revitalisation of King Street.
 - *There are reports of increased activity in King Street from integrating UCOL into this part of the city. This complements and was coordinated with the design improvements to King Street.*
 - *The UCOL development and street improvements are popular and appear successful in encouraging revitalisation, although it is difficult to measure whether the street has reached its full potential.*
 - *The general consensus is that the framework for revitalisation is in place, but it has not been fully realised.*
- 3 To encourage secondary retail activities.
 - *Secondary retail activities such as a surf shop, Retro clothing, a Backpackers hotel, a copy centre and cafes appear to be thriving on King Street. This is in contrast to vacancies within the malls that link King Street to Broadway.*
- 4 To encourage the development of small scale buildings and shops at street level (King and Queen Streets).
 - *The UCOL development includes adaptive reuse of existing buildings and integration of parts of the very large organization into the streetscape in a series of separate but related buildings on both sides of King and Queen Streets. This modularisation of activity and form has created a highly appropriate series of small scale frontages at street level.*
- 5 To encourage easier pedestrian access and views to The Square –Te Marae o Hine and other precincts.
 - *Views from the study area to the Square are dependent on a direct line of sight. These do not exist in the areas where change has occurred.*

- *Easier pedestrian access to the Square is afforded by the existence of accessways in convenient locations, and by the quality of those links.*
 - *The Regent Arcade improvements emphasise a strong link via Broadway to the Square, and are connected across UCOL to a further link from Queen Street to the north. This provides a mid-block cycle and pedestrian route to and from the Square.*
 - *Stakeholders expressed the view that access and views should be treated as separate issues.*
6. To encourage the development and revitalisation of pedestrian accessways in the precinct. To enhance alleyways through the use of planting, murals, lighting and other such treatments.
- *Revitalisation has happened with the improvements to the Regent Arcade. Subtle paving treatment which supports the development of active edges to the arcade, and responds to the heavier use that the UCOL campus has brought to the area.*
 - *The pedestrian link from Regent Arcade and across the UCOL carpark lacks a high level of landscape quality, it exists as a functional but not memorable connection.*
 - *The main UCOL building complex provides a series of sheltered mid-block routes. Continuing external street paving into the atrium encourages public use by reinforcing the impression of being part of the outdoor public domain.*
 - *The mid-block access from Queen to King Street between PSA House and Sport Manawatu is relatively utilitarian in character, and should be considered for refurbishment.*
7. To encourage the reuse of older character buildings and inner city living in the floors above street level.
- *The “Madison Classic” apartment building on the corner of Queen and Rangitikei Streets incorporates 18 apartments. This however is the only visible presence of residential activity in the study area.*
 - *Stakeholders identified an absence of heritage buildings and a lack of inner city living and considered that this goal had not been achieved.*
8. To encourage greater use of landscape treatments to create an attractive and useable environment for people.
- *Unified paving scheme adds visual interest to King Street, and establishes links with Broadway.*
 - *King Street improvements include a number of initiatives that deliver on this goal. The planters assist in giving a unique identity to this street, and are multi-functional in that they also provide an edge for sitting. They are a successful example of public art in that the process by which they were designed included strong community involvement.*
 - *Amenity planting as required by the District Plan for the UCOL carparking areas is visually weak, and has been subjected to damage by trampling. This amenity planting is typically neither strong as a design concept nor effective as a means of reducing the visual impact of large areas of car parking.*
9. To develop “T” intersections, corner sites and City entrance areas as key points of interest.

A2.2 NORTHERN PRECINCT DEVELOPMENT CONCERNS (pp 135-137)

Unused, empty sites and street front shops, or buildings used for storage purposes only. These situations make it difficult for streets to attract people and business opportunities.

- *There is little vacancy on the streets within the study area, but vacancies mid-block within the arcades.*
- *Unused, empty sites and shops was seen as of moderate/great concern.*

Larger and wider buildings can create long empty sections of footpaths with little interest or people activity. This can take away important streetscape qualities that attract people to the area.

- *This pattern was evident in the ground level of the BNZ and other buildings fronting Rangitikei Street. Deka and Farmers are two wide frontage department stores with in the case of the former, ‘whited-out’ shop front windows onto Broadway.*
- *This issue was regarded as being of moderate/great concern.*

Buildings that are much taller than surrounding buildings can create wind problems in other parts of the city, if wind tests are not carried out as part of the design process.

- *This issue regarded as of negligible concern.*
- *This 'concern' is presented as a statement of risk with associated means of minimising that risk, rather than as a location specific concern.*

Buildings that do not face important street frontages can create "dead spots" in a city street. This can make a street seem less active and inviting to people.

