



PALMERSTON NORTH CITY COUNCIL

AGENDA

PLANNING & STRATEGY

COMMITTEE

9AM, WEDNESDAY 11 MARCH 2020

COUNCIL CHAMBER, FIRST FLOOR, CIVIC ADMINISTRATION BUILDING
32 THE SQUARE, PALMERSTON NORTH



MEMBERSHIP

Aleisha Rutherford (Chairperson)
Patrick Handcock ONZM (Deputy Chairperson)
Grant Smith (The Mayor)

Brent Barrett	Lorna Johnson
Rachel Bowen	Billy Meehan
Zulfiqar Butt	Bruno Petrenas
Renee Dingwall	Tangi Utikere
Leonie Hapeta	

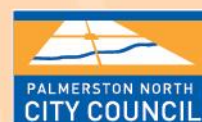
Agenda items, if not attached, can be viewed at:

pncc.govt.nz | Civic Administration Building, 32 The Square
City Library | Ashhurst Community Library | Linton Library

Heather Shotter
Chief Executive, Palmerston North City Council

Palmerston North City Council

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Private Bag 11034, 32 The Square, Palmerston North



PLANNING & STRATEGY COMMITTEE MEETING

11 March 2020

ORDER OF BUSINESS

NOTE: The Planning & Strategy Committee meeting coincides with the ordinary meeting of the Economic Development Committee. The Committees will conduct business in the following order:

- Economic Development Committee
- Planning & Strategy Committee

1. Apologies

2. Notification of Additional Items

Pursuant to Sections 46A(7) and 46A(7A) of the Local Government Official Information and Meetings Act 1987, to receive the Chairperson's explanation that specified item(s), which do not appear on the Agenda of this meeting and/or the meeting to be held with the public excluded, will be discussed.

Any additions in accordance with Section 46A(7) must be approved by resolution with an explanation as to why they cannot be delayed until a future meeting.

Any additions in accordance with Section 46A(7A) may be received or referred to a subsequent meeting for further discussion. No resolution, decision or recommendation can be made in respect of a minor item.

3. Declarations of Interest (if any)

Members are reminded of their duty to give a general notice of any interest of items to be considered on this agenda and the need to declare these interests.

4. Public Comment

To receive comments from members of the public on matters specified on this Agenda or, if time permits, on other Committee matters.

(NOTE: If the Committee wishes to consider or discuss any issue raised that is not specified on the Agenda, other than to receive the comment made or refer it to the Chief Executive, then a resolution will need to be made in accordance with clause 2 above.)

5. Confirmation of Minutes

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“That the minutes of the Planning & Strategy Committee meeting of 12 February 2020 Part I Public be confirmed as a true and correct record.”

6. Review of Water Supply Bylaw - s 155 Determinations

Page 9

Report, presented by Julie Macdonald, Strategy & Policy Manager.

7. Draft Venues Policy for Consultation

Page 25

Memorandum, presented by Julie Macdonald, Strategy & Policy Manager.

8. Summary of Submissions for the Proposed Amendment to the Cemeteries and Crematorium Bylaw 2018

Page 47

Memorandum, presented by Julie Macdonald, Strategy & Policy Manager.

9. Draft Speed Limits Bylaw 2020 - Approval for Consultation

Page 61

Report, presented by Julie Macdonald, Strategy & Policy Manager.

10. District Plan and School Travel

Page 115

Memorandum, presented by David Murphy, City Planning Manager.

11. Creative Cities Index Palmerston North 2019 Survey Results

Page 121

Memorandum, presented by David Murphy, City Planning Manager and Dave Charnley, Senior Urban Designer.

12. Committee Work Schedule

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13. Exclusion of Public

To be moved:

“That the public be excluded from the following parts of the proceedings of this meeting listed in the table below.

The general subject of each matter to be considered while the public is excluded, the reason for passing this resolution in relation to each matter, and the specific grounds under Section 48(1) of the Local Government Official Information and Meetings Act 1987 for the passing of this resolution are as follows:

General subject of each matter to be considered	Reason for passing this resolution in relation to each matter	Ground(s) under Section 48(1) for passing this resolution

This resolution is made in reliance on Section 48(1)(a) of the Local Government Official Information and Meetings Act 1987 and the particular interest or interests protected by Section 6 or Section 7 of that Act which would be prejudiced by the holding of the whole or the relevant part of the proceedings of the meeting in public as stated in the above table.

Also that the persons listed below be permitted to remain after the public has been excluded for the reasons stated.

[Add Third Parties], because of their knowledge and ability to assist the meeting in speaking to their report/s [or other matters as specified] and answering questions, noting that such person/s will be present at the meeting only for the items that relate to their respective report/s [or matters as specified].

PALMERSTON NORTH CITY COUNCIL

Minutes of the Planning & Strategy Committee Meeting Part I Public, held in the Council Chamber, First Floor, Civic Administration Building, 32 The Square, Palmerston North on 12 February 2020, commencing at 9.00am

Members Present:	Councillor Aleisha Rutherford (in the Chair), The Mayor (Grant Smith) and Councillors Brent Barrett, Rachel Bowen, Zulfiqar Butt, Renee Dingwall, Patrick Handcock ONZM, Lorna Johnson, Billy Meehan, Bruno Petrenas and Tangi Utikere.
Non Members:	Councillors Susan Baty, Vaughan Dennison, Lew Findlay QSM and Karen Naylor.
Apologies:	The Mayor (Grant Smith) (for early departure on Council Business) and Councillor Leonie Hapeta.

Councillor Susan Baty was not present when the meeting resumed at 11.26am. She was not present for clauses 2 and 3.

1-20 Apologies

Moved Aleisha Rutherford, seconded Patrick Handcock ONZM.

The COMMITTEE RESOLVED

1. That the Committee receive the apologies.

Clause 1-20 above was carried 15 votes to 0, the voting being as follows:

For:

The Mayor (Grant Smith) and Councillors Brent Barrett, Susan Baty, Rachel Bowen, Zulfiqar Butt, Vaughan Dennison, Renee Dingwall, Lew Findlay QSM, Patrick Handcock ONZM, Lorna Johnson, Billy Meehan, Karen Naylor, Bruno Petrenas, Aleisha Rutherford and Tangi Utikere.

The meeting adjourned at 9.01am.

The meeting resumed at 11.26am.

When the meeting resumed Councillor Susan Baty was not present.

2-20 Public Participation at Meetings

Memorandum, presented by Natalya Kushnirenko, Democracy & Governance Administrator.

Moved Aleisha Rutherford, seconded Patrick Handcock ONZM.

The COMMITTEE RESOLVED

1. That the Planning & Strategy Committee set aside a public comment section of not more than 30 minutes at the commencement of each ordinary meeting of the Committee to provide members of the community the opportunity to comment.

Clause 2-20 above was carried 14 votes to 0, the voting being as follows:

For:

The Mayor (Grant Smith) and Councillors Brent Barrett, Rachel Bowen, Zulfiqar Butt, Vaughan Dennison, Renee Dingwall, Lew Findlay QSM, Patrick Handcock ONZM, Lorna Johnson, Billy Meehan, Karen Naylor, Bruno Petrenas, Aleisha Rutherford and Tangi Utikere.

3-20

Work Schedule

Moved Aleisha Rutherford, seconded Patrick Handcock ONZM.

The **COMMITTEE RESOLVED**

1. That the Planning & Strategy Committee receive its Work Schedule dated February 2020.

Clause 3-20 above was carried 14 votes to 0, the voting being as follows:

For:

The Mayor (Grant Smith) and Councillors Brent Barrett, Rachel Bowen, Zulfiqar Butt, Vaughan Dennison, Renee Dingwall, Lew Findlay QSM, Patrick Handcock ONZM, Lorna Johnson, Billy Meehan, Karen Naylor, Bruno Petrenas, Aleisha Rutherford and Tangi Utikere.

The meeting finished at 11.30am.

Confirmed 11 March 2020

Chairperson

REPORT

TO: Planning & Strategy Committee

MEETING DATE: 11 March 2020

TITLE: Review of Water Supply Bylaw - s 155 Determinations

PRESENTED BY: Julie Macdonald, Strategy & Policy Manager

APPROVED BY: Sheryl Bryant, General Manager - Strategy & Planning

RECOMMENDATION(S) TO COUNCIL

1. That pursuant to s 155(1) of the Local Government Act 2002, the Council determines that a bylaw is the most appropriate way of addressing the perceived problem of providing a reliable and efficient water supply system that maintains public health and safety and preserves the environment.
2. That pursuant to s 155(2)(a) of the Local Government Act 2002, the Council determines that a stand-alone bylaw is the most appropriate form for a water supply bylaw.
3. That pursuant to s 155(2)(b) of the Local Government Act 2002, the Council agrees that it is not anticipated that a revised bylaw would give rise to implications under the New Zealand Bill of Rights Act 1990.
4. That the Chief Executive is instructed to draft an amended Water Supply Bylaw which addresses the perceived problem of providing a reliable and efficient water supply system that maintains public health and safety and preserves the environment.

SUMMARY OF OPTIONS ANALYSIS FOR

Problem or Opportunity	The Water Supply Bylaw 2015 is due for review and will be automatically revoked in May 2020 unless a determination is made by May 2020.
OPTION 1:	Determine that a bylaw is the most appropriate way to address the of perceived problem of providing a reliable and efficient water supply system that maintains public health and safety and preserves the environment. (Recommended)
Community Views	Initial community views on this Bylaw have not yet been sought.
Benefits	The review timeframe is met, and the Water Supply Bylaw 2015 will not be automatically revoked in two years. Without the Bylaw Council's ability to manage its water supply activity would be more limited.
Risks	No risks identified.
Financial	Costs can be met within current budgets.
OPTION 2:	Do not determine that a bylaw is the most appropriate way to address the perceived problem.
Community Views	Initial community views on this Bylaw have not yet been sought.
Benefits	No benefits identified.
Risks	If the s 155 determination on the Water Supply Bylaw is not made before 25 May 2020 the Bylaw will be automatically revoked two years later. Council's ability to manage its water supply activity would be limited which would have significant effects on the operation of this service.
Financial	Should Council determine that a Water Supply Bylaw is not required, costs will be incurred in terms of staff time and external legal advice to address the matters previously managed by the Bylaw.

RATIONALE FOR THE RECOMMENDATIONS

1. OVERVIEW OF THE PROBLEM OR OPPORTUNITY

- 1.1 The Council is required under the Local Government Act 2002 (LGA) to review the Water Supply Bylaw 2015 within five years of it being made. This report provides the opportunity for the review deadline to be met.

- 1.2 A bylaw review begins with a determination by the Committee that a bylaw is the most appropriate way of addressing the perceived problem. For this purpose, the “perceived problem” is providing a reliable and efficient water supply system that maintains public health and safety and preserves the environment. Attachment 1 of this report further describes the problem and analyses the reasonably practicable options for addressing it.

2. BACKGROUND AND PREVIOUS COUNCIL DECISIONS

- 2.1 The Council adopted the Water Supply Bylaw in May 2015. The Bylaw is required to be reviewed within five years of adoption, and thereafter every 10 years. If it is not reviewed by 25 May 2020 the Bylaw will be automatically revoked two years after that date.

3. DESCRIPTION OF OPTIONS

- 3.1 The primary purpose of this report is for the Committee to determine whether a bylaw is the most appropriate way to address the perceived problem. The options are to determine that a bylaw is the most appropriate way of addressing the perceived problems, or to not make that determination.

4. ANALYSIS OF OPTIONS

- 4.1 If the Committee does not determine that a bylaw is the most appropriate way of addressing the perceived problem, then the Committee will be implicitly revoking the current Bylaw. No further work on the Bylaw would be done, and unless a different decision is made later the current Bylaw would be automatically revoked two years after the five-year review deadline was reached (i.e. in May 2022). Alternative solutions to the issues identified in the attached report would need to be further explored and reported back to Council. This option is not recommended by staff.
- 4.2 Staff recommend that the Committee determine that a bylaw is the most appropriate way of addressing the perceived problem. This is because it is a more effective regulatory response than the alternatives of reliance on existing legislation, initiating individual customer contracts, or education, as outlined in Attachment 1 of this report. Council’s current Water Supply Bylaw is for the most part working well, and the scope of activity covered by it has not changed substantively since the Bylaw was last reviewed in 2015. Continuing with Council’s Water Supply Bylaw (and providing the opportunity to refine it further through amendment) is the preferred option.
- 4.3 If the Committee agrees that a bylaw is the most appropriate way of addressing the perceived problem, then there are two consequential determinations to make. The first is that the form of the bylaw is the most appropriate form. The second determination is whether the bylaw gives rise to any implications under the New

Zealand Bill of Rights Act 1990 (NZBORA). Attachment 1 of this report provides analysis of these matters and recommends that the stand-alone form of bylaw is the most appropriate form, and that the bylaw, when drafted, is unlikely to give rise to any implications under the NZBORA.

- 4.4 Once these determinations are made then the review can continue, and staff can establish the scope of possible amendments to the Bylaw to ensure it fully addresses the perceived problem of providing a reliable and efficient water supply system that maintains public health and safety and preserves the environment.

5. CONCLUSION

- 5.1 Staff recommend that the Committee determines that a bylaw is the most appropriate way of addressing the perceived problem.
- 5.2 Staff also recommend that the Committee determines that the stand-alone form of bylaw is the most appropriate form of bylaw; that a bylaw addressing water supply is unlikely to give rise to any implications under the NZBORA; and that staff be directed to proceed with the review process and draft an amended Water Supply Bylaw for consideration by the Committee.

6. NEXT ACTIONS

- 6.1 If the Committee accepts the recommendations staff will proceed with the review process. Pre-consultation activities will be conducted. A draft bylaw will be presented to the Committee later in 2020 for consideration.
- 6.2 Staff have identified several issues that will be considered in drafting an amended bylaw:
- Better alignment of demand management measures with Council strategy through a proactive water conservation approach (this could include water restrictions that automatically apply during daylight savings hours each year).
 - Ensuring clear ownership and delineation of responsibilities between Council and customers, especially regarding private mains.
 - Improving clarity of the process for approval of contractors to work on Council water services as well as the on-going quality and performance standards to be met to maintain and enable renewal of any approvals.
 - Expanding on the respect responsibilities of Council and customers in respect of installing, maintaining, testing and funding backflow protection devices for all domestic and commercial water supply connections.
 - Wording and structure changes to increase document readability.

7. OUTLINE OF COMMUNITY ENGAGEMENT PROCESS

7.1 The following pre-consultation activities are planned:

- Engagement with Rangitāne through the bi-monthly meetings.
- Media release to be distributed on the PNCC website and Facebook highlighting the opportunity to raise any issues and capture general community views on the current Bylaw.
- Engagement with stakeholders including the development community, service contractors and relevant government agencies.


7.2 Feedback gathered will be used to inform the recommendation of amendments to the current Bylaw. An amended Water Supply Bylaw will be brought to the Committee to approve for public consultation. Information on that consultation process will be provided at that time.

COMPLIANCE AND ADMINISTRATION

Does the Committee have delegated authority to decide?	No
Are the decisions significant?	No
If they are significant do they affect land or a body of water?	No
Can this decision only be made through a 10 Year Plan?	No
Does this decision require consultation through the Special Consultative procedure?	No
Is there funding in the current Annual Plan for these actions?	Yes
Are the recommendations inconsistent with any of Council's policies or plans?	No
The recommendations contribute to Goal 4: An Eco City	
The recommendations contribute to the outcomes of the Eco City Strategy	
The recommendations contribute to the achievement of action/actions in the Three Waters Plan	
The action is: Provide a safe water supply to the city.	
Contribution to strategic direction and to social, economic, environmental and cultural well-	A Water Supply Bylaw ensures that Council continues to deliver its water supply activity in line with regulatory requirements and its strategic goals.

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ATTACHMENTS

1. Water Bylaw Review s155 Determination Report [↓](#) 

Palmerston North City Council Water Supply Bylaw Review 2020

Section 155 Determination Report

1. Executive summary

This report describes the perceived problem of providing a reliable and efficient water supply system that maintains public health and safety and preserves the environment. The report identifies and analyses the reasonably practicable options for addressing this problem and concludes that a bylaw is the most appropriate method.

This report also concludes that the stand-alone bylaw is the most appropriate form, as it enables the subject to be treated with more detail than if multiple bylaws were incorporated into a single bylaw. In addition, stand-alone bylaws reviewed in a staggered fashion allow for distinct issues to be considered separately during community consultation, with appropriate time for each issue.

Finally, this report concludes that the rights and freedoms affirmed by the New Zealand Bill of Rights Act 1990 (NZBORA) are unlikely to be unreasonably limited by a bylaw that manages water supply activity in Palmerston North.

2. Purpose of the report

The purpose of this report is to provide information about water supply activity in Palmerston North, and its regulation, to help Councillors determine whether a bylaw is the most appropriate way of addressing the perceived problem. Currently this is achieved through the Water Supply Bylaw 2015. A bylaw made under the LGA is required to be reviewed within five years of adoption, and thereafter every 10 years. If the Water Supply Bylaw is not reviewed by 25 May 2020 the Bylaw will be automatically revoked two years after that date.

A bylaw review requires Council to determine that a bylaw is the most appropriate way of addressing the perceived problem, in accordance with s 155 of the Local Government Act 2002 (LGA). The language used here is important – a bylaw must not only be appropriate in addressing the perceived problem; it must be the *most* appropriate way. To meet this requirement, the Council needs to identify the perceived problem and the options for addressing it, assess those options, and then determine formally (via a Council resolution) whether a bylaw is indeed the most appropriate way of addressing the problem. Once this determination is made, the bylaw review deadline is met.

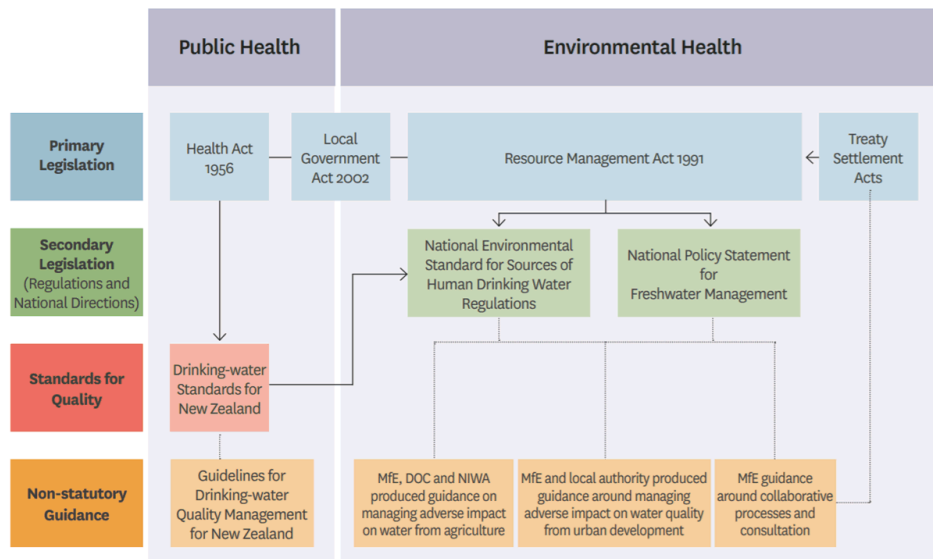
This report assists Councillors to identify a regulatory approach that best addresses the “perceived problem” of providing a reliable and efficient water supply system that maintains public health and safety and preserves the environment.

This report also provides information on the most appropriate form of bylaw, and whether the bylaw is likely to give rise to any implications under the NZBORA. These considerations will also be revisited before any draft bylaw is approved for public consultation, as the nature and content of the bylaw option may change during the drafting process.

3. Regulatory framework

The regulatory environment for drinking water is complex, consisting of multiple agencies operating under legislation and standards with different purposes. LGNZ has created a summary of this framework, reproduced as Diagram 1 below.

Diagram 1: Regulatory framework for water quality (LGNZ, May 2018)¹



- Diagram key:
- Bolded lines indicate a relationship between legislation.
 - Lines with arrows indicate where pieces of the framework created through primary legislation provide additional details or requirements.
 - Dotted lines indicate where pieces of the framework provide non-statutory guidance for the implementation of the framework.

Palmerston North City Council is one of 69 territorial authorities supplying water to local communities, and as such is responsible for implementing the framework set by central government. Implementation includes producing Water Safety Plans, ensuring water quality meets or exceeds standards, and owning and managing water supply infrastructure. This activity is also guided by Council’s strategic direction, particularly the Eco City Strategy and Three Waters Plan, and the 10 Year Plan.

In late 2019, as part of a suite of proposed changes to three waters regulation, the Government introduced the Taumata Arowai—the Water Services Regulator Bill. This Bill, if passed, will establish a centralised regulator to oversee, administer and enforce a new drinking water regulatory system. Taumata Arowai will take over the water safety functions currently held by the Ministry of Health under the Health Act 1956. A separate bill will be proposed later to give effect to system-wide reforms for the regulation of drinking water and source water, but at this stage the current framework stands.

4. The perceived problem

As a supplier of drinking water, Council seeks to provide a reliable and efficient water supply system that maintains public health and safety and preserves the environment. Many elements of the perceived problem are managed by the existing regulatory framework. However, there are several

¹ For more detail see LGNZ *Water 2050: Quality Review of the framework for water quality* (Discussion Paper, 2018) at Appendices 1 and 2.

issues that Council could determine are best addressed through a bylaw. These primarily relate to the distribution of treated water around the city, and the relationship between water supply customers and Council as a service provider.

A. Preventing damage or failure of water supply infrastructure

Council owns and operates the infrastructure required to collect, treat and carry water within a defined water supply area. Water collection infrastructure consists of two dams at Turitea Reserve and eight water supply bores. The Turitea Water Treatment Plant treats water collected in the dams. The distribution network includes 566km of main pipelines, 196km of service lines, 4,894 valves, 3,201 hydrants, 2,098 meters, 448 backflow preventers and 31,390 connections to properties.

Water suppliers must take practicable steps to ensure that an adequate supply of drinking water is provided to each network customer.² Council currently supplies water to most urban residential and business properties within the Palmerston North district, and continuity of supply is threatened if infrastructure cannot be protected from damage or failure. There must be mechanisms in place to prevent interference with the network, whether accidental or intentional. Such measures include ensuring that new connections to the network meet certain standards, and that staff and contractors can easily carry out preventative maintenance and respond to issues with the network.

B. Preventing contamination of the water supply system

The entire community benefits from safe and efficient provision of drinking water, and contamination can have dire public health outcomes. Council is required under the LGA and Health Act 1956 to take all practicable steps to ensure drinking water is safe.³ Horizons Regional Council is also required to protect local sources of drinking water from contamination.⁴

Council's water safety plans provide for barriers to contamination at both the source of water collection and throughout the network.⁵ One barrier to contamination is the restriction of public access to the city's main water catchment area in the Turitea Reserve, with an exception for hunters holding a permit for predator control who must meet certain criteria. This ensures this area continues to regenerate, improving water quality and providing corridors for native birds to move between the ranges and city.

Re-contamination of water once it has entered the delivery network is prevented through measures like minimum standards for connections to the network, restrictions on excavation work near buried infrastructure, and enforcement of backflow prevention practices.⁶

C. Sustainable water collection and use

² Section 69S(1) of the Health Act 1956.

³ This legislated threshold of care, in practice achieved through compliance with the New Zealand Drinking Water Standards, is expected to change following central government's Three Waters Review.

⁴ Resource Management (National Environmental Standards for Sources of Human Drinking Water) Regulations 2007

⁵ Water Safety Plan for the Palmerston North Water Supply (9 June 2017) at 11:

<https://www.pncc.govt.nz/council-city/official-documents/plans/water-safety-plans-and-compliance/>

⁶ Backflow is where water or other liquid within a customer's system re-enters the public system, potentially causing contamination. Backflow can occur when the pressure in a customer's system exceeds the pressure in the supply system, either because of increased pressure in the customer's system or reduced pressure in the supply system.

Council is the principal supplier of drinking water for Palmerston North, and as such plays an important stewardship role in managing the water resources available to the city in an efficient and sustainable way. Council must deliver water supply activity in line with its goal of being an eco city. Reduced water demand conserves this natural resource, sustains river flows, and conserves the energy required to treat and deliver water. It also ensures there is enough water available during dry periods. These periods may occur on a more frequent basis as the effects of climate change are felt. This can also have consequences for Council's obligations under the New Zealand Fire Service firefighting water supplies code of practice.

To this end, there must be measures in place to control water usage and prevent wastage within the network. This can include mandatory water conservation measures, water metering, and the power to require customers to repair leaks in their systems.⁷

D. Preserving the financial viability of the water service

Residents expect Council services to be cost-effective. Unbilled water supply, or water which is used in excess of planned allowances, can affect the overall viability of the service. Therefore, measures to control the number and locations of connections to the network are required, including designated water supply areas and different levels of service based on customer type. For example, significant non-residential and some rural users of water are supplied on a metered basis.

Water supply infrastructure is one of Council's most significant assets and as such requires careful management and renewal.⁸ Clear delineation of responsibility within the network is vital, and so the point of supply (the point at which the public network connects with each property) must be clearly identified.

5. Option analysis

The Council is required by s 155 of the LGA to determine whether a bylaw is the most appropriate way of addressing the perceived problem. Staff considered whether each identified issue is, or could be, adequately addressed by one or a combination of alternative methods.

The alternative methods considered were:

- Existing legislation, policy and standards: Determine that existing aspects of the regulatory framework (outlined in section 3 of this report) adequately address the perceived problem.
- Individual customer contracts: Dictate the terms and conditions of water supply via individual contracts with each connected water supply customer (approximately 31,400 properties).
- Education: Educate people about the risks and responsibilities involved in managing Council's water supply activity and rely on voluntary compliance.
- Do nothing: Decide that the perceived problem does not require any Council action.

A. Preventing damage or failure of water supply infrastructure

A bylaw ensures that nothing is done to the water supply network without approval from Council, which provides a first line of defence for the network. Council can proactively manage work that may impact the network and protect the network from damage in a wider set of circumstances than are

⁷ The full range of measures is detail in Council's Water Conservation Management Plan 2016:

<https://www.pncc.govt.nz/council-city/official-documents/plans/water-conservation-management-plan/>

⁸ This is currently captured in Council's Water Supply Asset Management Plan 2017:

<https://www.pncc.govt.nz/council-city/official-documents/plans/asset-management-plans/>

covered by the LGA.⁹ A bylaw regulates the process for staff to access private property to carry out testing and maintenance work, ensuring this can be carried out efficiently. This prevents damage to property resulting from network failures.

Individual contracts only apply to customers of the water supply. However, a bylaw sets out clear criteria and standards for connecting to the network, or carrying out excavation work near it, which apply to people who are not existing customers. A bylaw can ensure developers provide infrastructure of a suitable standard in order to maintain the integrity of the network

B. Preventing contamination of the water supply system

The LGA and Health Act 1956 manage many of the situations where contamination of the public water supply may occur.¹⁰ However, these provisions can only be utilised if the water supply was knowingly or recklessly contaminated. With a bylaw, Council can seek an injunction under the LGA to protect the water supply in other situations.¹¹

A bylaw allows Council to enforce measures to meet its own regulatory obligations, such as backflow prevention. It also provides a clear process for allowing limited access to Turitea Reserve to support predator control activities. It bans certain activities in the Turitea Reserve, such as camping or depositing rubbish. Individual contracts only apply to water supply customers so would not address this issue.

A regulatory response, rather than voluntary compliance, is required to manage even a small risk of contamination. A preventative risk management approach can avoid potentially lethal consequences.

C. Sustainable water collection and use

All water users are required to be prudent and responsible with water use, which is formalised by allocation limits in the regional plan and the conditions of Council's resource consent to take water. A bylaw clearly sets out the process for determining and addressing excessive water use.

There are existing legislative remedies to prevent deliberate wastage of water.¹² However, a bylaw allows Council to enforce conservation measures such as limiting outdoor water use and prohibiting the use of water from the supply to generate energy. It also places an obligation on customers to take steps to prevent water waste, for example by preventing taps leaking or running unchecked on the premises.

Addressing these issues through individual customer contracts would result in a large administrative cost to Council with little benefit, as customers do not have sufficiently diverse needs to warrant individual contracts.

Educational campaigns encouraging customers to reduce their use are an important part of water conservation. However, there are still people that consider water to be a "free" and "abundant" resource, and the enforcement powers in a bylaw can signal the importance of conservation.

D. Preserving the financial viability of the water service

⁹ Sections 225 and 232 of the LGA.

¹⁰ Section 225(1)(c) of the LGA and s 69ZZO of the Health Act 1956.

¹¹ Section 162.

¹² Sections 192 and 224 of the LGA, and s 69S(4) of the Health Act 1956.

A bylaw allows Council to set the criteria for properties to connect to and disconnect from the water supply system, covering customers as well as non-customers. Surety of the number and location of connections, as well as the point at which the public supply meets a private system, forms the basis of asset management and planning.

A bylaw provision is required for Council to be able to remove or alter work constructed in breach of a bylaw and recover the costs from the person in breach.¹³ It also allows Council to prescribe fees and charges associated with water supply.¹⁴ A bylaw can also provide a clear process for anyone seeking to draw water from the Council's filling station.

Without the certainty provided by a bylaw, it would be difficult to provide an affordable service that will continue to supply water for future generations.

6. Recommended option

The analysis concludes that a water supply bylaw is the most appropriate way of addressing the perceived problem. In addition to the general bylaw-making powers of councils, s 146(b)(ii) of the LGA empowers councils to make a bylaw for the purpose of "managing, regulating against, or protecting from damage, misuse, or loss, or for preventing the use of, the land, structures, or infrastructure associated with ... water supply." Section 193(1)(ba)(i) of the LGA specifically empowers councils to restrict water supply to a premises if a customer fails to comply with a water bylaw. These sections make it clear that a bylaw is viewed as an effective regulatory tool for water supply. A bylaw signals the importance of complying with obligations and give Council an enforcement tool in case of serious or persistent breaches.

A bylaw gives the Council powers to stipulate terms and conditions that apply to all users of the water supply, with powers to enforce those terms and conditions. The alternative option, of replacing a bylaw with individual contracts with each connected water supply customer, would allow for the tailoring of supply to meet individual needs. However, the additional cost of a contract-based system is unlikely to be justified, with most residential customers not being sufficiently diverse in their water supply needs to warrant an individualised supply contract. A contracts-based system would create unnecessary cost and complexity without providing enough security for the water supply network.

A bylaw is the most appropriate way of addressing the perceived problem of providing a reliable and efficient water supply system that maintains public health and safety and preserves the environment.

7. The form of bylaw

Section 155(2) of the LGA requires that the Council determine the most appropriate form of a bylaw. There are two forms of bylaw – stand-alone and combined. A stand-alone bylaw exists independently of other bylaws, and generally relates only to one subject or activity. A combined bylaw brings together a range of different subjects and issues as a series of chapters within a single document. Councils typically opt for one form or the other, though a few Councils do have both forms of bylaw. Palmerston North City Council's current bylaws are "stand-alone" bylaws.

¹³ Section 163.

¹⁴ Section 150.

Table 1: Advantages and disadvantages of stand-alone and combined bylaws

	Advantages	Disadvantages
Stand-alone bylaw	<ul style="list-style-type: none"> • Enables a subject to be treated with more detail. • Makes it simpler for a person to find the bylaw subject they need. • Allows for a staggered review of bylaws, where distinct issues are considered separately. • Assists the community during consultation, as a combined bylaw under review puts many subjects up for consideration at the same time. 	<ul style="list-style-type: none"> • Bylaws can become inconsistent with each other as new bylaws are developed.
Combined bylaw	<ul style="list-style-type: none"> • A single document for people to refer to when looking for Council's bylaws. • Aids consistency across different subjects for matters such as defined terms and administrative processes. 	<ul style="list-style-type: none"> • Creates a large document that is difficult to navigate to find a specific subject. • Whenever the Council is required to review its bylaws (five years initially, then every 10 years) it would bring all bylaws under review at the same time.

Having regard for the advantages and disadvantages of both forms of bylaw, the recommended form of bylaw is the stand-alone form. The key disadvantage of consistency is addressed largely by comparing specific aspects across all existing and proposed bylaws during the review phase. For example, definitions can be compared across all bylaws, and where the subject permits, uniform definitions are used. The advantage of having all bylaws in a single document (the combined form of bylaw) is minimal and is largely addressed by having all bylaws accessible from a single page on the Council's website.

8. New Zealand Bill of Rights Acts 1990

Section 155(2) of the LGA also requires that the Council determine whether the proposed bylaw gives rise to any implications under the New Zealand Bill of Rights Act 1990 (NZBORA).

NZBORA sets out specific rights and freedoms which are protected by legislation. NZBORA states that the rights and freedoms covered by the Act "may be subject only to such reasonable limits prescribed by law as can be demonstrably justified in a free and democratic society." This is what must be scrutinised when considering whether the bylaws give rise to any implications under the NZBORA.

The NZBORA implications cannot be fully considered until a bylaw has been drafted for consideration by Council. At that stage, a report will be made as to any rights concerns that the draft bylaw may create. However, a preliminary assessment has been made and it is not expected that a water supply bylaw will give rise to any implications for the rights and freedoms affirmed by NZBORA. For instance, the bylaw is not likely to impinge on freedom of association or movement, affect the rights of minorities, or affect electoral rights. While concerns about fluoridation of drinking water have been

raised by some groups, a water supply bylaw is unlikely to cause any implications under NZBORA as the fluoridation of drinking water is not regulated by the current Bylaw.¹⁵

When a draft bylaw is presented to the Council for approval before public consultation, a further report on whether it give rise to any implications under NZBORA will be provided. That report will be able to identify any specific issues that may arise.

