



**PAPAIOEA**  
**PALMERSTON**  
**NORTH**  
**CITY**

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# **PALMERSTON NORTH CITY COUNCIL**

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AGENDA

## **PLANNING & STRATEGY COMMITTEE**

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9AM, WEDNESDAY 10 NOVEMBER 2021  
COUNCIL CHAMBER, FIRST FLOOR, CIVIC ADMINISTRATION BUILDING  
32 THE SQUARE, PALMERSTON NORTH

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# MEMBERS

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

<b>Brent Barrett</b>	<b>Lorna Johnson</b>
<b>Rachel Bowen</b>	<b>Billy Meehan</b>
<b>Zulfiqar Butt</b>	<b>Bruno Petrenas</b>
<b>Renee Dingwall</b>	<b>Orphée Mickalad</b>
<b>Leonie Hapeta</b>	

AGENDA ITEMS, IF NOT ATTACHED, CAN BE VIEWED AT

[pncc.govt.nz](http://pncc.govt.nz) | Civic Administration Building, 32 The Square  
City Library | Ashhurst Community Library | Linton Library

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## Heather Shotter

**Chief Executive | PALMERSTON NORTH CITY COUNCIL**

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# PLANNING & STRATEGY COMMITTEE MEETING

10 November 2021

## ORDER OF BUSINESS

### 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** Page 7  
 "That the minutes of the Planning & Strategy Committee meeting of 20 October 2021 Part I Public be confirmed as a true and correct record."

- 6. **Proposal from Ngati Hineaute Hapu Authority Kohanga Reo to relocate to Opie Reserve** Page 11  
 Report, presented by Kathy Dever-Tod, Manager - Parks and Reserves.

- 7. **Committee Work Schedule** Page 27

8. **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 20 October 2021, commencing at 9.09am

**Members Present:** Councillor Aleisha Rutherford (in the Chair), The Mayor (Grant Smith) and Councillors Brent Barrett, Zulfiqar Butt, Renee Dingwall, Patrick Handcock ONZM, Leonie Hapeta, Lorna Johnson, Billy Meehan, Bruno Petrenas and Orphée Mickalad.

**Non Members:** Councillors Susan Baty, Vaughan Dennison, Lew Findlay QSM and Karen Naylor.

**Apologies:** Councillor Rachel Bowen.

**Note:** Councillor Susan Baty attended the meeting remotely.

#### 34-21 Apologies

Moved Aleisha Rutherford, seconded Patrick Handcock ONZM.

The **COMMITTEE RESOLVED**

1. That the Committee receive the apologies.

Clause 34-21 above was carried 15 votes to 0, the voting being as follows:

**For:**

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

#### 35-21 Presentation - Ms Georgina Murrow

Mrs Georgina Murrow, together with Mr Stu Ryder (owner of Longchill Ltd), Ms Ann-Marie Bailey, Mr Brendan Van Oostveen (Principal of Longburn Adventist College) and Mr Warwick Dunn (Storage NZ), as members of the Longburn community, made a presentation about their concerns regarding street racing on Works Road. The unauthorised street racing events have been periodically taking place for the last 18 months and are seriously affecting residents' quality of life and local businesses. The community has unsuccessfully requested help from the Police.

Mrs Murrow urged the Council to work collaboratively with the Police, local community and business to implement solutions, suggesting the combination of a bylaw addressing the issue and the implementation of traffic measures.

In discussion, Elected Members requested that the Chief Executive examine the matters brought to the Committee by the community, and report back giving advice on options Council could pursue to address the street racer issues which have been problematic in the city for a long time and have intensified in the recent months.

Moved Patrick Handcock ONZM, seconded Aleisha Rutherford.

The **COMMITTEE RESOLVED**

1. That the Planning & Strategy Committee receive the presentation for information.
2. That the Chief Executive investigate the anti-social and 'street racer' activity occurring at various locations on the outskirts of Palmerston North and provide advice on the various options Council could pursue to address this problem.

Clause 35-21 above was carried 15 votes to 0, the voting being as follows:

**For:**

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

**36-21**

**Confirmation of Minutes**

Moved Aleisha Rutherford, seconded Patrick Handcock ONZM.

The **COMMITTEE RESOLVED**

1. That the minutes of the Planning & Strategy Committee meeting of 8 September 2021 Part I Public be confirmed as a true and correct record.

