



PAPAIOEA
PALMERSTON
NORTH
CITY

PALMERSTON NORTH CITY COUNCIL

AGENDA

COMMUNITY RESILIENCE & SUSTAINABILITY COMMITTEE

9:00 AM, WEDNESDAY 10 JUNE 2026

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

MEMBERS

Lorna Johnson (Chair)
Brent Barrett (Deputy Chair)
Grant Smith (The Mayor)

Mark Arnott
Rachel Bowen
Vaughan Dennison
Lew Findlay (QSM)
Hayden Fitzgerald
Leonie Hapeta
Bonnie Kuru

Debi Marshall-Lobb
Billy Meehan
Orphée Mickalad
Karen Naylor
William Wood
Kaydee Zabelin

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

Waid Crockett

Chief Executive | PALMERSTON NORTH CITY COUNCIL

COMMUNITY RESILIENCE & SUSTAINABILITY COMMITTEE MEETING

10 June 2026

ORDER OF BUSINESS

1. Karakia Timatanga

2. Apologies

3. 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.

4. 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.

5. Public Comment

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

- | | | |
|------------|---|----------|
| 6. | Presentation - Enable New Zealand | Page 7 |
| 7. | Confirmation of Minutes | Page 9 |
| | That the minutes of the Community Resilience & Sustainability Committee meeting of 20 May 2026 Part I Public be confirmed as a true and correct record. | |
| 8. | Roslyn Community Hub Update | Page 19 |
| | Memorandum, presented by Martin Brady, Senior Community Development Advisor. | |
| 9. | Community Centres Improvement Plan Update | Page 83 |
| | Memorandum, presented by Amy Viles, Manager Community Development and Martin Brady, Senior Community Development Advisor. | |
| 10. | Council Infrastructure accessibility initiatives | Page 93 |
| | Memorandum, presented by Glenn Bunny, Manager Property and Project Management, Tyler da Silva, Manager Transport and Development, Kathy Dever-Tod Manager Parks and Reserves. | |
| 11. | Research Report - District Plan & Public Health | Page 105 |
| | Memorandum, presented by Jo Ross, Senior Planner and Jono Ferguson-Pye, Manager City Planning. | |
| 12. | Committee Work Schedule - June 2026 | Page 175 |
| 13. | Karakia Whakamutunga | |

14. Exclusion of Public

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
15.	<p>Confirmation of the minutes of the Community Resilience & Sustainability Committee meeting of 20 May 2026 Part II Confidential</p>	<p>For the reasons set out in the Community Resilience & Sustainability Committee meeting of 20 May 2026, held in public.</p>	

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].

PRESENTATION

TO: Community Resilience & Sustainability Committee

MEETING DATE: 10 June 2026

TITLE: Presentation - Enable New Zealand

RECOMMENDATION TO COMMUNITY RESILIENCE & SUSTAINABILITY COMMITTEE

- 1. That the Community Resilience & Sustainability Committee receive the presentation for information.**
-

SUMMARY

Scott Ambridge, Chief Executive, from Enable New Zealand will deliver a presentation providing an overview of the organisation and the services it delivers.

ATTACHMENTS

Nil

PALMERSTON NORTH CITY COUNCIL

**Minutes of the Community Resilience & Sustainability Committee Meeting
Part I Public, held in the Council Chamber, First Floor, Civic Administration
Building, 32 The Square, Palmerston North on 20 May 2026, commencing at
9.09am.**

Members Present: Lorna Johnson (in the Chair) and Councillors Brent Barrett, Mark Arnott, Rachel Bowen, Vaughan Dennison, Lew Findlay, Hayden Fitzgerald, Leonie Hapeta, Debi Marshall-Lobb, Billy Meehan, Orphée Mickalad, Karen Naylor, William Wood and Kaydee Zabelin.

Members Present online: Councillor Bonnie Kuru

Apologies: The Mayor (Grant Smith) for late arrival on Council Business

Karakia Timatanga

Councillor Lorna Johnson opened the meeting with karakia.

23-26 Apologies

Moved Lorna Johnson, seconded Brent Barrett.

The **COMMITTEE RESOLVED**

1. That the Committee receive the apologies.

Clause 24-26 above was carried 15 votes to 0, the voting being as follows:

For:

Councillors Lorna Johnson, Brent Barrett, Mark Arnott, Rachel Bowen, Vaughan Dennison, Lew Findlay, Hayden Fitzgerald, Leonie Hapeta, Bonnie Kuru, Debi Marshall-Lobb, Billy Meehan, Orphée Mickalad, Karen Naylor, William Wood and Kaydee Zabelin.

24-26 Public Comment

Shaun David Kay made a public comment. He provided a short overview to encourage attendance at the Rotary Youth Music Festival.

Moved Lorna Johnson, seconded Brent Barrett.

The **COMMITTEE RESOLVED**

1. That the Committee receive the public comment.

Clause 24-26 above was carried 15 votes to 0, the voting being as follows:

For:

Councillors Lorna Johnson, Brent Barrett, Mark Arnott, Rachel Bowen, Vaughan Dennison, Lew Findlay, Hayden Fitzgerald, Leonie Hapeta, Bonnie Kuru, Debi Marshall-Lobb, Billy Meehan, Orphée Mickalad, Karen Naylor, William Wood and Kaydee Zabelin.

25-26

Presentation - Age Friendly Palmerston North

Kerry Hocquard, Secretary, and Russell Hallam, Chair, of Age Friendly Palmerston North presented to the Committee.

Russell and Kerry provided an overview of the background of Age Friendly Palmerston North, outlining its purpose, activities, and the role the group plays in representing the interests of the community. They also raised a concern regarding the potential implications for the group, including its certification, should the Council proceed with amalgamation in line with central Government announcements.

Moved Lorna Johnson, seconded Brent Barrett.

The **COMMITTEE RESOLVED**

1. That the Committee receive the presentation for information.

Clause 25-26 above was carried 15 votes to 0, the voting being as follows:

For:

Councillors Lorna Johnson, Brent Barrett, Mark Arnott, Rachel Bowen, Vaughan Dennison, Lew Findlay, Hayden Fitzgerald, Leonie Hapeta, Bonnie Kuru, Debi Marshall-Lobb, Billy Meehan, Orphée Mickalad, Karen Naylor, William Wood and Kaydee Zabelin.

The Mayor (Grant Smith) entered the meeting at 9.38am after consideration of clause 25. He was not present from clauses 23 to 25.

26-26

Presentation - Butterfly Compassion Community

Trina Sheridan, Co-Founder and Chair, and Ella Moffat, Deputy Chair, of Butterfly Compassion Community

The presentation is appended to these minutes.

Moved Lorna Johnson, seconded Brent Barrett.

The **COMMITTEE RESOLVED**

1. That the Committee receive the presentation for information.

Clause 26-26 above was carried 16 votes to 0, the voting being as follows:

For:

The Mayor (Grant Smith) and Councillors Lorna Johnson, Brent Barrett, Mark Arnott, Rachel Bowen, Vaughan Dennison, Lew Findlay, Hayden Fitzgerald, Leonie Hapeta, Bonnie Kuru, Debi Marshall-Lobb, Billy Meehan, Orphée Mickalad, Karen Naylor, William Wood and Kaydee

Zabelin.

27-26 Butterfly Compassion Community - Occupancy Arrangements at 82 Waldegrave Street

Report, presented by Perene Green, Property Officer.

The Committee moved into confidential session at 10.32am to discuss the attachment to this item. The Committee asked questions of the presenting officer on this and other commercial properties in the Council portfolio. No resolutions were put. The session closed at 10.43am.

Councillor Dennison moved an additional motion to provide short-term financial relief to the lessee.

Moved Lorna Johnson, seconded Brent Barrett.

The COMMITTEE RESOLVED

That the public be excluded for Item 8: Butterfly Compassion Community – Occupancy Arrangements at 82 Waldegrave Street to discuss commercially sensitive information related to the commercial lease referenced in this Item. This resolution is made under LGOIMA s.7(h) and (i) in order to protect the position of both the tenant and Council, which outweighs the general public interest.

Clause Error! Reference source not found. above was carried 16 votes to 0, the voting being as follows:

For:

The Mayor (Grant Smith) and Councillors Lorna Johnson, Brent Barrett, Mark Arnott, Rachel Bowen, Vaughan Dennison, Lew Findlay, Hayden Fitzgerald, Leonie Hapeta, Bonnie Kuru, Debi Marshall-Lobb, Billy Meehan, Orphée Mickalad, Karen Naylor, William Wood and Kaydee Zabelin.

The Committee returned to public session at 10.45am and then adjourned.

The meeting resumed at 11.03am.

Moved Lorna Johnson, seconded Brent Barrett.

The COMMITTEE RESOLVED

2. That Committee consider the future occupancy arrangements for Butterfly Compassion Community Incorporated (BCC) at 82 Waldegrave Street and determine one of the following options:

- a. Approve public consultation on granting BCC a community occupancy agreement under Council's Support and Funding Policy.