9. Conclusion

This report concludes that a bylaw is the most appropriate way of addressing the perceived problem of providing a reliable and efficient water supply system that maintains public health and safety and preserves the environment. While other options such as education programmes or reliance on existing legislation can be useful, these alternatives are unlikely to be effective without an enforceable bylaw.

The form of the bylaw is a choice between a stand-alone and a combined style of bylaw. This report recommends that the stand-alone form of bylaw is the most appropriate form.

At this early stage of the process, this report does not anticipate that a revised bylaw would give rise to implications under the NZBORA. A full assessment of any implications will take place when a draft bylaw is brought to the Council for approval to consult.

¹⁵ Even if the Bylaw provided for fluoridation, the Supreme Court has ruled that the statutory power to fluoridate drinking water is a justified limitation on the right not to undergo medical treatment: *New Health New Zealand Inc vs South Taranaki District Council* [2018] NZSC 59 at [144].

MEMORANDUM

TO: Planning & Strategy Committee

MEETING DATE: 11 March 2020

TITLE: Draft Venues Policy for Consultation

PRESENTED BY: Julie Macdonald, Strategy and Policy Manager

APPROVED BY: Sheryl Bryant, General Manager - Strategy & Planning

RECOMMENDATION(S) TO COUNCIL

1. That the Draft Venues Policy (attachment 1 of the memorandum titled 'Draft Venues Policy for consultation' dated 11 March 2020) is received.
2. That the Draft Venues Policy (attachment 2 of the memorandum titled 'Draft Venues Policy for consultation' dated 11 March 2020) is adopted for consultation.
3. That the Chairperson and Deputy Chairperson of the Planning and Strategy Committee be given delegated authority to approve minor amendments to the Draft Venues Policy prior to consultation.

1. ISSUE

The Draft Venues Policy was first presented to the Council in June 2019 and in August staff proposed changes to enable the Draft Venues Policy to be adopted for consultation. The purpose of these changes was to achieve legal compliance. The amended Draft Venues Policy (August 2019) is attachment 1 to this memo, with the proposed changes marked in red.

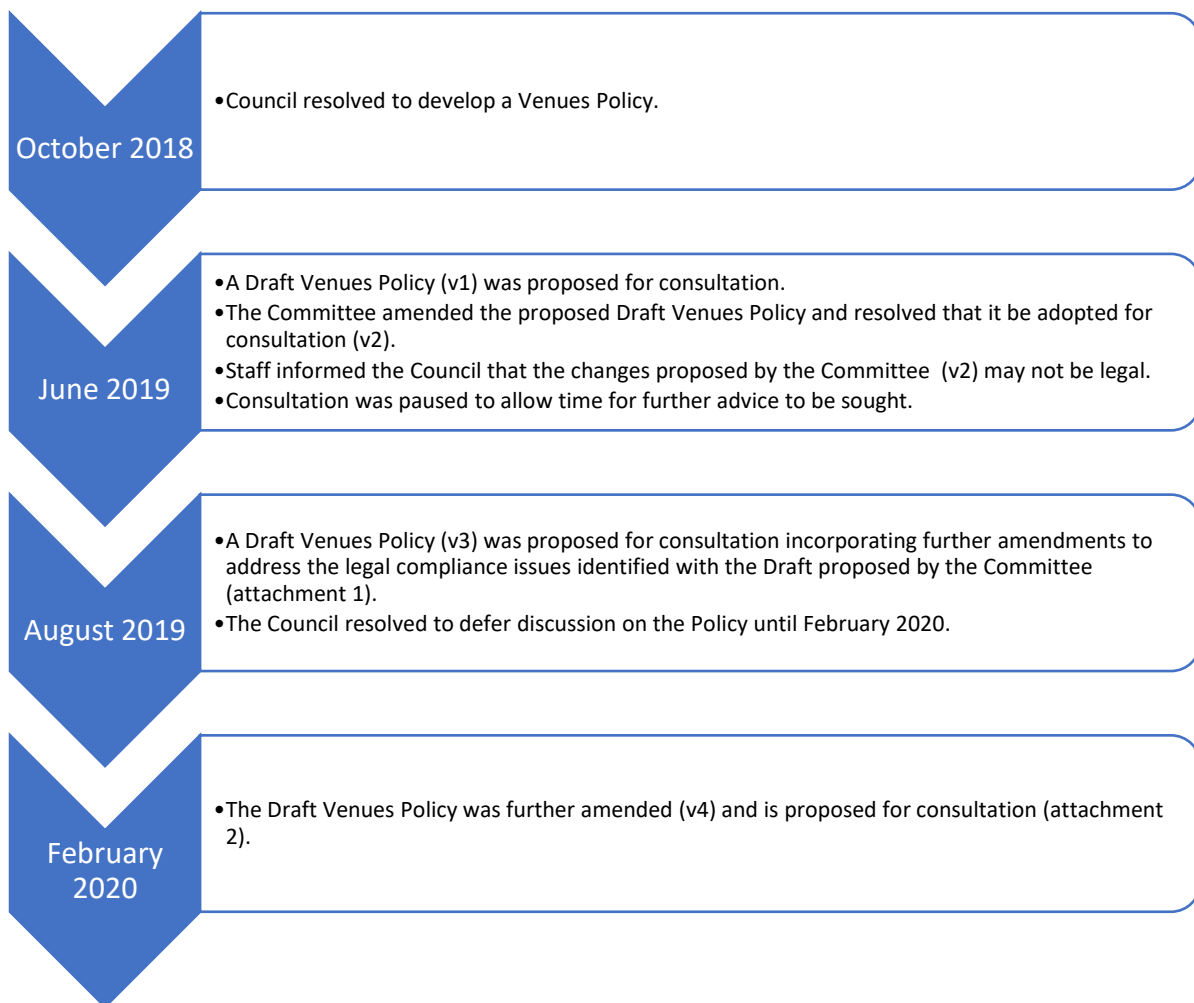
The Council decided not to approve the draft for consultation in August and instead resolved: "That the Draft Venues Policy to be discussed be adjourned until the February 2020 meeting of the appropriate Committee" (clause 57.19).

The purpose of this report is to reopen discussion on the Draft Venues Policy. Staff do not recommend that the draft considered by Councillors in August is adopted for consultation, for the reasons discussed below. A further draft (attachment 2) is instead proposed for consultation. Staff consider that this draft should be publicly consulted on due to the time which has currently lapsed since any public airing of the issues raised by the initial resolution to adopt a policy, and because Councillors have resolved that they would like to provide policy guidance for decisions about the use of Council venues.

The Draft Venues Policy recommended for consultation (attachment 2) provides clear and transparent guidance for decision-making about the use of Council venues. The proposed Policy is grounded in the Council's goals; it reflects the desire to promote an inclusive community, while also supporting city growth and innovation. Implementation of the proposed Draft Venues Policy, therefore, would support Council's relationships with its strategic partners and would only preclude activities where there was an agreed rationale for doing so.

2. BACKGROUND

The timeline for the development and consideration of the Draft Venues Policy is outlined below:



In October 2018 the Council resolved that: “[t]he Chief Executive develop a PNCC Venues Policy which includes hireage and allowable uses of PNCC venues”. This resolution followed deputations from people objecting to the Council hosting the New Zealand Defence, Industry and National Security Forum at Central Energy Trust Arena.

Councillors provided guidance on the direction of this policy at a workshop, and then in June 2019 the Planning and Strategy Committee considered the Draft Venues Policy proposed for consultation (v1 in the diagram above). The Committee report outlined the process undertaken to develop the Draft Policy as well as the rationale for each part of the policy proposed for consultation. That material is not reproduced here but is part of the 5 June 2019 Committee agenda. The Planning and Strategy Committee resolved to approve the Draft Venues Policy for consultation, subject to (among other things) widening of the scope of the policy to include sponsors of events and activities.

Staff provided advice to the 24 June 2019 Council meeting that the amendments proposed by the Committee may not be lawful, and that the consultation process was paused pending further legal advice. Because the Committee had delegated authority to adopt the draft for consultation, this advice had to be considered by the Planning and Strategy Committee, rather than by Council.

On 5 August 2019 the Planning and Strategy Committee received advice about the legality of the amendments made to the Draft at the June Committee meeting(v2). Officer advice in August was limited to the legal issues raised during consideration of the amended draft. Staff considered that the amended draft may breach the New Zealand Bill of Rights Act 1990 (BORA). Section 19 of BORA states that everyone has the right to freedom from discrimination on the grounds of discrimination in the Human Rights Act (HRA). Prohibited grounds under the HRA include political opinion and religious belief.

The amended draft proposed for consultation in August 2019 was one which reflected the changes agreed by Councillors in June, alongside further changes staff considered necessary to address the legal issues within the Draft (v3).

The Draft Venues Policy considered by the Committee in August had its origins in the first draft proposed by staff for consultation in June. While staff gave advice about the legal ramifications of the Draft in August, these discussions were a continuation of the earlier Committee process. The adjournment of discussions on the proposed Venues Policy means that staff have an opportunity to provide further advice. For the reasons outlined below, staff now recommend for consultation a draft policy which they consider to be consistent with the purposes of the proposed Policy, which are to:

- Support the strategic goals which govern each of the venues within the scope of this policy;
- Enact Council's Governorship principle;
- Provide decision-makers with clear and accessible processes;
- Provide transparent decision-making for the public.

3. DRAFT VENUES POLICY PROPOSED FOR CONSULTATION IN FEBRUARY 2020

This section outlines each of the proposed changes to the Draft Venues Policy and provides information about both the amendments proposed in August (attachment 1), as well as the Draft Venues Policy proposed for consultation (attachment 2).

3.1 *Change of wording from 'a main purpose' to 'purpose' in guidelines for bookings for events and activities in venues directly covered by the Policy (resolved by Committee)*

August 2019 Draft (attachment 1) - The word 'main' was deleted from Guidelines 1 and (new) 3 of the proposed Draft Venues Policy (August 2019) (shown in red). These changes would considerably broaden the scope of the proposed policy.

February 2020 Draft (attachment 2) – The word 'main' is not deleted in the draft proposed for consultation in Guidelines 1 and 2. Staff consider that this amendment would broaden the scope of the policy to an unreasonable extent.

For example, under the August Draft Policy, a 'casino night' community group fundraiser at the Conference and Function Centre could be considered to "promote casino gambling" as a purpose, and therefore not be accepted as a booking in a council venue. Under the February Draft Policy, because "casino gambling" is not the *main* purpose of the event, such an event would be allowed by the policy.

3.2 *Deletion of the words 'subject to the extent that this impact would outweigh the financial or other benefit of the activity or event' from the Guideline about the reputation of the Council (resolved by Committee)*

August 2019 Draft (attachment 1) - This change was incorporated into Guideline 6 of the proposed Draft Venues Policy (August 2019). This is a relatively minor amendment and staff are comfortable that this change would not have any material significance to the meaning of the proposed guideline.

February 2020 Draft (attachment 2) - This change is also included (in Guideline 4) of the proposed Draft Venues Policy (February 2020). The reasoning is as above.

3.3 *Inclusion of 'sponsors' in the guidelines for bookings for events and activities in venues directly covered by the Policy – Guidelines 1 and 2 (resolved by Committee)*

August 2019 Draft (attachment 1) - This change was added as (new) Guidelines 2 and 4. These changes would considerably broaden the scope of the proposed policy.

February 2020 Draft (attachment 2) – The expansion of the Draft Policy to include sponsors of activities and events raises two issues:

Firstly, Guidelines 2 and 4 of the August draft (attachment 1) are unlikely to be feasible. They would require event organisers to provide information about their sponsors at the point at which a booking is made – information which may not be available at that stage.

Secondly, these guidelines may not be consistent with the intent of the policy (stated above), which is to ensure that *events and activities* support the strategic intent of the venues. Sponsors of events and activities are somewhat distant from the purpose of an activity or event, in the same way that the origin of goods and services purchased for an event or activity are also distant and are not subject to Council regulation.

For example, a community event (which supported the strategic goals of the Council venue) sponsored by a fuel company may not be accepted as a booking under the August Draft, which seems at odds with the purpose of the Policy.

The proposed draft (attachment 2) therefore omits all guidance referring to the sponsors of events and activities.

3.4 ***Inclusion of ‘sponsors’ in the guidelines for bookings for events and activities in venues directly covered by the Policy held in public in Guideline 3 (resolved by Committee)***

August 2019 Draft (attachment 1) - The addition of sponsors to the proposed guideline about events ‘in public’ raised some concerns. As amended in June (by Committee), the Guideline (new) 5 would have been:

“Bookings will not be accepted where a ~~main~~ purpose of an activity or event, **or of any sponsor of an event or activity**, is religious worship, party political advocacy (for example, of a single political party), or the promotion of misinformation¹ AND the event or activity would be able to be overheard by members of general public (for example, in the Central Library’s Event Central).”

Legal advice on the change resolved at Committee suggests that this provision may have been unjustifiably discriminatory and a breach of BORA. In August, therefore, staff proposed that this guideline exclude any mention of event sponsorship. The wording proposed for Guideline (new) 5 is discussed under 3.5 below.

February 2020 Draft (attachment 2) – This draft also includes the wording proposed in August (as Guideline 3), for the reasons described above.

¹ ‘Misinformation’ is defined as false or inaccurate information, especially that which is deliberately intended to deceive.

3.5 *Legality of Guideline 3 (raised by staff)*

August 2019 Draft (attachment 1) - The purpose of Guideline 3 (as initially proposed in June) was to guard against people feeling unwelcome or excluded from community venues. In preparing the August report, staff sought further advice about the proposed guideline (setting aside the sponsorship issue described above) and concluded that it could be reworded to better reflect its intention, and to ensure it was not unjustifiably discriminatory.

Staff therefore proposed that Guideline 3 in the June draft was replaced with the following Guideline 5 (the new numbering reflects the other changes made to the draft) (shown in red in attachment 1).

“5. When deciding whether to accept a booking for an activity or event in an area able to be overheard by members of the public (for example, the Central Library’s Event Central) staff will assess whether an event or activity may unreasonably disrupt the ability of other members of the community to use the venue. Unreasonable disruption could include the amount and duration of noise, or whether the purpose of an activity or event is the promotion of misinformation². This is to ensure that council venues remain inclusive and welcoming of the whole community.”

This new guideline removes any potentially discriminatory restrictions on events and emphasises the need for events in public not to unreasonably disrupt the experience of other members of the community.

February 2020 Draft (attachment 2) – This draft also includes the wording proposed in August (as Guideline 3), for the reasons described above.

Summary of Drafts

This table provides a summary of the changes proposed in each of the drafts provided for consideration.

Changes proposed to the Draft Policy in June 2019	Draft Venues Policy August 2019 (attachment 1)	Proposed Draft Venues Policy February 2020 (attachment 2)
<i>Change of wording from ‘a main purpose’ to ‘purpose’ in guidelines for bookings for events and activities in venues directly covered by the Policy (resolved by</i>	Incorporates this change	Excludes this change

² ‘Misinformation’ is defined as false or inaccurate information, especially that which is deliberately intended to deceive.

<i>Committee)</i>		
<i>Deletion of the words 'subject to the extent that this impact would outweigh the financial or other benefit of the activity or event' from Guideline 4 of the Draft Policy (resolved by Committee)</i>	Incorporates this change	Incorporates this change
<i>Inclusion of 'sponsors' in the guidelines for bookings for events and activities in venues directly covered by the Policy (resolved by Committee)</i>	Incorporates this change	Excludes this change
<i>Inclusion of 'sponsors' in the guidelines for bookings (for events and activities held in public) in venues directly covered by the Policy (resolved by Committee)</i>	Excludes this change	Excludes this change
<i>Additional changes to guidelines for bookings (for events and activities held in public) for legal reasons (raised by staff)</i>	Incorporates this change	Incorporates this change

4. CONCLUSION

Staff are still of the view that a Venues Policy would provide useful guidance for decision-making about the use of Council venues. It is noted that there has not yet been a formal opportunity for the public to have input on this matter, despite the initial resolution to develop a policy being made in October 2018. For this reason, staff consider it appropriate to consult with the public on a Draft Venues Policy which is both feasible and supports the proposed policy objectives.

5. NEXT STEPS

If the Draft Venues Policy (attachment 2) is approved for consultation, then there will be an opportunity for Councillors to hear submissions from the public. Information about any potential operational implications will also be reported when the Draft Policy, with any proposed amendments, is recommended for adoption.

PALMERSTON NORTH CITY COUNCIL

It is anticipated that there will be five broad groups of external stakeholders who may wish to contribute to consultation on the draft policy:

- 1) venues whose agreements with Council will be guided by the Policy
- 2) Rangitāne o Manawatū and other strategic partners of Council
- 3) potential users of Council venues
- 4) interest and advocacy groups
- 5) the wider Palmerston North community

A variety of methods and materials will be used to invite feedback and engagement on the draft policy, including:



- posters for venues
- attendance at meetings (e.g. with community centres and CCOs)
- direct mail
- various social media tools
- attendance at events

6. COMPLIANCE AND ADMINISTRATION

Does the Committee have delegated authority to decide? If Yes quote relevant clause(s) from Delegations Manual	No
Are the decisions significant?	No
If they are significant do they affect land or a body of water?	No
Can this decision only be made through a 10 Year Plan?	No
Does this decision require consultation through the Special Consultative procedure?	No
Is there funding in the current Annual Plan for these actions?	Yes
Are the recommendations inconsistent with any of Council's policies or plans?	No
The recommendations contribute to Goal 5: A Driven and Enabling Council	
The recommendations contribute to the outcomes of the Driven and Enabling Council Strategy	
Contribution to	By contributing to the operation of Council venues, and venues where

strategic direction and to social, economic, environmental and cultural well-being	Council has an influence, the policy will contribute to all of Council's goals, and will be an enactment of the Council's principle of <i>Governorship</i> (Goal 5: Driven and Enabling Council).
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ATTACHMENTS

1. Draft Venues Policy (August 2019) [↓](#) 
2. Draft Venues Policy (February 2020) [↓](#) 

Draft Venues Policy

August 2019

Introduction

The Council provides opportunities for commercial and community groups to run functions, meetings, and events in a variety of venues in Palmerston North. The Council understands that use of any of these venues may be interpreted as endorsement of these events and activities. Council has, therefore, developed this policy to guide decision-making about the use of any venue which is Council-owned or where Council has an influence in operations¹.

This policy, therefore, guides Council's decision-making regarding the following:

1. Council-owned and operated commercial venues (Conference and Function Centre and Central Energy Trust Arena)
2. Council-owned and operated community venues (the Central Library, Youth Space, community libraries, and bookable space at Central Energy Trust Wildbase Recovery)
3. Venues operated by the cultural Council Controlled Organisations (Te Manawa, the Regent Theatre, the Globe Theatre, and Caccia Birch)
4. Community-operated venues on Council land (community centres, The Stomach, Hancock Community House, and Square Edge, and community-owned buildings on Council land).

Strategic context

The Council's vision for Palmerston North is *small city benefits, big city ambition*. Council's goals are for:

- An innovative and growing city
- A creative and exciting city
- A connected and safe city
- An eco city
- A driven and enabling Council

The Palmerston North City Council's provision of, or support for, a variety of venues spans three of these goals:

Goal 2: A creative and exciting city	Goal 3: A connected and safe community	Goal 4: An eco city
<ul style="list-style-type: none"> •Conference and Function Centre •Central Energy Trust Arena •Te Manawa •Regent Theatre •Globe Theatre •Caccia Birch •Community venues on Council land •Square Edge •The Stomach 	<ul style="list-style-type: none"> •Community centres •Central Library and community libraries •Community venues on Council land •Hancock Community House 	<ul style="list-style-type: none"> •Central Energy Trust Wildbase Recovery

¹ The term 'venue' is used in this policy to mean any of the bookable meeting or function spaces described in the introduction above.

This policy contributes to the achievement of all of Council's goals, and is an enactment of the Council's principle of *Governorship*:

We will act in the public interest as responsible and ethical stewards of the city and the infrastructure assets and resources under our control, ensuring they are used efficiently and effectively to deliver public value now and into the future.

(Goal 5: A driven and enabling council)

Policy objectives and goals

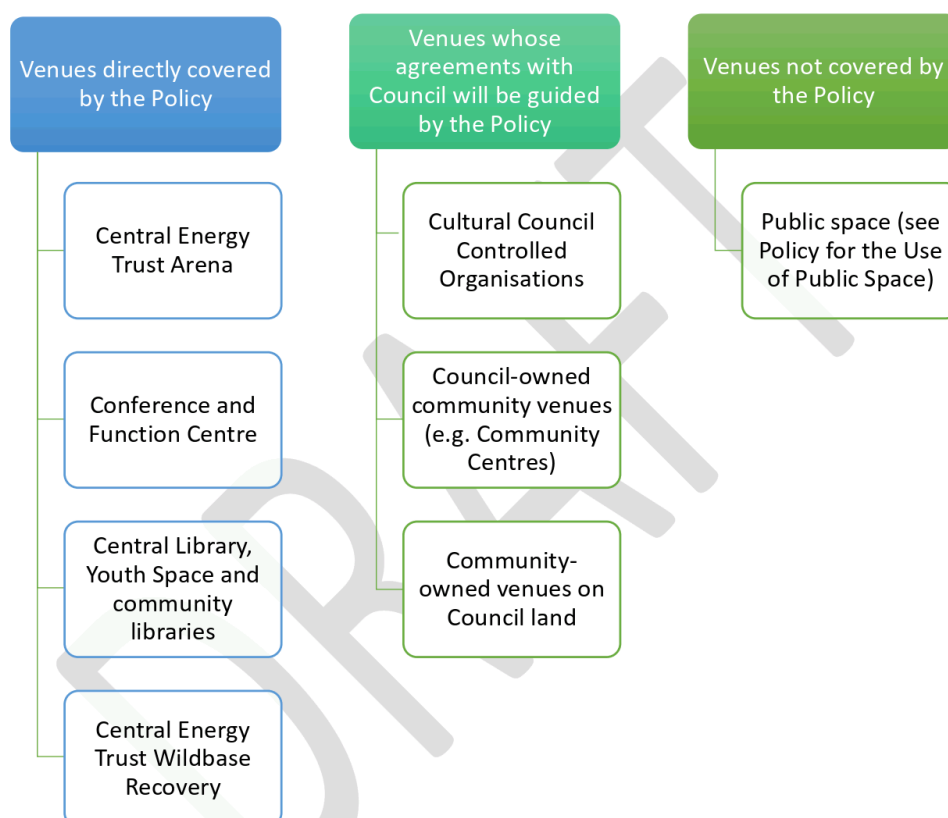
The purpose of the policy is to provide guidance for decisions about the use of Council-owned venues, and community-owned venues on Council land, to achieve the following objectives:

- Support the strategic goals which govern each of the venues within the scope of this policy;
- Enact Council's *Governorship* principle;
- Provide decision-makers with clear and accessible processes;
- Provide transparent decision-making for the public.

Guidelines

General

Each of the venues covered by this policy has its own operational policies and procedures which guide their use. This policy provides additional guidance for decision-making.



Decisions about the use of venues

Venues directly covered
by the Policy

1. Bookings will not be accepted where a **main purpose of an activity or event** is to promote:
 - a. controversial weapons²
 - b. tobacco
 - c. fossil fuels
 - d. casino gambling
2. Bookings will not be accepted where **any sponsor** of an activity or event engages in the production or promotion of:
 - a. controversial weapons
 - b. tobacco
 - c. fossil fuels
 - d. casino gambling
3. Bookings will not be accepted where a **main purpose of an activity or event** is in direct opposition to the freedom from discrimination guaranteed by the Bill of Rights Act 1990, as defined under the Human Rights Act, 1993³.
4. Bookings will not be accepted where the publicly stated position **of any sponsor** of an activity or event is in direct opposition to the freedom from discrimination guaranteed by the Bill of Rights Act 1990, as defined under the Human Rights Act, 1993.

² As guided by New Zealand's commitment to the Convention for Certain Conventional Weapons (CCW).

³ The protections offered under the Bill of Rights Act 1990, as defined in the Human Rights Act 1993, include freedom of discrimination on the grounds of sex, marital status, religious belief, ethical belief, colour, race, ethnic or national origins, disability, and age, political opinion, employment status, family status, and sexual orientation. The explicit strategic direction of the Council is to promote inclusion and community connection, and therefore the proposal is for this policy to reinforce freedoms identified under the Act. It should be noted that this guideline would not impact on the ability of any group to use a venue covered by this policy unless the express purpose of its activity was to limit or marginalise some part of the community identified here.

3. ~~Bookings will not be accepted where a main purpose of an activity or event is religious worship, party political advocacy (for example, of a single political party), or the promotion of misinformation⁴. AND the event or activity would be able to be overheard by members of general public (for example, in the Central Library's Event Central).~~
5. When deciding whether to accept a booking for an activity or event in an area able to be overheard by members of the public (for example, the Central Library's Event Central) staff will assess whether an event or activity may unreasonably disrupt the ability of other members of the community to use the venue. Unreasonable disruption could include the amount and duration of noise, and whether the purpose of an activity or event is the promotion of misinformation⁵. This is to ensure that council venues remain inclusive and welcoming of the whole community.
6. Bookings may not be accepted where an activity or event may have a significant negative impact on the reputation of Palmerston North or Palmerston North City Council, ~~to the extent that this impact would outweigh the financial or other benefits of the activity or event.~~
7. Advice from Council's strategic partners, including Rangitāne o Manawātū and MidCentral Health DHB, may be requested to inform decisions.

⁴ 'Misinformation' is defined as false or inaccurate information, especially that which is deliberately intended to deceive.

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Venues whose
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8. The guidelines 1 ~~and 2~~ to 4 (above) will be incorporated into the letter of expectation which forms the basis for the statement of intent agreed between Council and each CCO.
9. The guidelines 1 ~~and 2~~ to 4 (above) will be incorporated in the management agreement reached with all Council-owned community venues.
10. The guidelines 1 ~~and 2~~ to 4 (above) will be incorporated into any new or renewed lease agreement for any community-owned venue on Council land.

Administration

Information about the implementation of this policy will be available on the Council's website, and on the Venues and Events Palmerston North website.

All venues must be managed in accordance with the relevant Council's bylaws, policies, and plans, and with other governing legislation (including the Resource Management Act 1991 and the Reserves Act 1977).

Monitoring

The implementation of this policy will be monitored and reported to Council by June 2021.

Draft Venues Policy

February 2020

Introduction

The Council provides opportunities for commercial and community groups to run functions, meetings, and events in a variety of venues in Palmerston North. The Council understands that use of any of these venues may be interpreted as endorsement of these events and activities. Council has, therefore, developed this policy to guide decision-making about the use of any venue which is Council-owned or where Council has an influence in operations¹.

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Policy objectives and goals

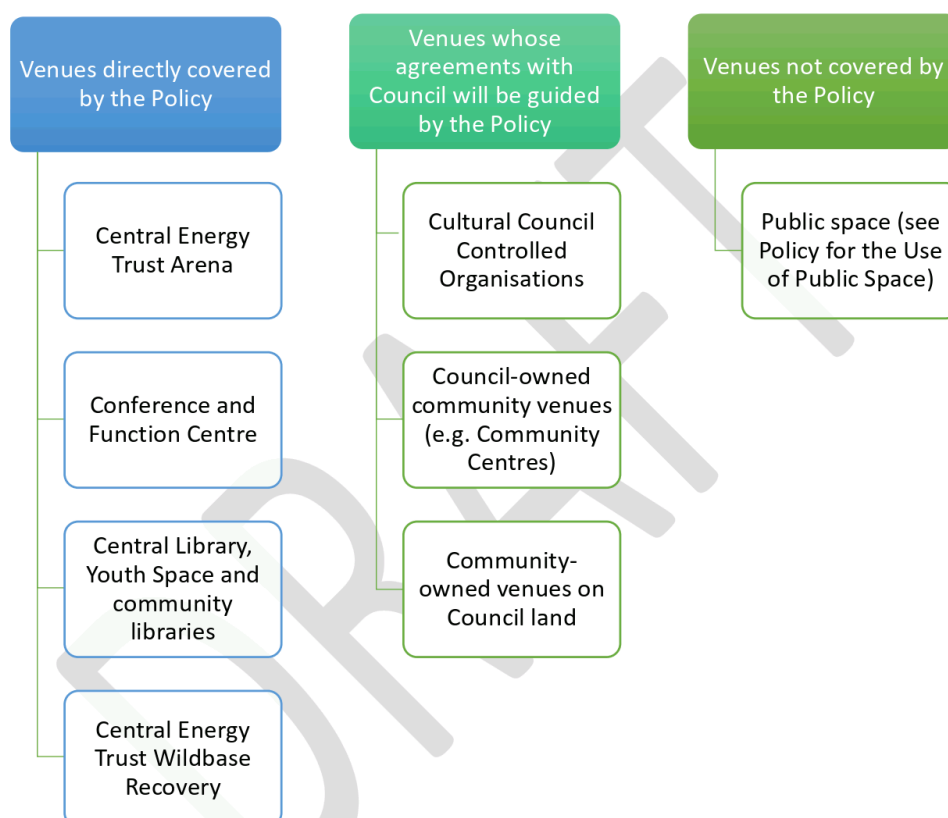
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3. When deciding whether to accept a booking for an activity or event in an area able to be overheard by members of the public (for example, the Central Library's Event Central) staff will assess whether an event or activity may unreasonably disrupt the ability of other members of the community to use the venue. Unreasonable disruption could include the amount and duration of noise, and whether the purpose of an activity or event is the promotion of misinformation⁴. This is to ensure that council venues remain inclusive and welcoming of the whole community.
4. Bookings may not be accepted where an activity or event may have a significant negative impact on the reputation of Palmerston North or Palmerston North City Council, ~~to the extent that this impact would outweigh the financial or other benefits of the activity or event.~~
5. Advice from Council's strategic partners, including Rangitāne o Manawatū and MidCentral Health DHB, may be requested to inform decisions.

² As guided by New Zealand's commitment to the Convention for Certain Conventional Weapons (CCW).

³ The protections offered under the Bill of Rights Act 1990, as defined in the Human Rights Act 1993, include freedom of discrimination on the grounds of sex, marital status, religious belief, ethical belief, colour, race, ethnic or national origins, disability, and age, political opinion, employment status, family status, and sexual orientation. The explicit strategic direction of the Council is to promote inclusion and community connection, and therefore the proposal is for this policy to reinforce freedoms identified under the Act. It should be noted that this guideline would not impact on the ability of any group to use a venue covered by this policy unless the express purpose of its activity was to limit or marginalise some part of the community identified here.

⁴ 'Misinformation' is defined as false or inaccurate information, especially that which is deliberately intended to deceive.

Venues whose
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6. The guidelines 1 and 2 (above) will be incorporated into the letter of expectation which forms the basis for the statement of intent agreed between Council and each CCO.
7. The guidelines 1 and 2 (above) will be incorporated in the management agreement reached with all Council-owned community venues.
8. The guidelines 1 and 2 (above) will be incorporated into any new or renewed lease agreement for any community-owned venue on Council land.

Administration

Information about the implementation of this policy will be available on the Council's website, and on the Venues and Events Palmerston North website.

All venues must be managed in accordance with the relevant Council's bylaws, policies, and plans, and with other governing legislation (including the Resource Management Act 1991 and the Reserves Act 1977).

Monitoring

The implementation of this policy will be monitored and reported to Council by June 2021.

MEMORANDUM

TO: Planning & Strategy Committee

MEETING DATE: 11 March 2020

TITLE: Summary of Submissions for the Proposed Amendment to the Cemeteries and Crematorium Bylaw 2018

PRESENTED BY: Julie Macdonald, Strategy & Policy Manager

APPROVED BY: Sheryl Bryant, General Manager - Strategy & Planning

RECOMMENDATION(S) TO PLANNING & STRATEGY COMMITTEE

1. That the memorandum titled “Summary of Submissions for the Proposed Amendment to the Cemeteries and Crematorium Bylaw 2018” and dated 11 March 2020 be received.

1. ISSUE

This memorandum presents a summary of submissions that were received by the Palmerston North City Council in response to its consultation on the proposed amendment to the Cemeteries and Crematorium Bylaw 2019 (Attachment 1).

The consultation document, including the proposed amendment to the Cemeteries and Crematorium Bylaw, was released to the public for comment on 02 November 2019. Written submissions closed on 06 December 2019 and 27 submissions were received by the closing date. Three submitters have indicated that they wish to speak to their submission.

2. BACKGROUND

On 26 August 2019 the Council resolved:

‘That the Chief Executive be instructed to draft an amendment to the Cemeteries and Crematorium Bylaw 2018 that removes section 11.7 ‘No person may decorate the soil of a grave located in the lawn cemetery with the use of construction materials such as concrete, stone or metal or with the construction of fences or pavement’ for consultation with the public in accordance with the Local Government Act 2002’.

The rationale for this resolution, provided by the Mayor in the background to the Notice of Motion proposing the amendment, was that “[t]he inclusion of the reference to construction materials in the operative Bylaw does not reflect the permissive nature of what the community expects to be able to have in place at the cemetery”.

In September 2019 the Council approved for consultation a consultation document (including the draft amendment to the Cemeteries and Crematorium Bylaw) proposing this change. The proposed amendment to the Cemeteries and Crematorium Bylaw seeks to revoke in its entirety clause 11.7 *'No person may decorate the soil of a grave located in the lawn cemetery with the use of construction materials such as concrete, stone or metal with construction of fences or pavement'*.