Clause 36-21 above was carried 14 votes to 0, with 1 abstention, the voting being as follows:

**For:**

The Mayor (Grant Smith) and Councillors Aleisha Rutherford, Brent Barrett, Susan Baty, Zulfiqar Butt, Vaughan Dennison, Renee Dingwall, Lew Findlay QSM, Patrick Handcock ONZM, Leonie Hapeta, Lorna Johnson, Billy Meehan, Karen Naylor and Orphée Mickalad.

**Abstained:**

Councillor Bruno Petrenas.



37-21

**The Future Use of 17 Summerhays Street (Former Terrace End Bowling Club) - Deliberations on Submissions**

Report, presented by Michael Duindam, Acting City Planning Manager, and Keegan Aplin-Thane, Planner.

Moved Aleisha Rutherford, seconded Patrick Handcock ONZM.

The **COMMITTEE RECOMMENDS**

1. That the future use of 17 Summerhays Street (Former Terrace End Bowling Club) be confirmed for housing.
2. That the Chief Executive be directed to further investigate the need, design and location of any public green space to support the repurposing of 17 Summerhays Street for housing as part of the necessary amendments to the District Plan and/or resource consent process.
3. That the Chief Executive be directed to initiate a District Plan change to enable the proposed repurposing of 17 Summerhays Street for housing.
4. That it be noted that should the District Plan be amended to enable the repurposing of 17 Summerhays Street for housing, the District Plan change process will include public submissions and an assessment of potential environmental effects, including those identified in submissions received on the Future Use of 17 Summerhays Street Statement of Proposal.
5. That it be noted that should the Council wish to repurpose 17 Summerhays Street for housing in advance of a District Plan change, the Council could consider a resource consent application.

Clause 37-21 above was carried 15 votes to 0, the voting being as follows:

**For:**

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

38-21

**Committee Work Schedule**

Moved Aleisha Rutherford, seconded Patrick Handcock ONZM.

The **COMMITTEE RESOLVED**

1. That the Planning & Strategy Committee receive its Work Schedule dated October 2021.

Clause 38-21 above was carried 15 votes to 0, the voting being as follows:

**For:**

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

The meeting finished at 10.17am

Confirmed 10 November 2021

**Chairperson**

## REPORT

**TO:** Planning & Strategy Committee

**MEETING DATE:** 10 November 2021

**TITLE:** Proposal from Ngāti Hineaute Hapu Authority Kohanga Reo to relocate to Opie Reserve

**PRESENTED BY:** Kathy Dever-Tod, Manager - Parks and Reserves

**APPROVED BY:** Sarah Sinclair, Chief Infrastructure Officer  
David Murphy, Chief Planning Officer

### RECOMMENDATIONS TO COUNCIL

1. That the Council adopt the option to lease approximately 2,200m<sup>2</sup> of Opie Reserve to the Ngāti Hineaute Hapu Authority Kohanga Reo and repurpose the balance of Opie Reserve for housing, subject to the Reserves Act 1977 process (Option 2).
2. That the Council work with the Department of Conservation to release the balance of Opie Reserve not required by the Ngāti Hineaute Hapu Authority Kohanga Reo from Crown derived reserve status to enable the land to be repurposed for housing, subject to the Reserves Act 1977 process.
3. That the Chief Executive be directed to work with the appropriate Government agencies to prepare housing development options for the balance of Opie Reserve not required by the Ngāti Hineaute Hapu Authority Kohanga Reo and report back to Council.

### SUMMARY OF OPTIONS ANALYSIS FOR

<b>Problem or Opportunity</b>	The Ngāti Hineaute Hapu Authority Kohanga Reo approached the Council for permission to use part or all of Opie Reserve to expand their existing Kohanga Reo.  Opie Reserve could potentially be released from Crown derived reserve status and used for residential housing development as well as community purposes.
<b>OPTION 1:</b>	<b>Existing use – Opie Reserve remains a neighbourhood reserve.</b>
Community Views	Community views will not be sought, as there is no Reserves Act community consultation process with this option.
Benefits	Existing open green space is retained.