Clause 27-26 above was carried 12 votes to 4, the voting being as follows:

For:

The Mayor (Grant Smith) and Councillors Lorna Johnson, Brent Barrett, Mark Arnott, Rachel Bowen, Vaughan Dennison, Lew Findlay, Leonie Hapeta, Bonnie Kuru, Debi Marshall-Lobb, Billy Meehan and Kaydee Zabelin.

Against:

Councillors Hayden Fitzgerald, Orphée Mickalad, Karen Naylor and William Wood.

Moved Vaughan Dennison, seconded Debi Marshall-Lobb.

The **COMMITTEE RECOMMENDS**

3. That there be a change to the current lease terms from 1 June 2026 to allow for a 50% reduction to the commercial lease, unless superseded by the outcome of the process agreed above.

Clause 27-26 above was carried 14 votes to 2, the voting being as follows:

For:

The Mayor (Grant Smith) and Councillors Lorna Johnson, Brent Barrett, Rachel Bowen, Vaughan Dennison, Lew Findlay, Leonie Hapeta, Bonnie Kuru, Debi Marshall-Lobb, Billy Meehan, Orphée Mickalad, Karen Naylor, William Wood and Kaydee Zabelin.

Against:

Councillors Mark Arnott and Hayden Fitzgerald.

28-26

Signs and Use of Public Places Bylaw (Election Signs) - Hearing of Submissions

Councillor Billy Meehan left the meeting at 12.01pm, during this item.

Moved Lorna Johnson, seconded Brent Barrett.

The **COMMITTEE RESOLVED**

1. That the Community Resilience & Sustainability Committee receive the submissions and hear submissions from presenters who indicated their wish to be heard in support of their submission.
2. That the Committee note the Procedure for Hearing of Submissions, as described in the procedure sheet.

Clause 28-26 above was carried 15 votes to 0, the voting being as follows:

For:

The Mayor (Grant Smith) and Councillors Lorna Johnson, Brent Barrett, Mark Arnott, Rachel Bowen, Vaughan Dennison, Lew Findlay, Hayden Fitzgerald, Leonie Hapeta, Bonnie Kuru, Debi Marshall-Lobb, Orphée Mickalad, Karen Naylor, William Wood and Kaydee Zabelin.

The Committee considered submissions on the proposed amendments to the Signs and Use of Public Places Bylaw (Election Signs).

The following persons appeared before the Committee and made oral statements in support of their submissions and replied to questions from Elected Members.

Out of Home Media Association of Aotearoa (Alex Booker and Frank Costello) (2)

Alex and Frank spoke to their submission and made the following additional comments:

- Referenced a previous incident where their legal counsel represented a member of OHMAA engaging with Council where there were opposing interpretations of the current bylaw.
- Highlighted a conflict between ss. 10.8 and 10.9 of the bylaw and the District Plan. Clause 2.3 says the bylaw is only meant to cover things not already addressed in the District Plan, but in practice clauses 10.8 and 10.9 overlap with it.
- OHMMA support the Council's goal of improving clarity of the rules for election signs, however, they believe that the changes proposed create more confusion and do not achieve that outcome
- OHMAA are happy to work with Council to propose solutions.

ACT Party (Manawatū ACTIVATE Committee) (Steve Wrathall and Paul Mitchell) (18)

Steve and Paul spoke to their submission and made the following additional comments:

- Keen to see harmonised rules across the country which allow candidates to choose how they advertise campaign spending limits. This would allow candidates to devote their energies to campaigning rather than dealing with different local bodies with different rules.

Councillor Billy Meehan entered the meeting again at 12.06pm after this item. He was not present for clause 28.

29-26 Overview of consultation activities and submissions - proposed amendments to the Signs and Use of Public Places Bylaw (Election Signs) Memorandum, presented by Ann-Marie Mori - Policy Analyst.

Councillor Debi Marshall-Lobb left the meeting at 12.05pm.

Moved Lorna Johnson, seconded Brent Barrett.

The COMMITTEE RESOLVED

1. That the Committee receive the memorandum titled 'Overview of consultation activities and submissions - proposed amendments to the Signs and Use of Public Places Bylaw (Election Signs)'.

Clause 29-26 above was carried 15 votes to 0, the voting being as follows:

For:

The Mayor (Grant Smith) and Councillors Lorna Johnson, Brent Barrett, Mark Arnott, Rachel Bowen, Vaughan Dennison, Lew Findlay, Hayden Fitzgerald, Leonie Hapeta, Bonnie Kuru, Billy Meehan, Orphée Mickalad, Karen Naylor, William Wood and Kaydee Zabelin.

Councillor Debi Marshall-Lobb entered the meeting again at 12.10pm after consideration of clause 29. She was not present for clause 29.

30-26 Confirmation of Minutes

Moved Lorna Johnson, seconded Brent Barrett.

The **COMMITTEE RESOLVED**

1. That the minutes of the Community Resilience & Sustainability Committee meeting of 29 April 2026 Part I Public be confirmed as a true and correct record.

Clause 30-26 above was carried 16 votes to 0, the voting being as follows:

For:

The Mayor (Grant Smith) and Councillors Lorna Johnson, Brent Barrett, Mark Arnott, Rachel Bowen, Vaughan Dennison, Lew Findlay, Hayden Fitzgerald, Leonie Hapeta, Bonnie Kuru, Debi Marshall-Lobb, Billy Meehan, Orphée Mickalad, Karen Naylor, William Wood and Kaydee Zabelin.

The meeting adjourned at 12.09pm.

The meeting resumed at 1.12pm.

The Mayor (Grant Smith) and Councillors Debi Marshall-Lobb and Vaughan Dennison were not present when the meeting resumed.

31-26 Marriner Reserve - Proposal to Grant an Easement to Powerco - Deliberations Report

Memorandum, presented by Perene Green, Property Officer.

Moved Lorna Johnson, seconded Brent Barrett.

The **COMMITTEE RECOMMEND**

1. That Council grant an easement to convey electricity at Marriner Reserve, Marriner Street, Palmerston North, to Powerco.
2. That the Committee note that the land area affected by the easement for Powerco is described as Lot 3 DP 29419.

Clause 31-26 above was carried 13 votes to 0, the voting being as follows:

For:

Councillors Lorna Johnson, Brent Barrett, Mark Arnott, Rachel Bowen, Lew Findlay, Hayden Fitzgerald, Leonie Hapeta, Bonnie Kuru, Billy Meehan, Orphée Mickalad, Karen Naylor, William Wood and Kaydee Zabelin.

32-26

Community Reference Groups - Terms of Reference Review

Memorandum, presented by Martin Brady, Senior Community Development Advisor.

The Mayor (Grant Smith) and Councillors Debi Marshall-Lobb and Vaughan Dennison entered the meeting again at 1.22pm during consideration of clause 32. They were not present for clause 31.

Moved Lorna Johnson, seconded Brent Barrett.

The COMMITTEE RECOMMENDS

1. That Council agree the revised Terms of Reference for Community Reference Groups, with an amendment to s.1.5 so that the Terms of Reference will be reviewed triennially.
2. That Council note that the provision for the acknowledgement payment to include the Heritage Reference Group is subject to budget being agreed in the 2026-2027 Annual Budget.

Clause 32-26 above was carried 16 votes to 0, the voting being as follows:

For:

The Mayor (Grant Smith) and Councillors Lorna Johnson, Brent Barrett, Mark Arnott, Rachel Bowen, Vaughan Dennison, Lew Findlay, Hayden Fitzgerald, Leonie Hapeta, Bonnie Kuru, Debi Marshall-Lobb, Billy Meehan, Orphée Mickalad, Karen Naylor, William Wood and Kaydee Zabelin.

Moved Karen Naylor, seconded Vaughan Dennison.

The COMMITTEE RESOLVED

Note:

On an amendment (to recommendation 1): "That Council agree the revised Terms of Reference for Community Reference Groups, with an amendment to s.1.5 so that the Terms of Reference will be reviewed triennially."

The amendment was carried 16 votes to 0, the voting being as follows:

For:

The Mayor (Grant Smith) and Councillors Lorna Johnson, Brent Barrett, Mark Arnott, Rachel Bowen, Vaughan Dennison, Lew Findlay, Hayden Fitzgerald, Leonie Hapeta, Bonnie Kuru, Debi Marshall-Lobb, Billy Meehan, Orphée Mickalad, Karen Naylor, William Wood and Kaydee Zabelin.

33-26

Annual Youth Wellbeing Update

Memorandum, presented by Remy Waldteufel-Irvine, Youth Services Team Leader.

Moved Lorna Johnson, seconded Kaydee Zabelin.

The COMMITTEE RESOLVED

1. That the Committee receive the memorandum titled 'Annual Youth Wellbeing Update' presented to the Community Resilience & Sustainability

Committee on 20 May 2026.

Clause 33-26 above was carried 16 votes to 0, the voting being as follows:

For:

The Mayor (Grant Smith) and Councillors Lorna Johnson, Brent Barrett, Mark Arnott, Rachel Bowen, Vaughan Dennison, Lew Findlay, Hayden Fitzgerald, Leonie Hapeta, Bonnie Kuru, Debi Marshall-Lobb, Billy Meehan, Orphée Mickalad, Karen Naylor, William Wood and Kaydee Zabelin.