Attachment 1 includes a table that groups the submissions into the themes that arose. A second table includes submissions which officers deemed were outside the scope of the proposed amendment. However, they have been included for completeness and to ensure that these comments are directed to the appropriate staff.

Feedback from Facebook users, which was generated from two Council Facebook posts, has also been included in the summary.

3. NEXT STEPS


Deliberations on the submissions are scheduled to be held during the Planning and Strategy Committee meeting on 13 May 2020. At that meeting, an officer report will be presented outlining recommendations in respect of the proposed amendment to the Cemeteries and Crematorium Bylaw 2018. It is anticipated that the Committee will make recommendations to the Council in respect of the proposed amendment of the Bylaw, for adoption by the Council on 27 May 2020.

4. COMPLIANCE AND ADMINISTRATION

Does the Committee have delegated authority to decide?	No
Are the decisions significant?	No
If they are significant do they affect land or a body of water?	No
Can this decision only be made through a 10 Year Plan?	No
Does this decision require consultation through the Special Consultative procedure?	No
Is there funding in the current Annual Plan for these actions?	Yes
Are the recommendations inconsistent with any of Council's policies or plans?	No
The recommendations contribute to Goal 3: A Connected and Safe Community	
The recommendations contribute to the outcomes of the Connected Community Strategy	
The recommendations contribute to the achievement of action/actions in the Community Services and Facilities Plan	
The action is: Cemeteries (at Kelvin Grove, Terrace End, Ashhurst, and Bunnythorpe) and a	

crematorium (at Kelvin Grove) are meeting community needs.	
Contribution to strategic direction and to social, economic, environmental and cultural well-being	Providing transparency in process to ensure community views are presented on proposed changes to the management of the Council Cemeteries and Crematorium.

ATTACHMENTS

1. Summary of Submissions for the proposed amendment to the Cemeteries and Crematorium Bylaw 2018 [↓](#) 

SUMMARY OF SUBMISSIONS – PROPOSED AMENDMENT TO THE CEMETERIES AND CREMATORIUM BYLAW
2018

Key Theme/Issue	Submitter Comments/Opinions	Submitter Number
Time limit for allowing decorated graves.	Submitter will support this amendment if change is made to limit decorating graves to two to four years.	24
	Shorter time period for decorating should be in place for most graves and a slightly longer time period for graves of children under 18.	23
	Allow planting on graves for longer than two years instead of making this amendment.	18
Maintenance by plot owners	Some decorated graves are not maintained by family as they move away or do not live in the area.	23, 3
	After a while decorated graves are left and they are unmaintained.	21, 20, 14, 10
	Provisions should be in place to ensure plot owners maintain their plot if they fail to, following reasonable attempts to allow compliance then the freedom to decorate should be withdrawn.	10
	All graves should be kept tidy and weeded or else revert to lawn if graves appear to be abandoned/neglected	8
Maintenance demand on staff	Cutting the lawn of a grave situated between two decorated graves increases the amount of resource needed to maintain graves.	3
	Poorly constructed sites that are not maintained by family will cost Council to remove.	23
	Graves that are decorated by family/friends who live outside the area are left to Council to maintain.	3
Aesthetics of the cemetery	Prefers “tasteful” decorations around headstones as families see fit.	23
	Allowing structures to be built whether garden or otherwise will remove the feeling of peace and tranquillity.	22, 9, 1
	People put in all sorts of plastic stuff.	20
	Decorations make the cemetery look messy and untidy	23, 20, 14, 21, 18, 6, 2
	Disgusted at the increased number of plots that are being decorated with rocks, stones and posts.	2
	An undecorated plot may become lost amongst the others.	4
	Prefer mowed plots.	23, 21, 20, 22
	Has seen many cemeteries left uncared for, a lawn cemetery makes graves look tidy.	3
	The look of graves will vary from one to another.	18
	Families spending time together at a gravesite where decorating the grave is involved is a pleasant sight.	13
Health and safety.	The use of construction materials can be hazardous to visitors particularly on windy days.	23
	Potential hazard for pallbearers if plot is next to decorated plot.	1
	People will naturally respect the cemetery and others and not construct shanty structures.	13

SUMMARY OF SUBMISSIONS – PROPOSED AMENDMENT TO THE CEMETERIES AND CREMATORIUM BYLAW
2018

Key Theme/Issue	Submitter Comments/Opinions	Submitter Number
Type of cemetery	As a lawn cemetery it looks and feels peaceful.	22
	The cemetery is meant to be a place of quiet contemplation to spend time with a loved one, but the decorations are confronting.	1
	People paid to be buried in a lawn cemetery.	20, 19
	Create an area for decorated graves that is separate from lawn cemetery.	20, 27
	Charge people more if they want to decorate their graves.	20
	Questions the future of the lawn cemetery if decorations are permitted to continue.	2
Controls and freedoms for decorated graves.	Submitter does not agree with changing the rules to suit people who are breaking the rules currently.	14
	The cemetery will become a metal and concrete jungle as there are no other provisions to restrict height of structures.	4
	Could potentially restrict the access to erecting a headstone	27
	If a permit is needed to erect a headstone then same should apply for those who use construction materials over a grave.	27
	Questions why no one respects the present bylaw and whether Council have been monitoring this?	1
	Thinks the change will only lead to less control on how people will decorate.	18
	May cause disrespect to those who have passed on.	22
	Structures that are higher than ground level will encroach on adjoining graves	9
	Plots cost a lot of money therefore plot owners should have more freedom to decorate as they please.	5,17
	Being able to decorate a grave assists families and friends with the grieving process.	8, 11, 12, 17,13,16
	The right to decorate the grave of a loved in whatever way relatives see fit should always trump other competing rights.	5
	Overly controlling how plot owners decorate their plots at the risk of exacerbating their grieving process is a step to far.	13
	People are already decorating graves in this way.	11, 17
	Submitter liaised with cemetery staff when looking to decorate their plot which was successful	17
Diversity in the City	Western cultures used to adorn with elaborate headstone, statues and beautifully crafted railings, fences, gates and tiles.	13
	Decorating graves reflects the deceased person and the different cultures within the city.	11,17
	Allows plot owners to decorate in a way that is culturally appropriate; explains that constructing a seat was done so with elderly family members in mind and having somewhere for them to sit and have time with their loved ones.	17

SUMMARY OF SUBMISSIONS – PROPOSED AMENDMENT TO THE CEMETERIES AND CREMATORIUM BYLAW
2018

Key Theme/Issue	Submitter Comments/Opinions	Submitter Number
Diversity in the City	The bylaw is insensitive to families whom want to decorate their loved ones' resting place how they see fit, except for large fencing.	10
	More sensitivity and respect towards different cultures and what diversity means.	26
	The mourner's culture should not be an area that Council decides on.	7
	The look of structures is subjective what is acceptable to one person maybe objectionable to another.	4
	What is acceptable in one culture maybe objectionable in another.	26
	Balancing cultural practices on the one hand and the reality of maintaining the cemetery on the other hand.	3
	Palmerston North has always been diverse this is not new and no need to cater for it now.	1

Other Matters

The following table is taken from the submissions that were received. They are submitter comments/opinions that are outside the scope of the matter at hand however they have been included here for completeness.

Theme	Submitter Comments/Opinions	Submitter Number
Main Street Cemetery	Would like to draw attention to what the submitter describes as the neglect of the Main Street Cemetery and particularly that state of disrepair it is in. Would like to see the Main Street cemetery preserved as a historic asset to the City.	13
Process	Submitter is currently in discussions with Council regarding a loved one's grave. There appears to be a breakdown in communication, however the specifics of the situation are not entirely clear.	7

SUMMARY OF SUBMISSIONS – PROPOSED AMENDMENT TO THE CEMETERIES AND CREMATORIUM BYLAW
2018

Facebook Posts


People were notified of the consultation through two Facebook post's on 13 November 2019 and 02 December 2019. 'Comments' and 'reactions' were made on the respective posts.

The table below shows the comments on the Facebook posts, which have been grouped into the same themes used to group the formal submissions. A 'screen shot' of the actual comments themselves are included below.

Theme	Comments/Opinions on Facebook posts
Time limit for allowing decorated graves.	Supports a mandatory time limit on decorations.
	Thought the 5-year time limit was reasonable, because from experience the 1-year rule for decorations (an earlier iteration of grave decoration rules) was not long enough.
Maintenance by plot owners	Some people are good at maintaining their plots and others are not. Those that don't maintain their plots are left to staff to deal with.
	Thinks the changes are great if graves are continually maintained. However, believes it will fail in the long term, due to already mounting problems with decorations particularly those that get neglected. Specifically mentions plastic flowers, tinsel and "old grave stuff", which are left and has potential to be caught up in the wind and blown around the cemetery.
Maintenance demand on staff	Questions the practicalities of being able to mow the grass if chairs, bricks and ornaments are spotted around graves.
Aesthetics of the cemetery	"The grave site by the SPCA is a smashed up compost mess. How much does that cost rate payers?"
	Thinks that Kelvin Grove is undermaintained compared to Levin cemetery, which the commenter says is "always in pristine condition".
	Lack of care by staff regarding the burial area located near the office where two of this person's children are buried. Dislikes the trees and nuisance it causes from its growth and debris being located too close to the graves. Strongly petitions for the trees be removed.
Type of Cemetery	Enquires about the option of natural burials at Kelvin Grove.
Controls and freedoms for decorated graves	Will families be able to mix up concrete by their graves for tiling?
	Will other family members (of the same plot) be able to object to updated grave decorations?
	Say's vandalism may be an issue where people's decorations may be targeted.
	Supports a practical and fair approach for everyone involved.
	Having the choice to decorate a grave is positive.

SUMMARY OF SUBMISSIONS – PROPOSED AMENDMENT TO THE CEMETERIES AND CREMATORIUM BYLAW 2018

Post 1 - Dated 13 November 2019:


Palmerston North City Council
Published by Maddie Powers [?] · November 13 at 7:35 PM ·


We're proposing an amendment to our Cemeteries and Crematorium Bylaw 2018.

--

What does this mean? The amendment to the bylaw removes the restrictions on the use of construction materials to decorate the soil of a grave in the lawn cemetery. This will allow families more flexibility when decorating graves for their loved ones.

--



Do you agree with this? Let us know your thoughts here: pncc.govt.nz/cemeterybylaw. Submissions are due by 4pm on Friday 6 December.



3,187
 People Reached

155
 Engagements

Boost Post



 21

4 Comments 1 Share

SUMMARY OF SUBMISSIONS – PROPOSED AMENDMENT TO THE CEMETERIES AND CREMATORIUM BYLAW
2018

Post 1 Comments:



Val A Burr It would be good to see a photo of the kind of thing PNCC has in mind. I had to remove my little garden from my daughter's grave when the rules changed last time. I'm not saying that I want to make up a new little garden like before, but it would be nice to be permitted a choice

Like · Reply · Message · 3w



Jenny Hunt There needs to be a time limit.

Like · Reply · Message · 3w



Jenny Hunt Palmerston North City Council yes I have submitted thanks

Like · Reply · Message · 3w



Author

Palmerston North City Council Hi Jenny, submissions are due by 4pm on Friday 6 December. 😊 ^Maddie

Like · Reply

- Commented on by Maddie Powers [?] · 3w

SUMMARY OF SUBMISSIONS – PROPOSED AMENDMENT TO THE CEMETERIES AND CREMATORIUM BYLAW 2018

Post 2 - Dated 02 December 2019:


Palmerston North City Council
Published by Maddie Powers [?] · December 2 at 5:53 PM ·


You might've heard that we're proposing an amendment to our Cemeteries and Crematorium Bylaw 2018. It's the last week to have your say – submissions close 4pm Friday 6 December.

--

Why is this important? Amending the Bylaw will allow families more flexibility when decorating graves for their loved ones. To do this we're proposing removing the restrictions on the use of construction materials to decorate the soil of a grave in the lawn cemetery.

--



What do you think? Let us know your thoughts here:
pncc.govt.nz/cemeterybylaw.



5,003
People Reached

443
Engagements

Boost Post



17

13 Comments 2 Shares

Post 2 Comments:



GE Peta Omg I visited the kelvin grove cemetery yesterday to put flowers on my family's graves I have two baby's there also and the area near the office w the over grown trees is a disgrace, I have a baby son there w a plaque clearly in his resting place, thanks to your lack of care my baby and others graves are covered in debris and leaves, weeds etc a bloody disgrace, that area is all babies where some bright idiot planted huge growing trees on top of our babies, bloody take a look two rows one on each side on the main roadway to the main graves near the office, I was so bloody upset at seeing the lack of care from who ever is ment to tend these graves, the councils trees clean the bloody mess, it's about lke you thought about us parents who have babies in this area and tidy it up, get those bloody trees out one is nearly on our son and I assume the roots have broken his wee casket, how would u feel if u had babies there, do yr bloody job,

Like · Reply · Message · 7w · Edited



Steven Olsen GE Atep true that the entire cemetery is under maintained I have loved ones buried at Kelvin grove and also Levin cemetery and the Levin cemetery is always in pristine condition. Kelvin grove I'm led to believe there are 7 caretakers that look after the grounds etc are usually a mess eg lawns are either long or look like they have been mowed for hay etc etc. 🙄

Like · Reply · Message · 5d



GE Atep Palmerston North City Council you honestly don't know unless u have a baby there:(I was just gutted, please remove all those trees that's not the place to have them on top of babies graves that's their final resting place, replace w flower beds that look attractive not ones that make a damn mess like those over grown trees

Like · Reply · Message · 5d



GE Atep Steven Olsen yip very sadly

Like · Reply · Message · 5d

SUMMARY OF SUBMISSIONS – PROPOSED AMENDMENT TO THE CEMETERIES AND CREMATORIUM BYLAW
2018Post 2 Comments:

Janice Stephenson I think your decision to let the families have the graves free decorated for 5 years was a good one but then it reverts to lawn. We were too early for that ruling so only had 1 year for our sons grave and it wasn't long enough. Some people are great at looking after graves some are not - in the end it becomes the responsibility of cemetery staff. What is practical and fair for this to happen?

Like · Reply · Message · 5d



Chris Laing Palmerston North City Council, is there any thought been given to Natural Burial options at Kelvin Grove

Like · Reply · Message · 6d



Post 2 Comments:



Beverly Martin I think it sounds great and will be when individuals maintain it. BUT later it will look like a worn out plastic and materials ~~and~~ rubbish tip which will cost more and more in maintaining and cleaning up.
A small current example is at the upper right corner: grave soil piles with plastic flowers, Christmas tinsel ~~and~~ old grave stuff dumped in it. The area is windy and decorations blow away as rubbish. This would just get worse but with different building or decorative materials.
I can imagine the vandalism smashing peoples precious decorations.
How is the remainder grass be mowed if chairs, bricks, and ornaments are spotted around? Are you going to have families mixing up concrete mix on the path to tile the front of their loved one's grave? What if other family member's disagrees with the updated decorations? In years to come ~~and~~ who pays for the mess.
The grave site by the SPCA is a smashed up compost mess. How much does that cost rate payers?
Please please also think of long term practicalities when Amending the Bylaw.

Like · Reply · Message · 5d



James Eising so beautiful

Like · Reply · Message · 6d

REPORT

TO: Planning & Strategy Committee

MEETING DATE: 11 March 2020

TITLE: Draft Speed Limits Bylaw 2020 - Approval for Consultation

PRESENTED BY: Julie Macdonald, Strategy & Policy Manager

APPROVED BY: Sheryl Bryant, General Manager - Strategy & Planning

RECOMMENDATION(S) TO COUNCIL

1. That the Council approve the draft Palmerston North Speed Limits Bylaw 2020 Consultation Document (attached as attachment one of the report titled "Draft Speed Limit Bylaw 2020 – Approval for Consultation, dated 11 March 2020) for consultation with the public.
2. That the Mayor and Deputy Mayor be authorised to approve minor amendments to the consultation document prior to publication.

SUMMARY OF OPTIONS ANALYSIS FOR

Problem or Opportunity	The Speed Limits Bylaw 2013 will expire in September 2020, and be automatically revoked unless the Council revokes it and replaces it with a new bylaw before that date. This is an opportunity to adopt a new bylaw that will continue existing speed limits, and to adjust some speed limits on roads that have been identified as being a high priority.
OPTION 1:	Approve the draft Speed Limits Bylaw 2020 for public consultation
Community Views	Feedback from the community was received in 2019 as part of an informal engagement exercise. The community views helped to refine the proposal that is now put forward for public consultation.
Benefits	Consulting on the draft Speed Limits Bylaw will allow the Bylaw to progress towards adoption in August 2020.
Risks	No particular risks have been identified.
Financial	Consultation on the draft Speed Limits Bylaw will be met within existing budgets.
OPTION 2:	Do not approve the draft Speed Limits Bylaw 2020 for public consultation
Community Views	Though there was some feedback during the informal engagement exercise in 2019 opposed to specific aspects of the suggested speed limit changes, there was generally broad support for the proposals in the areas identified by Council.
Benefits	No particular benefits have been identified.
Risks	If the draft Speed Limits Bylaw is not approved for public consultation, and an alternative draft bylaw is not approved for consultation by Council in March, then there will be insufficient time to adopt a replacement Speed Limits Bylaw before the current Bylaw expires on 25 September 2020.
Financial	No particular financial implications have been identified.

RATIONALE FOR THE RECOMMENDATIONS

1. OVERVIEW OF THE PROBLEM OR OPPORTUNITY

- 1.1 The Speed Limits Bylaw 2013 expired on 25 September 2018 and will be automatically revoked on 25 September 2020 unless it is revoked and replaced

earlier. Without a Speed Limits Bylaw there will be no valid speed limits for most roads within Palmerston North.

- 1.2 Officers have reviewed speed limits for roads that were identified as a high priority, and made proposed changes for a replacement bylaw. These changes are now ready for approval by the Council for public consultation.

2. BACKGROUND AND PREVIOUS COUNCIL DECISIONS

- 2.1 The current Speed Limits Bylaw was adopted in September 2013, representing a city-wide review of speed limits. The notable changes were the introduction of variable speed limits for 17 schools and the extension of the Urban Traffic Area in Palmerston North (where the default speed limit is 50 km/h) to the east and west (reflecting urban growth in those areas). Urban Traffic Areas were created for Longburn and Bunnythorpe, following the boundary change with Manawātū District Council. Speed limit changes for a number of specific roads were also included in the 2013 bylaw.
- 2.2 In 2013, the Council considered the introduction of a 30 km/h speed limit for the CBD (within the ring road). However, following public consultation, the Council chose to not proceed with that proposal.
- 2.3 The variable speed limits for schools came into effect in December 2014.
- 2.4 In 2019, officers briefed Councillors on a staged approach to future Speed Limits Bylaw reviews. The staged approach allows the Council to be more responsive to requests for speed limit changes as they emerge, along with changes in development around the City. This draft Speed Limits Bylaw represents the work of stage one, with initial work on stage two due to begin in April 2020.
- 2.5 In February 2020, officers briefed Councillors on the draft Speed Limits Bylaw, ahead of it being presented in this report. The topics covered at the Councillor briefing included:
 - An overview of the speed limit setting process.
 - PNCC's staged approach to the speed limit review.
 - An overview of the proposed changes in stage one (comprising the changes included in this draft Bylaw).
 - An indication of the scope of changes being explored for future stages (namely, the possibility of a reduced speed limit for the City centre, extending the application of variable speed limits for schools in the City, a comprehensive review of priority roads in Bunnythorpe, and working with NZTA on speed limit

changes to state highways as they relate to future development around Te Wanaka Road (the Kikiwhenua development) and Napier Road).

- An overview of forthcoming changes to the speed limit setting process as signalled by the Government in the Road to Zero Action Plan.

This briefing for Councillors was for information only, and no decisions were sought or made.

3. DESCRIPTION OF OPTIONS

- 3.1 The first option is to consult on the draft Speed Limits Bylaw. This would give identified stakeholders and the wider community the opportunity to make a formal submission on the proposed changes.
- 3.2 The second option is to not consult on the draft Speed Limits Bylaw. In the absence of any other instructions from the Council, no further work would be undertaken on speed limits, and the current Bylaw would be automatically revoked on 25 September 2020. This is because the existing Speed Limits Bylaw is made, partly, under the Local Government Act 2002, and bylaws which are not reviewed within five years of being made (or 10 years, if it has been reviewed initially within five years of being made) expire and are automatically revoked two years after the review should have been completed (see s160A, Local Government Act 2002).

4. ANALYSIS OF OPTIONS

- 4.1 Consulting on the draft Speed Limits Bylaw (option one) allows the community and identified stakeholders the opportunity to make a formal submission on the proposed changes. This follows up on informal community engagement conducted in 2019. The timeframe for the consultation process enables the Council to receive written and oral submissions, deliberate on those submissions and adopt a final bylaw before the existing bylaw is automatically revoked in September 2020.
- 4.2 Not approving the draft Speed Limits Bylaw for consultation (option two) would create a dangerous situation in the City where there would be no valid speed limits for most roads in Palmerston North. While in practical terms most drivers would comply with the current speed limits, Police would be unable to enforce speed limits. This constitutes a key reason for recommending that the draft Speed Limits Bylaw be approved for public consultation.
- 4.3 The community engagement exercise carried out in 2019 canvassed feedback from identified key stakeholders and the general public on suggested changes to speed limits on specific roads in Ashhurst, Bunnythorpe/Milson, Tennent Drive, and Pahiatua-Aokautere Road. Over 700 comments were received through the online engagement platform Social Pinpoint. A further dozen written responses were received, and approximately 60 responses were received via social media.

4.4 In addition to the 20 roads where a speed limit change was suggested by Council, comments were made on a further 92 roads. A few were able to be incorporated into the current proposal, where they aligned with the scope of the existing work (such as the short extension of the 50 km/h limit on Colyton Road in Ashhurst, to complement the proposal to reduce the speed limit on Oxford and North Streets). Most of the additional roads identified during the 2019 engagement exercise have been scheduled for further investigation and technical assessment, and will be included in the next stage of the speed limits review, starting later in 2020.

4.5 In terms of the details of the proposal in option one, there is very limited scope to add or change roads and their speed limits at this point. If Councillors are not comfortable with some aspects of the proposed speed limits for public consultation, then it is recommended that those aspects are removed from the proposal and the remainder are continued with. This will allow the process to move forward, and a new bylaw adopted in August, before the current bylaw is automatically revoked. Any speed limits which are not included in this proposal can be carried forward to stage two, and investigated further.

5. CONCLUSION

5.1 Option one – approve the draft Speed Limits Bylaw for public consultation - is recommended. This will allow the process of making a new bylaw to proceed, to be adopted in August before the current Bylaw is automatically revoked. The scope of the proposed changes has already been canvassed with the community, and formal consultation gives the opportunity to receive formal submissions.

6. NEXT ACTIONS

6.1 If the Committee approves the draft Bylaw for approval for public consultation, then the Consultation Document will be finalised for publication, and the consultation process will begin.

6.2 The proposed consultation period is from 1 April to 1 May 2020. Hearings for oral submissions will be planned for June. A final report, with officer advice on the issues raised by submitters, and recommendations on changes to the draft Bylaw for adoption, will be presented to the Planning and Strategy Committee in August. If the draft Bylaw is adopted in August, then it will come into effect on 21 September 2020.

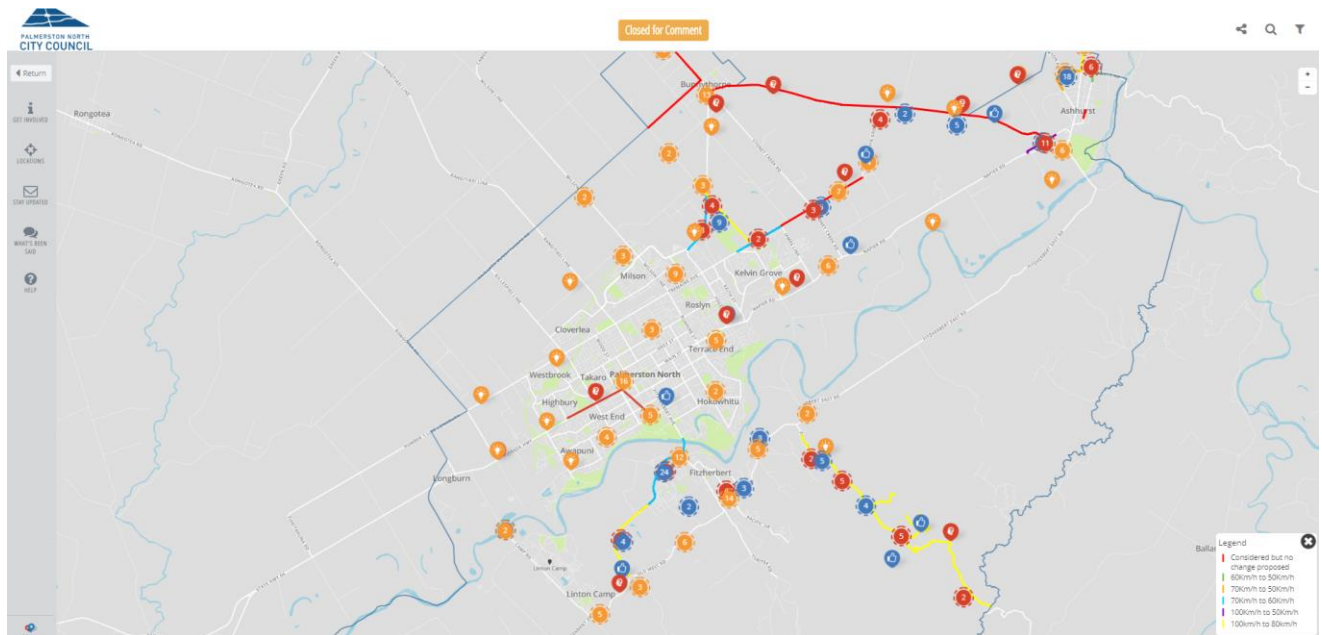
7. OUTLINE OF COMMUNITY ENGAGEMENT PROCESS

7.1 Community engagement was carried out in 2019, beginning in June with a six-week long exercise to seek feedback from stakeholders and the community about the speed limit changes we were suggesting.

7.2 Engagement was conducted using a mix of online and in-person methods. Social Pinpoint – an online engagement tool involving interactive maps – was used to

PALMERSTON NORTH CITY COUNCIL

illustrate where the Council was considering changing speed limits. The nature of the tool allowed anyone to place a pin on the map and indicate whether they supported the suggested change, whether they had concerns, or to suggest other areas of change altogether. Over the six weeks that the site was live, over 700 comments were received. These comments were a mix of pinned comments and responses to other pins, demonstrating the conversational nature of this tool.



Screenshot of speed limits review consultation on social pinpoint

- 7.3 In addition to the comments received via Social Pinpoint, a further 60 comments via other social media, and a dozen written responses, were received.
- 7.4 A series of community drop-in sessions were held, giving opportunities for members of the community to attend and ask questions or learn more about the suggested changes. These were held in Ashhurst Library, the Central Library, and at the Bunnythorpe community meeting. The sessions in Ashhurst and Bunnythorpe were particularly well attended.
- 7.5 Printed copies of the engagement document were circulated to all of Council's distribution points (the Customer Service Centre, and all libraries), and all identified stakeholders (including statutory stakeholders under the Setting of Speed Limits Rule 2017).
- 7.6 The community engagement process was promoted via social media, radio advertising, flyers distributed to households in the affected areas, poster advertising, and on the Council website.


- 7.7 The proposed consultation on the draft Speed Limits Bylaw will follow a similar format to the engagement conducted in 2019, with a few differences. We are not proposing to use Social Pinpoint for the formal consultation stage, as it appears to be better suited to more open-ended engagement rather than focussed on a specific set of changes. We are likely to continue using Social Pinpoint for stages 2 and 3 of the Speed Limits Review, commencing later in 2020.
- 7.8 The main component of online engagement will take place on Council's website, with a page set up to highlight and illustrate the proposed speed limit changes, and maps to show the affected roads. An online submission form will follow a similar design to that included in the Consultation Document, and provide the opportunity for people to indicate support or opposition to a specific proposed change, with space to provide additional comments.
- 7.9 We propose to hold community meetings in Ashhurst and Bunnythorpe again, and will likely make use of the Central Library as a general opportunity for people to learn more about the proposed changes. We are also exploring the opportunities to hold a community meeting in the Aokautere area.
- 7.10 The Consultation Document is being designed for public release and will be circulated directly to identified stakeholders, including statutory stakeholders, with copies available at all of Council's distribution points. The Consultation Document (attachment one) is a Word version and represents the content of the final document as recommended in this report. Any changes or modifications made by the Committee will be incorporated into the final design.
- 7.11 The opportunity to make a submission will be promoted as a coordinated communications campaign, with social media advertising, radio advertising, flyers distributed to households in the affected areas, and poster advertising. The consultation will be notified by a public notice placed in the Manwatū Standard and the Guardian newspapers.

COMPLIANCE AND ADMINISTRATION

Does the Committee have delegated authority to decide?	No
Are the decisions significant?	No
If they are significant do they affect land or a body of water?	No
Can this decision only be made through a 10 Year Plan?	No
Does this decision require consultation through the Special Consultative procedure?	Yes
Is there funding in the current Annual Plan for these actions?	Yes
Are the recommendations inconsistent with any of Council's policies or	No

plans?	
The recommendations contribute to Goal 3: A Connected and Safe Community	
The recommendations contribute to the outcomes of the City Development Strategy	
The recommendations contribute to the achievement of action/actions in the Strategic Transport Plan	
The action is: Review speed limits under proposed new national rules for setting speed limits.	
Contribution to strategic direction and to social, economic, environmental and cultural well-being	The “new national rules” identified in the action are the revised Setting of Speed Limits Rule 2017, and the speed limit changes proposed in the draft Speed Limits Bylaw 2020 are made in accordance with those rules.

ATTACHMENTS

1. Consultation Document - Draft Speed Limits Bylaw 2020 [↓](#) 

Draft Palmerston North Speed Limits Bylaw 2020
Consultation Document

1

Introduction

This document outlines the speed limit changes that the Palmerston North City Council is proposing in 2020. These changes will be part of a new Speed Limits Bylaw, which is contained as part of this consultation document.

The Palmerston North City Council started the Speed Limits Review in 2019 with a community engagement process focussing on speed limits on a selection of identified roads. We have taken onboard the feedback we received from that process, and the proposed changes reflect that feedback.

The proposed changes are broken down into the four areas that were identified during the 2019 community engagement process. For each of those areas there is a table which identifies:

- the road where the speed limit is proposed to be changed,
- what section of road the new speed limit will apply to,
- what the current and proposed speed limits are, and
- the reasons for making the change.

Finally, for each area, there is a map that illustrates the speed limits and the changes we are proposing.

The changes are incorporated into the draft Palmerston North Speed Limits Bylaw 2020, included in this Consultation Document. All the significant changes are shown on the maps which form the principal part of the draft Speed Limits Bylaw. Some additional minor changes are included in the draft Bylaw, updating the text of the Bylaw to reflect legislative changes since the 2013 bylaw was adopted. The most notable of these minor changes is the inclusion of a new definition of “speed limit”, reflecting a change made to the Setting of Speed Limits Rule by the New Zealand Transport Agency in 2017.

These proposed changes are the first stage of an ongoing process to review speed limits across the Palmerston North district. The following timeline indicates the approximate timing and scope of upcoming stages of the speed limits review.

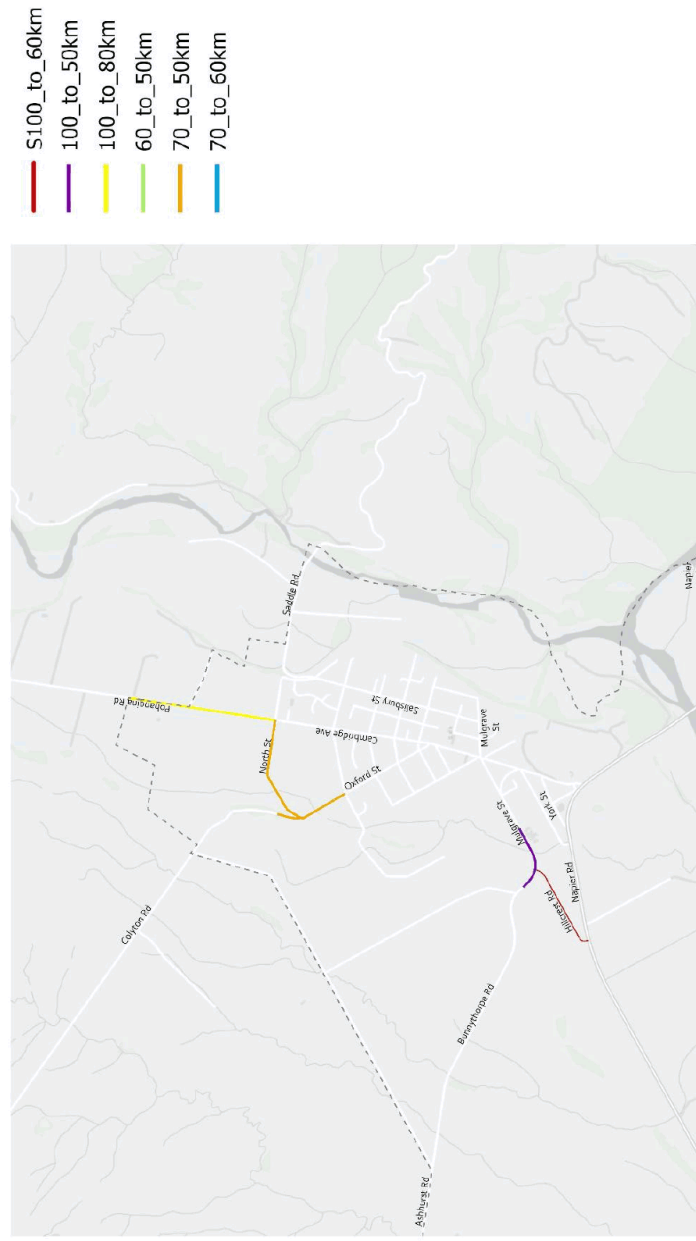


The proposed changes

Ashhurst

The proposed changes for Ashurst are driven primarily by urban development, along with route changes as a result of the closure of the Manawātū Gorge road. These developments have changed the environment and traffic dynamic in the village, necessitating adjustments to the existing speed limits.