- *This was ranked as being of moderate/great concern.*
- *The UCOL development is characterised by building fronts to the street, with visual and often physical connections between the building interior and the street. This theme is taken consistently through the many buildings that make up the UCOL development, which makes a significant contribution to the perception of an active and inviting street edge. Ironically, the heritage buildings that have been integrated into UCOL are least successful in this regard, as they have small windows and high sills facing the street.*
- *The large gaps that have appeared mid-block along both King and Queen Streets for carparking were identified as being of great concern. A counter view was that car parking is required. The planted "amenity" strip is not seen as effective.*

Streetscapes can be cluttered with large numbers of signs. This clutter can take attention away from other more positive street characteristics that attract people to the area.

- *Stakeholder views on signs ranged evenly from negligible to great concern.*
- *Parts of Broadway were characterised by extensive sandwich board type signs. In this case, the footpath is wide, and can be regarded as divided into three zones. First there is a tree/furniture/café table zone closest to the kerb, second, a central movement zone and third a shopping zone under the verandah right next to the shopfronts. In this context, signs do not cause clutter. They have a positive effect of adding colour and visual richness to this important retail area.*

Renovations or alterations of older buildings that are not in keeping with the building's architecture can weaken City streetscape opportunities and character.

- *Stakeholders regarded this as being of moderate/great concern.*

A2.3 COMMENT ON THE URBAN DESIGN GUIDELINES

The existence of guidelines to make explicit considerations of quality and principles for design to improve amenity is very positive.

- These guidelines are proactive in seeking a desirable outcome.
- They provide a source of information, of use particularly to lay people involved with inner city design initiatives.
- Core content is valuable and principles are sound.
- Document appears robust, based on both analysis and detailed consultation.
- There is evidence in Council files of pre-design consultation with designers, and developers to ensure that the non-statutory Council amenity concerns identified by the Guidelines were known.

However there is scope for improvement:

- The document is unwieldy, with core principles hard to find within a mass of background material.
- The guide is written for a lay audience, and is therefore in parts overly simplistic with no relevance for professional designers
- There is some repetition in both text and images.
- Some important aspects are treated superficially.

Information sheets, outlining key design principles that are easily and cheaply reproduced in bulk might be developed from the design guidelines as a more effective way of briefing building developers and designers.

Some guidelines might be considered for inclusion in the District Plan. Candidates for inclusion would be principles for landscaping car parking areas and edges, and guidance for design against crime.

APPENDIX 3

CBD Revitalisation Strategy

From The CBD Revitalisation Strategy 1998 (pp 51,52)

(Focus on what should be done, and why, not how.) Initiatives relating to the subject site, identified by this strategy are:

- Encouraging private sector to improve lighting provision on buildings in the CBD.
- Working with the private sector to encourage initiatives that enhance the development of the CBD's distinct character areas.
- Through the Urban Design Guidelines and District Plan explore ways of encouraging street art in public and private spaces and encouraging retention and reuse of buildings of historical significance.
- In consultation with the Safer Community Council, the SafeCity group, and CBD stakeholders, identify ways of achieving a co-ordinated approach to CBD security.
- Develop an annual calendar of events and activities for the CBD.
- Work with and support business in creating a welcoming CBD environment.
- Integrate the Manawatu Polytechnic's new city campus development into the CBD.
- Developing a Comprehensive Development Plan for the CBD including identifying ways of improving weather protection, shelter, footpath services, the interaction of traffic and pedestrians.
- Upgrade lighting in the CBD.
- Identifying a standardized CBD public directional lighting system.
- Aligning the parking strategy with the Traffic Management Plan, new Bike Plan and new design initiatives.

The CBD Revitalisation Strategy acknowledges the importance of process, coordination and consultation in achieving a strong, vibrant central city. Council partnerships with the private sector promoted by this strategy include:

- Working with and supporting business in creating a welcoming CBD environment.
- Developing an annual calendar of events and activities for the CBD.
- Consultation leading to a coordinated approach to CBD security.

APPENDIX 4

Project Assessment

A4.1 STAKEHOLDER ASSESSMENT

As a general context for assessment of projects, the following views on the quality of inner city development and streets emerged from the Stakeholder workshop

Streetscape:

- King Street refurbishment is “excellent”.
- It is important to maintain a combination of vehicles and pedestrians in King Street.
- Tidiness and maintenance of bus stops should be addressed.

Linkages:

- Linkages through are good, with the Regent Arcade “wonderful”.
- The pedestrian connection between Broadway and the Square could be improved.

UCOL:

- A good balance of open and built space is achieved.
- Reuse of heritage buildings by UCOL is successful.
- The park at Princess Street is actively used.
- “The Green” on King Street is heavily used for both formal and informal activity.
- UCOL through site link could be more visible, shelter might be provided.

Traffic management:

- Public parking, particularly on King Street, is not obvious - signs may be required.
- Ease of vehicle exit to Rangitikei Street is important.
- Short cutting through King Street may need to be further discouraged.