Moved Lorna Johnson, seconded Kaydee Zabelin.

The **COMMITTEE RESOLVED**

2. That the Committee refer an additional \$30K annually for the Youth Wellbeing Programme (including an annual Youth Wellbeing Forum and financial support for subsequent youth initiatives) to the 2027-2037 Long-Term Plan process.

Clause 33-26 above was carried 12 votes to 4, the voting being as follows:

For:

The Mayor (Grant Smith) and Councillors Lorna Johnson, Brent Barrett, Rachel Bowen, Vaughan Dennison, Lew Findlay, Leonie Hapeta, Bonnie Kuru, Debi Marshall-Lobb, Orphée Mickalad, William Wood and Kaydee Zabelin.

Against:

Councillors Mark Arnott, Hayden Fitzgerald, Billy Meehan and Karen Naylor.

34-26

Bi-annual Sustainability Report

Memorandum, presented by Olivia Wix, Manager Communications.

Moved Lorna Johnson, seconded Brent Barrett.

The **COMMITTEE RESOLVED**

1. That the Committee receive the Sustainability Report 2026 (Attachment 1) presented to the Community Resilience & Sustainability Committee on 20 May 2026.

Clause 34-26 above was carried 15 votes to 1, the voting being as follows:

For:

The Mayor (Grant Smith) and Councillors Lorna Johnson, Brent Barrett, Mark Arnott, Rachel Bowen, Vaughan Dennison, Lew Findlay, Leonie Hapeta, Bonnie Kuru, Debi Marshall-Lobb, Billy Meehan, Orphée Mickalad, Karen Naylor, William Wood and Kaydee Zabelin.

Against:

Councillor Hayden Fitzgerald.

35-26

Committee Work Schedule - May 2026

Moved Lorna Johnson, seconded Brent Barrett.

The **COMMITTEE RESOLVED**

1. That the Community Resilience & Sustainability Committee receive its Work Schedule dated May 2026.

Clause 35-26 above was carried 16 votes to 0, the voting being as follows:

For:

The Mayor (Grant Smith) and Councillors Lorna Johnson, Brent Barrett, Mark Arnott, Rachel Bowen, Vaughan Dennison, Lew Findlay, Hayden Fitzgerald, Leonie Hapeta, Bonnie Kuru, Debi Marshall-Lobb, Billy Meehan, Orphée Mickalad, Karen Naylor, William Wood and Kaydee Zabelin.

Karakia Whakamutunga

Councillor Lorna Johnson closed the meeting with karakia.

The meeting finished at 2.20pm.

Confirmed 10 June 2026.

Chair

MEMORANDUM

TO: Community Resilience & Sustainability Committee

MEETING DATE: 10 June 2026

TITLE: Roslyn Community Hub Update

PRESENTED BY: Martin Brady, Senior Community Development Advisor

APPROVED BY: Danelle Whakatihi, General Manager Customer & Community

RECOMMENDATION TO COMMUNITY RESILIENCE & SUSTAINABILITY COMMITTEE

1. That the Committee receive the memorandum titled, 'Roslyn Community Hub Update' presented to the Community Resilience & Sustainability Committee on 10 June 2026.
-

1. ISSUE

- 1.1 Community hubs can provide residents with welcoming, accessible and safe spaces within neighbourhoods to gather, undertake recreational and educational activities, and receive services. Palmerston North City Council currently supports a wide range of community facilities across the city, including community centres, community houses and community libraries.
- 1.2 Community submissions to the Long-Term Plan 2024-2034 requested Council to consider an identified need by the community to establish a community hub in Roslyn. As a result, a report was presented to Council on [7 May 2025](#) which outlined previous research into the potential for a community hub in the eastern suburbs of Palmerston North City.
- 1.3 This memorandum is an update on activity undertaken following the May 2025 report.

2. BACKGROUND

- 2.1 The suburb of Roslyn is located in the north-eastern quarter of Palmerston North. The 2023 Census data indicated a population of 6033. Ethnic diversity is a defining characteristic of Roslyn, with 67.9% of residents identifying as European/Pākehā, 25% as Māori, 17.1% as Asian, 7.9% as Pacific peoples, and 2.8% belonging to a range of additional ethnicities.¹ This diversity contributes to the cultural richness of the

¹ [Palmerston North City, vs Roslyn \(Palmerston North City\), Place and ethnic group summaries | Stats NZ](#)

community and influences local needs in areas such as education, social services, and community engagement.

- 2.2 In the [Oranga Papaioea City Strategy](#), Council aspires to create a connected and safe community, where people have accessible and appropriate social support, access to safe and accessible community places, and access to services and facilities that are inclusive and appropriate for their needs.
- 2.3 A steering group was established in 2025 to progress the development of a community hub in Roslyn. These organisations include REACH (Roslyn Education & Community Health), House Next Door, MASH Trust, and ACROSS Te Kotahitanga o te Wairua.
- 2.4 Officers have good long-standing relationships with these organisations and have worked alongside these services to progress this community-led project.
- 2.5 The steering group has led the direction and pace of the work over the past 12 months. The focus has been overseeing a feasibility study, which included community engagement.

3. FEASIBILITY STUDY OVERVIEW

- 3.1 With Council support, the steering group engaged Mana Pacific to undertake a feasibility study to assess the viability and potential impact of establishing a community hub in Roslyn.
- 3.2 Mana Pacific subsequently produced the *Roslyn Community Hub Feasibility Study* report, attached to this memorandum. The report identifies Roslyn’s community strengths, needs and aspirations, captures stakeholder perspectives, and recommends potential governance, operational and spatial models for a future hub.
- 3.3 The feasibility study found that Roslyn would benefit from a central, accessible and community-led hub. It also identified several matters relevant to its development, particularly the preferred governance model, the nature and suitability of the physical facility, and the roles of key partners and stakeholders.
- 3.4 The study highlighted Roslyn’s key strengths as its people: a diverse, proud community with a strong sense of belonging. It also noted that the suburb’s cultural diversity, including Māori, Pacific and migrant communities, is widely celebrated and regarded as a significant community asset.
- 3.5 The study also mentioned several valued local facilities and places in Roslyn, including Freyberg Pool, Roslyn Library, local churches and schools. Recent social housing upgrades were noted as having contributed to improved stability for many families.

3.6 Community engagement was a key feature of the study. Through a range of engagement methods, 154 participants identified several themes important to the Roslyn community:

- Food insecurity (reliance on kai pantries, difficulty affording basics).
- Mental health support, especially for youth and whānau with complex challenges.
- Social cohesion and safety: isolation, language barriers for former refugee and migrant groups, concerns about crime/gangs.
- Youth activities: limited safe, structured options for teenagers.
- Accessibility: infrastructure challenges for residents (quality of footpaths) as well as mixed experience with public transport

Library

3.7 The feasibility study also provided consideration to the role of Roslyn Library in any future development. It stated that the library appears to function already as a small-scale community hub, even though it is not described as having the scale, facilities or capacity to meet the wider needs identified for Roslyn.

3.8 The study presents the library as a trusted and well-used local place where residents access more than books: people use it for Wi-Fi, computers, arts and crafts, informal learning, social connection, and job-seeking support.

3.9 For a proposed Roslyn Community Hub, the study said the library should therefore be a key partner and anchor service, rather than simply a separate facility.

3.10 It is noted that Officers are currently exercising the right of renewal from 1 July 2026 for a further term of three years. As part of the renewal process, Officers have negotiated a variation to the lease to include an additional right of renewal for a further two-year term. This would provide for a further right of renewal to 30 June 2029, with a final expiry date of 30 June 2031.

3.11 The study concluded with a number of recommendations or preferred options moving forward and these were categorised as follows:

Operational and governance considerations

3.12 An effective governance model should be centred around community representation, sustainability and a partnered approach. An umbrella organisation such as a community-led charitable trust, supported by a representational panel, will effectively integrate a collaborative, inclusive, and shared leadership framework.

Spatial requirements

- 3.13 The study suggested that the hub would need to be a flexible, multi-use space, including co-working areas, bookable rooms, and spaces that can adapt for both small and large groups.
- 3.14 The study touched on a preferred location of Skoglund Park for a hub as it offers proximity to schools, pools, and parks. It mentioned that it believed a modular, environmentally sustainable building would be the most appropriate.

4. FEASIBILITY STUDY ANALYSIS

- 4.1 Overall, the feasibility study provides a strong foundation, particularly through its needs analysis, community engagement, hub vision, and broad governance direction.
- 4.2 There is an opportunity to further strengthen the study by adding more detailed implementation planning, clear measurable targets, financial modelling, and a structured approach to risk management.
- 4.3 The work would be strengthened by moving from a strong community-led concept into a clearer implementation pathway. There needs to be more detail about how the hub would be delivered. This should include a staged implementation plan, clear decision points, roles and responsibilities, partner commitments, and a realistic timeline from planning through to opening and ongoing operation.
- 4.4 The report identifies financial sustainability, staffing, safety, security and community buy-in as risks, but there is a need for it to be developed into a costed and managed framework. There is a need for measurable targets and a stronger outcomes framework so progress can be tracked over time.
- 4.5 Further investigation of a suitable location or building should be paused until there is a more detailed understanding of the hub's operational, spatial and financial requirements.
- 4.6 The steering group will continue to meet and progress the points above to be in a position in the future to present a coherent and practical framework for the community hub.