Community engagement in 2019 showed general support for most of the suggested changes to speed limits, recognising the need to slow traffic coming into the village from Pohangina Road and along Bunnythorpe Road onto Hillcrest Road/Mulgrave Street. Some amendments to the original suggestions were put forward during community engagement, and these have been incorporated into this proposal.



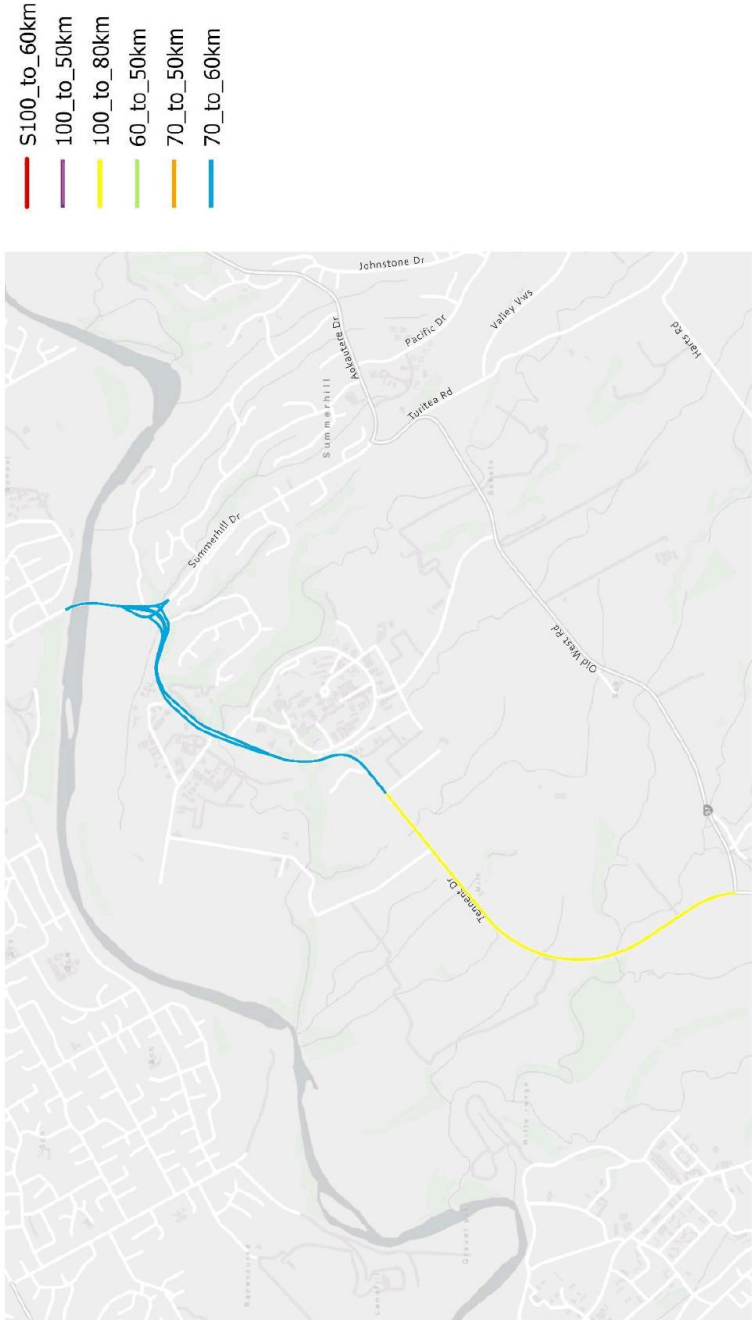
Road	Section	Current speed limit (km/h)	Suggested speed limit 2019 (km/h)	Proposed speed limit 2020 (km/h)	Reason
Hillcrest Road	From SH3 to Mulgrave Street	100	50	60	This is a rural-residential local road often used as a shortcut for drivers, however the existing speed limit is not safe and appropriate for the level of development in the area. It was suggested by some responses to the 2019 community engagement exercise that a 50 km/h limit was too low. A 60 km/h limit has been proposed as a more appropriate and safe limit for this section of road.
Mulgrave Street	From Hillcrest Road to existing 50/100km/h transition	100	50	50	Mulgrave Street is where the land-use changes from Rural to Industrial, and signals a change to an urban environment. The existing speed limit is not safe and appropriate for the level of development in the area, which is more developed than Hillcrest Road, and so the slower speed limit will encourage drivers to slow down as they enter the urban area.
Pohangina Road	From North Street to District boundary	100	80	80	The increasing urban development at the northern edge of Ashhurst in the vicinity of Pohangina Road, coupled with an increase in turning movements and the potential for conflicts in the area, justify a reduction in the speed limit. This will reduce the risk of conflicts between turning vehicles at the intersection, as well as creating a "buffer zone", reducing vehicle speeds entering the village on to Cambridge Avenue.
North Street	From Oxford Street to Cambridge Avenue	70	50	50	The sections on North Street are progressively being developed into urban residential properties. This extension of the urban boundary supports a revision to the urban speed limit, lowering the speed limit for these two streets to 50 km/h, consistent with the rest of the urban village area. Responses to the 2019
Oxford Street	From North Street to Wyndham Street	70	50	50	

Road	Section	Current speed limit (km/h)	Suggested speed limit 2019 (km/h)	Proposed speed limit 2020 (km/h)	Reason
					community engagement exercise largely supported a reduction to 50 km/h for North Street and Oxford Street, based on the speed of traffic entering the city from Pohangina Road and Colyton Road, and the increased urban development in the area.
Colyton Road	For 150 metres (more or less) from the intersection with North and Oxford Streets	70	n/a	50	Initially, no change was proposed for Colyton Road. However, responses from the community engagement exercise in 2019 revealed concerns about the speed of traffic travelling down Colyton Road into North Street/Oxford Street (which were proposed to reduce to 50 km/h). Consequently, it is proposed to move the transition from 70 km/h to 50 km/h back along Colyton Road by approximately 150 metres. This should signal to drivers earlier that they are entering an urban area before they reach the intersection.
Bunnythorpe Road	For 150 metres (more or less) from the intersection with Mulgrave Street	100	n/a	50	Initially, no change was proposed for Bunnythorpe Road. However, responses from the community engagement exercise in 2019 revealed concerns about the speed of traffic travelling down this road into the intersection with Hillcrest Road and Mulgrave Street. Consequently, it is proposed to move the transition from 100 km/h to 50 km/h back along Bunnythorpe Road by approximately 400 metres. This should signal to drivers earlier that they are entering an urban area before they reach the intersection.

Tennent Drive

Changes to the speed limit along and around Tennent Drive are in response to the confusing array of existing speed limits around the interchange from Fitzherbert Bridge around Summerhill Drive and along Tennent Drive, along with increasing traffic from Food HQ.

Responses from the community engagement exercise in 2019 were mixed. While many supported a reduction in speed along Tennent Drive, others were opposed to slowing down the route, especially for those people transiting past Massey University (either into or out of town).



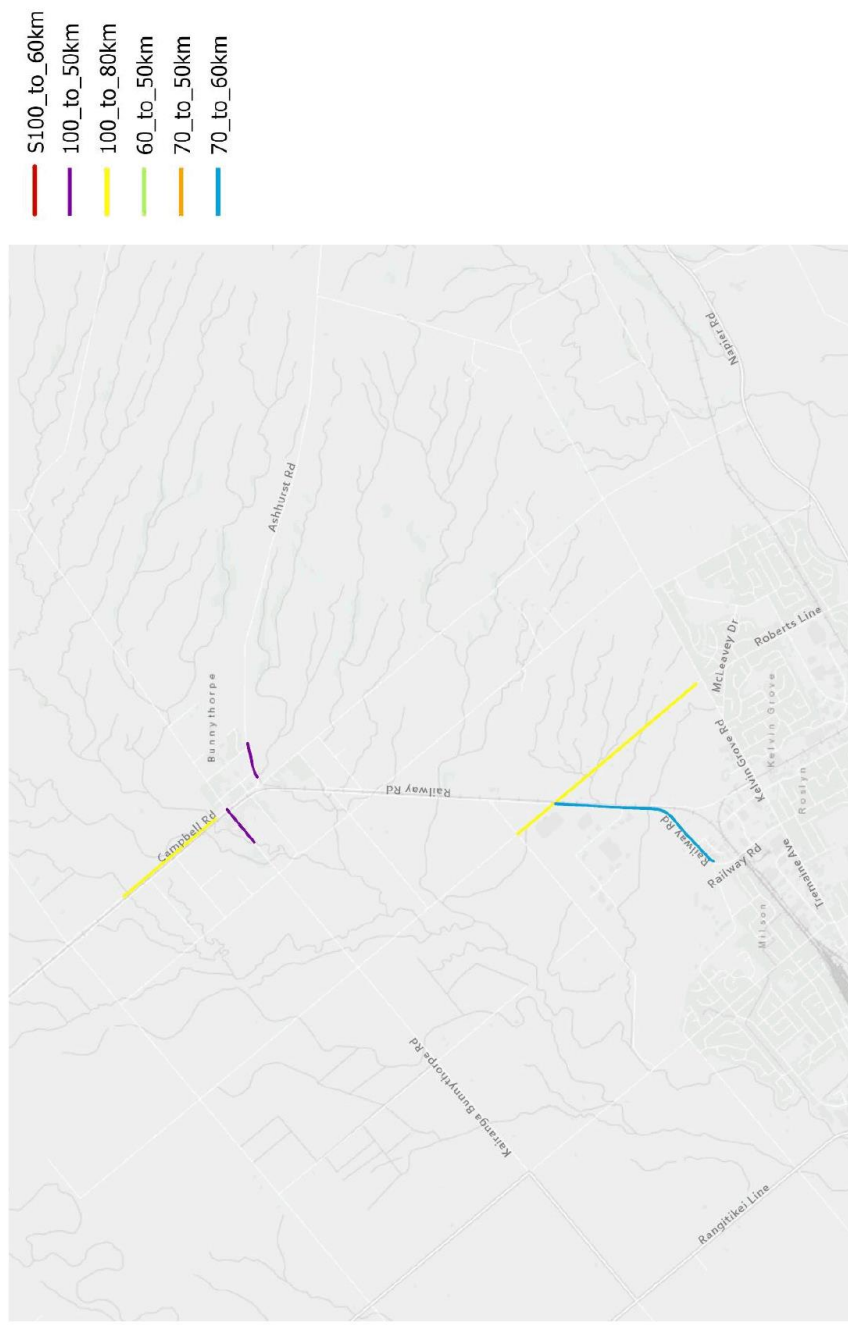
Road	Section	Current speed limit (km/h)	Suggested speed limit 2019 (km/h)	Proposed speed limit 2020 (km/h)	Reason
Bypass Road (off ramp)	From Atawhai Road to Tennent Off Lane East Drive				These four roads comprise the on/off ramp network around Tennent Drive and Summerhill Drive. With the existing 60 km/h speed limit on Summerhill Drive, and the proposed 60 km/h for Tennent Drive, these changes are proposed to ensure consistency of speed limit within the same area, to minimise the number of rapid speed limit changes within a small area.
Tennent On Lane West Drive	From Atawhai Road to Tennent Drive				
Tennent Off Lane East Drive	From Tennent Drive to Summerhill Drive	70	60	60	
Summerhill Drive	From the intersection with Tennent Off Lane East Drive to Tennent Drive and Tennent West Drive				
Tennent Drive	From Prendergast Road to Fitzherbert Bridge	70	60	60	Tennent Drive and Tennent West Drive (both sides of the separated road) have an Infrastructural Risk Rating (IRR) ¹ of medium to medium-high, and a high number of injury crashes occurring over its length – 11 injury crashes and one fatality crash recorded between 2014 and 2018. The proposed reduction of the speed limit to 60 km/h is intended to reduce the likelihood and severity of crashes occurring. The reduced speed limit also recognises the increasing traffic as a result of the Massey University/Food HQ development.
Tennent West Drive	For the whole western side of the dual carriageway section				
Tennent Drive	From State Highway 57 to Prendergast Road	100	80	80	NZTA's Risk Assessment Tool identified a safe and appropriate speed limit of 60 km/h for this section of Tennent Drive. However, 60 km/h seems inconsistent with the environment, which has few intersections, and a measured freeflow average

¹ Infrastructure Risk Rating is a road assessment methodology developed by NZTA to assess road safety risk by coding road and roadside features to produce a risk rating score. There are eight features that are assessed: road stereotype, alignment, carriageway width, roadside hazards, land use, intersection density, access density, and traffic volume.

Road	Section	Current speed limit (km/h)	Suggested speed limit 2019 (km/h)	Proposed speed limit 2020 (km/h)	Reason
					speed of 87 km/h. The proposed speed limit of 80 km/h recognises the need to reduce risk by slowing traffic through this section of Tennent Drive.

Milson/Bunnythorpe

Most of the changes proposed in this area are to roads in the Milson area. These are driven by safety concerns relating to heavy vehicle traffic in the north-east industrial zone, and the increased development along Kelvin Grove Road.

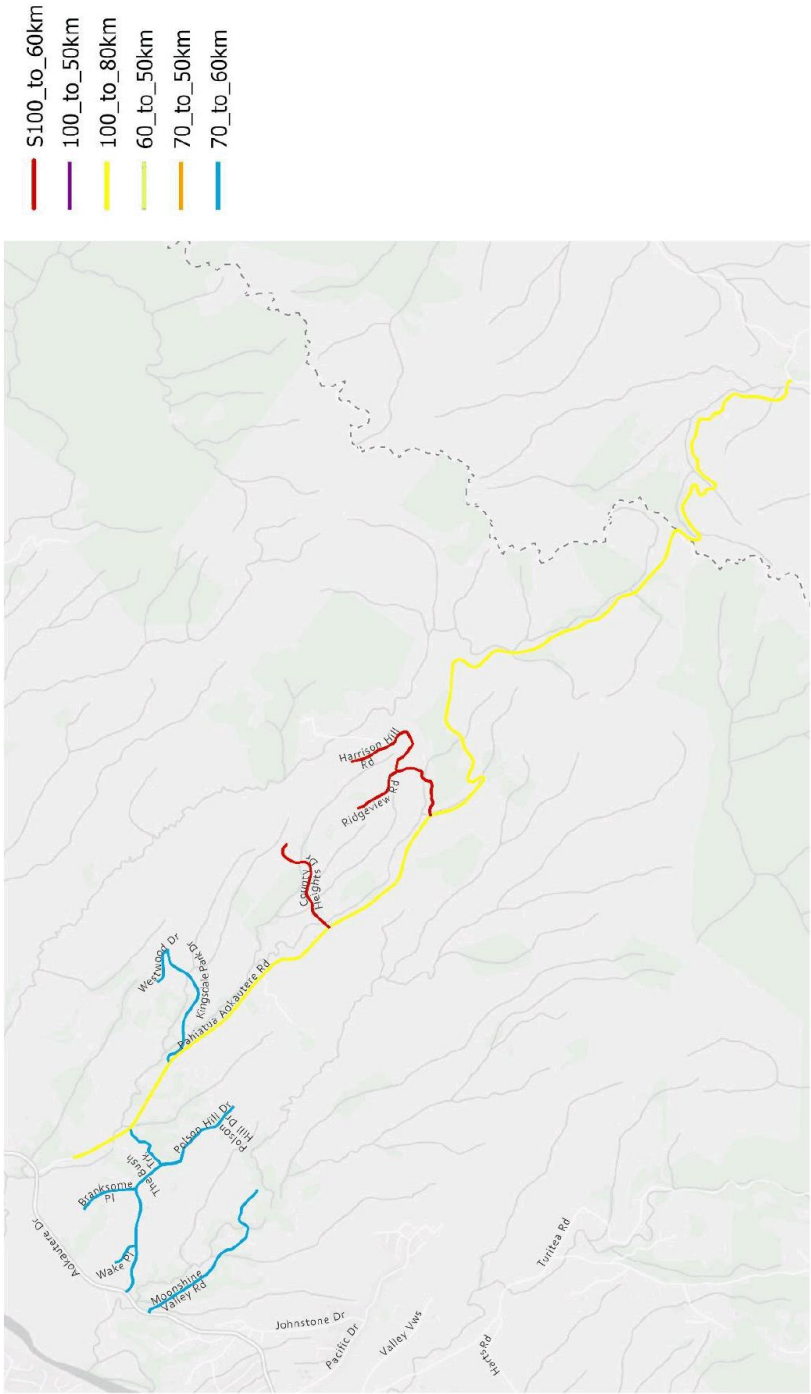


Road	Section	Current speed limit (km/h)	Suggested speed limit 2019 (km/h)	Proposed speed limit 2020 (km/h)	Reason
Roberts Line North	From Kelvin Grove Road to Railway Road	100	80	80	The safe and appropriate speed for this section of road is calculated by NZTA's Risk Assessment Tool as 80 km/h. The road carriage is narrow and uncomfortable to travel at the current 100 km/h speed limit. The intersection with Railway Road has recorded 10 crashes between 2014 and 2018, including one fatality.
Roberts Line North	From Railway Road to Richardsons Line	100	80	80	Development within the North East Industrial Zone (NEIZ) is increasing the number of heavy vehicles turning off Roberts Line North. The slower speed limit is designed to make it safer for vehicles travelling along Roberts Line and accessing the NEIZ.
Railway Road	From Airport Drive to Roberts Line	100/70/50 (different speed limits along the section of road)	60	60	The mix of speed limits along a relatively short section of road creates uncertainty and confusion for drivers, and a single consistent speed from Airport Drive through to Roberts Line is preferred. The number of side roads increases the number of potential vehicle conflicts along its length, making 60 km/h an appropriate speed limit for Railway Road.
Kairanga-Bunnythorpe Road	From the existing 100/50 km/h transition for 170 metres (more or less)	100	n/a	50	This change arose from the community engagement exercise conducted in 2019. Concerns were raised about the speed of traffic entering the Bunnythorpe village along Kairanga-Bunnythorpe Road. Moving the speed limit transition back by approximately 170 metres sets the 50 km/h speed limit earlier, to try and reduce the speed of vehicles prior to approaching the village, rather than as they enter it.
Campbell Road	From the existing 100/50 km/h transition to the District boundary	100	n/a	80	This section of Campbell Road was not included in the earlier community engagement exercise in 2019, but a speed limit reduction is proposed here in response to community feedback. The road has a medium-high Infrastructure Risk Rating (IRR). NZTA's

Road	Section	Current speed limit (km/h)	Suggested speed limit 2019 (km/h)	Proposed speed limit 2020 (km/h)	Reason
Ashhurst Road	From existing 100/50 km/h for 400 metres (more or less)	100	n/a	50	<p>Risk Assessment Tool calculated the safe and appropriate speed as 60 km/h. However, the rural nature of the road frontage, and the generally straight carriageway suggests that 80 km/h is the appropriate speed limit.</p> <p>Though not included in the 2019 community engagement exercise, feedback encouraged reducing the speed limit on Ashhurst Road near the Bunnythorpe Village to reduce the impact of vehicles entering the village at high speed. Moving the speed limit transition back along Ashhurst Road by about 400 metres effectively reduces the speed limit from 100 km/h to 50km/h to reduce the speed of vehicles prior to approaching the village.</p>

Pahiatua-Aokautere

This area focusses on the section of Pahiatua-Aokautere Road under PNCC control. The existing speed limit is not safe and appropriate without improving the road condition through engineering treatments. If the speed limit is reduced, then the speed limits on adjacent roads should also be considered for reduction.



Road	Section	Current speed limit (km/h)	Suggested speed limit 2019 (km/h)	Proposed speed limit 2020 (km/h)	Reason
Pahiatua-Aokautere Road	From the existing 100/80 km/h transition to the District boundary	100	80	80	Between 2014 and 2018 there have been 39 crashes along this section of Pahiatua-Aokautere Road, including seven minor and one serious injury crashes. There are many curves and bends along this road where it is difficult to maintain a speed of 100 km/h. The freeflow average vehicle speed is recorded at 72 km/h. NZTA's Risk Assessment Tool calculated the safe and appropriate speed as 60 km/h. With NZTA designating 70 km/h speed limits as "interim limits", a limit of 80 km/h would be the most appropriate speed across the length of the road.
County Heights Drive	Entire Length	100	80	60	Feedback from the community engagement exercise noted that 80 km/h was still too fast, and suggested a 50 km/h or 60 km/h speed limit would indicate that a higher-level of activity and development can be expected.
Harrison Hill Road	Entire Length	100	80	60	
Ridgeview Road	Entire Length	100	80	60	
Kingsdale Park Drive	Entire Length	70	n/a	60	Similar to County Heights Drive and Harrison Hill Road, Kingsdale Park Drive is located off Pahiatua-Aokautere Drive but was omitted from the initial community engagement exercise in 2019. Comments received suggested that, like the other roads off Pahiatua-Aokautere Drive, the speed limit for Kingsdale Park Drive should be reduced. A limit of 60 km/h is proposed, consistent with County Heights Drive and Harrison Hill Road. This is also supported by the level of urban development along the road.
Westwood Drive	Entire Length	70	n/a	60	Westwood Drive is located off Kingsdale Park Drive, and so the reduction to 60 km/h is for consistency, and to avoid the contradictory message to drivers if the speed limit was to increase when turning from Kingsdale Park Drive.

The Bush Track	Entire Length	70	n/a	60	Like Kingsdale Park Drive, The Bush Track is located off Pahiatua-Aokautere Drive but was omitted from the initial community engagement exercise in 2019. For the same reasons, a limit of 60 km/h is suggested.
Polson Hill Drive	Entire Length	70	n/a	60	Polson Hill Drive is accessible either from Aokautere Drive or Pahiatua-Aokautere Road via The Bush Track. With the proposal to reduce the speed limit on The Bush Track to 60 km/h, the existing speed limit for Polson Hill Drive would no longer be appropriate, signalling an increase in speed where the level of development suggests an urbanising rural-residential area. For similar reasons, the roads off Polson Hill Drive, including Wake Place and Branksome Place, would also be reduced to 60 km/h.
Wake Place	Entire Length	70	n/a	60	
Branksome Place	Entire Length	70	n/a	60	
Moonshine Valley Road	Entire Length	70	n/a	60	The key rationale for most of the roads in this section is their interconnectedness with Pahiatua-Aokautere Road, with the speed limits focussing on safety by reducing speed, and creating a safe network of consistent speed limits, minimising the number of rapid speed limit changes in a local area. While Moonshine Valley Road and Whisky Way are not accessible from Pahiatua-Aokautere Road, they are associated with the same area by way of the size and nature of the urban development.
Whisky Way	Entire Length	70	n/a	60	

Consultation Process

Anyone can make a submission on these proposed speed limit changes. We encourage anyone with an interest in the issues raised in this proposal to make a submission.

This consultation document and the submission form can be found at:

- Palmerston North City Council website www.pncc.govt.nz/speedlimits
- Customer Service Centre, Palmerston North City Council, The Square, Palmerston North; and
- City Library, the Square, Palmerston North, and the libraries at Ashhurst, Awapuni, Roslyn, Linton and Te Pātikitiki/Highbury.

You are also entitled to appear before the Council and speak to your submission. Please indicate on your submission form whether you wish to do this. The Council intends to hear submissions on this proposal at a Committee meeting in June 2020. The date and time for the hearings will be confirmed in the email or letter acknowledging your submission, and will also be advertised in the Guardian newspaper.

To get your submission to us, either:

Online: fill out the submission form online at www.pncc.govt.nz/speedlimits

Mail to: Draft Speed Limits Bylaw 2020 Submissions, Democracy and Governance Team, Palmerston North City Council, Private Bag 11034, Palmerston North 4442

Deliver to: Palmerston North City Council Customer Service Centre, 32 The Square, Palmerston North

Email to: submission@pncc.govt.nz (write Draft Speed Limits Bylaw 2020 Submissions in the subject)

Phone: 06356 8199

Fax: 06 356 4115

Please note that all written submissions, including the contact details of the submission, will be made available to the public and media and on the Council's website. If you would prefer to have your contact details kept private, you can request that in your submission. For further information please phone the Council on 06 356 8199 or email us at info@pncc.govt.nz

The submission period runs from 1 April until 4pm on Friday 1 May 2020

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Draft Palmerston North Speed Limits Bylaw 2020 Submission Form

We want to know whether you support or oppose the proposed speed limit for each of the roads listed below. If you're not sure, or if you don't have an opinion about a particular road tick "not sure." We also want to know why, so please leave some comments to explain why you support or oppose the proposed changes.

Please refer to the information earlier in this document for details about the specific changes proposed for each road.

Ashhurst

Road	Current Speed Limit (km/h)	Proposed Speed Limit (km/h)	Support	Oppose	Not sure
Hillcrest Road	100	60			
Mulgrave Street	100	50			
North Street	70	50			
Oxford Street	70	50			
Colyton Road	70	50			
Pohangina Road	100	80			
Bunnythorpe Road (for 150 metres)	100	50			

If you have any comments to make about the proposed speed limit changes for the above roads, please write them here:

Bunnythorpe/Milson

Road	Current Speed Limit (km/h)	Proposed Speed Limit (km/h)	Support	Oppose	Not sure
Roberts Line North (from Kelvin Grove Road to Railway Road)	100	80			
Roberts Line North (from Railway Road to Richardsons Line)	100	80			
Railway Road	100/70/50	60			
Kairanga-Bunnythorpe Road (for 170 metres)	100	50			
Campbell Road	100	80			
Ashhurst Road (for 400 metres)	100	50			

If you have any comments to make about the proposed speed limit changes for the above roads, please write them here:

Tennent Drive

Road	Current Speed Limit (km/h)	Proposed Speed Limit (km/h)	Support	Oppose	Not sure
Bypass Road (off ramp)	70	60			
Tennent On Lane West Drive					
Tennent Off Lane East Drive					
Tennent Drive (from Fitzherbert Bridge to Prendergast Road)					
Tennent West Drive					
Summerhill Drive (from the intersection with Tennent Off Lane East Drive to Tennent Drive and Tennent West Drive)					
Tennent Drive (from Prendergast Road to SH57)	100	80			

If you have any comments to make about the proposed speed limit changes for the above roads, please write them here:

Pahiatua-Aokautere

Road	Current Speed Limit (km/h)	Proposed Speed Limit (km/h)	Support	Oppose	Not sure
Pahiatua-Aokautere Road	100	80			
County Heights Drive	100	60			
Harrison Hill Road					
Ridgeview Road					
Kingsdale Park Drive	70	60			
Westwood Drive					
The Bush Track					
Polson Hill Drive					
Wake Place					
Branksome Place					
Moonshine Valley Road					
Whisky Way					

If you have any comments to make about the proposed speed limit changes for the above roads, please write them here:

General Comments

If you have any general comments to make about the draft Speed Limits Bylaw 2020, please write them here:

Your Contact details

Full name:

Organisation (if applicable):

Postal Address:

Phone (day):

Email:

Please note, as required by legislation, your submission (including contact details provided on the submission form), will be available to the public and media, and on the Council website as part of the decision-making process unless you request that these details be kept private. If you wish to keep your contact details confidential, please tick this box. ☐

Submission hearings are planned for June 2020.

Do you want to speak to the Council in support of your submission? Please tick ☐ Yes ☐ No

Thank you for your submission.



PALMERSTON NORTH SPEED LIMITS BYLAW 2020

DRAFT FOR CONSULTATION

PALMERSTON NORTH SPEED LIMITS BYLAW 2020

This Bylaw is made under section 22AB of the Land Transport Act 1998.

1. TITLE

- 1.1 The title of this Bylaw is the 'PALMERSTON NORTH SPEED LIMITS BYLAW 2020.

2. PURPOSE

- 2.1 The purpose of this Bylaw is to set speed limits on any road within the jurisdiction of the Palmerston North City Council other than State Highways controlled by the New Zealand Transport Agency.

3. COMMENCEMENT AND APPLICATION

- 3.1 This Bylaw comes into force on 21 September 2020, and the Palmerston North City Council Speed Limits Bylaw 2013 is revoked at the commencement of this Bylaw.
- 3.2 This Bylaw applies to all roads under the control of the Palmerston North City Council.

4. DEFINITIONS

4.1. In this Bylaw:

Council	means the Palmerston North City Council
Road	<p>(a) includes:</p> <ul style="list-style-type: none"> (i) a street; and (ii) a motorway; and (iii) a beach; and (iv) a place to which the public have access, whether as of right or not; and (v) all bridges, culverts, ferries and fords forming part of a road or street or motorway, or a place referred to in (iv); and (vi) all sites at which vehicles may be weighed for the purposes of the Land Transport Act 1998 or any other enactment; and <p>(b) includes a section of a road.</p>
Road Controlling Authority	<p>in relation to a road:</p> <p>(a) means the authority, body or person having control of the road; and</p> <p>(b) includes a person acting under and within the terms of a delegation or authorisation given by the controlling authority.</p>
Speed Limit	<p>(a) means—</p> <ul style="list-style-type: none"> (i) an urban, rural, permanent, holiday, temporary, emergency, or variable speed limit; and (ii) the maximum speed at which a vehicle may legally be operated on a particular road; but <p>(b) does not mean the maximum permitted operating speed for classes or types of vehicle specified in any Act, regulation, or rule.</p>
Urban Traffic Area	means an area designated under the Land Transport Rule: Setting of Speed Limits 2017 that consists of one or more specified roads or a specified geographical area, to which the urban speed limit generally applies.

5. SPEED LIMITS

- 5.1. The roads or areas described in the attached schedules or as shown on a map referenced in the schedules are declared to have the speed limits specified in the schedules and maps, which are part of this Bylaw.
- 5.2. The areas bounded by the green dotted lines on the maps in Schedule 1 are the urban traffic areas in Palmerston North. All roads within the urban traffic areas are deemed to have a speed limit of 50 km/h unless otherwise specified in the schedules to this Bylaw.

6. LIST OF SCHEDULES AND MAPS

- Schedule 1:** Palmerston North Speed Limits Maps showing:
- Roads with a speed limit of 100 km/h
 - Roads with a speed limit of 80 km/h
 - Roads with a speed limit of 70 km/h
 - Roads with a speed limit of 60 km/h
 - Roads within an urban traffic area which have a speed limit of 50 km/h
 - Road with a speed limit of 50 km/h
 - Roads within an urban traffic area which have a speed limit of 30 km/h
 - Roads with a speed limit of 30 km/h
- Map 1 Map showing speed limits in Palmerston North
- Map 1A Detailed map showing speed limits in Palmerston North villages
- Map 2 Detailed maps showing variable speed limits (refer to Schedule 2 for descriptions)
- Schedule 2:** Table showing schools and applicable roads to which a variable 40 km/h speed limit applies.

Explanatory Note

1. Offences, penalties, fines and fees relating to infringement of speed limits are provided for in the relevant provisions of the Land Transport Act 1998, the Land Transport (Road User) Rule 2004 and the Land Transport (Offences and Penalties) Regulation 1999.