A4.2 STREET IMPROVEMENT PROJECTS

A4.2.1 King Street Redevelopment

Project identification

Refurbishment of King Street with new street trees, paving, crossing tables, lighting and street furniture.

Palmerston North Community Arts Council commissioned to produce King Street Planter Art Work

Conditions applied

Not applicable

Use deciduous trees rather than evergreen to avoid winter shading

Assessment relative to Design Guidelines

The design concept has been guided by the CBD Revitalization Strategy, the CBD and Fringe Area Parking Strategy and the Urban Design Guidelines for the CBD.

Assessment relative to Annual Plan instruments

The CBD Revitalisation Strategy explicitly identifies the redevelopment of King Street and the integration of the Polytechnic’s new city campus into the CBD as important contributors to the CBD’s revitalisation.

Intent of planter project to

- create a vibrant and unique inner city environment
- create high quality public spaces

- build partnerships with the community
- increase awareness and involvement in public art
- develop a sense of identity, place and pride in the city

Raised pedestrian platforms

- To provide people with clear messages as to CBD links
- To promote greater pedestrian safety by encouraging crossing at defined points
- To act as a traffic calming device

Lighting

- Greater safety including clear illumination of pedestrian platforms

Pavers

- Paving design coordinated with that of UCOL (in collaboration)
- Modular pavers allow access to underground services and subsequent restitution of surface without visible repair marks.

Street Furniture

- Colour to match Broadway, developing the north-eastern precinct of the CBD as a distinct character area.

Comments

- The project is successful, achieving the appropriate range of positive amenity effects.
- Comprehensive record of consultation with property owners and tenants
- Issue arose that consultation appreciated, and that some respondents were not pleased with lack of communication from the contractors on the 1997/98 kerb and channel project.

Documents Consulted

Mayer, Richard: Report to Palmerston North City Council 21/4/98
 Mayer, Richard: Report to Palmerston North City Council 27/8/98
 King Street Planters Contract
 Results of King Street Public Consultation

A4.2.2 Regent Arcade Development

Project identification

Redevelopment and proposed covering over of the Regent Arcade

- Upgrading of the Regent Theatre included development of ground floor shops onto the arcade, and the upgrading of the footpath alongside the building had been carried out.
- The Regent Arcade is a private right of way, part owned by Council.
- Principal role of the arcade will be the main pedestrian thoroughfare between the north-eastern sector of the CBD and the inner CBD.
- The intent was to complement the existing Broadway Avenue development and the proposed King Street Streetscape redevelopment concept and provide Palmerston North's CBD with a unique shopping and eating arcade in a pedestrian-dominated environment.
- The upgrading was carried out because of the completed restoration of the Regent On Broadway (which led to new shops establishing in the arcade), the upgrading of King Street, new Council car parks on King and Queen Streets and UCOL moving into the center of the city.
- Prior to the work, the Regent Arcade comprised a 3 m service lane with 1m footpaths both sides, all in a poor state of repair.

Process

- Negotiation with Commerce Shops Ltd as part owners of the arcade, and individual interviews with tenants

- Covering option rejected
- Stone pavers originally specified and less expensive concrete pavers substituted.

Conditions applied

None

Amenity issues raised by consultation with tenants:

- Arcade to be perceived as a pedestrian space
- Safe surface for pedestrians and the disabled
- Control of unwanted vehicles, including bicycles at high speed
- Retain metal artifacts (drainage covers and rings)
- Rubbish disposal: rubbish and cigarette disposal bins
- Demarcation of intoxicated Celtic Inn patrons from other users.
- Covering of arcade – opposed by all

Assessment relative to Design Guidelines

Urban design intent was identified as:

- Developing the important link between Broadway and King Street
- Historic service lane character to be preserved.
- Serving dramatically increased pedestrian numbers due to UCOL development
- Increasing and extending the flow of shoppers through the CBD
- Retail activity continuing after dark
- Character development in proximity to the City's heritage buildings.
- Unified paving surface to identify Regent Arcade as an important accessway and complement paving in other areas.

These intentions have been satisfied.

Assessment relative to Annual Plan instruments

Project intent was to “make valuable contributions to the City Vision of *creating an exciting and attractive cityscape* and achieving CBD revitalization Strategy Goals of creating a CBD that is unique, friendly and vibrant.”

Comment

- The process included appropriate consultation with stakeholders.
- Design development and refinement occurred in relation to stakeholder comment.
- There is evidence of value engineering to reduce cost while maintaining required amenity.
- The project realises key aspects of the urban design guidelines – connection, image and quality of space.
- The project is successful, achieving the appropriate range of positive amenity effects.