5. CONCLUSION

- 5.1 Roslyn is a suburb with comparatively high and complex wellbeing needs; however, it has a limited number of social services and community wellbeing agencies based in the suburb.

- 5.2 The feasibility study concludes that Roslyn would benefit from a central, accessible, community-led hub. Such a hub could help address deprivation, fragmented services, barriers to participation, and gaps in community infrastructure and social cohesion.
- 5.3 The steering group believes there is need for more substantial details on several key areas, namely: implementation detail, measurable targets, financial modelling, and structured risk management.
- 5.4 The steering group believes this project should be community-led, with support from Council and other organisations and services. The pace and direction of the project should be determined by the community.
- 5.5 In summary, the proposal for a hub in Roslyn remains compelling but not yet investment ready and as such the resource provision in the 2024-2034 Long-Term Plan should remain in Year 7 (2030/31) with no further action required at this time.

6. NEXT STEPS


- 6.1 Officers will continue work alongside the steering group (including MASH Trust, ACROSS, House Next Door and REACH) to progress the project further.
- 6.2 Officers will present another update report to the relevant Committee for further consideration once the steering group have addressed the considerations outlined in the feasibility study and developed an implementation approach.

7. COMPLIANCE AND ADMINISTRATION

Does the Committee have delegated authority to decide?	Yes
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 objectives?	No
Are the recommendations inconsistent with any of Council’s policies or plans?	No
The recommendations contribute to: Whāinga 3: He hapori tūhonohono, he hapori haumarū Goal 3: A connected and safe community	
The recommendations contribute to this plan: 7. Mahere tautāwhi hapori 7. Community Support Plan	

The objective is: Provide and support community centres, Youth Space, and Hancock Community House.	
Contribution to strategic direction and to social, economic, environmental and cultural well-being	Community facilities contribute to the achievement of community wellbeing across all four areas, due to the range of activities, services and initiatives they support.

ATTACHMENTS

1. Roslyn Community Hub Feasibility Study [↓](#) 



Roslyn Community Hub Feasibility Study Report

Prepared for: Palmerston North City Council

Authors: Dr Tracie Mafile’o, Daniel Taylor, Aburi Kusilifu,
Fa’aeafale’upolu Samuelu

Date: 17th December 2025

Table of Contents

Table of Contents 2

List of Figures 3

List of Tables 3

Executive Summary..... 1

Introduction 3

Background: Why a Feasibility Study? 3

Roslyn 4

Exploring Community Hubs: Context and Impact 8

Objectives of Feasibility Study 10

Approach 11

 Methods and participants 11

Key Insights 13

 1. Strengths, needs and aspirations of the Roslyn community..... 14

 Strengths..... 14

 Needs..... 18

 Aspirations 22

 2. Stakeholders’ perspectives, expectations, potential contributions and concerns 24

 Everyday practical support 24

 Cultural access and inclusion 25

 3. How a community hub can enhance the current services available in Roslyn 25

 Bringing community together 25

 Extending the reach of centralised services and programmes..... 26

 4. Success factors and risks of a Roslyn community hub 27

 Success factors..... 27

 Risks 29

 5. Effective governance and operational models 31

 6. Spatial requirements..... 31

 7. Expected outcomes for residents 33

Preferred Options 34

References 35

Appendices..... 37

 Appendix 1: Maps 37

 Appendix 2a: Survey questions..... 40

 Appendix 2b: Survey results..... 43

 Appendix 3: Drop-in session poster 46

 Appendix 4: Focus group guide 47

Appendix 5: Individual interview guide	48
Appendix 6: Photovoice information sheet	49
Appendix 7a: Co-design information sheet	52
Appendix 7b: Co-design workshop outline	54
Appendix 8: Mana Pacific Consultants and team	55

List of Figures

Figure 1: Map of Roslyn (Google Maps)	5
Figure 2: Median household income for Roslyn and New Zealand (Stats NZ, 2025)	6
Figure 3: Percentage of population by New Zealand index of socioeconomic deprivation (Stats NZ, 2025)	6
Figure 4: Percentage of population with at least one activity limitation by age for Roslyn and New Zealand (Stats NZ, 2025)	7
Figure 5: Palmerston North, Roslyn Boundary	377
Figure 6: Roslyn Stakeholders within boundary	388
Figure 7: School Zoning for Schools within Roslyn Boundary	399

12

List of Tables

Table 1: Methods and Participants	12
Table 2: Expected Outcomes	33

Executive Summary

Roslyn is a suburb of Palmerston North located 3 kilometres north-east of city centre. As a community, Roslyn would benefit greatly from the improved support, activity, accessibility, and connectivity that a community hub embodies. A successful community hub is community-led, financially resilient, adaptive, inclusive, and deeply engaged with local strengths and needs. It builds strong partnerships, offers diverse services, and demonstrates tangible social impact.

This feasibility study explored the strengths, needs, and aspirations of the Roslyn community, as well as key stakeholder perspectives on the establishment of a community hub. It examined how a hub could enhance current services, identified success factors and risks, and considered effective operational and governance models, spatial requirements, and expected outcomes.

The Roslyn community hub is envisioned as a central, easy-to-access place that welcomes everyone, especially those who struggle to access services elsewhere. By gathering services in one location, it aims to better support the community and ease the burden on existing resources.

Approach and Engagement

Asset-Based Community Development was the underpinning approach informing this feasibility study, along with participatory and co-design principles that enabled the voices of the community to rise up and take priority. We engaged the community using a survey, drop-in sessions, interviews, photovoice and a co-design workshop. There were 154 people who engaged in this feasibility study through these various methods.

Key Findings

Community Strengths:

The greatest strength of the Roslyn community lies in its people—their diversity, pride, and sense of belonging. While some residents have lived there for many decades, other people are new to the community but already feel the sense of town pride and aroha. A strong sense of belonging is what informs peoples values and beliefs in Roslyn and there was no shortage of stories about the different community assets such as the churches, services, pool, parks, library and more. Social Housing also features as a strength but also has its own challenges with high resident turn over.

Community Needs:

While people in Roslyn take pride in their community, many still face significant challenges and barriers. Elderly residents and young people, in particular, featured highly as groups who need lots of wrap around accessible support options, including health services, programs, and activities. The high turnover in social housing can cause instability for some residents. Other groups, such as migrant and refugee families, also have important needs related to food security, overcoming language barriers, and feeling included and able to participate in community life.

Aspirations

Participants involved in this study spoke about their aspirations to overcome the barriers they face that reduce their opportunities to become involved in activities, strengthen their wellbeing, and improve their digital literacy and employment prospects. There is also a

strong aspiration for dedicated spaces where youth and elderly can participate and contribute to the community.

Contributions and Opportunities

Everyday practical support and opportunities for cultural access and inclusion emerged as central themes in participants' feedback. Community members emphasised the importance of having a welcoming space where everyone feels safe and empowered to contribute and participate. Such a space would not only foster a sense of belonging but also create more opportunities for residents to share their skills, cultures, and experiences. This, in turn, strengthens the community's capacity to give back and support one another.

Success Factors

Building strong cross-agency partnerships and fostering cross-cultural engagement are essential for creating diverse and inclusive pathways that serve Māori, Pasifika, migrant, and refugee communities. Ensuring the community hub is both community-led and accessible, enables genuine collaboration and empowers people to work together toward shared goals.

Risks

Despite the Roslyn community's strong sense of resilience and pride, stakeholders identified several key risks that must be addressed to ensure the success of the community hub. Financial sustainability is a significant concern alongside staff wellbeing. Additionally, ensuring the safety of young people is a major priority. Providing dedicated spaces and meaningful activities for youth is seen as crucial, both to support their wellbeing and to reduce the risk of vandalism or antisocial behaviour. Addressing these risks proactively will be vital for the long-term success and positive impact of the hub.

Operational and Governance Considerations

An effective governance model should be centred around community representation, sustainability, and a partnered approach. An umbrella organisation such as a community-led charitable trust, supported by a representative panel, will effectively integrate a collaborative, inclusive, and shared leadership framework.

Spatial Requirements

The community hub will need a space that has multiple uses which includes spaces for co-working, bookable and spaces that can adapt to small and large sizing. Participants also spoke to the importance of an effective outdoor area which includes spaces for different ages such as having a cafe, playground, gardens and community kitchen.

Conclusion

This feasibility study demonstrates a commitment to community needs and strengths as well as opportunities and pathways. A community hub needs to be co-designed with strong local leadership supported by a sustainable governance and funding framework. The community hub has great potential to support and enhance the capacity of existing services and create more accessibility and cohesion for long-term community pride and resilience. These findings determine the next steps in terms of planning and investment for the Roslyn Community Hub.