Schedule 2 Palmerston North City Council Speed Limits Bylaw 2020: Schools with a variable speed limit

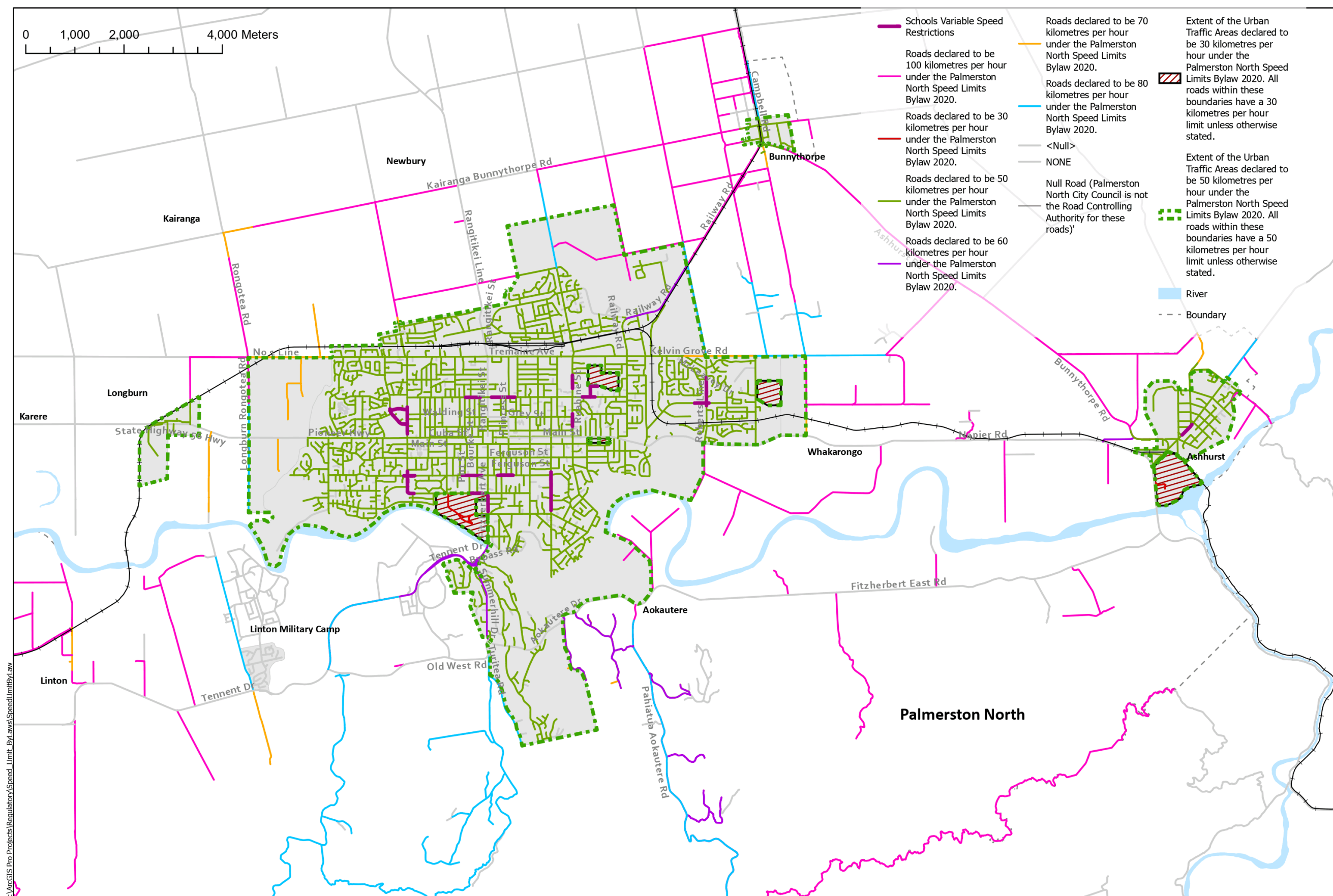
Ashhurst School
Awatapu School
Central Normal School
College St School
Cornerstone Christian School
Freyberg High School
Hokowhitu School
Monrad Intermediate School
Palmerston North Boys High School
Palmerston North Girls High School
Palmerston North Intermediate Normal School
Ross Intermediate School
St James School
St Mary's School
Takaro School
Terrace End School
West End School
Westmount Exclusive Brethren School

Schedule 2 Palmerston North City Council Speed Limits Bylaw 2020: Roads with variable speed limits

The variable speed limits will only apply at the times when children usually travel to or from school. The roads or areas described in this Schedule and shown on Map 2 of Schedule 1 are declared to have a variable speed limit of 40 km/h as specified in this Schedule.

40/50 km/h VARIABLE SPEED LIMIT	
Road Name	Description
Cambridge Avenue	Ashhurst School Cambridge Ave, from a point 20 metres north of Oxford Street to a point 10 metres north of Petes Way.
Featherston Street	Central Normal School Featherston Street from a point 10 metres east of Bourke Street to a point 10 metres east of Taonui Street.
College Street	College Street Normal School College Street, from a point 20 metres east of Morris Street to a point 10 metres east of Union Street.
Roberts Line, Mihaere Drive, Fernlea Avenue	Cornerstone Christian School Roberts Line, from a point 40 metres south of Mihaere Drive to a point 80 metres north of Daniel Place. Mihaere Drive, from a point 230 metres west of Roberts Line to its intersection with Roberts Line. Fernlea Avenue, from a point 40 metres east of Roberts Line to its intersection with Roberts Line.
Featherston Street Freyberg Street	Freyberg High School and Ross Intermediate School Featherston Street, from a point 20 metres west of Rangiora Avenue to a point 80 metres east of Freyberg Street Freyberg Street, in its entirety.
Albert Street	Hokowhitu School Albert Street, from a point 40 metres north of Churchill Avenue to a point 30 metres north of Wallace Place.

Botanical Road, Brighton Crescent and Highbury Avenue.	Monrad Intermediate and Takaro School Botanical Road, from a point 50 metres north of Pioneer Highway to a point 50 metres north of Brighton Crescent; Brighton Crescent, in its entirety; Highbury Avenue, from a point 30 metres north of Brighton Crescent to its intersection with Botanical Road.
Featherston Street	Palmerston North Boys High School Featherston Street, from a point 20 metres west of Pirie Street to a point 55 metres east of Rangitikei Street.
Fitzherbert Avenue Park Road	Palmerston North Girls High School Fitzherbert Avenue, from a point 40 metres north of Te Awe Awe Street to a point 40 metres north of Palm Avenue.
College Street	Park Road, from a point 40 metres east of Batt Street to a point 90 metres east of Linton Street. Palmerston North Intermediate Normal School College Street, from a point 40 metres west of South Street to a point 80 metres east of Linton Street.
Albert Street	St James School Albert Street, from a point 30 metres north of Wallace Place to a point 50 metres north of Te Awe Awe Street.
Ruahine Street	St Mary's School Ruahine Street from a point 30 metres south of Newhaven Place to a point 160 metres north of Featherston Street
Ruahine Street	Terrace End School Ruahine Street from a point 40 metres north of Grey Street to a point 30 metres south of Innes Place
Botanical Road College Street Park Road Wikiriwhi Crescent	Westend School and Awatapu College Botanical Road, from a point 80 metres north of College Street to its intersection with Park Road. Park Road, from a point 10 metres east of Katene Street to its intersection with Botanical Road. College Street, from a point 50 metres west of Botanical Road to a point 130 metres east of Botanical Road.
Roberts Line	Westmount Exclusive Brethren School Roberts Line, from a point 80 metres north of Daniel Place to a point 20 metres north of Peter Hall Drive.



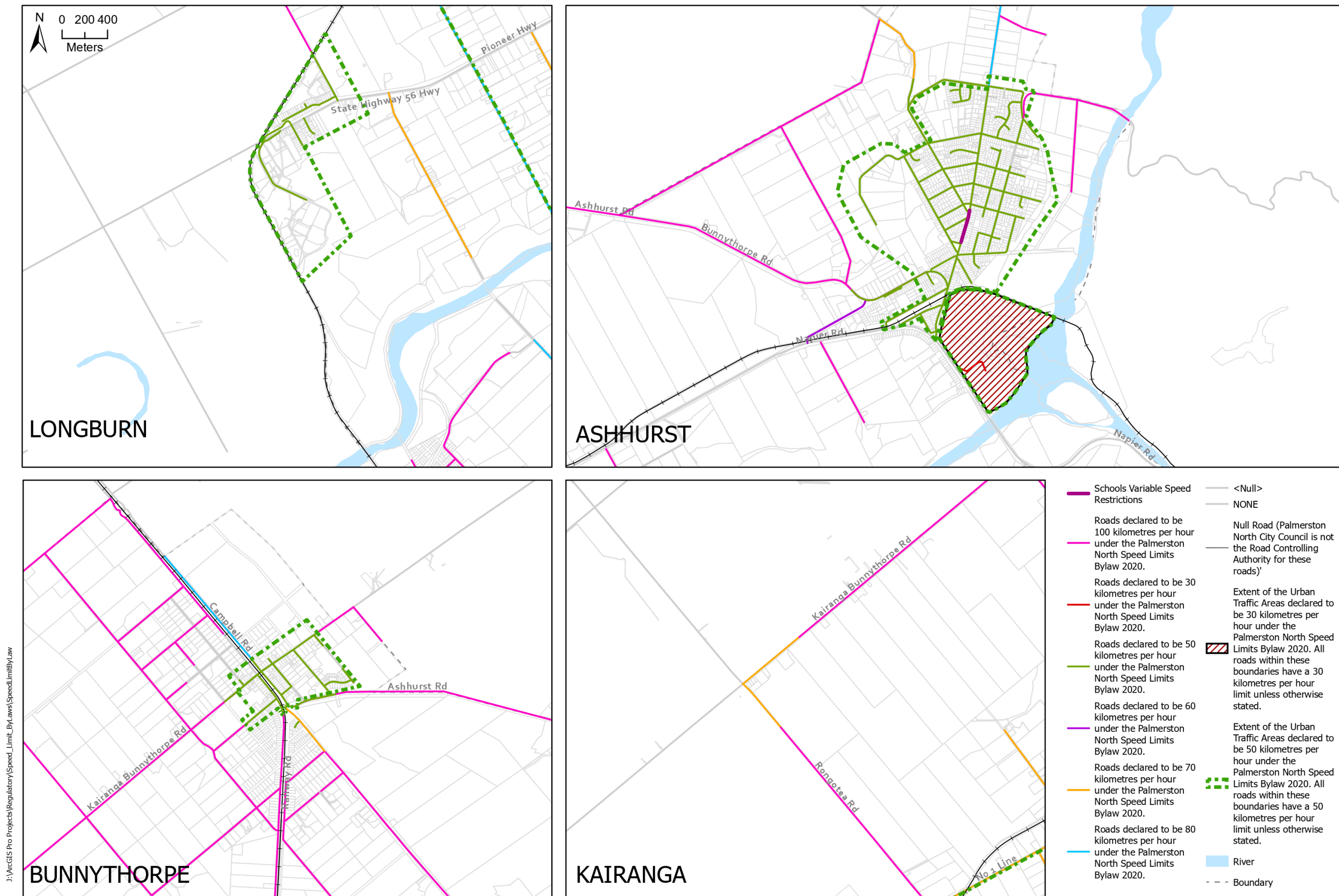
PALMERSTON NORTH SPEED LIMITS BYLAW 2020

Road Speed Limits and Schools Variable Speed Restrictions

Schedule 1

Updated March 2020

Map 1



PALMERSTON NORTH SPEED LIMITS BYLAW 2020

Schedule 1 Map 1A
With Effect 20th September 2020

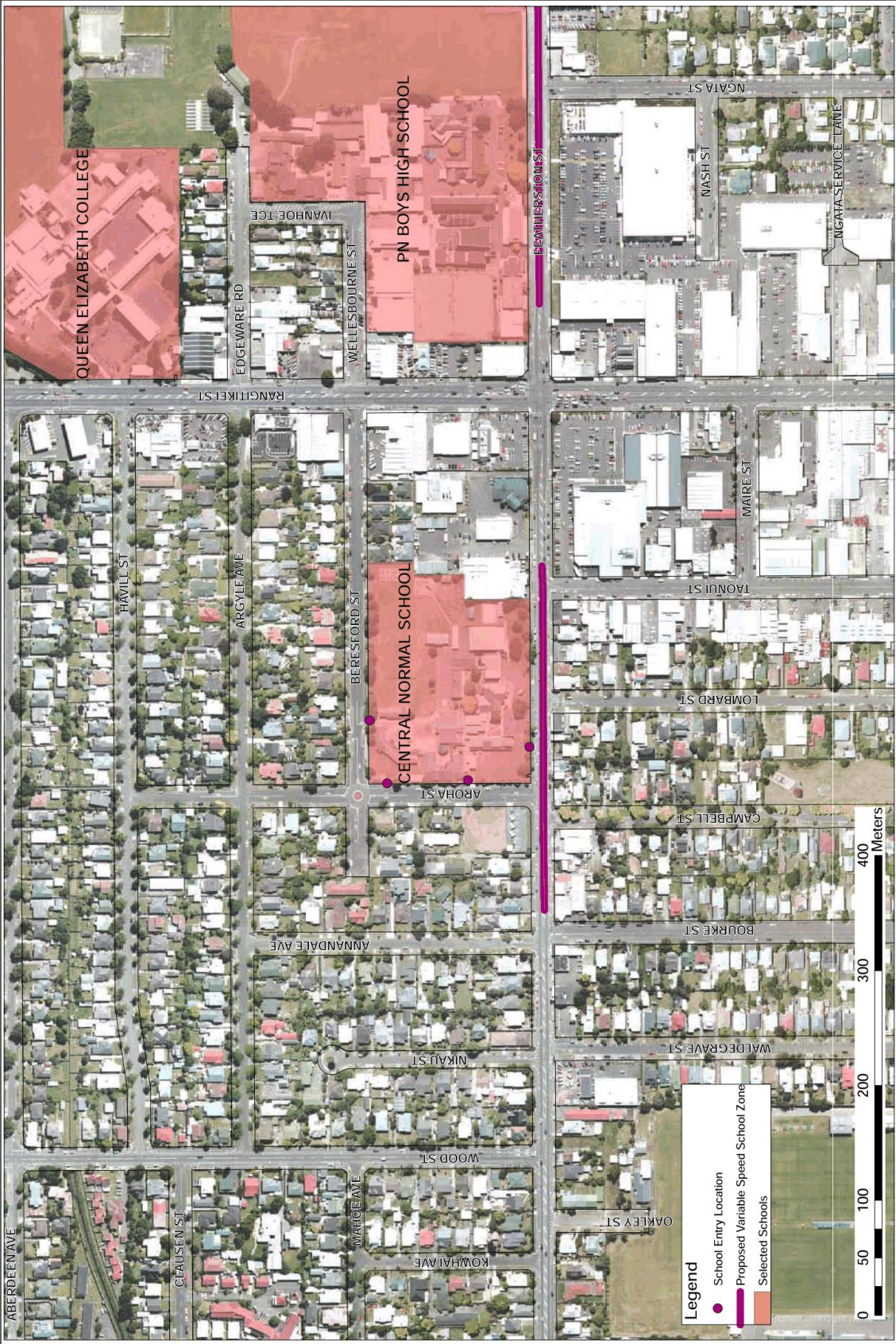


**PALMERSTON NORTH CITY
SPEED LIMITS BYLAW**

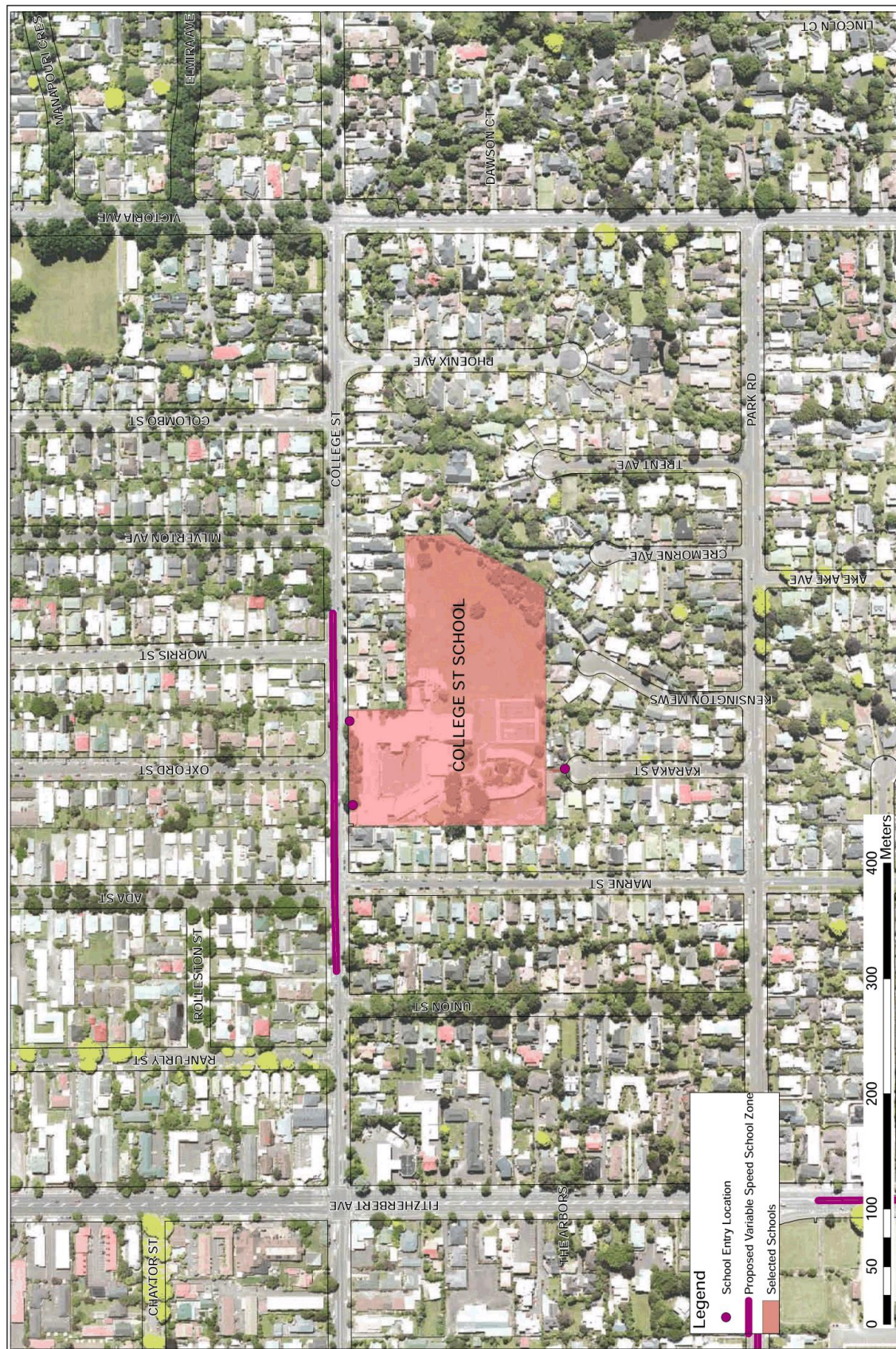
**Schools with a Variable Speed Restriction
ASHHURST SCHOOL**

Schedule 1 Map 2

Date Updated November 2014



PALMERSTON NORTH CITY **Schedule 1** **Map 2**
SPEED LIMITS BYLAW **Schools with a Variable Speed Restriction**
CENTRAL NORMAL SCHOOL
Date Updated November 2014



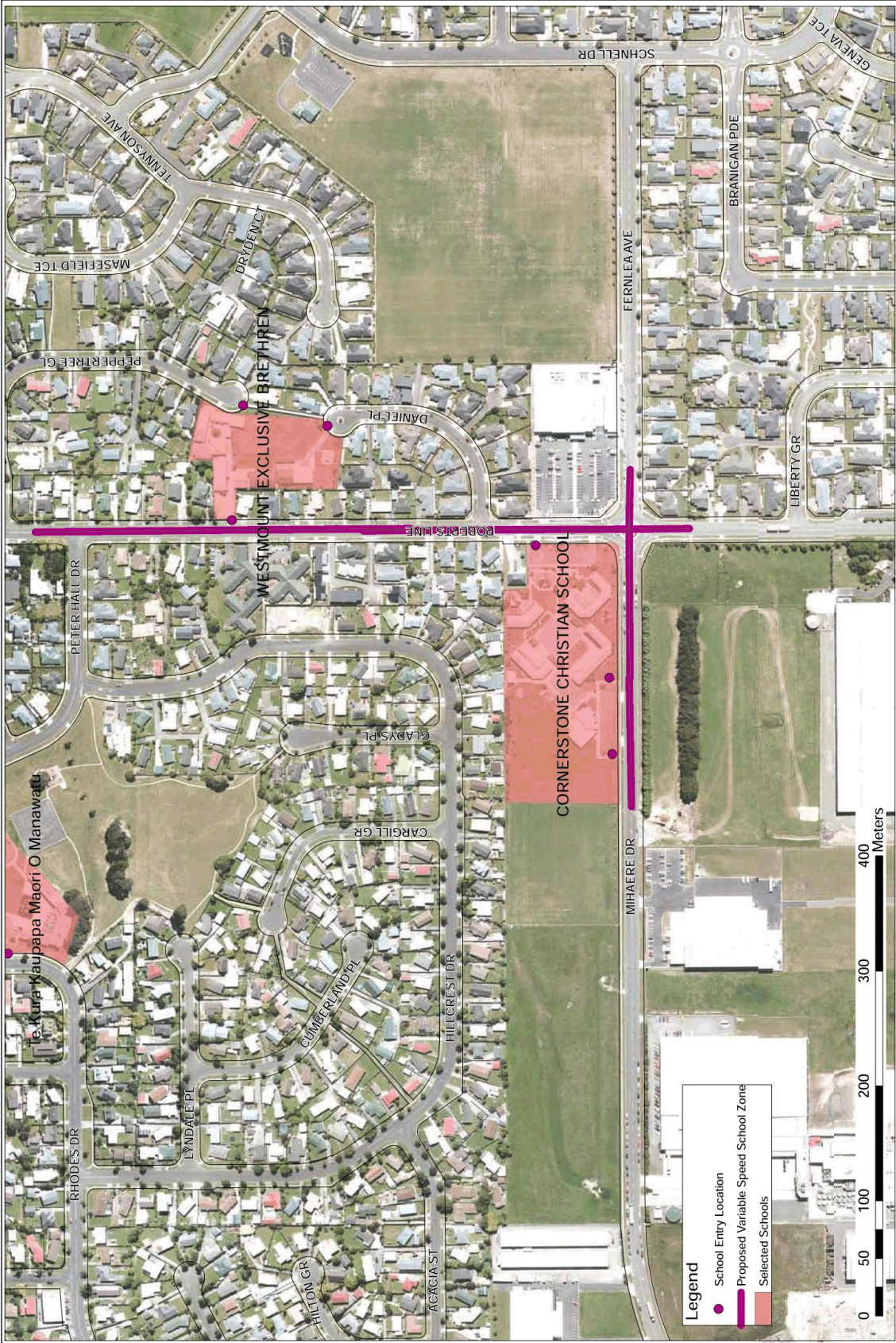
Map 2

Schedule 1

Schools with a Variable Speed Restriction
COLLEGE STREET NORMAL SCHOOL

PALMERSTON NORTH CITY
SPEED LIMITS BYLAW

Date Updated November 2014

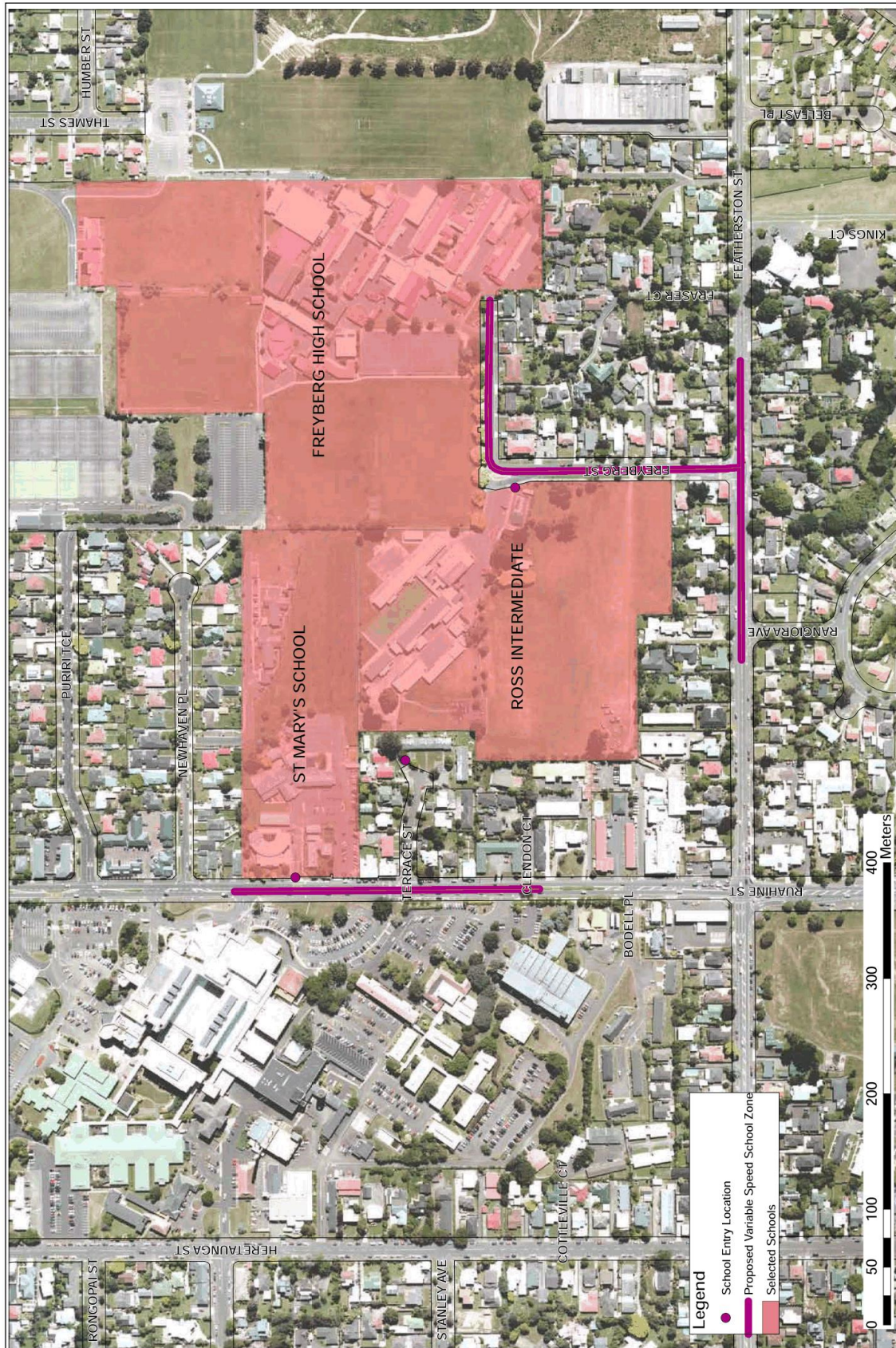


PALMERSTON NORTH CITY
SPEED LIMITS BYLAW

Schools with a Variable Speed Restriction
CORNERSTONE CHRISTIAN SCHOOL

Schedule 1 Map 2

Date Updated November 2014



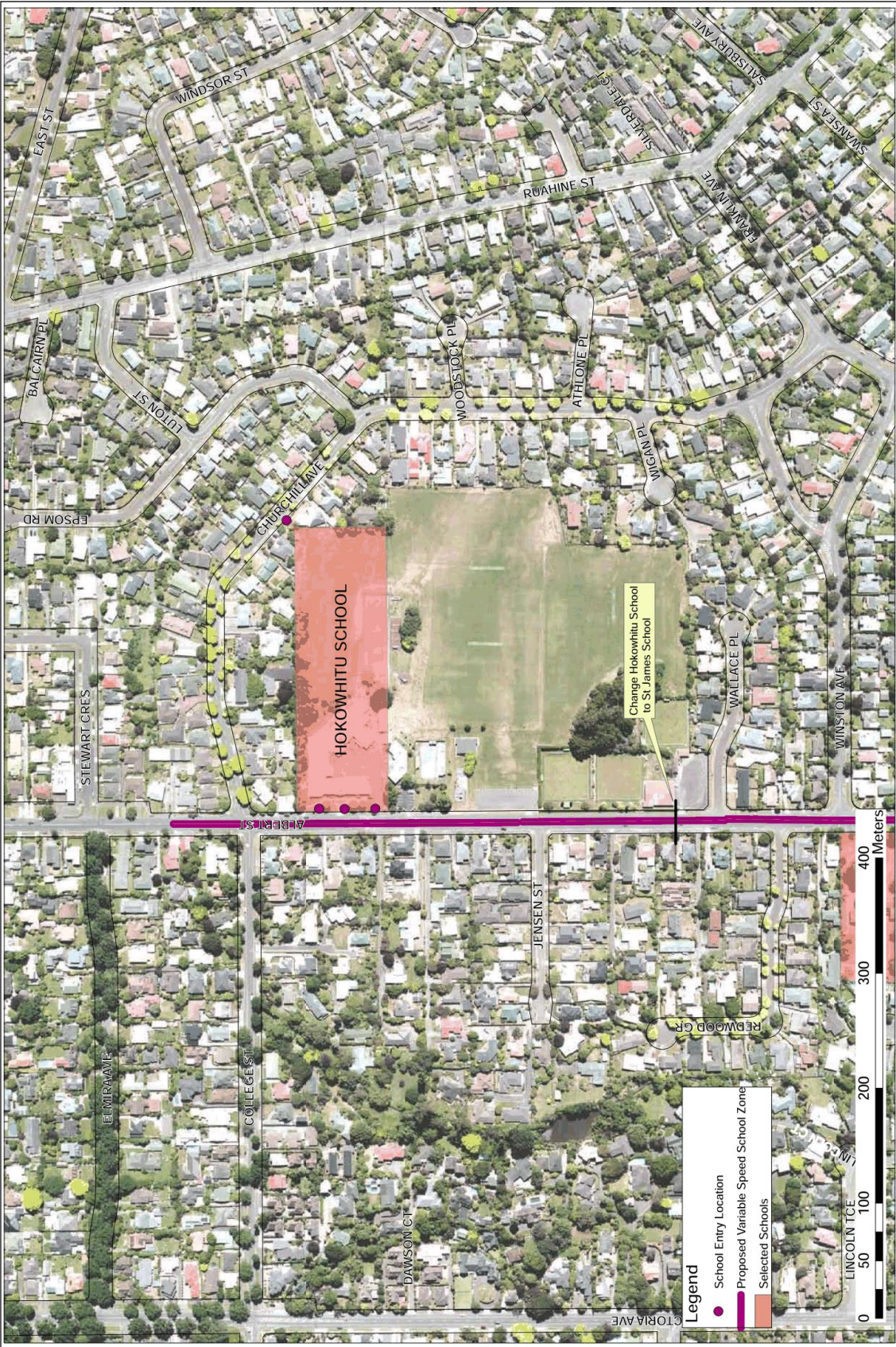
Map 2

Schedule 1

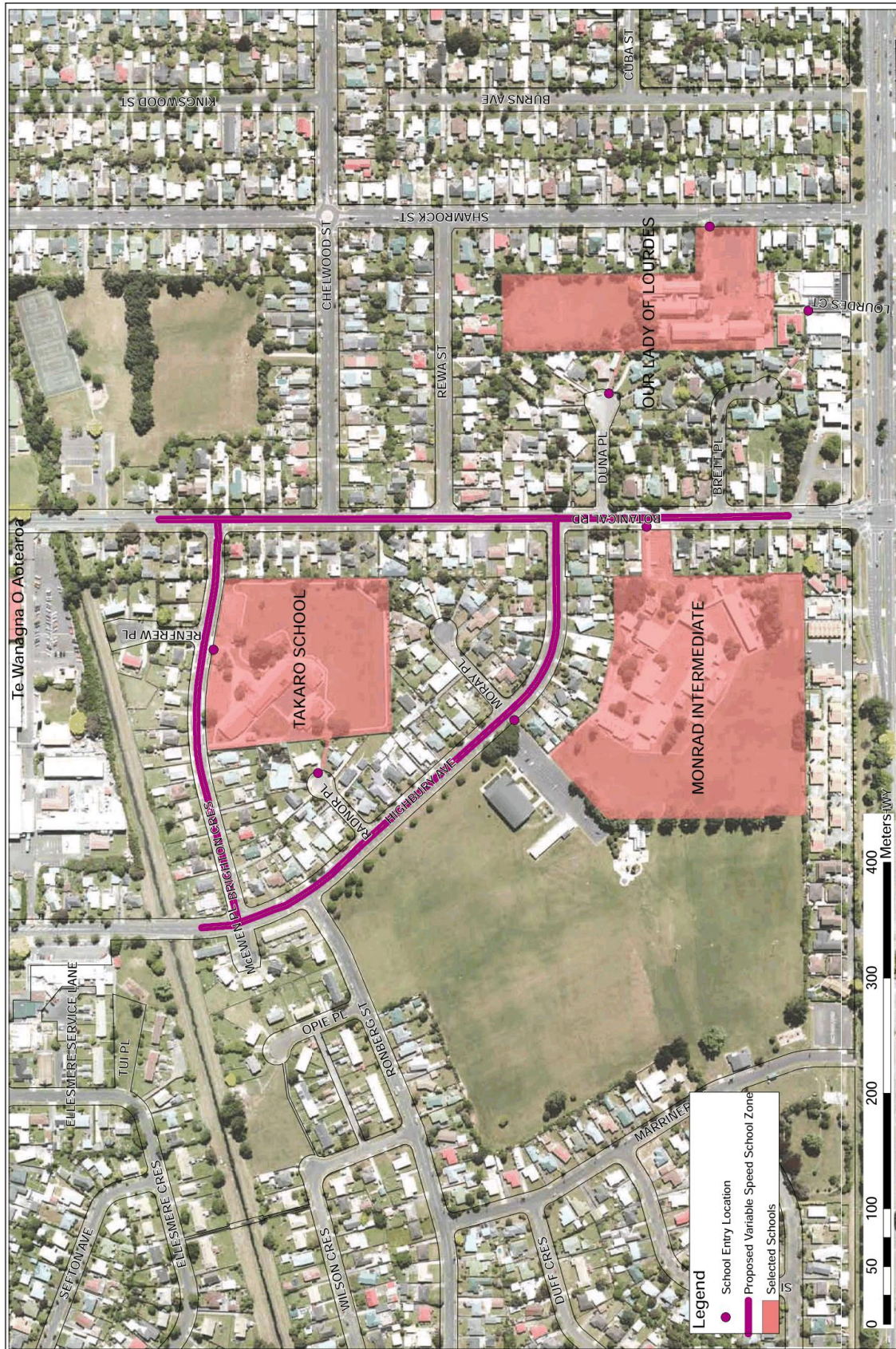
Schools with a Variable Speed Restriction
ROSS INTERMEDIATE & FREYBERG HIGH SCHOOL