Documents consulted

Brenkley, John: Touch of Scotland in Regent Arcade: Regent Arcade Press Release
 Marriot, Dave and Brenkley, John: Report to Palmerston North City Council 20/11/97
 Marriot, Dave and Brenkley, John: Report to Palmerston North City Council 16/8/98
 Mayer, Richard: Report to Palmerston North City Council 27/8/98
 Author not noted: Regent Arcade Public Consultation, undated
 Author not noted: Regent Arcade: an urban design perspective, undated

A4.3 PRIVATE SECTOR DEVELOPMENTS

A4.3.1 UCOL

Project identification

Development of the UCOL Campus. District Plan issues relate particularly to the extent and detail of carparking provided and the refurbishment of heritage buildings.

Urban design concerns were identified in an 11 October 1996 internal PNCC document. These, with assessment comments in italics are:

- That the city street environment the basic principles set out in the Urban Design Guidelines for the CBD be recognized in the development.
 - *This has been achieved. The architect advises that this was done without reference to the guidelines.*
- That the city street environment created maintains the function and experience of the city centre while incorporating the functions of the Polytechnic.
 - *The combination of buildings with active edges fronting streets maintains an important city centre pattern. In addition, the dispersal and mixing of UCOL development with other uses and diversity in the type and style of UCOL buildings maintains the visual grain and vitality of a city street. The integration has been very successful.*
- That design solutions are of benefit to the three main user groups.
 - Students and staff of the Polytechnic
 - Palmerston North residents and visitors
 - City centre retailers.
- That pedestrian circulation patterns and accessways establish or maintain clear and safe physical access to other city centre areas (links to Broadway, Queen Street and Grey Street are of particular importance).
 - *Integration of the mid-block UCOL link is optimally placed to connect Broadway via the Regent Arcade with a link to Grey Street. This provides excellent mid-block access.*
- That pedestrian linkages and accessways visually establish and reinforce a city hierarchy of pedestrian linkages and spaces.
 - *See comment for 4 above.*
- That design solutions recognise the importance of corner sections in the CBD (The Princess Street King Street intersection is a concern here.)
- That car parking buildings offer street level activities that complements retail and polytechnic activities.
 - *This condition does not apply, as no multi-storey car parking buildings have been built.*

In summary, the UCOL development addresses the identified PNCC urban design concerns.

Field study:

A number of features are particularly successful, and the principles of the urban design guidelines are followed. In particular:

- The UCOL development presents occupied and active frontages to all street edges, and uses many of the old and heritage buildings around the area. This, along with the increased activity that the UCOL student and staff body brings, has the effect of enhancing rather than simply maintaining the function and experience of the city center.
- Pedestrian linkages across and along the site are well placed to connect existing links, eg Regent Arcade to the lane leading north and connecting to Grey Street.
- The 2m amenity planting strips are visually weak and subject to damage, with campus users observed crossing these at a number of points, and associated damage to plants. They are ineffective in providing a landscaped quality to the street edge, neither do they screen car parking.

Comments from the stakeholder group

Comments recorded at the stakeholder workshop were positive:

- UCOL presents a good balance of open and built space.
- The park at the corner of Queen and Princess Streets is actively used.
- “The Green” on King Street is heavily used for a variety of formal and informal activity.
- Reuse of heritage buildings is successful.

MODIFICATION TO CAR-PARKING DESIGN

(Refer Certificate of Compliance, 9 August 1996)

Conditions applied

- 2m wide landscaping strips around the periphery of the ground level carpark
- no external alterations to the three listed historic buildings on the subject site (Plunket Building, King Street Flats and the Polytechnic Brick Building)
- provide pedestrian verandah cover along the street frontages, except across front of the Plunket and Poly brick buildings.

When granting Resource Consent for the UCOL campus in September 1997, Council dispensed with 270 of the 700 carparks required to cater for 1997 student and staff numbers. A related condition of consent was recorded on page 22 of the decision. This was:

- “The applicant accepts that the provision of parking be reviewed after the Polytechnic is fully operational and will take steps to provide more parking if this is considered necessary.”

Effectiveness of performance conditions

- The landscaping strips are ineffective as a means of delivering the required visual amenity.
- The treatment of heritage buildings and provision of verandah cover is however appropriate.
- The dispensation on car parking provision is fully justified by a subsequent monitoring study. (See below.)

Effectiveness of Council monitoring and enforcement

This project has been the subject of a detailed monitoring study carried out by PNCC. This study, summarized in the September 1999 Monitoring Report of the Transportation Section of the Proposed District Plan found that based on survey of usage, the Campus carparks are not fully occupied. (On the sample day in April 1999, during term, 69.3% of campus carparks were occupied at 11.00 am, 88.6% at 3.00 pm.) The study found evidence that the “free” Council carpark on Amesbury Street was used by UCOL students. The report also concludes that this problem appears to have been remedied by making the UCOL carpark furthest from the core of the campus free to students. It also recommended that further monitoring be undertaken part way through the first semester of 2000 to determine any alteration in occupancy rates.