Introduction

Mana Pacific was engaged to conduct a feasibility study about the possibility of a community wellbeing hub in the Roslyn suburb of Palmerston North, New Zealand. Diverse in age, ethnicities and socio-economic status, Roslyn is a growing community. The community reflects a rich cultural makeup, including Māori and Pacific populations, as well as Pākehā and other migrant communities. Given the diversity of the Roslyn community, the feasibility study for a Roslyn community hub explored gaps in social services, enhance community resilience, and emphasise community belonging. By understanding and responding to the unique needs of the Roslyn community, this initiative aims to create a sustainable support network that empowers individuals and families by promoting wellbeing.

The call for the possibility of a Roslyn community hub came from a collaboration between REACH Roslyn, ACROSS and The House Next Door. The aim is to create a transformative initiative that enhances the wellbeing of the Roslyn community. The proposed community hub represents a commitment to creating a centralised social community space that will serve as a central point for residents to come together and find support through increased networks and whakawhanaungatanga. Through our observations and kōrero with local stakeholders and residents, it is clear that many individuals and families in Roslyn are finding themselves navigating a complex and often overburdened system of support services in the social services, health and education sector. The need for more integrated, culturally aware and accessible solutions are key to promoting cohesion and aroha.

A proposed community space that is designed to be inclusive, welcoming, and culturally responsive to the needs of the Roslyn community is not only a mission but is a must. This initiative not only draws knowledge and data from existing services and organisations in Roslyn but also aims to fill the gaps identified by the community itself through a co-design process. The information from this study will not only assess the project's viability but also identify critical factors that will ensure its success through a SWOT analysis process. We understand that the voices of families, and whānau are integral for a robust process as their lived experiences will give us invaluable insights into the historical context and the possible future.

Background: Why a Feasibility Study?

Community organisations – specifically ACROSS, REACH Roslyn, the House Next Door and the MASH Trust – formed an informal steering group to discuss about launching a new community space in Roslyn (Palmerston North City Council, 2025, May 7). The concept is for an integrated social community space to deliver services to a community with few support resources. The current service delivery model is over-whelmed and pressured and a welcoming and accessible space will be important to build the community capacity and deliver in an under-resourced area.

In response to a request from the above community organisations for investment in a community hub in Roslyn, Palmerston North City Council (PNCC) agreed to “to support further investigation of the feasibility and community views of a community hub in Roslyn” (Palmerston North City Council, 2025, May 7, p. 9). On the 29th of May 2025 as part of the Long-Term Plan 2023-34 deliberations, PNCC resolved (G47) that “the Chief Executive provide a report to Council outlining property options in Roslyn [...] to support delivery of community services” and that “the report should include a full review of existing and relevant reports to summarise the needs identified and to inform what the next steps

would be, which might include a feasibility study and or engagement.” Palmerston North City Council, 2025, May 29). In a related resolution (G17) on 29 May 2024, PNCC made budget allowance of \$1.5m towards a Roslyn new community hub facility.

The feasibility study examined the concept of a centralised hub where various services work together under one roof to positively impact the lives of individuals within the Roslyn community. Those who are at risk or facing adverse health and wellbeing outcomes will gain from this comprehensive and culturally responsive community hub model. It is crucial that people who will potentially be supported by this service take a lead role in the development of that service.

Roslyn

Roslyn is a community that could benefit from the improved support, activity, accessibility, and connectivity that a community hub embodies.

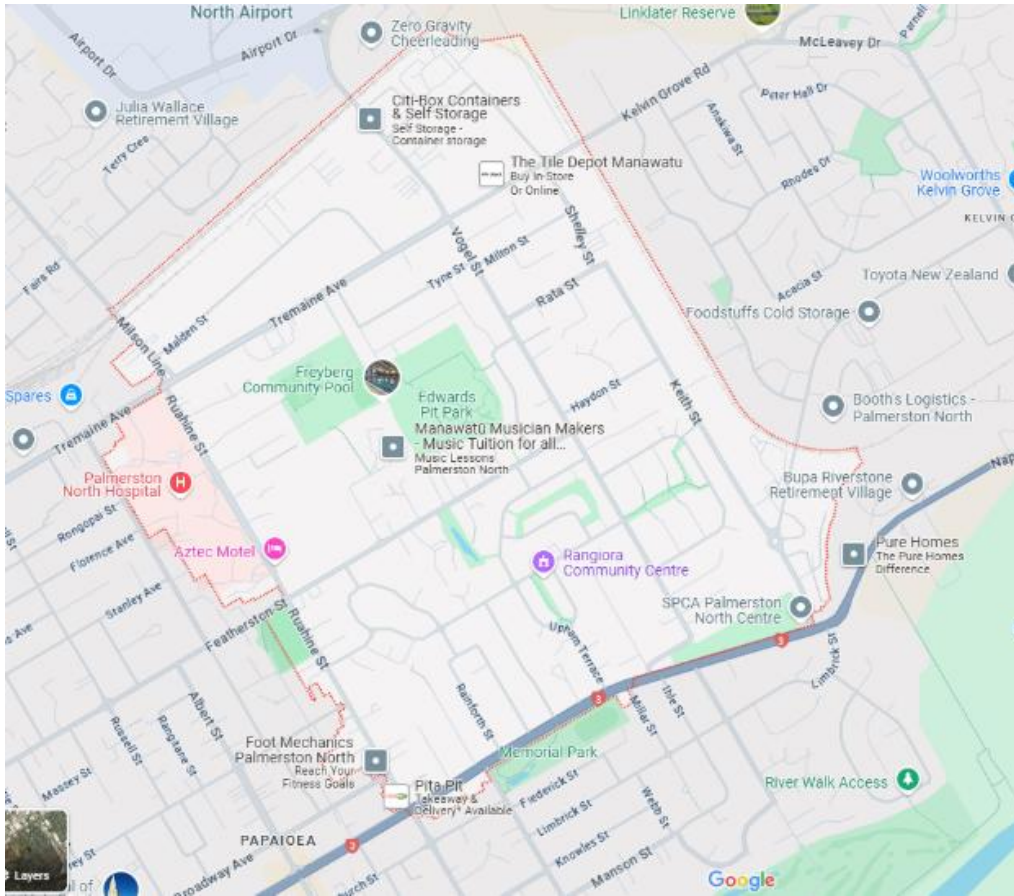
In this section, a brief history of the Roslyn suburb and geographical area is given. Additional and relevant statistical information from the 2023 Aotearoa New Zealand Census is given that summarises some of the characteristics of the Roslyn population, providing context of the need for improved support services that a community hub would bring.

Roslyn is a suburb of Palmerston North located 3 kilometres north-east of the central city (see Figure 1). It is bounded on the north by Milson, on the east by [Kelvin Grove](#), the south by [Terrace End](#) and the west by Ruahine Street ([Palmerston North Hospital Area](#)).

It is acknowledged that Rangitane, as Mana Whenua, have their own knowledge and history of the geographical area and how their people engaged with the land and waterways of what is now known as the Roslyn area. However, in more recent history, Roslyn, was originally known as Ross Block after the Ross family who purchased the land in 1902 and was known by this name until 1948 (Personal Communication). According to Wikipedia (2025) while the land was sold back to the Government in 1940, at this stage it was still known as Ross and then Rossmont due to its geographic location in Palmerston North (higher elevation). The suburb was then named Roslyn and while at the time it was difficult because there was also another suburb in Dunedin with the name Roslyn. This made things difficult for the NZ Post to differentiate the mail delivery. Nonetheless, Roslyn has been known by many names according to locals over the years: Ross, Rossmont, Ross Block, Roslyn.

Development as an urban area began with the first state housing built in the 1930s (Wijeysingha, 2023). Roslyn now contains a mix of residential, industrial, and public services areas, though is primarily a residential suburb which had a population of 2,451 at the 2023 Census (Stats NZ, 2025; Wijeysingha, 2023).

Figure 1: Map of Roslyn (Google Maps)



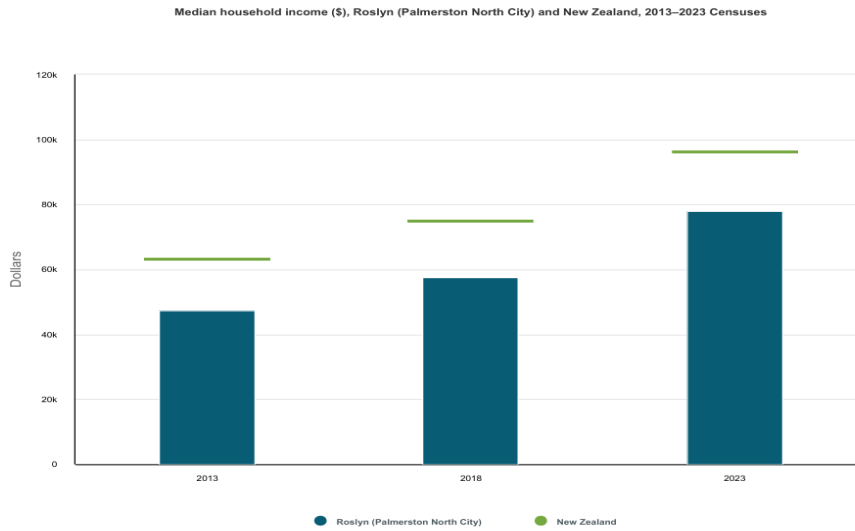
There were 912 households in the 2023 census, comprising 1,206 males and 1,218 females. A high percentage of LGBTIQ+ live in Roslyn: 7.7% (189 people) compared with 4.9% nationally. The percentage is much higher for Māori LGBTIQ+: 14.9% (84 people) compared to 6.5% nationally.