Risks	The Council would pass up the opportunity to work with the Kohanga Reo and Kainga Ora to address existing community needs through re-purposing a currently under-utilised area of reserve land.
Financial	There are no financial implications with this option.
<b>OPTION 2:</b>	<b>Shared Use – Opie Reserve is leased in part to the Ngāti Hineaute Hapu Authority Kohanga Reo; and the balance of Opie Reserve is repurposed for housing development.</b>
Community Views	Community views would be sought during a Reserves Act community consultation process.
Benefits	A currently under-utilised piece of reserve land is used to help address other community needs.  The Council contributes positively to Maori education and the City's housing shortage.
Risks	The community would no longer have access to the existing open green space at this location.  The community may not support disposal of reserve land for a commercial housing development.
Financial	This option requires further discussion with Government agencies, regarding releasing part of the Crown derived reserve from its reserve status, before the financial implications are known.
<b>OPTION 3:</b>	<b>Exclusive use (Kohanga Reo) – all of Opie Reserve is leased to the Ngāti Hineaute Hapu Authority Kohanga Reo.</b>
Community Views	Community views would be sought during a Reserves Act 1977 community consultation process.
Benefits	Opie Reserve is utilised to meet an identified need within the local community within which it is situated.  The Council would not have to release the reserve from its Crown derived reserve status.  The Council would be supporting increased access to Te Reo in the Highbury Community.
Risks	The community would no longer have access to the existing open green space at this location.  It is unusual for the Council to commit all of a reserve to an early education facility, and this may not be supported by the community.
Financial	The Council would receive a modest income of \$150 per annum from the lease.

<b>OPTION 4:</b>	<b>Exclusive (Housing) - all of Opie Reserve is released from its Crown derived reserve status and repurposed for housing.</b>
Community Views	Community views would be sought during a Reserves Act 1977 community consultation process.
Benefits	<p>A currently under-utilised piece of reserve land is used to help address other identified community needs.</p> <p>The Council would be positively contributing to improving housing supply in the area</p> <p>The Council is likely to make a return on investment from the housing development (subject to a detailed business case).</p>
Risks	<p>The community would no longer have access to the existing open green space at this location.</p> <p>The community may not support the use of this reserve land for housing.</p>
Financial	This option requires further discussion with Government agencies, regarding releasing all of the Crown derived reserve from its reserve status, before the financial implications are known.
<b>OPTION 5:</b>	<b>Exclusive Use – Community Facilities. 50% of the site is leased to the Ngāti Hineaute Hapu Authority Kohanga Reo, and the other 50% remains as reserve and/or land banked for future appropriate community facilities to service the Highbury community.</b>
Community Views	Community views would be sought during a Reserves Act 1977 community consultation process.
Benefits	<p>The community would retain access to some of the existing open green space.</p> <p>A currently under-utilised piece of reserve land is used to help address identified community needs.</p> <p>The Council would not have to release the reserve from its Crown derived reserve status.</p> <p>The Council would be supporting increased access to Te Reo in the Highbury Community.</p> <p>The Council retains the land, which it could use to help service new community requirements that may arise after the Kainga Ora housing development is completed in the area.</p>
Risks	<p>The area of existing open space available to the community would be reduced in size.</p> <p>The community has no certainty over how the remaining open green space would be used in the future.</p>
Financial	The Council would receive a modest income of \$150 per annum from the lease.

## RATIONALE FOR THE RECOMMENDATIONS

### 1. OVERVIEW OF THE PROBLEM OR OPPORTUNITY

- 1.1 Ngāti Hineaute Hapu Authority Kohanga Reo approached the Council with a proposal to move their existing service to Opie Reserve, so that they could build a new Kohanga Reo to allow their expanding service to grow.
- 1.2 During the 2012 property review, Opie Reserve was identified as a reserve that was under-utilised for recreation due primarily to its proximity to Monrad Park. The reserve is Crown derived; and was established by the Crown to serve its new Housing Corporation development in the Highbury and Opie Place area.
- 1.3 This Crown derived status meant that in 2012, despite the under-utilisation of Opie Reserve, the Council did not pursue its disposal for other purposes, such as residential housing.
- 1.4 New advice from both the Property Group and Department of Conservation (DOC) suggest that the reserve could be released from reserve status for the development of housing without significant difficulty. Once released, the land would still need to go through a district plan change process.
- 1.5 Given the change of circumstances, Council officers approached Kainga Ora for their perspective on potential development of this reserve, as they are close to beginning a planning process for this area to improve and upgrade their housing stock. Their comments suggest that they are supportive of the Kohanga Reo proposal and see potential for the site to also have housing development, in a mixed-use scenario.