This study justifies the decision by council to not require the full complement of car parking required by the District Plan.

Assessment relative to Design Guidelines

The development meets the intent of the design guide.

Assessment relative to Annual Plan instruments

The files record evidence of formal agreement to co-operate to resolve issues to the mutual benefit of both the City and UCOL.

Documents consulted

Certificate of Compliance, 9 August 1996

Summary Monitoring report: Transportation Section of the Proposed Palmerston North City District Plan, Strategic Planning Unit, PNCC, September 1999 and Section 7.0 of the Monitoring Report: UCOL – King Street/Queen Street

A4.3.2 **Christophers Restaurant**

Project identification

- 130 King Street, Category 2 Heritage building
- Replacement of center window on street façade with French doors

Conditions applied

None

Extent to which identified effects have been addressed

Council report indicates proper consideration of heritage issues.

Certain positive effects have arisen:

- The new door gives better physical and visual connection between the restaurant interior and the street. This contributes to the vitality of the street edge.
- Following modification, the underlying centrality of the façade composition is emphasized with the new central doors and steps. This is aesthetically superior to the prior condition.

Assessment relative to Design Guidelines

The building alteration satisfies the heritage related content of the design guide.

Comment

The addition of central French doors:

- reinforces the impression of centrality, which is consistent with the compositional theme of neo-classical buildings.
- Reinforces the connection between the proposed restaurant interior and the street, making this small part of the edge of King Street more “active”, a result fully in line with Council’s goal of revitalizing the street.

A4.3.3 **New Royal Hotel**

Project identification

- 44 Rangitikei Street
- Erection of a neon Lion Red advertising sign on the front of the New Royal Hotel
- Category 1 Heritage building

Conditions applied

None

Extent to which identified effects have been addressed

The Council report indicates proper consideration of heritage issues. The sign has no adverse visual effects, its erection does not alter the underlying fabric of the building, and is consistent with the historic function of the building.

Comment

The project is successful in that the sign does not detract from the heritage values of the building.

APPENDIX 5 Survey Forms

Palmerston North

Inner City Amenity Values Survey

What do you value about the inner city?

This survey is to find out what you think is important about physical qualities of the inner city, not what the Council is or is not doing here.

RATING SCALE

Great importance

Absolutely essential, critical priority, at all times

Moderate importance

Not critical, a secondary priority, generally but not always significant,

Minor importance

Relevant but a minor consideration, or not of significant concern

Not relevant

Please tick the relevant boxes below

	Great importanc e	Moderate importanc e	Minor importanc e	Not relevant
Pleasantness <i>The extent to which the inner city attracts people and supports occupation</i>				
• The city engages the eye, it is visually rich and interesting and rewards observation				
• The city provides shelter and comfortable outdoor conditions				
• Air in the city is healthy – free of hazardous substances and offensive smells				
• The risk to pedestrians of street crime and traffic accidents is minimal				
• Excessive noise and other nuisances are eliminated				
• The city is clean and well-maintained				
• It is easy to get around the inner city				

	Great importanc e	Moderate importanc e	Minor importanc e	Not relevant
Aesthetic Coherence <i>The extent to which the inner city is seen as visually attractive</i>				
• The city has a sense of organization and order, there are commonalities and patterns which link its parts				
• Buildings share common dimensions and relate to the size of the human figure				
• Various parts of the city have their own individual character				
• Buildings and/or trees define the edges of streets and other public open spaces				
• It is easy for people to understand the city and find their way around				

Cultural Attributes The extent to which the inner city responds to the cultures of its citizens				
• The city has qualities and features which allow all people to “feel at home”				
• The built heritage and history of the city is retained and expressed				
<i>The city incorporates lots of accessible public art that is of the people, by the people, and for the people.</i>				

	Great importance	Moderate importance	Minor importance	Not relevant
Recreational Attributes <i>The extent to which the inner city provides recreational opportunity</i>				
• <i>The central city provides opportunities for a wide range of events and social interaction</i>				
• <i>People have convenient access to a wide range of recreation and experience within the inner city</i>				

Other Qualities

Are there any qualities that are important to you and which are missing from this survey? If so, please list them below:

	Great importance	Moderate importance	Minor importance	Not relevant

Explanation (by surveyor)

1. This survey is to determine the things that you value about the inner city of Palmerston North. Its focus is the inner city, the primarily business and retail areas.
2. It does not refer to the qualities that you might consider desirable in the predominantly residential areas of the city.
3. The survey is structured around the Resource Management Act definition of amenity values. This is:

“... those natural or physical qualities and characteristics of an area that contribute to peoples’ appreciation of its pleasantness, aesthetic coherence, and cultural and recreational attributes.”