The median age was 33 years (compared with 38.1 years nationally), with 20.8% aged under 15 years, 24.2% aged 15 to 29, 42.2% aged 30 to 64, and 12.6% aged 65 or older making it a slightly younger population than the national average.

Ethnicities were 66.7% [Pākehā](#), 23.3% [Māori](#), 8.4% [Pacific peoples](#), 19.3% [Asian](#), and 2.3% other ethnicities. People may identify with more than one ethnicity. The percentage of people born overseas was 25.2, compared with 28.8% nationally.

Of those at least 15 years old, 17.1% had a bachelor's or higher degree, and 18.9% had no formal qualifications. The median personal income of adults was \$39,500 according to the 2023 census, compared with \$41,500 nationally. However, in 2023 the household median income for Roslyn was only \$77,900 compared to \$97,000 nationally.

Figure 2: Median household income for Roslyn and New Zealand (Stats NZ, 2025)

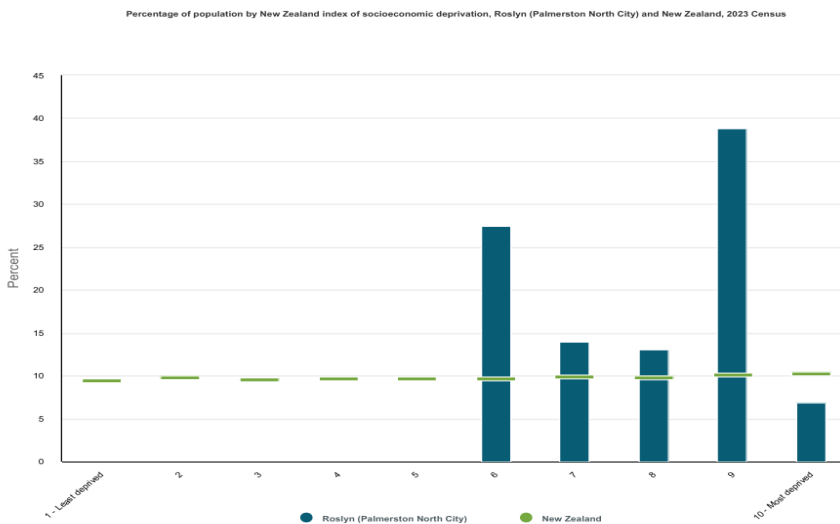


Home ownership in 2023, at 50.3%, was significantly lower (-15.7%) than the national level of 66.0%, with a higher than national levels of damp and mould.

The employment status of those at least 15 was that 52.6% people were employed full-time, 11.9% were part-time, and 3.7% were unemployed.

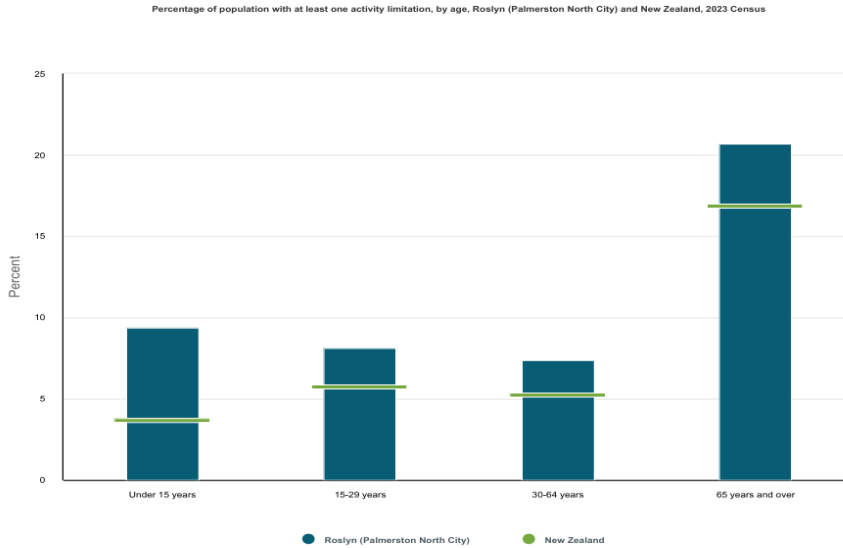
Roslyn’s socioeconomic deprivation rating (1=least deprived, 10=most deprived) is particularly noteworthy, with 100% of the suburb rated no lower than 6 and almost half (45.7%) rated 9 or 10 on the socioeconomic deprivation scale.

Figure 3: Percentage of population by New Zealand index of socioeconomic deprivation (Stats NZ, 2025)



The Roslyn population experiences higher levels of activity limitation in all facets (seeing, hearing, walking, remembering, washing, communicating) than the national average.

Figure 4: Percentage of population with at least one activity limitation by age for Roslyn and New Zealand (Stats NZ, 2025)



As Palmerston North city has grown, and wider socio-economic conditions have simultaneously reduced funding and elevated demand for social services, suburbs like Roslyn have experienced an increase in socio-economic deprivation and a lack of community development.

The *Community Places Research Report* found that community facilities had not followed the growth of Palmerston North meaning fewer community facilities have developed towards the outer edges of the city. Some stakeholders expressed concerns regarding availability, accessibility, suitability, and management, with some of the existing community facilities (COMMUNITY PLACES, 2022)

The *Roslyn Survey 2023* recognised a lack of sufficient welfare services, a lack of community trust, and issues related to drug and alcohol use, food poverty, and gang activity. Roslyn has not had the attention that other socio-economically challenged but generally well-served suburbs like Highbury have and is in need of a comprehensive assessment and evaluation of formal and informal networks “necessary for community development” (Wijeyesingha, 2023, p. 6).

As the statistical information and recent research has shown, Roslyn is a community that could benefit greatly from the improved support, activity, accessibility, and connectivity that a community hub embodies. The following section explores the nature of community hubs and some of the research that demonstrates the potential impact a community hub can have.

Exploring Community Hubs: Context and Impact

A successful community hub is community-led, financially resilient, adaptive, inclusive, and deeply engaged with local strengths and needs. It builds strong partnerships, offers diverse services, and demonstrates tangible social impact.

Community hubs are multi-purpose locations providing a range of community informed services and activities that address the needs and aspirations of the residents in the local neighbourhood (My Community Locality, 2016; Trup et al., 2019). A community hub is most often operated out of a repurposed existing building or a purpose-built facility that can host the range of organisations, private and public agencies, and other service providers (My Community Locality, 2016). Examples of the kind of services and activities provided by community hubs: family support, including parents and their children; support, advice, and activities for young people and for the elderly; health and wellbeing activities; counselling; employment support; childcare; library services; multi-cultural support, advice, and information, for migrants and refugees (Across, 2024; My Community Locality, 2016).

Johnstone et al. (2016) researched and described three models of community hubs:

- Bottom-up community-led community hubs addressing the broad range of concerns for local marginalised communities.
- Middle-out initiatives primarily managed by collaborative organisations and institutions which aim to build the capacity of community members by providing accessible resources.
- Top-down community hub initiatives are more focused on deriving a social return on investment (SROI), often driven by STEM (Science, Technology, Engineering, and Mathematics) education.

A community hub may contain elements of each model, and all models expressed commonalities: they are accessible, diverse, multi-purpose spaces, used for study, work, entrepreneurship, and play, which “engage targeted and/or incidental communities through capacity building initiatives (Johnstone et al., 2016 p. 4).

Governance of a community hub varies depending on the hub’s model, location, and purpose, but they are typically run and managed by a dedicated community organisation or committee “but in other instances they may be owned or managed by a public agency such as a housing association, or local authority but with substantial input and influence from the community” (My Community Locality, 2016, p. 9). Existing collaborations and relationships between community organisations may inform the governance structure which should reflect the diversity of the community (Hāpuku et al., 2024).

An understanding of the strengths and challenges of community hub management and sustainability is key to the long-term success of a hub. Research in the Aotearoa New Zealand context found that community hubs were strengthened by:

- Building on local strengths and existing relationships
- Starting with the right people at the table

- Listening attentively and reflexively and adjusting as you go
- Identifying and modelling shared values
- Consensus decision-making before action
- Engaging with Te Tiriti principles to set direction
- Adapting together for increased collaboration
- Understanding cultural values to work together
- Recognising all contributions
- Moving at a pace that allows all to join (Hāpuku et al., 2024).