PALMERSTON NORTH CITY
SPEED LIMITS BYLAW

Date Updated November 2014



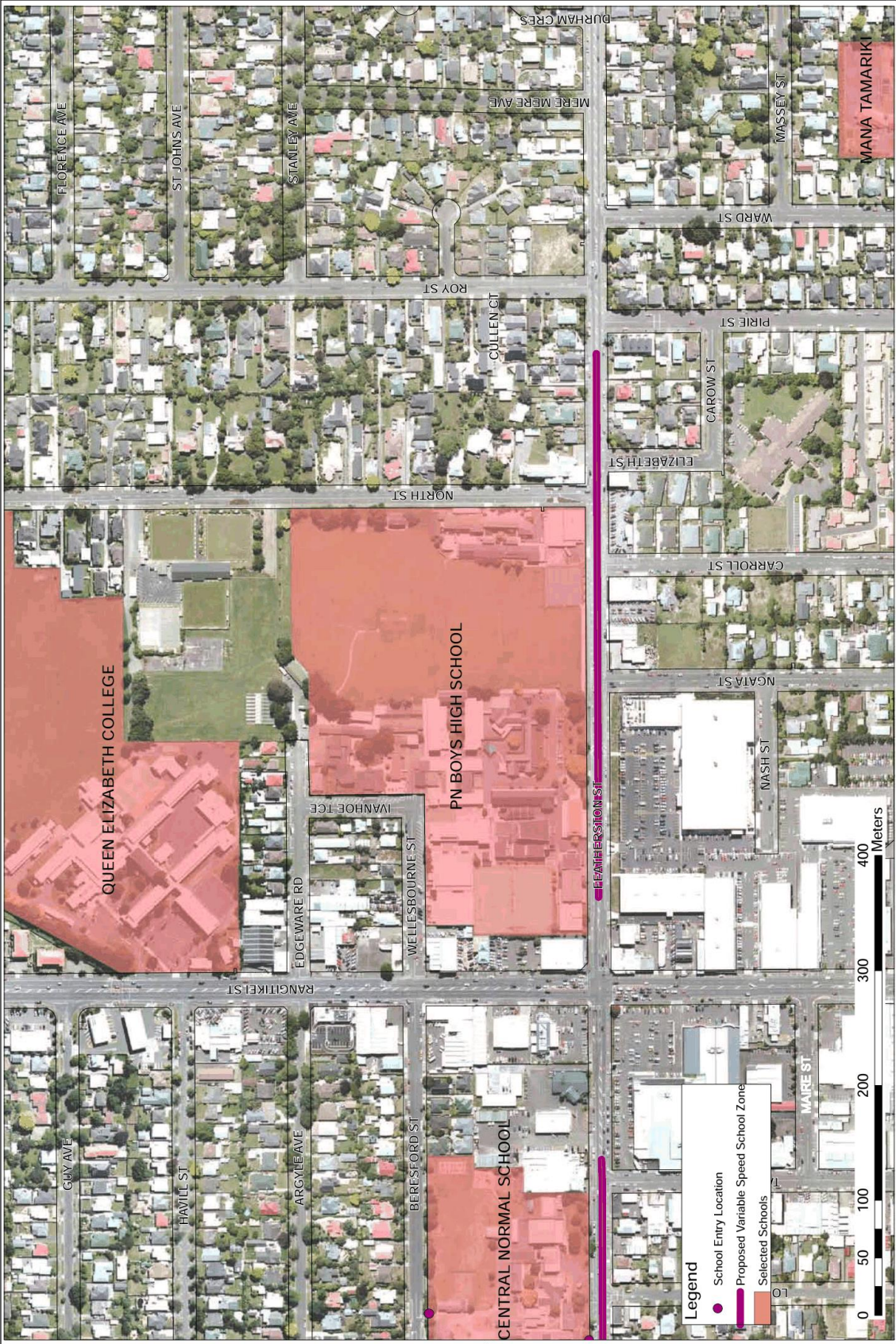
Schedule 1 **Map 2**
Schools with a Variable Speed Restriction
HOKOWHITU SCHOOL joins with St James School
PALMERSTON NORTH CITY
SPEED LIMITS BYLAW
Date Updated November 2014



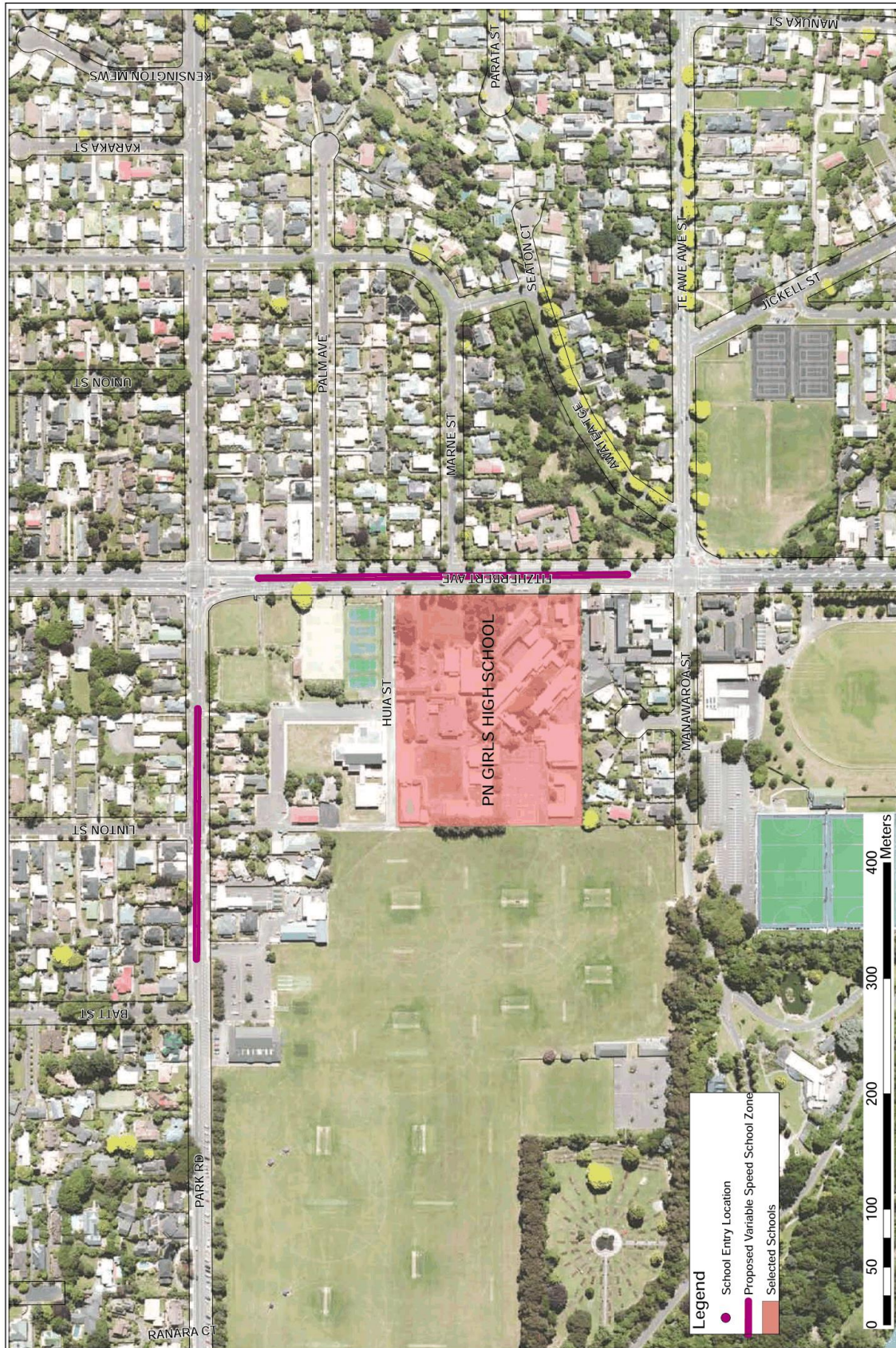
PALMERSTON NORTH CITY
SPEED LIMITS BYLAW
Schools with a Variable Speed Restriction
MONRAD INTERMEDIATE & TAKARO SCHOOL

Schedule 1 **Map 2**

Date Updated November 2014



Palmerston North City **Schedule 1** **Map 2**
Schools with a Variable Speed Restriction
Palmerston North Boys' High School
Speed Limits Bylaw
Date Updated November 2014

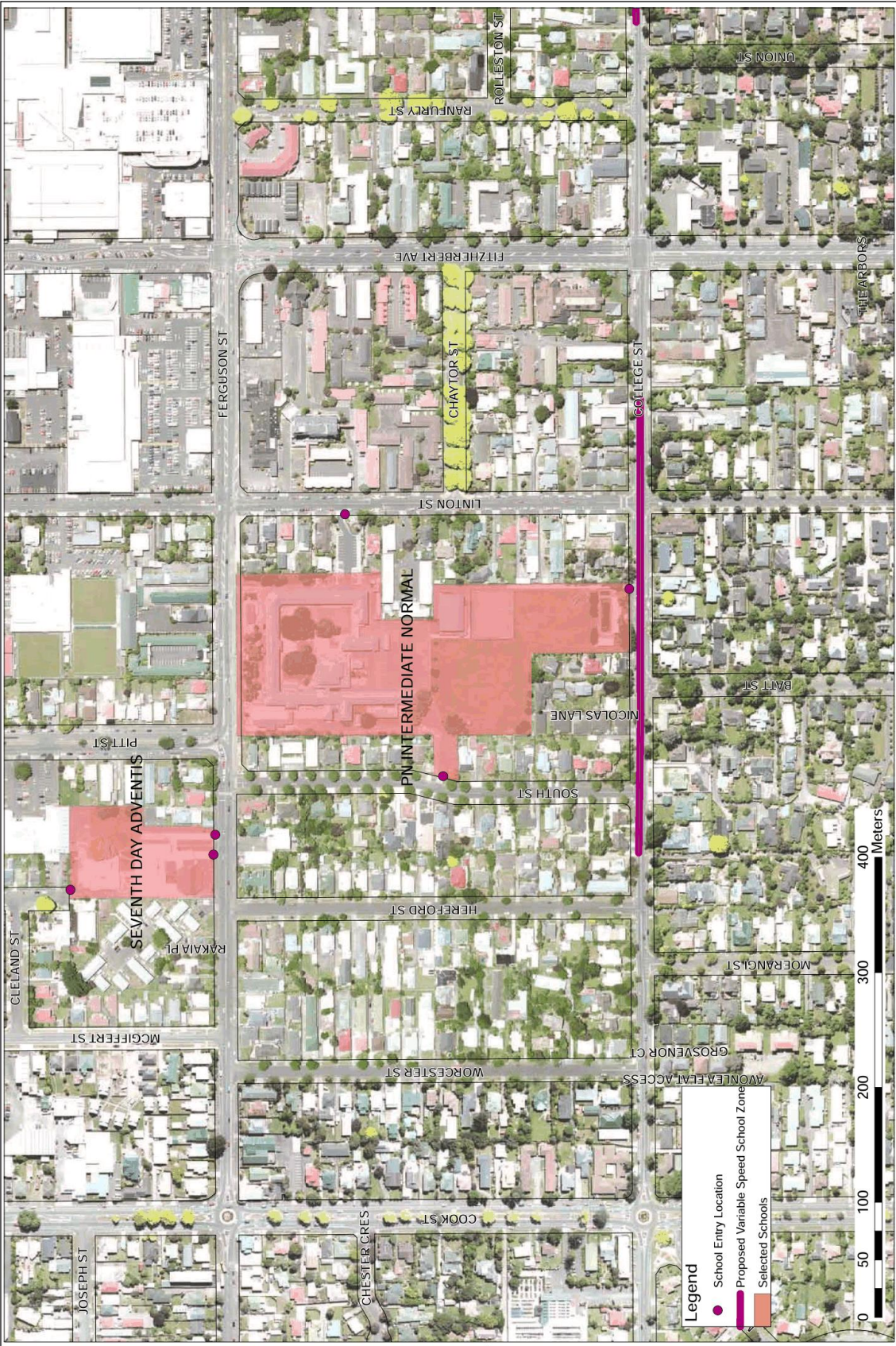


Schedule 1 **Map 2**

Schools with a Variable Speed Restriction
PALMERSTON NORTH GIRLS' HIGH SCHOOL

PALMERSTON NORTH CITY
SPEED LIMITS BYLAW

Date Updated November 2014



Schedule 1 **Map 2**

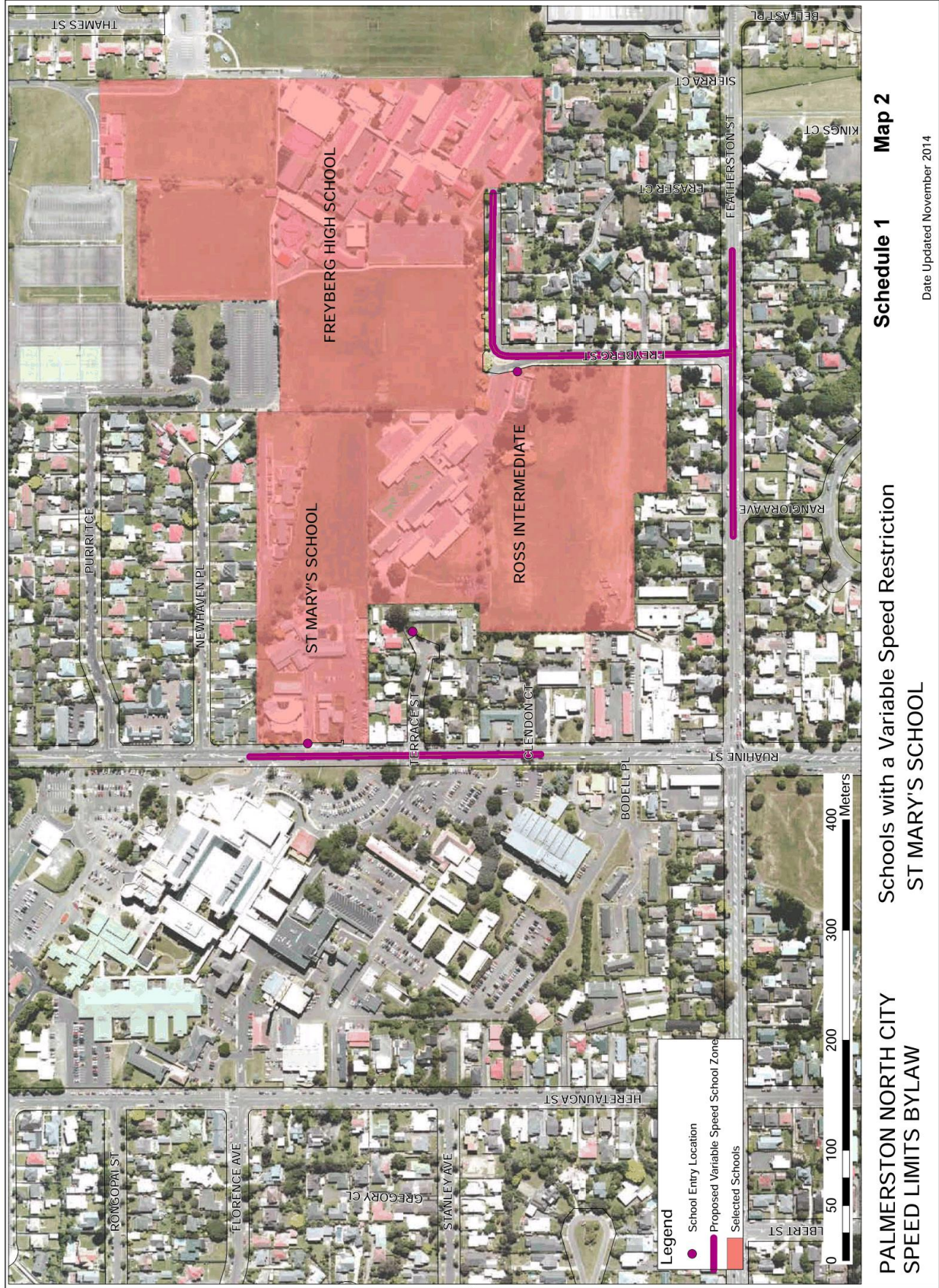
Schools with a Variable Speed Restriction

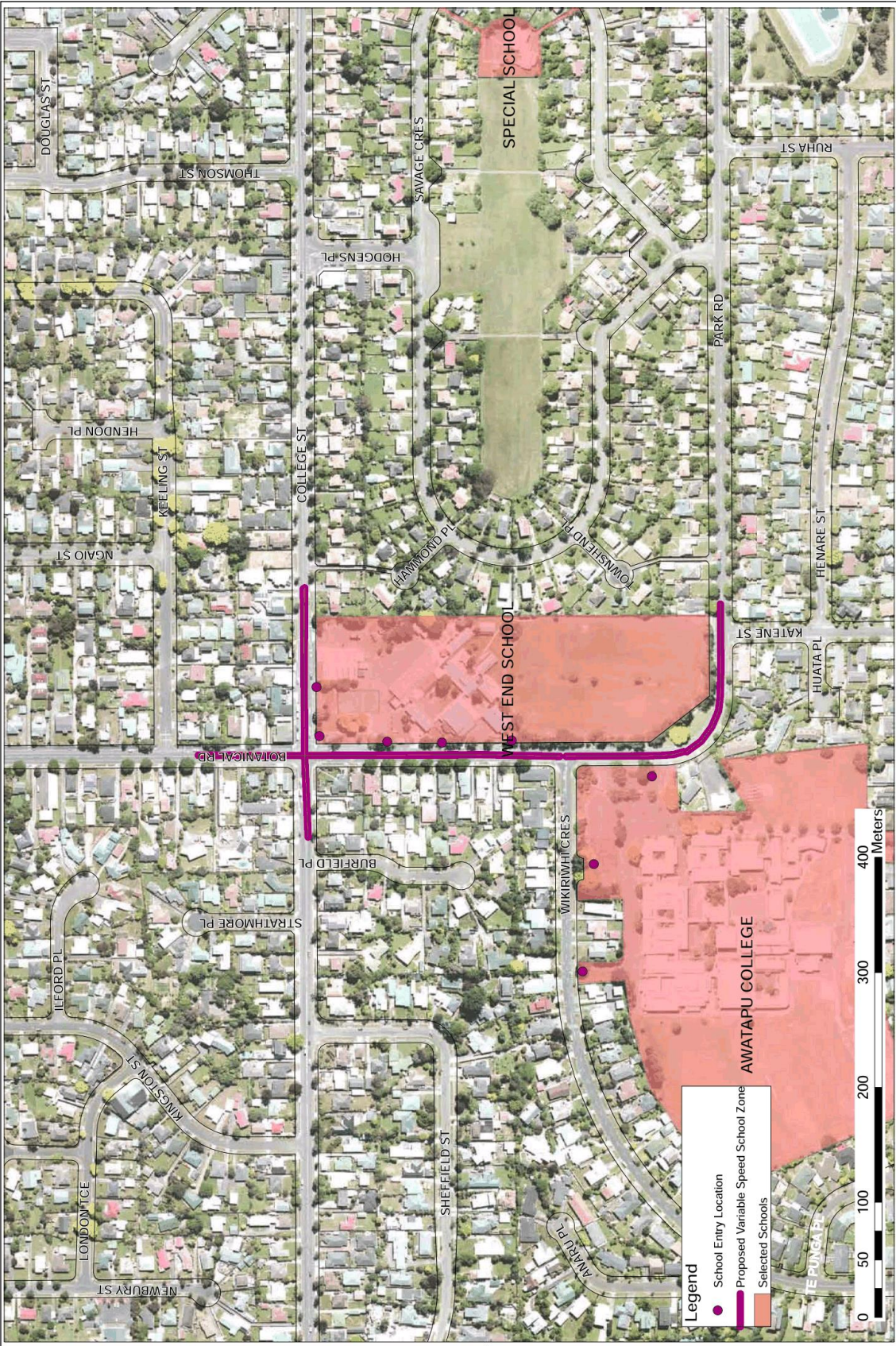
PALMERSTON NORTH CITY

PALMERSTON NORTH INTERMEDIATE NORMAL SCHOOL

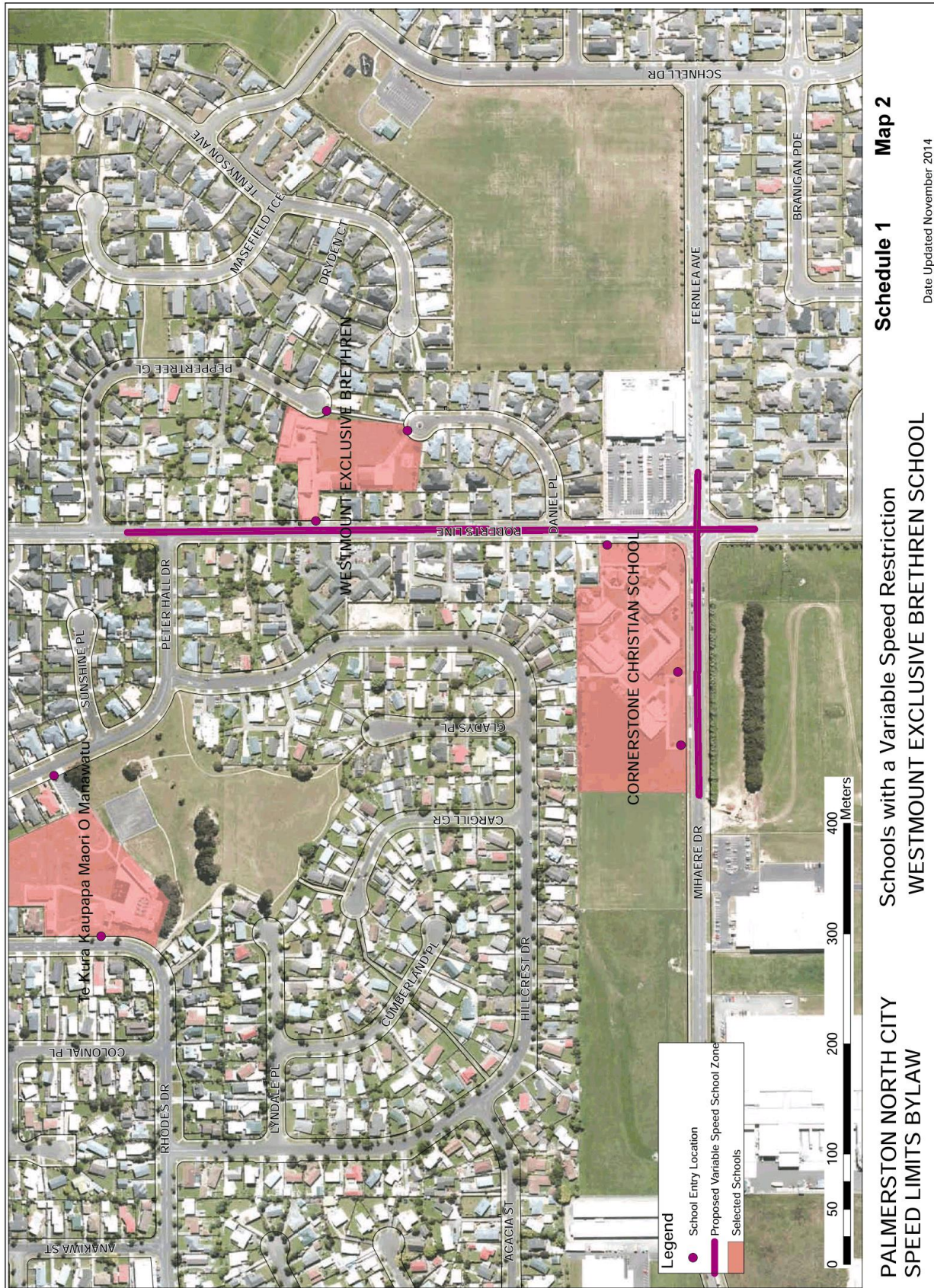
SPEED LIMITS BYLAW

Date Updated November 2014





Schedule 1 **Map 2**
Schools with a Variable Speed Restriction
WEST END SCHOOL & AWATAPU COLLEGE
PALMERSTON NORTH CITY
SPEED LIMITS BYLAW
Date Updated November 2014



MEMORANDUM

TO: Planning & Strategy Committee

MEETING DATE: 11 March 2020

TITLE: District Plan and School Travel

PRESENTED BY: David Murphy, City Planning Manager

APPROVED BY: Sheryl Bryant, General Manager - Strategy & Planning

RECOMMENDATION(S) TO PLANNING & STRATEGY COMMITTEE

1. That the report titled “District Plan and School Travel” and presented to the 11 March 2020 Planning and Strategy Committee be received.

1. ISSUE

Following a report on Rural School Bus Safety in May 2019, the Planning and Strategy Committee passed the following resolution:

That the Chief Executive be instructed to provide a report on the ability of the District Plan to require developers to consider at the planning stage how children might get to school from a new development; and to enable safe connection to the active and public transport network (including the MoE School bus service in the definition of public transport) once the development is complete. Such a report is also to identify steps that can be taken to progress this issue if the District Plan currently lacks the ability to provide for such action.

2. BACKGROUND

Introduction

Increasing the number of children travelling to and from school safely by active and public transport is consistent with a wide variety of Council’s strategic objectives.

While the District Plan has an important role to play, there are a number of broader societal and institutional changes that affect this objective. These include:

- Increased traffic on the transport network.
- Unplanned urban development.
- Street design practices.

- Urban intensification turning its back to the street (streets as movement corridors, not places).
- Driver behaviours.
- Perceptions of safety.
- School zonings.
- Increased number of children travelling across the City to attend a particular school.
- New urban growth areas without schools.
- Increased proportion of parents and guardians in full-time or part-time employment.
- A lack of interdisciplinary and integrated planning.
- Increased number of urban people moving to rural areas.
- Requirement to wear cycle helmets.

The District Plan

The District Plan controls new development on private land. It generally does not control the maintenance, upgrade or renewal of existing transport infrastructure managed by PNCC or NZTA, except where there are direct effects on the transport network as a result of new development. For example, the need to upgrade an intersection to accommodate new housing. Public transport or school transport is managed by Horizons Regional Council and the Ministry of Education respectively. School transport is largely targeted at getting children from rural areas and surrounding towns and villages to secondary schools in the city.

Activities to increase the number of children travelling safely to and from school by active or public transport

Bearing in mind the many societal factors outside of Council's control, a programme to increase the number of children travelling safely to and from school by active or public transport could include all or a combination of the following activities:

1. A well-connected transport network in new development areas.
2. Safe walking and cycling facilities as part of the transport network in new development areas.
3. Urban intensification that has a connection with streets and public spaces (the application of urban design principles).
4. The timely provision of new schools in urban growth areas.
5. Increased investment for walking, cycling and public transport facilities within the existing transport network.
6. Slowing the speed of traffic through modern street design and reducing speed limits.
7. Enhanced public transport and school bus services.

8. Good provision for trip-end facilities, e.g. visible and secure storage.
9. School travel plans.
10. Bike to school programmes.
11. Community initiatives such as the walking school bus.
12. Education and promotion.

Of all the activities listed above, activity one, two, three and four (to a limited extent) can be managed via the District Plan.

Activities 1 and 2: New development areas - Kelvin Grove and Aokautere / Summerhill

Most of the new urban development in the City over the last 30 years has occurred under a market-led, effects-based planning regime with little or no outcome-based city planning. The entire area of Kelvin Grove and Aokautere / Summerhill has developed without an overriding structure plan or masterplan. As a result these are generally poorly connected, vehicle-oriented communities.

Neither Kelvin Grove or Aokautere / Summerhill (the urban area) have a dedicated primary school. Kelvin Grove has relied upon a rural school at Whakarongo and Aokautere / Summerhill has a school site designated, but no school. Children living in these areas have been forced to travel long distances across the City or onto high speed rural roads to access a school. In the case of Whakarongo School, the Council stepped in and constructed a shared path from Kelvin Grove in order to enable children to travel safely by active transport.

Activities 1 and 2: New development areas - Whakarongo Residential Area

The Sectional District Plan Review introduced a structure plan for the Whakarongo Residential Area that requires a local road access to the school from within the development to avoid children having to use Stoney Creek Road in the future. It is anticipated that the main entrance to the school will be shifted from Stoney Creek Road to the western edge of the school alongside the new housing development. This change, together with the existing shared path and best practice street design of new streets, will improve the safety of access to Whakarongo School.

Activities 1 and 2: New development areas - Kakatangiata and the balance of Aokautere

District Plan changes are also being developed for Kakatangiata and for the balance of Aokautere, both of which will include master plans to guide new development in these areas. Council has also resolved that separated cycleways be investigated on collector roads in new development areas. The draft structure plan for Aokautere shows a new school site on the southern side of Aokautere Drive, which has been identified as a more central

location than the current vacant school site on Ruapehu Drive. This location would require a land swap between the Ministry of Education and one of the landowners at Aokautere, a matter which has been discussed with both parties as part of the development of the structure plan. It is anticipated that the Kakatangiata master plan will include a school site, although the Ministry of Education has indicated that the schools on the western side of the City have remaining capacity. There was some indication from a media statement in 2019 that the Ministry of Education may be considering a new primary school in Palmerston North. Further detailed engagement is planned within the Ministry of Education on this matter.

Activity 3: Urban intensification

The city is experiencing increased levels of urban intensification as many original dwellings reach the end of their useable life and land prices continue to increase. The way in which this intensification is designed has a significant impact on the way in which we perceive and experience our streets. The District Plan has introduced urban design controls for multi-unit residential development and some infill development, typically lots below 350m². Implementation of the urban design controls continues to be a challenging area with the development community.

Activity 4: The timely provision of new schools in urban growth areas

While the District Plan can include a structure plan that shows or sets aside a school site, it may be challenging to include a rule in the District Plan that requires a school to be built. Evidence would need to be produced that the absence of a school was resulting in environmental effects. This may be difficult to prove when children can be driven safely to a school elsewhere in the City that has the capacity to take them. The Ministry of Education tends to manage schools as a citywide network, as opposed to a local asset.

Activities 5-12: Non-District Plan Matters

Activity five (increased investment) and activity six (slowing traffic through street design) are addressed via Asset Management Plans, the Long Term Plan and NZTA funding decisions, all of which should be informed by Council's strategic direction, including the Urban Cycle Network Master plan and the proposed Roads and Streets Framework.

Activity six (slowing traffic through speed limits) is addressed via Bylaws together with NZTA and is directed by the Land Transport Act 1998. The new Government Policy Statement for Transport places greater priority on safety, speeds and active and public transport and presents an opportunity for positive change in this area.

Activity seven (public & school transport) is managed by Horizons Regional Council and the Ministry of Education. The Council has the option to advocate for changes to these services in accordance with its strategic direction. A recent meeting with the contractor who operates the school bus service identified no major concerns with Council infrastructure.

The provision of rural bus shelters is a level of service matter addressed through Asset Management Plans.

Activity eight (trip-end facilities) is the responsibility of the Ministry of Education and schools. While the District Plan could assess the provision and quality of trip-end facilities at schools, this would only be triggered by new building development. Furthermore, all schools are designated and therefore not required to comply with the District Plan.

Activities nine to twelve are non-regulatory matters that can be promoted and managed by schools, community groups, the District Health Board, NZ Police, Horizons Regional Council or the Council, via a specific Long Term Plan programme.

New Rural Development

Children in rural areas are typically bused or driven to school. The Sectional District Plan Review sought to provide a clear differentiation between urban and rural development to minimise the cost and risk of providing urban infrastructure in rural areas. As a result, footpaths and cycleways are not anticipated or required in new rural development areas. Enhanced public transport and school bus services in rural areas is the responsibility of Horizons Regional Council and the Ministry of Education. As noted above, advocacy is an option to drive improvements to these services. Enhanced bus stop facilities in rural areas is a matter that could be addressed via Asset Management Plans and the Long Term Plan process.

Conclusion

Increasing the number of children travelling to and from school safely by active and public transport is consistent with a wide variety of Council's strategic objectives. While the District Plan is a useful tool to guide positive change in new development areas and urban intensification, significant change will require a dedicated, long-term and integrated approach to a broad set of activities, such as those outlined above.

Note

This report is general in nature and not intended to be a comprehensive assessment of the most efficient and effective means of increasing the number of children travelling safely to and from school by active and public transport. A more comprehensive assessment would require a multi-disciplinary and multi-agency approach. The report responds to the Council resolution and details the ability of the District Plan to help achieve the objective. As noted above, significant change in this area will require a dedicated, long-term and integrated approach to a broad range of activities.

3. NEXT STEPS

Consider the advice for future decision-making.

4. COMPLIANCE AND ADMINISTRATION

Does the Committee have delegated authority to decide?	No
Are the decisions significant?	No
If they are significant do they affect land or a body of water?	No
Can this decision only be made through a 10 Year Plan?	No
Does this decision require consultation through the Special Consultative procedure?	No
Is there funding in the current Annual Plan for these actions?	Yes
Are the recommendations inconsistent with any of Council's policies or plans?	No
The recommendations contribute to Goal 5: A Driven and Enabling Council	
The recommendations contribute to the outcomes of the Driven and Enabling Council Strategy	
The recommendations contribute to the achievement of action/actions in Not Applicable	
Contribution to strategic direction and to social, economic, environmental and cultural well-being	For information only. Not applicable.

ATTACHMENTS

Nil

MEMORANDUM

TO: Planning & Strategy Committee

MEETING DATE: 11 March 2020

TITLE: Creative Cities Index Palmerston North 2019 Survey Results

PRESENTED BY: David Murphy, City Planning Manager and Dave Charnley, Senior Urban Designer

APPROVED BY: Sheryl Bryant, General Manager - Strategy & Planning

RECOMMENDATION(S) TO PLANNING & STRATEGY COMMITTEE

1. That the report titled 'Creative Cities Index Palmerston North 2019 Survey Results' prepared by Charles Landry be received, and used to inform future decision-making, in-particular the processes associated with the preparation of the 2021 Long Term Plan.