**Palmerston North City Council
Inner City Amenity Values Survey**

What do you value about the inner city?

SURVEY PURPOSE AND STRUCTURE

- 1 The purpose of this survey is twofold:
 - To find out the design and environmental qualities of the inner city that you value most. This will be your rating of the importance of the qualities indicated by the subheadings and the italicized text next to these, e.g. **VISUAL INTEREST, COMFORT**, etc
 - To find out your views on the approach that Council has taken or might take to realising these qualities. Here you should rank the importance of the outcomes that are listed in bullet-point form under each of these subheadings.

- 2 The focus of this survey is the inner city, the primarily business and retail areas. It does not refer to the predominantly residential areas of the city, nor to any of the qualities that might be desirable in those areas.

- 3 The survey is structured around the Resource Management Act definition of amenity values. This is:

“... those natural or physical qualities and characteristics of an area that contribute to peoples’ appreciation of its pleasantness, aesthetic coherence, and cultural and recreational attributes.”

RATING SCALE

- Great importance
Absolutely essential, critical priority, at all times
- Moderate importance
Not critical, a secondary priority, generally but not always significant,
- Minor importance
Relevant but a minor consideration, or not of significant concern
- Not relevant

Please tick the relevant boxes below

	Great importance	Moderate importance	Minor importance	Not relevant
Pleasantness <i>The extent to which the inner city attracts people and supports occupation</i>				
VISUAL INTEREST <i>The city engages the eye, it is visually rich and interesting and rewards observation</i>				
• Buildings and public spaces are visually rich and complex				
• Buildings and public spaces are simple, clean, and minimalist				
• Street trees and other planting are encouraged to soften the city and give visual interest				
• Obvious commercial activity contributes to the vitality of the central city				

<ul style="list-style-type: none"> • Inner city residential occupation contributes to the vitality of the central city 				
<ul style="list-style-type: none"> • The edges of streets are defined by building fronts with main entrances, and ground level windows 				
<ul style="list-style-type: none"> • There is lots of activity and many people visible on the streets 				
<ul style="list-style-type: none"> • A memorable element of novelty, surprise or “quirkiness”, that makes a place or building different from others is promoted 				
COMFORT <i>The city provides shelter and comfortable outdoor conditions</i>				
<ul style="list-style-type: none"> · Public open spaces are generally sunny 				
<ul style="list-style-type: none"> • Public open spaces offer a choice of sun and shade 				
<ul style="list-style-type: none"> · Streets and other public open spaces are not subjected to severe wind conditions 				
<ul style="list-style-type: none"> · Continuous cover to footpaths is provided along primary retail streets and main pedestrian routes 				
<ul style="list-style-type: none"> • Continuous cover to footpaths is provided along all streets and routes 				
<ul style="list-style-type: none"> • Conveniently located public toilet facilities are provided throughout the inner city 				
<ul style="list-style-type: none"> • Public toilets include facilities for nappy-changing 				
ENVIRONMENTAL HEALTH Air in the city is healthy – free of hazardous substances and offensive smells				
<ul style="list-style-type: none"> • Hazardous substances are restricted to safe levels 				
<ul style="list-style-type: none"> • <i>Offensive odours are eliminated</i> 				
SAFETY The risk to pedestrians of street crime and traffic accidents is minimal				
<ul style="list-style-type: none"> • People’s fear of crime on the streets is reduced 				
<ul style="list-style-type: none"> · The actual frequency of crime on the streets is reduced 				
<ul style="list-style-type: none"> • The risk to pedestrians from vehicles is minimal 				
NUISANCE <i>Excessive noise and other nuisances are eliminated</i>				
<ul style="list-style-type: none"> • Excessive noise is eliminated 				
<ul style="list-style-type: none"> • <i>Dust nuisance is eliminated</i> 				
<ul style="list-style-type: none"> • <i>Smoke is eliminated</i> 				
<ul style="list-style-type: none"> • <i>Excessive glare is eliminated</i> 				
IMAGE AND AMBIENCE <i>The city is clean and well-maintained</i>				
<ul style="list-style-type: none"> • Streets and public spaces are generally clean and tidy 				
<ul style="list-style-type: none"> • <i>Storage and service areas are out of public view</i> 				