Richards et al. (2018) identified that successful community hubs that are financially sustainable, are able to acquire and develop assets and diversify income streams, develop and maintain strong partnerships, and remain engaged with the local community. Trup et al. (2019) found “there is no single sure-fire business model for financial success”, rather “the quality of leadership and governance, and local contextual factors... are more important than particular income-generating or cost-controlling strategies” (p. 7).

Financial sustainability is one of the biggest issues facing community hubs (My Community Locality, 2016; Te Pū Harakeke, 2024; Trup et al., 2019). Trup et al. (2019) found that “community hub organisations walk a financial tightrope” (p. 5). Fluctuations in income levels including access to grants, funds, and other revenue streams can significantly impact a community hub’s ability to provide adequate support services:

Enterprising and resilient Community hubs need an income to be sustainable and ensure they will be there in years to come. A range of income sources is usually required to cover all of the costs for looking after the building, and running the activities, e.g. grants, donations, hiring out space, delivering contracts, etc. Effective community hubs make use of good ideas and resources within the community and are able to adapt to changing circumstances (MyCommunity.org, 2021, p. 12).

Sourcing and maintaining the building housing a community hub can be an issue in communities that already lack infrastructure, though once established, the hub is an asset that can improve income while also uplifting community pride and identity. Regular review of the operation of the hub informed by ongoing and interactive community engagement and feedback can help ensure the community hub remains responsive to the changing needs of the community it serves (My Community Locality, 2016).

An evaluation of the National Community Hubs Program (NCHP) in Australia focused on the impact of the NCHP across four pillars:

- Engagement: supporting families to connect and engage with their community.
- Early childhood: supporting learning and development of children and preparing children for school.
- English language: supporting culturally diverse families to learn and practise English.
- Vocational pathways: supporting families to find employment through the development of pathways through volunteering and access to formal and informal training opportunities (Deloitte, 2024, p. 3).

The evaluation measured the social impact by the improvements in quality-of-life for participants, value of employment gained by participants, value of improved development outcomes for children, and the value of volunteering opportunities (p. 4). The evaluation revealed that every \$1 invested in the community hub program generated a social return on investment of \$3.5.

Community engagement in the design, implementation, provision, and evaluation of community hubs can lead to “more equitable, relevant, acceptable, and sustainable” outcomes” and “strengthen the quality and relevance of outputs in fields as diverse as policy development and implementation, design of engineering innovations, and health service delivery” (Hāpuku et al., 2024; p. 1-2). The community hub can also create opportunities for locally based social enterprise by providing a site for trading goods and services which both contribute to local development and provide an income for the Hub itself (My Community Locality, 2016).

The existing research provides many insights into the possible ways in which a community hub can be envisioned, designed, managed, and sustained. Extensive and ongoing consultation with, and inclusion of, a wide range of locals with lived experience of the issues faced in the community, can help ensure the effectiveness and appropriateness of services and activities provided by the community hub. A community-led approach identifies local strengths and integrates local knowledge into all levels of the hub’s structure, including its governance, which helps to ensure fair and equitable outcomes. A successful community hub builds and maintains relationships and networks, utilises a business model that is financially sustainable and flexible with multiple income streams, and values the contributions of the community. A community hub can also potentially generate exponential social returns on investment.

The objectives of the feasibility study are set out below, followed by a description of the approach utilised in this study.

Objectives of Feasibility Study

The feasibility study explored the viability of a locality-based hub in Roslyn. It is anticipated the hub will bring together social, educational, and wellbeing services into a single coordinated space. The feasibility study sets out to answer the following questions:

- (1) What are the **strengths, needs and aspirations** of the Roslyn community?
- (2) What are **key partners and stakeholders’** (mana whenua, providers, schools, youth, ethnic groups, churches and wider community) perspectives, expectations, potential contributions and concerns about a community hub in Roslyn?
- (3) How can a community hub **enhance the current services** available in Roslyn?
- (4) What are the **success factors and risks** of a Roslyn community hub (for example, operational, strategic, or community risks)?
- (5) Who has **previously been consulted** about a Roslyn community hub, and what was the nature and outcomes of these consultations?
- (6) What will be the most effective **operational and governance model** for the delivery of services through the Roslyn community hub?
- (7) What are the **spatial requirements** necessary for the Roslyn community hub to function effectively and to accommodate the aspirations of the community?

(8) What are the **expected outcomes** for residents using the Roslyn community hub?

The feasibility study serves as a valuable resource for the community providers, the Roslyn community and the PNCC, providing clear insights into how the proposed hub could achieve success.

Approach

The feasibility study approach was informed by Asset-Based Community Development (ABCD), participatory methods and co-design principles. Families, whānau and the community were actively engaged in the process, recognising that strong service user and community involvement will contribute to the hub's success. The feasibility study facilitated active collaboration and co-creation by local residents and organisations.

Integrating ABCD emphasises the inherent strengths and resources of the community rather than focusing solely on its deficits, which can lead to more sustainable and empowering outcomes (Kretzmann & McKnight, 1993). This approach enables ownership among community members, motivating them to participate actively in the initiative. Similarly, participatory methods allow for the voices of diverse community stakeholders to be heard, ensuring that the solutions developed are reflective of the community's actual needs and not perceived needs (Cavaye, 2005).

The feasibility study had four phases:

- **Phase 1: Prepare**
 - stakeholder mapping, literature scan, study plan, collateral development, ethics approval
- **Phase 2: Engage**
 - Data collection via survey, drop-in sessions, focus groups, key informant interviews, photovoice
- **Phase 3: Create**
 - Co-design group workshop, photo voice workshop
- **Phase 4: Share**
 - Feedback presentation to community, photo voice exhibition, written report

Ethical review and approval for the study was provided by the Aotearoa Research Ethics Committee (AREC25_47). The conduct of the study was guided by core values of tika, kaitiaki, manāki and whakarongo (AREC). The New Zealand Royal Society Te Apārangi *Code of Professional Standards and Ethics in Science, Technology, and the Humanities* was used to self-assess the ethical considerations.

Methods and participants

To begin, a desk review was undertaken of data and reports relevant to Roslyn and the broader Palmerston North community space, as well as literature related to community hubs (see Reference List). An outline of the desk review findings is provided in earlier sections on *Roslyn* and *Exploring Community Hubs: Context and Impact*. Stakeholder mapping was also conducted.

The feasibility study then employed a range of data collection methods, to engage a broad range of community voices (n=154). The various methods and the participants are set out in Table 1 below.

Table 1: Methods and Participants

Method	Detail	Participants	Number
Survey	Online anonymous survey (opened between 15 August 2025 and 28 November 2025). Large print paper copies were also provided at some Roslyn locations to increase accessibility (4 paper surveys were completed). See appendix 2a - 2b.	Residents, business owners, friends of Roslyn.	82
Drop-in sessions	Face-to-face brief interviews at scheduled drop-in times at Roslyn Library on 4, 5, 11, 13 and 14 November. See appendix 3.	Residents, friends of Roslyn	8
Focus group discussions	Semi-structured, face-to-face group interviews ranging from 2 to 9 per group. See appendix 4.	Existing community groups in Roslyn, residents	38
Individual interviews	Semi-structured, face-to-face individual interviews. See appendix 5.	Community leaders, key informants	17
Photovoice	Participants took photos representing their experiences and views on Roslyn strengths and needs. There were two workshops – one to prepare and one to discuss their photos. Photos then exhibited at community presentation and in public for several weeks thereafter. See appendix 6.	Youth aged 16 years to 24 years who are residents or attend school in Roslyn	9
Co-design workshop	Full day workshop for sense-making of the synthesised information from the engagement phase to create a hub prototype. See appendix 7a -7b.	Representatives from broad group of stakeholders	12
TOTAL			154

Across all the methods there was a reasonable degree of participant diversity. Of the 82 survey participants, over 60% lived in Roslyn, and those who didn't were mostly either a parent of a student in Roslyn, had family/whānau living in Roslyn or use the library there. More than 65% were in the 35-64 age range, while around 16% were 16-19 years old. Over 70% were of New Zealand European/Pākehā ethnicity, about 24% identified as Māori, 11% as Asian and about 7% as Pacific peoples – numbers which somewhat reflect the demographic in Aotearoa New Zealand.

The face-to-face qualitative data collection or sense-making engaged (n=84) youth, older persons, Māori disability community, former refugee ethnic groups, service users, community and health services leaders, and those with experience in community hubs in other parts of Palmerston North. The interview participants were also demographically diverse, similar to the survey sample. Of the participants who were interviewed in either an individual interview, focus group or drop-in session (n=63), 37 of these participants were of Pākehā ethnicity - by far the largest number compared to any other ethnic group.

This was followed by eight who identified as Pacific ethnicity, six Māori, four Bhutanese, one Filipino, one Burmese, one Afghanistan, one Japanese and four who did not say.

Of the nine youth participants who took part in the photovoice, six identified as female, two identified as male and one identified as gender diverse. Most of the participants identified as Pacific (n=6), two identified as Pākehā and one Vietnamese. Photovoice participants also varied in terms of ages and backgrounds - five were high school students and four were working.

While basic descriptive analysis was undertaken of the survey fixed response data, thematic analysis was undertaken of the interview, photovoice and open-ended survey question data.