### 2. BACKGROUND AND PREVIOUS COUNCIL DECISIONS

#### Previous Council Decisions

- 2.1 In 2012 the Council completed a review of its property portfolio. The review was tasked with the rationalisation of Council-owned property, including parks and reserves. This review assessed Council property against criteria to determine whether any Council land could be disposed of; or used for other community/commercial purposes without detriment to recreation.
- 2.2 Several properties were deemed as having potential for disposal as part of the 2012 review, including Opie Reserve. Opie Reserve was considered to:
  - Not have any special character, eco-system, cultural significance or heritage.

- Be unnecessary for recreation use or opportunity -being right next to Monrad Park-, have low levels of use, no community attachment and no foreseeable recreation uses given the size of Monrad Park.
- Not have any other uses – such as stormwater.
- Not have high sunk costs – no playgrounds, etc.

2.3 The legal status of Opie Reserve was also raised at the time. Opie Reserve became reserve land when the Crown set it aside as reserve land to facilitate housing development by the Housing Corporation.

2.4 Opie Reserve is Crown derived, which means the Palmerston North City Council, if it decides to dispose of the reserve, must offer it back to the Crown first. If the Crown has no use for the land, then the land is sold with the Crown taking 50% of the sale price and the Council taking the other 50%.

2.5 This means that the Council could not dispose of the reserve for housing, without the Crown having first confirmed that they have no other identified use for the land. The Crown would need to follow an internal process which provides each Ministry with the opportunity to register its interest in the land.

2.6 It was noted that the reserve was land that could be used for other community purposes; until 2005 the reserve had a Scout Hall on it. Following the 2012 property review, the Council did not repurpose Opie Reserve.

**Strategic Direction**

2.7 The strategic direction of the Council has changed since the 2012 property review.

2.8 The 2021 Connected Communities Strategy and Plan contain actions to support and fund communities and for-purpose organisations to build community, neighbourhood and organisational capacity and capability. The establishment of a kohanga reo or community facility at Opie Reserve would be consistent with this direction.

2.9 The City Growth Plan contains an action to investigate the reuse of underutilised Council and government land for housing. In considering the 2021 Housing Capacity Assessment, Council resolved that investigations be undertaken to determine whether under-utilised reserves, including sports fields, could be partially or fully repurposed for housing. The re-purposing of Opie Reserve (partially or fully) for housing would be consistent with this direction.

2.10 The Housing Capacity Assessment identifies that 5,000 additional houses will need to be built over the next 10 years to meet projected housing demand and in the short-term 55% will need to be met through developing land in the existing urban area.

2.11 Alignment with the Council strategic direction is more fully addressed under options assessment in Section 4 of this report.

**Ngāti Hineaute Hapu Authority Kohanga Reo**

2.12 Ngāti Hineaute developed a strategic plan with a direction that focused on:

- Urban Marae.
- Opportunity for employment for Māori.
- Focus on engaging with Te Reo.

2.13 The first Kohanga Reo was started by the Hapu in 2002, in a private residence in Cardiff Street. In 2014 the building and the Hapu became the only Ministry of Education licensed Kohanga Reo in the City. To secure the licence, a lease agreement was entered into with the Council for the Kohanga Reo to occupy a small section of Tui Reserve, and the Ministry allowed the park to count as part of the required outdoor space.

2.14 The licence has a roll cap of 18 children. The Kohanga Reo is at capacity. While they do not hold a waiting list, it is estimated that around the same number of children (18) are wanting to attend the Kohanga Reo at present. Officers, on behalf on the Council as owner of the park, are now working with the Hapu to assess the Kohanga Reo proposal to move from their current location to Opie Reserve.

2.15 The proposal for the Kohanga Reo to move to another Council reserve, is not a matter that has been bought before the Council to date.

**The Proposal**

2.16 Kāinga Ora (Housing New Zealand Corporation) will begin work on a masterplan for state housing in the Opie Reserve area in the coming months. The Hapu would like to work with Kāinga Ora and the Council to incorporate the provision of education into the redevelopment.