<ul style="list-style-type: none"> • <i>Parked cars are out of public view</i> 				
ACCESSIBILITY <i>It is easy to get around the inner city</i>				
<ul style="list-style-type: none"> • Vehicle access is prioritized over pedestrian use and circulation in the inner city 				
<ul style="list-style-type: none"> • Pedestrian use and circulation is prioritized over vehicle access in the inner city 				
<ul style="list-style-type: none"> • Low traffic speeds are encouraged in the inner city 				
<ul style="list-style-type: none"> • Efficient movement of traffic at or close to speed limits is promoted within the inner city 				
<ul style="list-style-type: none"> • Car parking is provided at all street edges 				
<ul style="list-style-type: none"> • Car parking is provided to meet demand, but is balanced with landscaping in high pedestrian use areas 				
<ul style="list-style-type: none"> • Parking is available right outside my main destination 				
<ul style="list-style-type: none"> • Parking is available within one-two minutes walk of my main destination 				
<ul style="list-style-type: none"> • Public pedestrian connections are provided through the middle of city blocks 				
<ul style="list-style-type: none"> • Access is provided for all groups, including the very young, the very old and the disabled 				
<ul style="list-style-type: none"> • City streets and public spaces are cycle-friendly 				
<ul style="list-style-type: none"> • Dedicated cycle lanes are provided along major central city streets 				

	Great importance	Moderate importance	Minor importance	Not relevant
Aesthetic Coherence <i>The extent to which the inner city is seen as visually attractive</i>				
ORDER <i>The city has a sense of organization and order, there are commonalities and patterns which link its parts</i>				
<ul style="list-style-type: none"> • All buildings and spaces have a clear and understandable design theme or central idea 				
<ul style="list-style-type: none"> • Buildings and spaces are simple and uniform in shape, and unified and minimalist in their detail 				
<ul style="list-style-type: none"> • Buildings and spaces are based on a clear idea allied with surprise, novelty, richness and complexity 				
<ul style="list-style-type: none"> • Neighbouring buildings are consistent in their height, width, style, materials and colour 				
<ul style="list-style-type: none"> • <i>Street detail and furniture, that is, paving, kerbs, seating, lights etc, is consistent throughout the city</i> 				
<ul style="list-style-type: none"> • <i>Street detail and furniture is part of a citywide family, but varies from place to place.</i> 				
SCALE <i>Buildings share common dimensions and relate to the size of the human figure</i>				
<ul style="list-style-type: none"> • Buildings share common or closely related dimensions - height and/or width - with neighbouring buildings 				
<ul style="list-style-type: none"> • Buildings and public spaces have characteristics that meet expectations of "human scale" 				
<ul style="list-style-type: none"> • <i>The heights of buildings relate to the width of the street or public space that they define as well as to each other</i> 				

CHARACTER <i>Various parts of the city have their own individual character</i>				
• The positive features of a place, activity as well as buildings and landscape, give a sense of special character				
• All parts of the city have a novelty or unique feel to them				
• The life and activity of an area is clearly expressed				
• An “imported” design theme is visible in each development				
• The design theme in each area is drawn from the local context of history and place				
• <i>New buildings replicate the character of heritage buildings around them</i>				
• <i>New buildings relate to historic character but do not replicate it.</i>				
• <i>Adjacent buildings relate to one another but include a memorable element of novelty or surprise</i>				
SPATIAL DEFINITION <i>Buildings and/or trees define the edges of streets and other public open spaces</i>				
• A sense of openness, with views of lots of open space is experienced				
• Buildings are set within large areas of open space				
• A sense of enclosure, within a variety of large and small open spaces is experienced				
• Buildings and trees are placed to frame and define public open spaces and give a sense of enclosure				
• <i>There are views from each public open space within the inner city to others</i>				
• <i>There are views from each public open space within the inner city to important landmarks outside the city</i>				
UNDERSTANDABILITY It is easy for people to understand the city and find their way around				
• A clear hierarchy is expressed in the design and landscaping of streets				
• Public open spaces are differentiated by the character of their landscaping				
• Heritage buildings and buildings for important public or commercial activities are expressed as landmarks				
• Views and vistas of important landmarks and spaces are enhanced or developed				
• The functions of a building and activity within it are readily apparent to passers-by				

	Great importance	Moderate importance	Minor importance	Not relevant
Cultural Attributes The extent to which the inner city responds to the cultures of its citizens				
INCLUSIVENESS <i>The city has qualities and features which allow all people to “feel at home”</i>				
• The physical form of the city responds to the needs and aspirations of the various cultures within it				

<ul style="list-style-type: none"> • <i>Locally distinctive culture is expressed</i> 				
HERITAGE The built heritage and history of the city is retained and expressed				
<ul style="list-style-type: none"> • Items, places and buildings of heritage significance are retained and celebrated 				
<ul style="list-style-type: none"> • All old buildings are retained and celebrated 				
<ul style="list-style-type: none"> • The design of buildings and spaces reflects the history of the area 				
<ul style="list-style-type: none"> • The design of buildings and spaces is contemporary, of the current time 				
<ul style="list-style-type: none"> • The history of the city is made visible with signs 				
<ul style="list-style-type: none"> • The history of the city is made visible by adaptive reuse of old buildings 				
PUBLIC ART <i>The city incorporates lots of accessible public art that is of the people, by the people, and for the people</i>				
<ul style="list-style-type: none"> • Public art is incorporated throughout the central city 				
<ul style="list-style-type: none"> • The city is a work of art in its own right 				