1. ISSUE

In 2013 Council invited Charles Landry, author of 'The Creative City' to Palmerston North to carry out our first Creative Cities Index. The resulting report 'Creative City Index: Comfortable or Captivating – An Assessment of Palmerston North' provided an initial stocktake of how well the city is harnessing its collective imagination and creative potential.

This report has since played a critical role in Council setting a new strategic city vision of Small City Benefits, Big City Ambition, including the adoption of Goal 2 to be a creative and exciting city. The target in achieving Goal 2 is to obtain a Creative City Index score above 65 by 2028.

In early 2019, a follow up Creative Cities Index survey was conducted to measure how far the city has come in that time. This time around Palmerston North received a Creative Cities Index score of 55.90%, up slightly from the 55.41% received in 2013.

A copy of the report by Charles Landry on the Creative Cities Index Palmerston North 2019 Survey Results is included as Attachment A.

The 2019 report serves as an addendum to the original 2013 report. It compares the results to find the key differences between the survey results then and now and identifies the areas where the City is making significant improvement as well as areas that require significant

improvement. It is important to focus on the key differences between the survey results as opposed to where Palmerston North ranks against the other cities assessed. This is because more cities have been indexed since 2013 and the other cities that rank higher than Palmerston North are, within the context of their own countries, more important and central. Palmerston North could not be expected to out-perform them.

2. BACKGROUND

The 'Creative City Index' takes stock of a place's creative pulse. The index looks at the city holistically as an integrated whole, from both insider and outsider perspectives. We use it to establish if Palmerston North is punching above its expected weight, given our size, location, resources and opportunities and it helps generate a narrative for a city by highlighting what it needs to achieve. While it's called the 'Creative City Index', it assesses the city's creative abilities and potential through 10 key city themes:

- Political & Public Framework
- Distinctiveness, Diversity, Vitality and Expression
- Openness, Tolerance, Participation & Accessibility
- Entrepreneurship, Exploration & Innovation
- Strategic Leadership, Agility & Vision
- Talent & Learning
- Communication, Connectivity & Networking
- The Place & Placemaking
- Liveability & Well-being
- Professionalism & Effectiveness

In 2013 Charles Landry undertook a week-long residency in Palmerston North to undertake our first Creative Cities Index. Interviews, site visits and presentations were held with a wide range of city stakeholders including leaders, businesses, community groups and residents. A city-wide survey was also carried out by both locals and visitors.

Globally, the context of priorities and expectations have changed since 2013. In particular environmental issues around climate change, population, resource consumption, congestion, pollution, circular economies, technological disruption and the vortex effect of larger cities over regional cities. There is rising anxiety and fear of escalating problems that cannot be solved without a shift of thinking, planning and action. Many feel a business as usual approach will not get us to where we need to be with many global agendas stressing the need for a systems change.

The 2019 Creative Cities Index Survey was undertaken between 8 February 2019 and 26 April 2019 and was carried out by online questionnaire only. Key highlights of the survey being:

- A good response rate to provide comparative data to the 2013 survey. 423 respondents compared to 490 in 2013. 115 completed the longer survey compared to 63 in 2013.
- The commitment to the longer survey this time indicates a greater willingness to be involved with the subject matter and therefore development of the city.
- It attracted a significantly different demographic with a more rounded and balanced age sample compared to 2013. This shift in respondent demographics perhaps helps to understand some of those shifts in the 2019 assessment and partly explains the differences of response from 2013.
- Age distribution has a very good representation of 25's – 54's, a reasonable sample of under 25's and an appropriate number of older age ranges. Those under 45 years make up over 54% of all respondents in 2019 compared to 29.9% in 2013. Those over 55yrs are significantly less at 24% whereas they represented around 50% in 2013.
- Like 2013, there were significantly more male than female respondents but a larger gap between genders this time around.
- More respondents are employees this time around (+ 8.22%) while there is a similar corresponding drop in the unemployed or retired (- 8.89%). There were increased responses from engineering/manufacturing and construction (+6.0%), public service employees (+4.63%) and services and retail/marketing (+4.39%). There was less representation from those in the arts (-4.63%) while markedly more from the creative industries (+6.75%). The reduced numbers employed in creative industries, expansion of the service sector and decline in the knowledge sector can also explain some of these shifts.
- There also appears to be significant change in the general make-up of the City's population, in terms of economic activity. The number employed in the creative industries has roughly halved. The tertiary or service sector has expanded considerably, and the knowledge economy has declined. If these are genuine shifts, then they too explain some of the changes of opinion shown in our results.
- Overall there is a slight upward movement between surveys, but when we look at each theme area the picture is more mixed. An overview is provided in Table 1

below. Again, the differences between survey participants could help us to understand some of those shifts.

- Significant positive domain movement:
 - Domain 1: Political and Public Framework (+5.73%)
 - Domain 8: Place & Placemaking (+7.64%)
 - Domain 10: Professionalism & Effectiveness (+3.57%)
- Significant negative domain movement:
 - Domain 7: Communication, Connectivity & Networking (-8.92%)
 - Domain 9: Liveability & Well-being (-5.78%).
 - These two domains also moved from above to below the Creative Cities Index average.

Table 1: Survey Results 2013 v 2019

Domain Changes above CCI average:	CCI Average 2013	PN Average 2013	CCI Average 2019	PN Average 2019	MOVE
1. Political & Public Framework	45.73%	53.92%	48.94%	59.65%	+5.73
2. Openness, Tolerance & Accessibility	57.78%	60.80%	60.41%	63.73%	+2.93
3. Strategic Leadership, Agility & Vision	47.15%	53.04%	51.09%	53.25%	+0.21
4. Professionalism & Effectiveness	57.27%	58.43%	60.10%	62.00%	+3.57
Domain Changes below CCI average:	CCI Average 2013	PN Average 2013	CCI Average 2019	PN Average 2019	MOVE
5. Distinctiveness, Diversity, Vitality	58.99%	50.26%	60.92%	52.73%	+2.47
6. Entrepreneurship & Innovation	47.24%	44.48%	49.76%	41.34%	-3.14
7. Talent & Learning	52.90%	50.35%	55.03%	50.55%	+0.20
8. The Place & Placemaking	55.98%	46.73%	57.04%	54.37%	+7.64
Domain Changes from above to below CCI	CCI Average	PN Average	CCI Average	PN Average	MOVE

average:	2013	2013	2019	2019	
9. Communication, connectivity & networking	58.41%	66.51%	59.05%	57.59%	-8.92
10. Liveability & Wellbeing	66.39%	69.59%	68.93%	63.81%	-5.78

3. NEXT STEPS

As in 2013, the results from the 2019 survey should serve to draw individual conclusions, stimulate critical thinking and promote debate and conversation amongst city leaders, partners and stakeholders about the strategic future of Palmerston North.

The report findings should inform future strategic direction and decision making, in particular:

- Council Strategies and Policies
- The 2021 Long Term Plan
- Partnership Agreements

4. COMPLIANCE AND ADMINISTRATION

Does the Committee have delegated authority to decide?	No
Are the decisions significant?	No
If they are significant do they affect land or a body of water?	No
Can this decision only be made through a 10 Year Plan?	No
Does this decision require consultation through the Special Consultative procedure?	No
Is there funding in the current Annual Plan for these actions?	Yes
Are the recommendations inconsistent with any of Council's policies or plans?	No
The recommendations contribute to Goal 2: A Creative and Exciting City	
The recommendations contribute to the outcomes of the Creative and Liveable Strategy	
The recommendations contribute to the achievement of action/actions in Not Applicable	
Contribution to strategic direction and to social,	Measurement of progress towards Goal 2 to obtain a Creative City Index score above 65 by 2028.

PALMERSTON NORTH CITY COUNCIL

economic, environmental and cultural well- being	
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ATTACHMENTS

1. Creative Cities Index Palmerston North 2019 Survey Results [↓](#) 



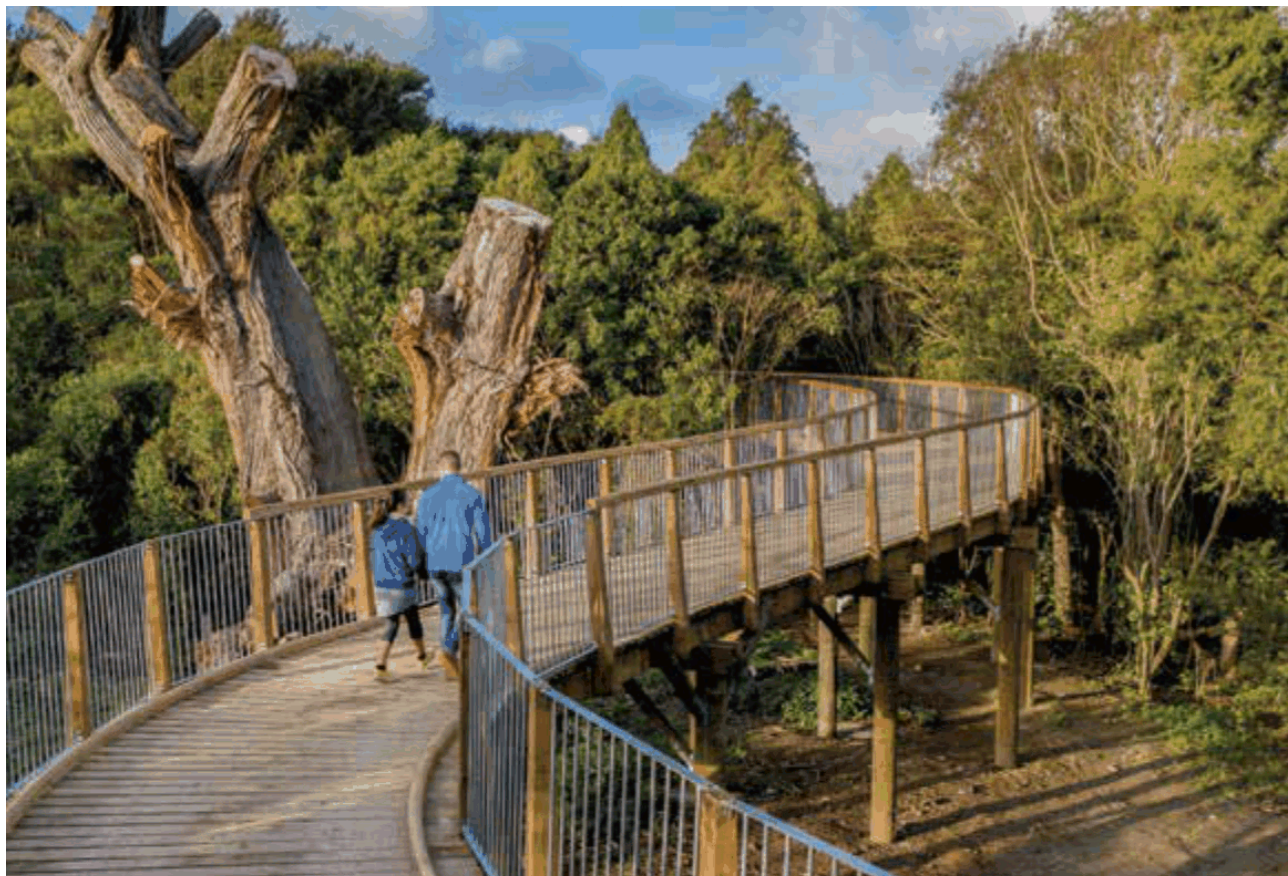
CREATIVE CITIES INDEX

Palmerston North
2019 Survey Results



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PALMERSTON NORTH: A CREATIVE CITY?

In 2013 Palmerston North City Council invited Charles Landry, author of 'The Creative City', to visit Palmerston North for a week-long residency. This residency was intended to help us look at the city afresh through the scope of the 'Creative Cities Index' and find out how well the city is harnessing its collective imagination and creative potential. Interviews, site visits and presentations were held with a wide range of city stakeholders, and we also carried out a city-wide survey.

The resulting report 'Creative City Index: Comfortable or Captivating – An Assessment of Palmerston North' provided the city an initial stocktake of its creative pulse. This report has since played a critical role in setting a new strategic vision for the city, including a key goal for Palmerston North to be a creative and exciting city. Our target of success in achieving this goal is to obtain a Creative City Index score of 65 or above by 2028.

Six years on, we've conducted a follow up survey to see how far the city has come in that time. No interviews, site visits or presentations were undertaken in 2019, and therefore all results are solely based on the answers from the survey questions, which were the same questions that were asked in 2013.

This report serves as an addendum to the 2013 report. It compares the results to find the key differences between the survey results then and now. While it's interesting to see these differences, a direct comparison is not necessarily that meaningful. The survey respondents are not identical and come from different demographics. Times have also changed, along with our priorities and concerns at home and in the wider world.

What is a Creative City?

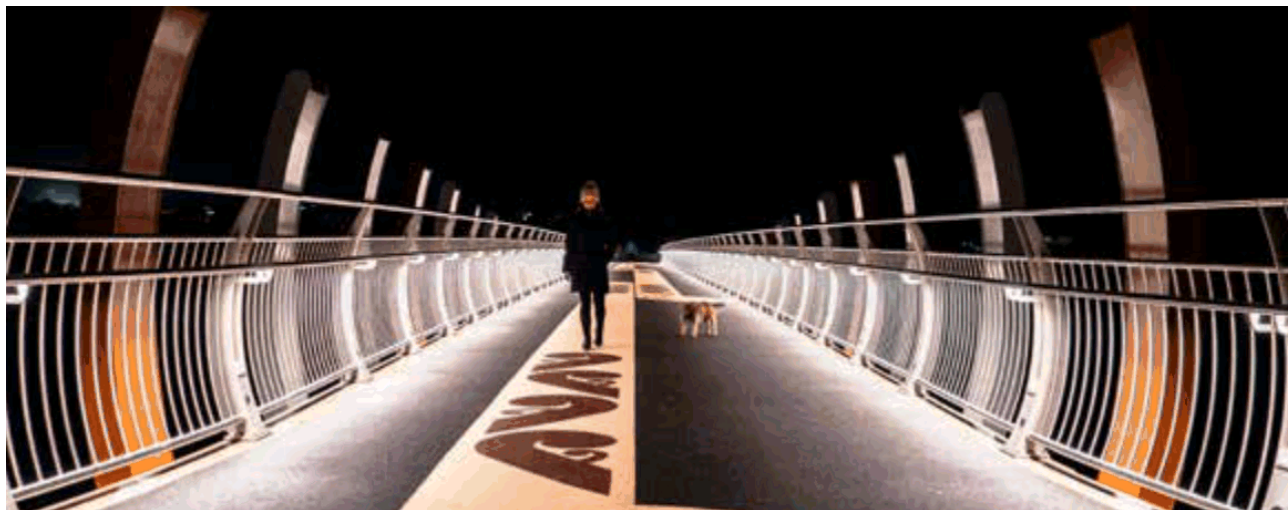
Cities are only creative if they display a culture, attitude and a mindset open to imaginative thinking, which is widely visible. Many cities have inventive projects, but that doesn't mean they are creative overall. Uncreative places clearly decline and fail, since they don't interrogate their past and present, or reassess their resources and prospects. In one sentence, "the Creative City is a place which creates the conditions where people and organisations can think, plan and act with imagination to solve problems and develop opportunities. That's easier said than done as the city is a very complex organism," Charles Landry et al.

What is the Creative City Index?

The 'Creative City Index' takes stock of a place's creative pulse. The index looks at the city as an integrated whole, from both insider and outsider perspectives. We use it to establish if Palmerston North is punching above its expected weight, given our size, location, resources and opportunities. While it's called the 'Creative City Index', it measures several things. The survey asks questions around 10 themes:

- Political & Public Framework
- Distinctiveness, Diversity, Vitality and Expression
- Openness, Tolerance, Participation & Accessibility
- Entrepreneurship, Exploration & Innovation
- Strategic Leadership, Agility & Vision
- Talent & Learning
- Communication, Connectivity & Networking
- The Place & Placemaking
- Liveability & Well-being
- Professionalism & Effectiveness





Who did we ask?

We asked residents and visitors to complete an online survey. We received a total of 423 responses in 2019 compared to 490 in 2013. We offered participants the option of taking the whole survey or a shortened version. In 2019, 115 people completed the longer version compared to 63 in 2013 – a very good response rate.

The overall number of participants on both occasions was similar. Commitment to the longer survey this time could indicate a greater willingness to be involved in celebrating and developing creativity in the city. Respondents were also invited to make comments and some of those are highlighted in this report.

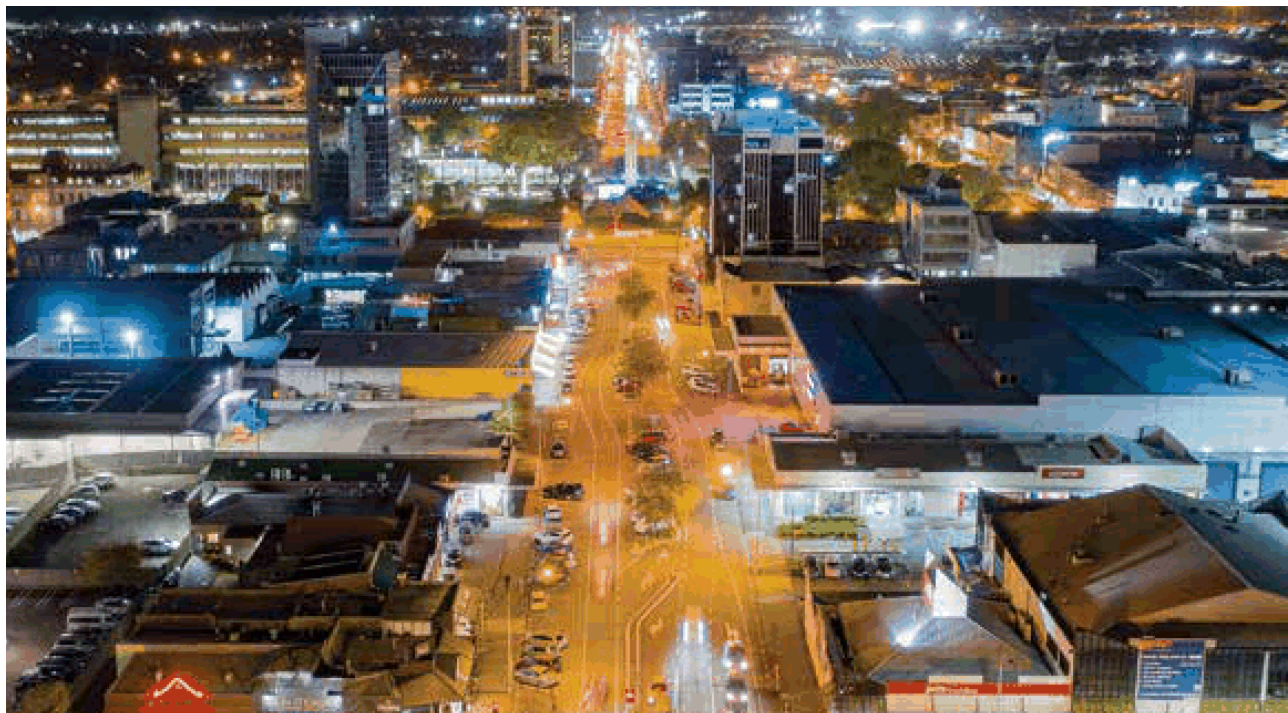
How did we score?

Palmerston North scored 55.9% in 2019, up slightly from 55.41% in 2013. In 2013 the City was 8th out of 17 cities indexed, it's now ranked 11th of 20 cities indexed.

Overall there was a slight upward movement between surveys, but when we look at each area the picture is more mixed. There were several areas that saw quite extreme changes upwards or downwards. The differences between survey participants could help us to understand some of those shifts.

There also appears to be significant change in the general make-up of the city's population, in terms of economic activity. The number employed in the creative industries has roughly halved. The tertiary or service sector has expanded considerably, and the knowledge economy has declined. If these are genuine shifts, then they too explain some of the changes of opinion shown in our results.

It's important to note that all the cities that rank higher than Palmerston North are, within the context of their own countries, more important and central. Palmerston North could not be expected to out-perform them.



Comments from Charles Landry

Over the last six years priorities and expectations across the world have changed quite substantially. I believe some of these issues are reflected in the results.

The current climate is one of rising anxiety. There is fear that our escalating problems cannot be solved without a shift in thinking, planning and action. Many feel that a business as usual approach will not get us to where we need and want to be. Many global agendas stress the need for a system change.

People are far more aware of environmental issues. The scale becomes clear when we consider that, according to the IPCC, we have 12 years to limit a climate catastrophe. Unless we achieve the 1.5% temperature rise limit through emissions reductions and more. The link here is that globally our population is rising while our ability to sustain life on Earth is shrinking. Western consumption patterns only accelerate this process. It highlights both demographic questions and the need to move to a more circular economy. Our global food system then needs to shift as it is unsustainable, unhealthy, and destabilising. One third of food produced is lost or wasted and 40% of agricultural soil is degraded. The petrochemical, largescale, one-crop, intensive farming model has failed.

Urban environments amplify global threats as they are the major consumers of global resources and energy. So, they intensify climate change, causing shortages and security issues in our water, food and other resources. Air pollution, traffic congestion and noise in cities are responsible for an increasing number of premature deaths and related diseases. Overall this threatens the capacity of individuals, communities, institutions, businesses and systems within a city to survive, adapt, and grow as chronic stresses thrive.



The young - a greater proportion in this 2019 survey - are not surprisingly much more aware of these questions. Therefore, there are many comments related to cycling, curtailing the car, and being greener as a city. This implies re-planning the City to some extent.

The digitising world and its disruptive technologies have enabled new ways of working and new possibilities to communicate and interact. In principle this allows for new forms of citizen engagement, but its connectivity also enables people to have far greater comparisons with other places. Thus, they can assess local facilities from a wider perspective.

The vortex effect, the pull that major cities exert over smaller ones, is increasing the major cities attraction. The ambitiousness as well as resources and opportunity, having stronger global linkages and circuits of communication. This endangers secondary cities, leading many of them to shrink.

Finally, over the last decade the start-up culture has grown. More people for more reasons are willing to start their own businesses. Two points need highlighting. Job security has changed and there are fewer expectations that major companies will provide a job for life. Then also, people increasingly would like to be their own boss. They, therefore, would hope that the city provides the soft and hard infrastructures to make the operating conditions for being entrepreneurial easier. This is perhaps why the scores for entrepreneurship are lower in the 2019 survey than the 2013 one.

Charles Landry

Founder, Creative Cities Index

PALMERSTON NORTH CITY



PALMERSTON NORTH'S POPULATION

2013	2019
83,500	88,300

PALMERSTON NORTH HOUSEHOLD PROJECTION

2018	2028
33,000	37,600



33.9 years young

The median age of
PALMERSTON NORTH'S
population in 2018

ETHNICITY

	2018	2028
EUROPEAN	67,100	67,700
MĀORI	16,100	20,100
ASIAN	10,600	13,700
PACIFIC	4,690	6,420



Palmerston North at a glance

Palmerston North's population of 88,300 has grown from 83,500 since 2013. Similarly, the greater area has increased from 160,650 to 173,650 residents. In that time unemployment has increased from 5.3% to 5.7%, higher than the New Zealand national rate and bucking the national downward trend. The city has a relatively high percentage of employees in the public sector (29.9%), increasing from 2013 (28.0%).

Many aspects remain constant between then and now. The number of cultural facilities, the amount of the retail and leisure sector owned by chains, and broadband speeds remain the same.

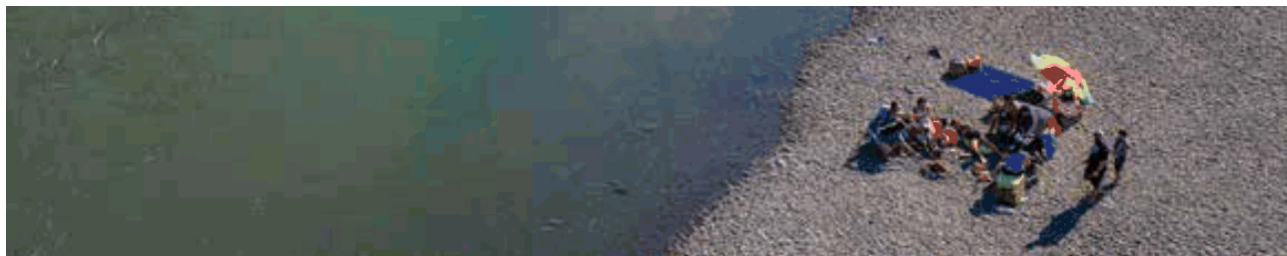
The foreign population has grown slightly from 19.2% to 20.5%, though interestingly many comments queried what was meant by "foreign". For example, whether it did or didn't include Pākehā. Several comments referenced that there are around 30 languages spoken here, though data indicates a much higher number (127).

The number of business start-ups per year has significantly increased, up to 728 from 616. Indicating that perhaps there's currently a better environment to take risks or there are new markets to be found. The speed with which a new business can be created is also a positive factor, stated to be half a day, and down from a whole day last survey. Whereas, in some other cities surveyed it takes months or even longer. The survival rate for start-ups indicates that 61% last over three years, which is also very encouraging.

As mentioned, dramatic shifts in the economic base of the workforce are important. In general, the swing in Palmerston North has been towards the service sector and away from knowledge and creative economies. This could be partly attributed to the low ranking of the University, down from 308th to 332nd, and the specialisations offered.

Several comments are concerned with poor transport and connectivity. According to the data, the percentage of people near a bus stop has declined slightly from 85% to 70%.

Average household income here is lower than the national average (92%), however it has improved since 2013 (82%). Our 'Life Factor' calculation, which considers income, minor and major crime, violence, death rate, and infant mortality, has worsened. Now at 0.89 compared 0.93 in 2013 (where 1.00 equals the national average and higher exceeds it).



The average Palmerstonian

The 2019 survey attracted a significantly different demographic than in 2013, in some respects more balanced. This year 82% of respondents live in Palmerston North. Previously, there were significantly more women (57.6% in 2019) than men (40.4% in 2019) in our sample, and the gap has grown even larger this time (in 2013, 53.8% female).

Age distribution is very good and there is a very good representation of 25 to 54-year olds. A reasonable sample of under 25-year olds, and an appropriate number from the older age ranges. Those under 45 years are much better represented (54.34%) than in 2013 (29.92%). Respondents 55 years and over account for just over 24%, whereas previously they represented around 50%. This is a more rounded sample which partly explains the differences in responses between 2013 and now.

In terms of employment status or rank, this time there were far more respondents who are employees, 56.58% in 2019 up from 48.36% in 2013. There was also a corresponding drop in the unemployed or retired, 9.93% in 2019 down from 18.82% in 2013. This again will inevitably result in the different views expressed.

The work sector spread is also markedly different. Public administration employees responding were up from 10.5% in 2013 to 15.13% in 2019. There were more in the services and retail/marketing sales sectors (13.8% in 2019 up from 9.41% in 2013). Engineering/manufacturing/construction respondents represented 11.03% in 2019, up from 5.03% in 2013. There was less representation from those working in the arts and culture sector, 8.72% in 2019 down from 13.35% in 2013. Markedly more from the creative industries, 8.72% in 2019 up from 1.97% in 2013. Again, these shifts will partially explain the different opinions expressed between the surveys.

The overall score (55.9%) has also been analysed by demographic segments. However, in almost all cases no significant differences were found, except that those 45 years and over were more positive (58.71% vs 53.02%). Also, those who completed the longer survey were less positive (53.02% vs 58.71%). These could be respondents who are more engaged with the city.

The other segmentations checked were:

- under and over 45 years;
- gender;
- length of residence in the City;
- location of residence;
- knowledge economy workers;
- managerial vs non-managerial; and
- comparing those who live in Palmerston North to those who only work here.

What's changed since 2013?

Scores in the Creative Cities Index (CCI) broadly have the following meaning:

Score	Meaning
90%+	Extraordinary
80%+	Exceptional
70%+	Excellent
60%+	Very Good
50%+	Good but could improve
50%-	Below average, needs improvement
40%-	Poor, needs serious attention
30%-	Very poor

Palmerston North overall scored 55.9% and ranks 10th in our featured cities and 11th in all cities surveyed. While in rank, which is a less important indicator, there is a slight movement downwards since 2013, this is largely because of new cities joining the survey. The important figure is the overall percentage, which has slightly increased from 2013 when it was 55.41%.

What did we ask?

Domain Scores

	2013		2019		
	ALL	Palmerston North	ALL	Palmerston North	
Political & public framework	45.73%	53.92%	48.94%	59.65%	↑
Distinctiveness, diversity, vitality	58.99%	50.26%	60.92%	52.73%	↑
Openness, tolerance, participation & accessibility	57.78%	60.80%	60.41%	63.73%	↑
Entrepreneurship, exploration & innovation	47.24%	44.48%	49.76%	41.34%	↓
Strategic leadership, agility & vision	47.15%	53.04%	51.09%	53.25%	↑
Talent & learning	52.90%	50.35%	55.03%	50.55%	↑
Communication, connectivity & networking	58.41%	66.51%	59.05%	57.59%	↓
The place and placemaking	55.98%	46.73%	57.04%	54.37%	↑
Liveability & well-being	66.39%	69.59%	68.93%	63.81%	↓
Professionalism & effectiveness	57.27%	58.43%	60.10%	62.00%	↑

KEY:

- Green = above CCI Average
- Red = below CCI Average
- Dark green = highest in CCI Average
- Dark red = lowest in CCI Average
- Up arrow ↑ = improved since 2013
- Down arrow ↓ = worsened since 2013

Despite the very slight upwards shift in the overall score this time, the individual domain scores show a considerable variance from those of 2013. Five had significant upwards movement and three downwards. One of these, “Communication, connectivity and networking” shows a serious drop while in 2013 it achieved the highest score of all cities. This time none of the areas surveyed scored highest or lowest of all cities.

Four domains are above the Creative Cities Index (CCI) average while six are below.

Indicator scores

Beyond the domain and overall scores, there are a series of more detailed measures:

	2013		2019		
	ALL	Palmerston North	ALL	Palmerston North	
Trust and confidence in public institutions	56.18%	64.97%	60.74%	72.92%	↑
The level of bureaucracy	30.56%	32.67%	32.67%	41.38%	↑
The place is interesting	65.26%	57.97%	64.49%	56.68%	↓
Design strength	63.99%	67.27%	61.96%	52.05%	↓
Arts and culture	58.01%	44.70%	60.73%	51.43%	↑
Openness	48.10%	47.48%	52.02%	50.43%	↑
Cosmopolitanism	52.11%	54.72%	54.52%	57.29%	↑
Business friendly	37.53%	38.42%	37.92%	41.72%	↑
Forward thinking	47.53%	48.92%	49.46%	44.99%	↓
Leadership	50.07%	56.03%	51.43%	59.19%	↑
Education	57.32%	68.83%	58.97%	62.75%	↓
Universities	57.47%	71.45%	59.12%	62.90%	↓
Getting around	86.89%	93.33%	88.54%	88.46%	↓
Networking	59.17%	62.59%	58.98%	56.89%	↓
Communications	63.07%	57.59%	61.17%	54.21%	↓
Built environment	51.77%	34.46%	52.81%	49.45%	↑
Reputation	58.44%	47.90%	60.13%	46.48%	↓
Innovation	38.51%	42.17%	39.29%	36.19%	↓
Well-being	67.58%	71.95%	69.23%	64.30%	↓

KEY:

- Green = above CCI Average
- Red = below CCI Average
- Dark green = highest in CCI Average
- Dark red = lowest in CCI Average
- Up arrow ↑ = improved since 2013
- Down arrow ↓ = worsened since 2013

Despite the minimal change in overall score, the individual domain scores show considerable variance from those of 2013. In general, trust has markedly improved in public institutions and there is a feeling of somewhat less bureaucracy – both indicators showing significantly better than the Creative Cities Index (CCI) average. The sense of design and of how interesting a place is have both declined and are below the CCI average. This is likely a result of the different demographic of respondents.

Positive feelings about arts and culture here have improved as has the sense of openness and cosmopolitanism.

While felt to be improving in business friendliness, the city is not felt to be forward thinking. In both respects those results are slightly higher than the CCI Average, this being a difficult area for many cities.

A slight upwards movement appears in leadership which is also ahead of the CCI Average.

There is less good news both for education generally and for the University specifically. While the scores beat the CCI Average they have both declined sharply since 2013.

While getting around Palmerston North rated positively, it's still lower than in 2013 and now lower than the CCI Average. This along with the lower scores for both network and communication suggest there could be increasing frustration with the city's connectivity.

Positive feelings have grown regarding the built environment while the sense of the city's reputation remains lowest in the CCI Average.

The feeling that innovation is taking place is low and has declined since last time. The sense of well-being, while still at a reasonable level, has declined since 2013 and is now below the CCI Average.

LET'S TAKE A CLOSER LOOK



Political & Public Framework

“Consultation is part of any process for change and that gives the public plenty of opportunity to be involved.”



Domain 1: Political & Public Framework

📈 **2019 Score:** 59.65% vs AVG 48.94% **2013 Score:** 53.92% vs AVG 45.22%

This domain refers to the public institutions, to political life, to government and governance, and to public administration. In an ideal creative place these institutions are lean but pro-active, ethical, transparent, accessible and enabling. Structures are horizontal and cooperative, and departmental lines thinly drawn. Personnel in the public sector are highly motivated and there are strong links with the private sector.