2.17 The Hapu contacted the Council regarding the potential for the Kohanga Reo to relocate and build a new facility at Opie Reserve, given that the reserve is in the centre of the housing redevelopment area, as shown in Figure 1.

2.18 Considering the findings from the 2012 Property review, Officers completed a preliminary analysis of the area and concluded that the site was amenable to the activity and warranted further investigation.



**Figure 1 – Location of Opie Reserve within the wider Highbury area**



**3. OPIE RESERVE**

- 3.1 Opie Reserve is located between Wilson Crescent and Opie Place, in Highbury. The residential area bordering the reserve is predominantly Kāinga Ora housing.
- 3.2 Access to the reserve is from both Wilson Crescent and Opie Place, as shown in Figure 2. The reserve is adjacent to the Kawau Stream. The reserve is approximately 4,200m<sup>2</sup> in size.
- 3.3 The site was formally the site of a Scout Hall, which was relocated in 2005. There has been no formal use of this site, e.g. sports grounds or lease, since that time, and very little casual use – given the proximity of Monrad Park with its high level of amenity. There are no built structures on the reserve.
- 3.4 The Council reserve distribution criteria aspires to have open space within 500m walking distance of all residential properties. Opie Reserve is situated near Tui Park, Marriner Reserve and Monrad Park, and close to Takaro Park. If Opie Reserve was no longer available for recreation purposes, the 500m walking distance criteria would still be achieved.

**Figure 2 – Location of Opie Reserve**



- 3.5 Opie Reserve is across the road from Monrad Park; a large reserve with sports fields and playgrounds. This provides a high level of recreation amenity to the area.
- 3.6 As outlined in previous sections of this report, Opie Reserve has previously been identified by the Council as reserve land that could be used for other purposes. The reserve was therefore held in case it was required for other reserve or community uses in the future.
- 3.7 The Council is the administering body of Opie Reserve, and as such may operate under the legislative processes of the Reserves Act 1977 to enter into agreements, etc for the reserve.
- 3.8 The reserve, however, is Crown derived, as the Crown set this area aside as reserve, to be administered by the Local Authority, to service its housing developments in the area.
- 3.9 The Council would need to work with the Department of Conservation (DOC) to revoke the Crown derived reserve status if the land was to be used for other purposes or sold. Both DOC and the Property Group have advised that this is likely to be successful. This is because it is no longer necessary to hold Opie Reserve to service housing development – given the proximity of Monrad Park.

**4. DESCRIPTION OF OPTIONS**

**Option 1: Existing use – Opie Reserve remains a neighbourhood reserve.**

**Option 2: Shared Use – Opie Reserve is leased in part to the Ngāti Hineaute Hapu Authority Kohanga Reo; and the balance of Opie Reserve is released from its Crown derived reserve status for housing development (subject to a business case).**

**Option 3: Exclusive use (Kohanga Reo) – all of Opie Reserve is leased to the Ngāti Hineaute Hapu Authority Kohanga Reo.**

**Option 4: Exclusive (Housing) - all of Opie Reserve is released from its Crown derived reserve status and repurposed for housing.**

**Option 5: Exclusive Use – Community Facilities. 50% of the site is leased to the Ngāti Hineaute Hapu Authority Kohanga Reo, and the other 50% remains as reserve and/or land banked for future community facilities to service the Highbury community.**

**5. ANALYSIS OF OPTIONS**

**Option 1: Existing use – Opie Reserve remains a neighbourhood reserve.**

5.2 During the 2012 Property review, Opie Reserve was identified as a reserve that could easily accommodate other uses.

5.3 That review also regarded the Crown-derived status of the reserve as a key impediment to Opie Reserve being used for other purposes – such as housing development. The Council now understands that this is not a prohibitive impediment.

5.4 Under this option the Council would continue to hold the reserve as reserve and assess any future opportunities as they emerged.

**Option 2: Shared Use – Opie Reserve is leased in part to the Ngāti Hineaute Hapu Authority Kohanga Reo; and the balance of Opie Reserve is released from its Crown derived reserve status for housing development (subject to a business case).**

5.6 The minimum size for a neighbourhood reserve is 2,500m<sup>2</sup>. Opie Reserve is 4,000m<sup>2</sup> and flat, and could accommodate the Kohanga Reo, and a small playground for the children, and still function as an effective neighbourhood reserve, or for other community purposes.