	Great importance	Moderate importance	Minor importance	Not relevant
Recreational Attributes <i>The extent to which the inner city provides recreational opportunity</i>				
SOCIAL INTERACTION <i>The central city provides opportunities for a wide range of social events and interaction</i>				
<ul style="list-style-type: none"> • <i>Public spaces have a quality that supports passive recreation, the opportunity to sit, rest, stop and talk</i> 				
<ul style="list-style-type: none"> • <i>Streets are important open spaces with passive recreational potential</i> 				
CHOICE <i>People have convenient access to a wide range of recreation and experience within the inner city</i>				
<ul style="list-style-type: none"> • There is a choice of recreational opportunities 				
<ul style="list-style-type: none"> • There is convenient access to large green open spaces for sport and active recreation 				
<ul style="list-style-type: none"> • There is a range of small open spaces distributed throughout the inner city for passive/social interaction 				
<ul style="list-style-type: none"> • Public recreation spaces are designed to suit a wide and unpredictable range of activities 				
<ul style="list-style-type: none"> • Public recreation spaces are designed to suit a limited range of specific activities 				
<ul style="list-style-type: none"> • <i>Public recreation spaces are designed to suit a wide range of recreational activities</i> 				

Other Qualities

Are there any qualities that are important to you and which are missing from this survey? If so, please list them below, and continue over the page if necessary.

	Great importance	Moderate importance	Minor importance	Not relevant

APPENDIX 6 Urban Design Guideline Checklists

Checklist 1

Northern Precinct

Development Goals

Palmerston North Urban Design Guidelines for the Central Business District:

Please rank the degree to which you consider that the "Northern Precinct Development **Goals**" from the design guide have been satisfied within the study area. These goals are listed below: (Please tick the appropriate box)

GOALS	Satisfied in full	Satisfied in part	Not satisfied
1 To meet Central Business District and City development goals. (Refer note 1)			
2 To encourage the revitalisation of King Street. (<i>That is, increased activity allied with design improvement</i>).			
3 To encourage secondary retail activities. (<i>That is, retail activity established in support of a primary use</i>).			
4 To encourage the development of small scale (<i>narrow frontage</i>) buildings and shops at street level (King and Queen Streets).			
5 To encourage easier pedestrian access and views to The Square – Te Marae o Hine and other precincts.			
6 To encourage the development and revitalisation of pedestrian accessways in the precinct. (Refer note 2)			
7 To encourage the reuse of older character buildings and inner city living in the floors above street level.			
8 To encourage greater use of landscape treatments (<i>trees, seats, lights</i>) to create an attractive and useable environment for people.			
9 To develop "T" intersections, corner sites and City entrance areas as key points of interest.			

Note 1: Central Business District Goals (p24 of the design guidelines)

- To retain and strengthen the City's historic and cultural values.
- To provide for the future needs of people and the Central Business District.
- To maintain and strengthen the City Guiding Principles
(These principles are: Grids, Corridors, Communities and Centres, The Square – Te Marae o Hine, Greenery, People, and Heritage.)

Streetscape (p62 of the design guidelines)

“Streetscape” describes the overall experience within a street or series of streets. Successful streets have three key characteristics:

- They share one or more characteristics that are common throughout the street.
- The streets have a sense of “variety” about them.
- They provide comfortable and useable spaces for people.

Note 2: This involves enhancing alleyways through the use of planting, murals, lighting and other such treatments.

Checklist 2

Northern Precinct

Development Concerns

Palmerston North Urban Design Guidelines for the Central Business District:

Please indicate the degree to which these **concerns** identified by the Design Guidelines for the “Northern Precinct” remain of concern to you within the study area. (Please tick the appropriate box)

Please note any other concerns in the space provided.

	Great concern	Moderate concern	Negligible concern
A Unused, empty sites and street front shops, or buildings used for storage purposes only. These situations make it difficult for streets to attract people and business opportunities.			
B Larger and wider buildings can create long empty sections of footpaths with little interest or people activity. This can take away important streetscape qualities that attract people to the area.			
C Buildings that are much taller than surrounding buildings can create wind problems in other parts of the city, if wind tests are not carried out as part of the design process.			
D Buildings that do not face important street frontages can create “dead spots” in a city street. This can make a street seem less active and inviting to people.			
E Streetscapes can be cluttered with large numbers of signs. This clutter can take attention away from other more positive street characteristics that attract people to the area.			
F Renovations or alterations of older buildings that are not in keeping with the building’s architecture can weaken City streetscape opportunities and character.			
<i>Other concerns?</i>			