Palmerston North scored well in this area, well above the CCI average in both surveys. It also shows dramatic improvement between surveys.

This suggests that trust in public institutions has genuinely improved in the intervening six years. Or that this surveyed group has more confidence in that area (72.92% up from 64.97%). The sense of bureaucracy as a problem has also improved, although this specific matrix continues to receive a poor score (41.38% up from 32.67%).

Many comments back up these results. However, there's a strong and repeated view that while systems exist for people to feed into the local authorities, they're rarely listened to or results don't reflect their contributions. It was stated that the bureaucracy stifles business development. Some mentioned the lack of public engagement in their institutions and there is criticism of the local government systems.

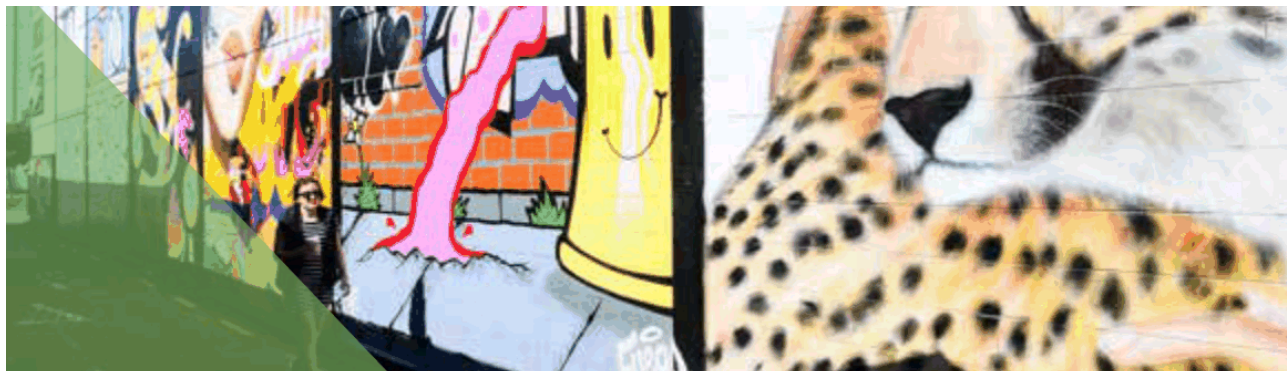
When segmenting the results for this domain by different demographics there are only very slight differences. Males are slightly more positive (61.06%) than females (58.33%), as are those living here 10 years or longer (60.01% vs 58.81%) and management level workers (59.92% vs 58.67%). Knowledge economy workers were just a little less enthusiastic (58.95% vs 59.92%) than others.

On the other hand, those completing the longer questionnaire scored this domain significantly lower (55.27% vs 63.33%).



Distinctiveness, Diversity & Vitality

“There is more going on here than many people think. It’s just not advertised - there is no “scene”. Creative people often operate in isolation or small groups.”



Domain 2: Distinctiveness, Diversity & Vitality

2019 Score: 52.73% vs AVG 60.92%

2013 Score: 50.26% vs AVG 58.99%

In this domain, there should ideally be a clear identity and vitality. Citizens are self-confident and proud but at the same time receptive and open. Inclusive and receptive to outsiders and outside influence. The cultural offering is wide and welcome debate and critical thinking. The arts are dynamic and high quality as well as experimental and ground-breaking. There is a design-aware environment in which the creative industries flourish. Where there are many independent shops, the chain-culture is in the minority, and the retailing experience is attractive and special.

This area received a reasonable score, although below the CCI Average on both occasions, it's still an improvement on the 2013 result.

The view on whether Palmerston North is interesting has slightly dropped between the surveys, 56.68% down from 57.97%. More dramatically is the view about its design strength has dropped from a very high 67.27% to 52.05%. The workforce was not felt to be very diverse (36.96%). On the other hand, the range of cultural activities were felt to represent well the diversity of the population (60.56%).

Comments were helpful here. There were suggestions that the music venue The Stomach needs a revamp. Also, that the City could brand itself around its mid-century designs as a "retro city capital". It was felt that the former "City of Cultures" branding had not been exploited.

Stock car racing was mentioned as a symbol of the city's conservatism and lack of environmental awareness. But that 124 nationalities exist in the population was made as a very positive comment, as was the fact that there are many multi-cultural events. There is a feeling that things are going on, but people do not know about them. Perhaps there is a mediocrity about them, or a lack of quality. The Festival of Cultures was mentioned several times quite positively, but there was feeling that it was yet to harness its potential.

There were differences in the demographic groups. Those aged 45 years and over scored this domain more highly (55.61% vs 50.15%) as did females (54.47% vs 50.86%), and those living here longer than 10 years (54.06% vs 50.63%).

Once again, longer survey respondents scored this domain lower (49.76% vs 55.9%).



Openness, Tolerance, Participation & Accessibility

“People are generally tolerant of other views, in that there is no hostility. It’s mainly that society here is quite homogenous and there isn’t a lot of diversity. People of many cultures do exist here, but they tend to keep a low profile and fit in with more mainstream western culture.”



Domain 3: Openness, Tolerance, Participation & Accessibility

2019 Score: 63.73% vs AVG 60.41%

2013 Score: 60.8% vs AVG 57.59%

This domain looks at open-mindedness and how welcoming the city is, and whether people from a diversity of backgrounds have made it their home. There is an enabling environment where opportunities are facilitated, and projects are easier to get going. This attitude would be echoed in the inviting way facilities work.

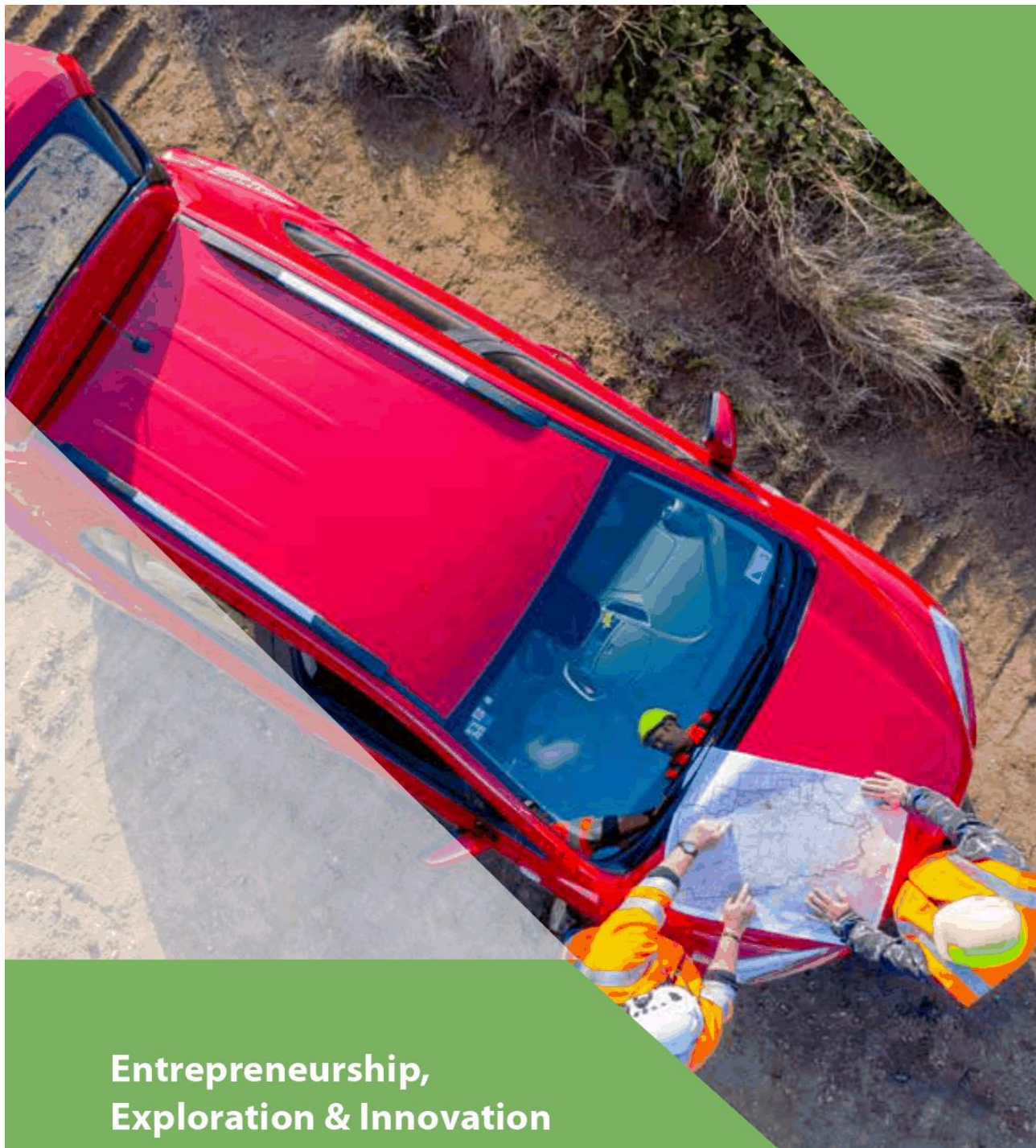
This area scored very well and above the CCI Average for this domain. It's also several points higher than in 2013.

The sense specifically of openness has improved from poor (47.48%) to good (50.43%) since 2013. The indicator for cosmopolitanism has also increased (54.72% up to 57.29%), albeit in both surveys there's a good score.

However, several comments contradict this result, suggesting that Palmerston North is very conservative. Tolerance isn't high, with others suggesting a low level of diversity despite the "foreign" population currently at 19% having grown since 2013. However, some suggested there is a relaxed integration. Certainly, the score would tend more to back the latter view.

Some demographic segments showed differences of opinion. Knowledge economy workers gave a low score (61.63% vs 65.43%) as did those who do not live in Palmerston North (61.41% vs 64.07%). Managerial level workers gave higher scores (64.67% vs 60.38%). Yet these differences are all quite small.

Long survey respondents were harsher (58.51% vs 67.53%).



Entrepreneurship, Exploration & Innovation

“There is lot of hidden entrepreneurship and innovation. Palmy is rather shy and boasting about our successes is discouraged.”



Domain 4: Entrepreneurship, Exploration & Innovation

📈 2019 Score: 41.34% vs AVG 49.76%

2013 Score: 44.48% vs AVG 47.24%

This domain looks for dynamic and forward-looking people of quality in every sector, providing a strong sense of vision. Current trends and emerging developments are flagged early. Ideally, leadership style is noticeably inspiring, able to delegate and empowering to others. Thinking is strategic and futureproofing, with good mechanisms to gather information on best practices and innovative solutions from around the world.

This is a low scoring domain, both on this occasion and previously, and both times below the CCI Average, which is also low. It has in fact dropped several points since 2013.

All individual questions in this domain scored low. These included whether there is an open regulatory framework for business; how local companies deal with human resources; whether the tax system favours start-ups; and how entrepreneurial the area is. Business friendliness, while also low, had improved a couple of points since 2013 (41.72% up from 38.42%).

Comments pointed to empty commercial buildings and the risk averse nature of people here. However, one stand-out comment states, "there is a lot of hidden entrepreneurship and innovation. Palmy is rather shy and boasting about our successes is discouraged". Lack of investment and training, and taxation and bureaucracy were also mentioned as issues.

Males were more positive here than females (43.15% vs 39.49%) but otherwise there was general agreement between all the segments.



Strategic Leadership, Agility & Vision

“Some very talented people and businesses reside in Palmy. I would like to see more exposure of these talents to build civic pride.”



Domain 5: Strategic leadership, Agility & Vision

📈 2019 Score: 53.25% vs AVG 51.09%

2013 Score: 53.04% vs AVG 47.15%

This domain is about entrepreneurship and whether ideas can become reality quite quickly. Mistakes should be able to be made. There are extensive support systems from advice and access to funding and risk capital. A higher than average level of innovation and R&D helps create a reputation for design-led distinctive products and services, with the creative industries playing a significant role.

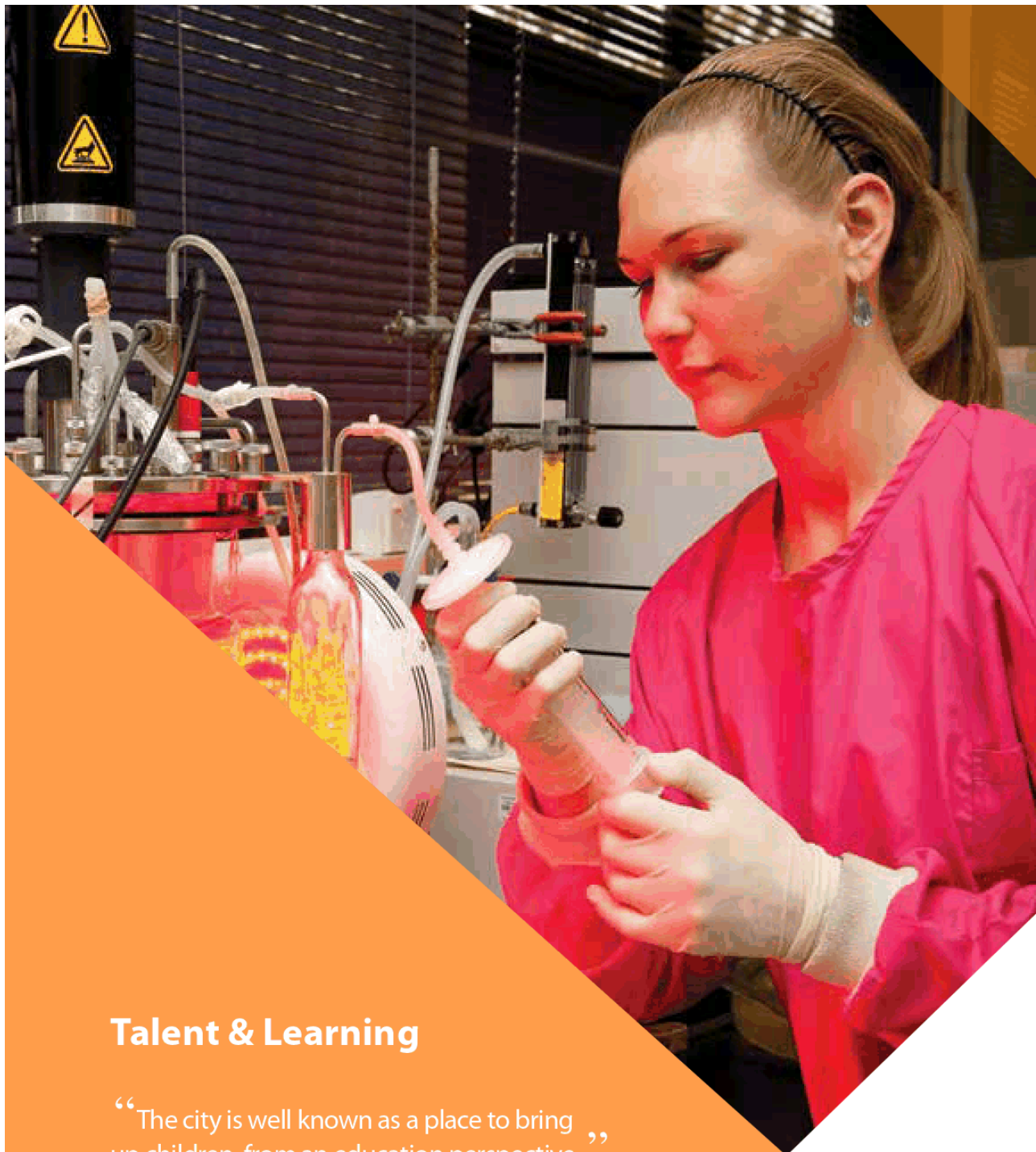
In both years this area achieved reasonably good scores, which were above the CCI Average. There was virtually no movement in the overall rating since 2013.

The details revealed that leadership is felt to be strong here (59.19%), more so than in 2013 (56.03%). Possibly at the expense of the other elements in this domain. In terms of being forward thinking the score was low (44.99%) and lower than previously (48.92%). In specific questions, the organisation culture of business was felt to not be good (48.39%). In general, there is a poor view of innovation here.

Some of the comments were harsh, including that “the town is almost completely devoid of any creativity or vision”. That “more needs to be done to stimulate more successful economic development”, “while there are some go-ahead companies, the majority adopt conservatively traditional business customs, structures and workplace practices”.

Those who have lived in Palmerston North ten years or longer were more positive (54.62% vs 50.61%) as were those who lived in the outer areas (63.07% vs 59.09%). Those in managerial positions also were more positive (54.21% vs 49.82%).

There was a significant difference of opinion between longer survey respondents who, in line with most other domains, scored this domain considerably lower (50.25% vs 61.35%).



Talent & Learning

“The city is well known as a place to bring up children, from an education perspective.”



Domain 6: Talent & Learning

📈 2019 Score: 50.55% vs AVG 55.03%

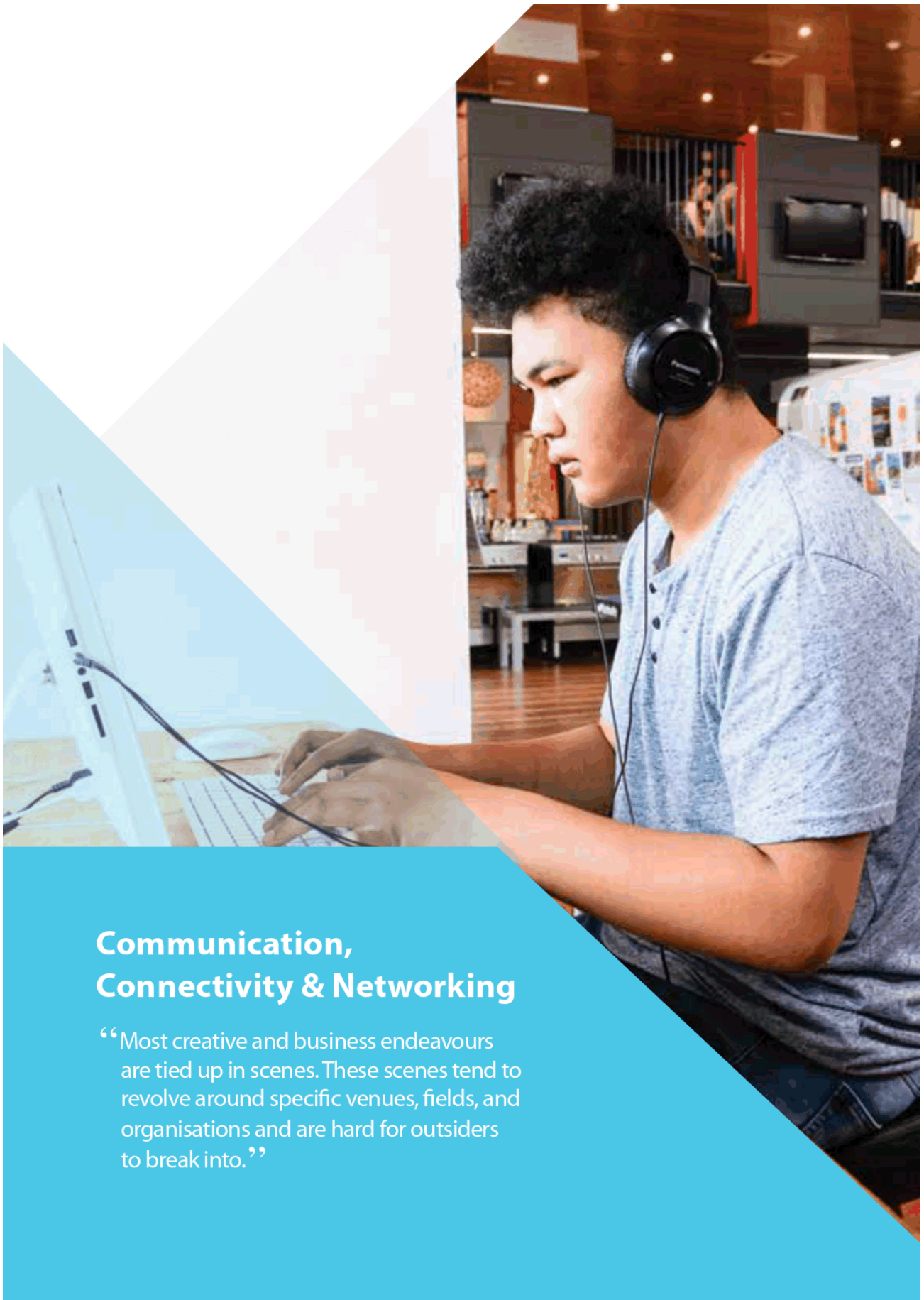
2013 Score: 50.35% vs AVG 53.06%

Here we look at how learning and knowledge are valued, and how talents are nurtured, fostered, promoted, rewarded and celebrated. Diversity in learning options with ladders of opportunity take people up the levels. Core skills teaching exists alongside centres of excellence. There is pride in teaching and institutions that strive to be the best. The curriculum evolves in tune with the needs of business. Talent grows here and is retained.

Although below the CCI Average (both now and in 2013) this is nevertheless a reasonably good score for this domain. There is virtually no movement in its overall rating since 2013.

However, the specific indices for education (down to 62.75% from 68.83%) and for universities (down to 62.9% from 71.45%) have both declined considerably between the two surveys. Looking at responses to individual questions, there is a sense of a lack of innovation in these areas, of an old-fashioned approach being embedded. The system doesn't consider the needs of local business. In teaching there is felt to be a lack of cross-disciplinary skills. The worst aspect refers to the talent drain where there is a feeling that talented people tend to leave Palmerston North.

The comments generally tend to back up these views, although there is considerable praise for the primary and secondary levels of education.



Communication, Connectivity & Networking

“Most creative and business endeavours are tied up in scenes. These scenes tend to revolve around specific venues, fields, and organisations and are hard for outsiders to break into.”



Domain 7: Communication, Connectivity & Networking

📌 **2019 Score:** 57.59% vs AVG 59.05% **2013 Score:** 66.51% vs AVG 58.41%

This domain looks for good connections internally and externally, physically and virtually, where it's easy to get around and ghettos are rare. Social mobility would be more possible, with high quality public transport systems, good IT and communications infrastructure. People travel at home and abroad using excellent rail and air services, which also make a gateway for receiving outsiders. Speaking foreign languages is commonplace. Business to business and cross-sectoral links work well, with clusters, hubs, focal points and knowledge exchanges. The place is outward looking, creating joint ventures, research projects, product development and civic partnership.

This domain has seen the biggest drop since 2013 when it was the highest scoring of all cities surveyed. It is now below the CCI Average.

'Getting around' still scored an exceptional 88.46%, but down from an extraordinary 93.3% in 2013. Networking dropped from 62.59% to 56.89% and, similarly, communications from 57.59% down to 54.21%. Answers show a general view that new technology is not fully embraced, and there's not much crossover between professional boundaries or social groups.

There were still positive responses regarding:

- people helping each other;
- networking and meeting different people;
- the location of Palmerston North for economic advantage; and
- how easy it is to find out what's happening.

However, they were not as positive as previously.

Comments also revealed a sense of cliquiness and even mentioned an "old boy's network". There were contradictory comments about ease of walking around and about public transport.

Over 45-year-olds were more positive (60.16% vs 55.06%), as were those who've lived here longer (58.55% vs 55.75%) and those living nearer the centre (61.44% vs 56.1%). Knowledge economy workers scored this domain lower (55.34% vs 59.49%).



The Place & Placemaking

“Theatres, cinemas, galleries, libraries, museums and public sculptures are all in the central city and easy to find and appreciate.”



Domain 8: The Place & Placemaking

📈 **2019 Score:** 54.37% vs AVG 57.04% **2013 Score:** 46.73% vs AVG 55.98%

In this domain the built environment would ideally be human centric and sensitively conceived and implemented. Interaction and activity is encouraged by the physical environment rather than it being blocked by physical barriers. It would blend well with its natural environment, its surrounding landscape, and its green areas and is aware and responsible regarding its ecological footprint. It is a desirable place to be it has a critical mass and a magnetism which enables it to compete well with other places which have similar mass and attraction.

Although a very significant improvement since 2013, this domain on both occasions scores below the CCI Average.

However, opinion about the built environment is very much higher this time (49.45% up from 34.46%). Answers to specific questions show that this refers most to quality especially in the public realm. Respondents generally do not find that there is interesting new architecture (30%) and they feel that that Palmerston North is not a stylish place (36.97%). But there is a sense that the place is well-maintained, that signposting and public space are both good. However, there is felt to be lack of innovation generally (36.19% down from 42.17%) and specifically in both transport and the environment.

There were a lot of comments for this domain and they include suggestions that "inner-city medium density living" should be promoted and that heritage buildings need to be made more of and cleaned up. More negatively, "there are few interesting places in the town" and "public transport is truly awful". The word "boring" comes up several times as does "ugly". Regarding its reputation, it "has a pretty poor reputation in NZ... most people would leave the city and go anywhere else to entertain visitors". But one of the perhaps most telling comments is this: "Palmy is a great place to live. I am raising 3 kids and it is a breeze compared to other places. However, this isn't a particularly 'sexy' statement for young adults not yet with kids who would find Palmy a bit like hanging out at their parents' house!".

Respondents were asked what they would miss if they had to leave here and the full list is given in the appendix. Items that stand out: trees; the Library; Te Manawa; parks; river; ease of living; low cost of housing; sense of community; and lack of traffic. However, there were also a lot of negative responses.

Over 45s are much more positive in this domain than younger people (57.22% vs 51.57%) as are managerial workers (55.31% vs 50.88%).

Long questionnaire respondents are once again significantly more critical (48.67% vs 58.2%).

Liveability & Well-being

“Housing availability and affordability starting to become an issue, especially with likely influx of new people to work on large infrastructure projects.”



Domain 9: Liveability & Well-being

📉 **2019 Score:** 63.81% vs AVG 68.93% **2013 Score:** 69.59% vs AVG 66.39%

This domain looks for a very good quality of life where GDP is high, and services work well and are of a high standard. People would be generally happy to live and/or work here, appreciating the low levels of crime and violence and feeling generally safe. Health, housing and social facilities would be well provided and well run. There will be a good atmosphere and people help each other more willingly and the civic leadership is mostly respected and trusted.

This domain, while nevertheless receiving a good score, has decreased since 2013 and has now dropped below the CCI Average.

Specifically, the sense of well-being has dropped (64.3% down from 71.95%). Once again, innovation, specifically in housing, social care and health is generally low scoring. But in terms of safety, relative ease of getting around generally (see caveats in Domain 7), sense of quality of life, shopping opportunities, health facilities, leisure and recreation facilities, housing options, sports activities and green spaces, the scores are high.

The facts are mixed here too. Average household income here compared to that nationally has improved from 82% in 2013 to 92% now, though it is still below. Our own life factor score has dropped from 0.93 to 0.89 (where above 1.00 is positive) – this takes into account crime, violence and mortality rates compared to national levels.

Over 45s are a little more positive (65.24% vs 62.29%) as are those living in the outer areas (66.08% vs 60.32%) and those in managerial positions (65.42% vs 58%).

An exception to the rule, longer questionnaire respondents have scored this domain more highly (65.82% vs 61.98%).



Professionalism & Effectiveness

“Communication in this City could be better. I find most things out by word of mouth, sometimes on the radio. Most of the time I miss out on participating in community events because I was not aware of them beforehand.”



Domain 10: Professionalism & Effectiveness

2019 Score: 62% vs AVG 60.1%

2013 Score: 58.43% vs AVG 57.27%

This domain looks at how well the place works, that things happen and are achieved, with a pride in being professional and doing things with quality. Standards will be high and benchmarks frequently set here. Companies, organisations, individuals and products would win awards. This would be a centre of expertise in a range of specific areas with attributes such as reliability, punctuality, efficiency or accuracy being highly respected. Professionals will be confident in their own ability and not afraid to work in partnership with others and to delegate authority, breaking with conventional rules of hierarchy.

This domain has moved upwards from good to very good since 2013 and on both occasions is above the CCI Average.

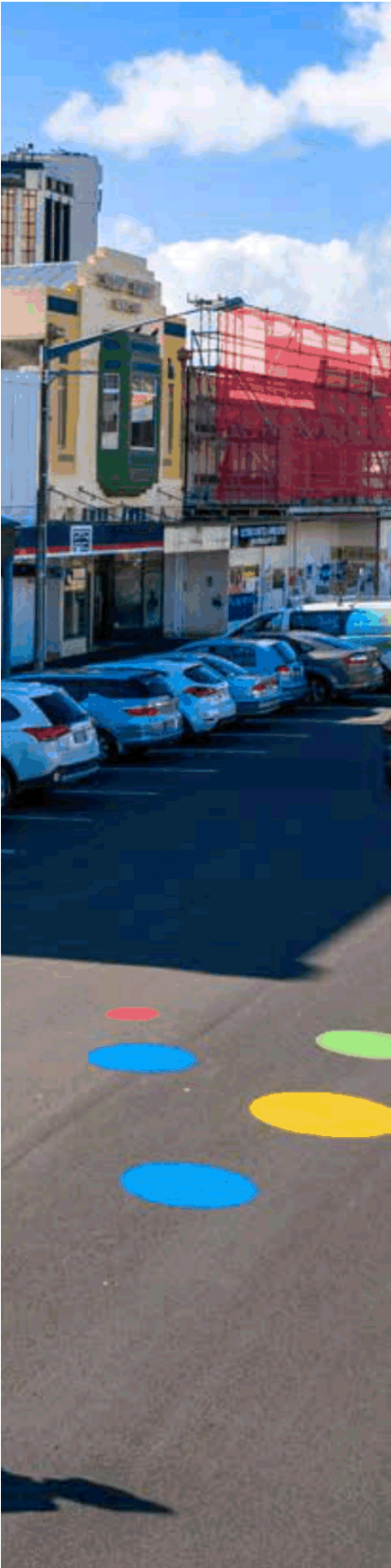
Palmerston North is generally felt to be an efficient and effective place (66.8%) with a good work culture (67.47%). However, it was not felt that it communicates itself well to the public or to visitors (47.54%).

Comments suggest that communication is improving, and that the City is a much more progressive place than 5 to 10 years ago. It was also stated that it is "a business hub and has a real 'can-do' attitude".

Over 45s again had a more positive attitude than others (64.5% vs 59.43%) as did those who had lived here longer (64.48% vs 58.04%). Those in the knowledge economy were less enthusiastic (58.79% vs 64.57%).

Longer questionnaire respondents were again very much more critical (54.27% vs 67.64%).





The Fine Print

The Creative Cities Index is a strategic tool for measuring the creative pulse and capacity of a city. Charles Landry and Jonathan Hyams devised the Creative Cities Index because of work for Bilbao and the Region of Bizkaia in the Basque Country of Spain in 2009. Charles had devised the term “creative city” and has written extensively on the subject. The Creative Cities Index benefits from this far-reaching work. It provides a strategic tool to assess, measure and compare the imaginative pulse and creative capacity of participating cities around the world.

Charles Landry is an international authority on the use of imagination and creativity in urban change. His aim is to enable cities to become more resilient, self-sustaining and to future proof themselves. Charles helps cities identify and make the most of their resources and to reach their potential by triggering their inventiveness and open-minded thinking. He founded the renowned consultancy Comedia and is the author of many books.

Jonathan Hyams has worked in the arts and specifically in software development for the creative industries over several decades. He has launched and managed several organisations across the knowledge sector including the arts-oriented software companies Dataculture and Artlook. As well as founding the online daily periodical The Conversation in the United Kingdom. He has a long history with Comedia including a period as Managing Director.



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COMMITTEE WORK SCHEDULE

TO: Planning & Strategy Committee

MEETING DATE: 11 March 2020

TITLE: Committee Work Schedule

RECOMMENDATION(S) TO PLANNING & STRATEGY COMMITTEE

1. That the Planning & Strategy Committee receive its Work Schedule dated March 2020.

ATTACHMENTS

1. Committee Work Schedule - March 2020  

PLANNING & STRATEGY COMMITTEE

COMMITTEE WORK SCHEDULE – MARCH 2020

Item No.	Estimated Date	Report	Subject	Officer Responsible	Current Position	Date of Instruction/ Point of Origin
1.	February-March 2020		PNCC Venues Policy	General Manager – Strategy and Planning		5 August 2019 Clause 57
2.	March-May 2020		Draft Procurement Policy targeting social and environmental impact	Chief Financial Officer	Robust report will be provided in May under new leadership	19 August 2019 Clause 54.3
3.	March-April 2020		Smokefree Outdoor Areas Policy Review	General Manager, Strategy and Planning		5 June 2019 Clause 45.2
4.	March 2020		District Plan and school travel	General Manager, Strategy and Planning		6 May 2019 clause 32.3
5.	March-June 2020		Concept plan regarding the play activity in The Square	General Manager, Strategy and Planning	Will be reported on after the Councillor workshop on 29 April	Committee of Council 28 May 2018 clause 3.10
6.	March 2020		Speed Limits Bylaw	General Manager, Strategy and Planning		
7.	April 2020		Feedback and outcomes from the Creative Cities Index			Council 7 October 2019 131.2
8.	April 2020		Palmerston North Civic and Cultural Precinct Masterplan – timeline and costings including library options	General Manager, Strategy and Planning	Library options to be developed	1 April 2019 clause 16.1
9.	April 2020		Effectiveness of Council's Youth Engagement	General Manager – Strategy and Planning	Transferred to Community Development	Council 25 March 2019 Clause 22.3