Benefit to the Council

5.7 The reserve is generally unused (being so close to Monrad Park), and the proposal would save the Council grounds maintenance costs.

5.8 The Council could convert underutilised reserve land into a space that will fit the kaupapa of the new Kāinga Ora housing development.

Historical Precedent

5.9 The Council has a long history of assisting in the provision of services which support the wellbeing of young children, by providing land leases. There are currently 13 such facilities on reserve land. They are:

- Campbell St Kindergarten
- Hokowhitu Kindergarten
- Kelvin Grove Kindergarten
- Riverdale Kindergarten
- Roslyn Kindergarten
- Milverton Kindergarten
- Alexander Park – Te Reotupua Awapuni Kohanga Reo Ltd.
- Ngāti Hineaute Hapu Authority Kohanga Reo (has a lease over a small section of Tui Park).
- Park Rd Playcentre
- Terrace End Playcentre
- Ashhurst Plunket
- Hokowhitu Plunket
- Roslyn Plunket

5.10 Options for leasing land to a Kohanga Reo are consistent with previous decisions of Council regarding the use of reserve land.

Strategic Fit:

5.11 The Policy for the Use of Public Space (page 6) contains several criteria for assessment of applications to use public space.

In considering an application to use public space, and particularly where there are competing applications for the use of public space or high demand for a public space, the Council considers whether the event or activity aligns with the six criteria contained within the policy.

5.12 An assessment against the policy, of the proposal for the use of Opie Reserve, is presented in Table One.

**Table One: Assessment against Policy for the Use of Public Space**

Criteria	Assessment
Supports the achievement of the Council's goals	The Kohanga Reo proposal is consistent with Council plans: <i>Community Services and Facilities</i> Goal to “Prioritise Maori resources and collections – particularly related to Kaupapa Reo Maori – Maori Language Policy 2013” and the Healthy Community Plan to “work with Maori and other

	partners to promote the achievement of the Whānau Ora outcome goal 'Toi te kupu, te mana, to ora – Maori living longer, fuller and culturally rewarding lives''.
Is accessible to the wider community	Full immersion Te Reo at the Kohanga Reo is available to all members of the community but is limited in terms of numbers of children able to safely and adequately learn, to the maximum licence number.
Adds to the variety of events or activities available in Palmerston North	The Kohanga Reo adds to the variety of full immersion language learning and contributes to learning a New Zealand official language.
Enhances any precinct identities (eg. Broadway as a hospitality precinct)	The Kohanga Reo is planned to compliment the new Housing NZ development in this housing precinct as a key early childhood learning facility for Maori.
Provides an experience (rather than a simple commercial exchange)	The local community will be able to experience Te Reo as a language, as local tikanga and as a tool through full emersion.
Does not significantly limit the availability of space for general community use	The reserve is currently largely unused as Monrad Park, the main park in this area, is close by an has a range of amenities. The proposed lease space leaves enough reserve land to function as a neighbourhood reserve (meeting all criteria).

5.13 This mixed-use option aligns well with the Council's strategic direction for housing, and requirements under the National Policy Statement for Urban Development. Repurposing underutilised Council land for housing is one mechanism to achieve this.

Implementation:

5.14 The Ngāti Hineaute Hapu Authority Kohanga Reo has identified a minimum footprint for upgrade and development as being between 2,000 and 2,500m<sup>2</sup>. This size would allow the Kohanga to establish a building of between 320 and 400m<sup>2</sup>. This is the size required to grow the current enrolment and would allow for outdoor facilities and some car parking.

5.15 It should be noted that under this option there may be additional need for carparking, landscaping etc. This has not been investigated.

- 5.16 Under a shared use option approximately 2,000m<sup>2</sup> of land would be left. The blue (Kohanga Reo) and green (Housing) areas marked in Figure 3 shows how this might look. The exact location would be negotiated with Kainga Ora to best compliment their planned developments.
- 5.17 If the Council were to release the green area in Figure 3 for sections, it would yield approximately four 400m<sup>2</sup> housing lots.
- 5.18 Kainga Ora have provided the following comments on this proposal:

*PNCC Parks Team spoke with Kāinga Ora principal spatial planner Anna Wood to discuss the potential future use of Opie Reserve and Ngāti Hineaute Hapu Authority Kohanga Reo Hapu Authority's proposal. Kāinga Ora is keen to support the communities of Highbury and is currently considering how best to do so via its homes, land and investments; this work is in an internal process at present but Kāinga Ora will connect further with PNCC about this at a future date. Support was offered to the concept of the kohanga reo relocating to the reserve site, coupled with the potential for the remainder of the site to be considered for housing development opportunities. The site's proximity to the neighbourhood centre, local schools, open space and public transport routes supports its use for housing. Kāinga Ora and PNCC staff will remain connected about the reserve site and Kāinga Ora offered to contribute to exploring options for the site if the Council looks to progress such.*

**Figure 3 – Shared use of Opie Reserve**



Financial:

- 5.19 It should be noted that should the Council adopt this option, officers will work with the appropriate government agencies to determine the potential

options for housing at Opie Reserve, including any financial considerations, and will report these back to Council.

**Option 3: Exclusive use (Kohanga Reo) – all of Opie Reserve is leased to the Ngāti Hineaute Hapu Authority Kohanga Reo.**

- 5.21 Paragraphs **5.7- 5.12** are also of relevance to this option.
- 5.22 The Ngāti Hineaute Hapu Authority Kohanga Reo has requested that, ideally, they would like to lease the full 4,200m<sup>2</sup>. They would then plan a full Kohanga Reo, generous parking facilities and outdoor area, including a welcome whare.
- 5.23 Under this option the Council would not need to negotiate the release of the land from its Crown derived status, as the Kohanga Reo could potentially occupy the site while it retained its reserve status.
- 5.24 This option would require a full Reserves Act consultation process under Sections 119 and 120, as an education facility is not a “recreation activity”. It is however a social activity; and can as such be incorporated into the reserve provided the Council consults with the community, receives feedback, and provides the opportunity for objectors/supporters to give feedback in person, before deciding.

**Option 4: Exclusive (Housing) - all of Opie Reserve is released from its Crown derived reserve status and repurposed for housing.**

- 5.26 Under this option the Council would repurpose the entire Opie Reserve site for housing. Like Summerhays Reserve, this option would also require a rezoning process, or a resource consent before housing could be developed.
- 5.27 Strategic Fit: This option aligns well with the Council's strategic direction for housing and requirements under the National Policy Statement for Urban Development. Repurposing underutilised Council land for housing is an action in the 2021 City Growth Plan.
- 5.28 Opie Reserve is 4,200m<sup>2</sup>, and the Council would be able to accommodate approximately ten 350m<sup>2</sup> sections on the site. Over 30 houses could be built if a multi-unit approach was pursued.
- 5.29 Financial: It should be noted that should Council adopt this option, officers will work with the appropriate government agencies to determine the potential options for housing at Opie Reserve, including any financial considerations, and will report these back to Council.

**Option 5: Exclusive Use – Community Facilities. 50% of the site is leased to the Ngāti Hineaute Hapu Authority Kohanga Reo, and the other 50% remains as reserve and/or land banked for future community facilities to service the Highbury community.**

- 5.31 Paragraphs **5.6 and 5.8-5.12, 5.14-5.15** are also of relevance to this option.

- 5.32 Under this option, approximately half the reserve would be set aside for future development, or community aspirations/needs. This is consistent with the decision made by the Council during the 2012 Property review.
- 5.33 This option provides no certainty to the community regarding how the balance of the land would be used in the future.

## **6. CONCLUSION**

- 6.1 Ngāti Hineaute Hapu Authority Kohanga Reo has approached Council to lease Opie Reserve to build a new, larger Kohanga Reo to service the Highbury community.
- 6.2 Opie Reserve could also be used for housing, should the Department of Conservation decide to release the reserve from its Crown derived reserve status.
- 6.3 Given the nature of the proposals – for both education and housing, Council approached Kainga Ora for advice.
- 6.4 Kainga Ora expressed their support for a mixed model use of the reserve – servicing both education and housing needs.
- 6.5 Option 2 enables the Council to develop part of the land for housing and still meet the needs of the Ngāti Hineaute Hapu Authority Kohanga Reo.

## **7. NEXT ACTIONS**

- 7.1 Commence negotiations and shared planning with Ngāti Hineaute Hapu Authority Kohanga Reo and Kainga Ora.
- 7.2 Commence discussions with appropriate government agencies regarding releasing part of Opie Reserve from its crown derived reserve status, and the options for repurposing this portion of the reserve for housing.
- 7.3 Report housing options to a meeting of the Planning and Strategy Committee.

## **8. OUTLINE OF COMMUNITY ENGAGEMENT PROCESS**

- 8.1 Community engagement will occur as part of the Reserves Act process to release land from its Reserves Act Status.



**COMPLIANCE AND ADMINISTRATION**

Does the Committee have delegated authority to decide? If Yes quote relevant clause(s) from Delegations Manual	<b>No</b>
Are the decisions significant?	<b>No</b>
If they are significant do they affect land or a body of water?	<b>No</b>
Can this decision only be made through a 10 Year Plan?	<b>No</b>
Does this decision require consultation through the Special Consultative procedure?	<b>No</b>
Is there funding in the current Annual Plan for these actions?	<b>Yes</b>
Are the recommendations inconsistent with any of Council's policies or plans?	<b>No</b>
The recommendations contribute to Goal 3: A Connected and Safe Community	
The recommendations contribute to the achievement of action/actions in Connected Communities The actions are: Lease Council land and facilities to 'for-purpose' organisations in line with the (draft community support policy) Build and maintain relationships with local communities of identify, interest and place to understand and support their strengths and aspirations	
Contribution to strategic direction and to social, economic, environmental and cultural well-being	The 2021 Connected Communities Strategy and Plan contain actions to support and fund communities and for-purpose organisations to build community, neighbourhood and organisational capacity and capability. The establishment of a kohanga reo or community facility at Opie Reserve would be consistent with this direction. The 2021 Housing Capacity Assessment and City Growth Plan contain actions to investigate the reuse of underutilised Council and government land for housing. The re-purposing of Opie Reserve (partially or fully) for housing would be consistent with this direction.

**ATTACHMENTS**

Nil



## **COMMITTEE WORK SCHEDULE**

**TO:** Planning & Strategy Committee

**MEETING DATE:** 10 November 2021

**TITLE:** Committee Work Schedule

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### **RECOMMENDATION(S) TO PLANNING & STRATEGY COMMITTEE**

1. That the Planning & Strategy Committee receive its Work Schedule dated November 2021.

### **ATTACHMENTS**

1. Committee Work Schedule November 2021 [↓](#) 

## PLANNING & STRATEGY COMMITTEE

### COMMITTEE WORK SCHEDULE – NOVEMBER 2021

Item No.	Estimated Report Date	Subject	Person Responsible	Current Position	Date of Instruction/ Point of Origin
1.	December 2021	Draft Support and Funding Policy - Hearing and Summary of Submissions	Chief Planning Officer		Council 6 October 2021 Clause 120-21
2.	TBA	Transport Portfolio	Councillor Brent Barrett		
3.	<del>December</del> February 2022	Draft Stormwater Bylaw – Hearing and Summary of Submissions	Chief Planning Officer		8 September 2021 Clause 32-21
4.	February 2022	Draft Procurement Policy targeting social and environmental impact	Chief Financial Officer	Policy with senior management	19 August 2019 Clause 54.3
5.	<del>March</del> February 2022	Draft Trade Waste Bylaw – Hearing and Summary of Submissions	Chief Planning Officer		11 August 2021 Clause 25-21
6.	March 2022	Options Council could pursue to address 'street racer' activity in Palmerston North	Chief Infrastructure Office / Chief Planning Officer		20 October 2021 Clause 35-21
7.	June 2022	Palmerston North Civic and Cultural Precinct Masterplan – Update Report	Chief Planning Officer	Project setup	1 April 2019 Clause 16.1 11 August 2021 Clause 27-21
8.	December 2022	Palmerston North Civic and Cultural Precinct Masterplan – Final Report	Chief Planning Officer		1 April 2019 Clause 16.1
9.	TBC 2022	Licensing, Regulatory and Service Provision Tools for Waste Minimisation, and Impact Council Service Provision has on Commercial Sector	Chief Infrastructure Office / Chief Planning Officer		11 August 2021 Clause 24-21
10.	TBC 2022	Draft Waste Management and Minimisation Bylaw – Approval for Consultation	Chief Planning Officer		11 August 2021 Clause 24-21

Oasis # 13971441