Following data collection and initial analysis, a co-design workshop was undertaken with key stakeholders to collaboratively engage and create solutions that meet the needs of the community as well as understand the operational needs for the community hub to be sustainable. A public community presentation enabled the team to share the progress and insights emerging from the voices of the community and key stakeholders. It allowed the team to gather feedback from the community as well as celebrate the collaborative work that had been undertaken to that point.

Key insights generated from the analysis, incorporating feedback from the co-design workshop and community presentation, are presented next.

Key Insights

People are at the heart of the Roslyn community. Roslyn is a diverse community with many strengths. Through the conversations with different people/groups, it became clear that the Roslyn heart beats strong when individuals and families feel connected, safe and supported. This understanding means that any community hub must be more than a physical structure but a space of belonging and connection that is shaped for the people, by the people.

Before elaborating on the findings from the qualitative interviews, here is a summary of the results from the Roslyn Community Hub Feasibility Study survey results (see Appendix 2b):

- **Needs:** Youth engagement and elderly support were the most frequently mentioned needs. Youth programs had the strongest weighted average, followed by elderly support, indicating broad and deep community priority
- **Facilities:** Multi-purpose spaces, youth areas, and accessible amenities consistently ranked at the top in raw totals. When weighted by importance, multi-purpose spaces and youth-focused areas scored the highest, showing they are not only popular but also considered critical.
- **Services:** Health and wellbeing programs, education/training, and social support services had the highest counts. Health services and education/training programs carried the highest weighted averages, meaning respondents valued them more than other service options even if totals were similar.

The strongest priorities emerging overall from the survey are:

1. Youth engagement (facilities + programs)
2. Health and wellbeing services

3. Multi-purpose, accessible spaces

These survey findings reveal what residents value most, where they see gaps, and which facilities, services, and design features would make the biggest difference. The weighted averages help prioritise actions, ensuring that resources are directed toward the most impactful areas. Some of these insights from the survey results have been added at the end of relevant sections which follow. The insights are presented in alignment with the study's objectives, with themes explained and supported by the voices of the Roslyn community.

1. Strengths, needs and aspirations of the Roslyn community

Strengths

Roslyn strengths are its people, its places (such as parks, the pool, the library, community services, churches and schools), and social housing.

People

People are Roslyn's greatest strength. Many participants spoke to their deep sense of attachment to Roslyn, shaped by the length of time living in Roslyn and the building of generational ties. One participant expressed:

"I've lived in Roslyn my whole life and this is where I got a sense of belonging because of my church family".

Another participant also spoke to the importance of belonging and the role of the church:

"I love my community, and I will never leave here because this is where I belong with my family and my community, especially my church community".

This highlights how church communities can enable relationships where people feel safe and belonging, a place where families build and feel genuine connections.

Roslyn's cultural diversity is also a defining strength that continues to blossom. Participants spoke to the richness and diversity in Roslyn and the importance of having different ethnicities in Roslyn:

"We have a really diverse population... they have all befriended us."

"In the Roslyn area there's many ethnic communities there, like former refugee communities, but also migrants... I think that's a strength."

Another participant spoke about ensuring that refugee and migrant groups feel welcome and safe as they are too part of an ever-growing community in Roslyn:

"We have a really diverse population. When the refugees first started to come to New Zealand... we started with all the Khmer families and like that was in the 80s and 90s and then we got the Nepalese families and then we got the Burmese families and then we got the Syrian families. They have all been friended us."

One Photovoice participant spoke about how she draws her strength from her friends where they support her to be herself. This makes her feel accepted as she continues to create more memories.



"My friends bring joy, laughter, and emotional support. They accept me for who I am, and together we create memories that remind me of the beauty of shared experiences. Their presence helps me grow and keeps life vibrant...If I wasn't here [in Roslyn] then I wouldn't really have close connections I don't think..." (Photo by Maryanne)

Places

Participants also highlighted Roslyn's different places and spaces as key strengths. These places valued by the Roslyn community include the parks, the pool, the library, churches, and schools. Some participants spoke about the Roslyn library and its multi-functionality despite being a small space:

"The Roslyn library is a tiny space but beautifully used."

Another participant expressed that the library also supports people every day with different things adding to a culture of support and inclusivity:

"The library is great, and they'll help you with whatever you want... they even have food there for people who need food."

The library also serves as a place that strengthens people's capabilities and nurtures their creativity. Speaking about the library arts and crafts sessions for kids and adults to keep practising their skills, one participant stated:

"I love to show people how to be creative and to share with others... Sometimes we don't even knit, we sit and talk but love to learn at the same time."

A Photovoice participant shared a photo she took of the Roslyn library and speaks to the memories she had here with her friends.



"I often come here and enjoy the arts and crafts when I can. I also love the wifi." (Photo by Suia)

Roslyn's natural and recreational spaces is also another major strength which supports people to play, stay healthy and share experiences together. Participants spoke about Roslyn's plentiful, beautiful and accessible outdoor areas:

"In Roslyn there are lots of big green spaces and it's just beautiful."

"Just off Andrew Ave, there are these big green spaces that were created...an innovative design."

These outdoor spaces complement the structured community services by offering free, accessible, and culturally neutral environments where people can play, walk, run, take their dogs, and spend time with families and friends. This sense of belonging is further reinforced through existing programmes and activities, such as playgroups and school holiday programmes at local centres:

"This [Roslyn] is a brilliant place. I helped out at the playgroup here, my granddaughters come to the school holiday programme. It is a really brilliant thing for the community."

Pitt Park in particular was also expressed as a strength for many participants. They spoke about how important Pitt Park is as a space for wellbeing and health for all ages and different occasions:

"Kids go to Pit Park and people take their dogs."

"Pitt Park and the pools are great and are so well utilised by the community."

"Another positive is the re-generation of Pitt Park because that's another facility that also brings the community together, which has been a positive... it's a great central point...there were a few movie nights and things like that...It's now safe."

One photovoice participant also spoke about the natural environment that surrounds Pitt Park and its multi-functional use:



"The photos of Pitt Park are really important because there's lots of bush there and plants and it's a nice place to walk around... It attracts a lot of native birds and plants there as well...at school we sometimes go down there for PE and it's also a great place to walk dogs, not unless you're not a dog person." (Photos by Oscar)

Social Housing

There has been an increase in social housing in the Roslyn area. Social housing was identified as a strength because these homes are warm, dry and provide stability and opportunities for many families:

"The houses are warm and dry, and people can feel safe."

"I think social housing is great."

This reinforces the importance of residents feeling safe and belonging. Upgrades and new builds brought restored confidence and stability for many families. While health is important for social housing, one participant expressed how rebuilding social housing gives *"people a home they can be proud of."*

While many participants appreciate the importance of people feeling safe and warm in their homes, some spoke about the negative side:

"Now I have 100 new neighbours, and the infrastructure doesn't support all of the extra people across the road."

"If you're gonna put that many people and families there... fix those issues."

One photovoice participant had another perspective of the social housing house she grew up in. She expressed the beauty in her memories of her late father. This house has sentimental value to her. She expressed:



"My old house in Roslyn, this is my last memory of me and my dad...and that's where I learned how to dance and remix songs and stuff. Now I'm in the church band using my talents... This house is special because my dad passed away 3years ago in 2022. 3 of my other siblings also grew up there and it shows how long we lived there and how much it's a special place. We lived there for like 8 years." (Photo by Selyndah)

While participants feel a sense of belonging and safety in Roslyn, with the number of social housings being upgraded and new builds, there are still some underlying practical issues that need to be addressed.

Key Insights from Survey Results: Best Things About Roslyn (from Appendix 2b)

- Most Mentioned: Schools, parks, family-friendly environment, sportsgrounds, and cultural diversity are highly valued.
- Weighted Standouts: Food packages, heritage, inclusion, schools, and community halls received the highest weighted scores, indicating strong community appreciation for both practical support and cultural assets.

Needs

Needs identified in the Roslyn community are: Food support, mental health, social cohesion, youth activities and accessibility.

Food support: Food insecurity, older people vulnerability, low socio-economic groups

Food insecurity emerged as a major issue for the Roslyn community, particularly affecting older adults, low-income families, and those experiencing vulnerability. Many participants highlighted the lack of affordable and accessible food options within the area, noting that necessities are increasingly difficult to access. One participant spoke about the challenges in accessing the basic foods:

"There's no kind of affordable source of fresh fruit and veggie... A lot of the elderly... can't afford butter and bread."

Participants were clear about the difficulty for families who struggle with food insecurity and raised concern about the impact of food insecurity on health.

Others spoke about relying on food pantries and emergency food supports like Zilch outside of Roslyn, highlighting the insufficiency of current local food provisions:

"We are relying on the pantries around town and zilch."

One Photovoice participant also spoke about relying on the local community pantry due to food accessibility and affordability.



"I think it's really important to have these [kai pantries] especially because of the price of groceries now and it's not really easy for people to access foods... This is always full to the brim. There's a man, I'm not sure who he is, but he fills it up with bread and buns like every day. I see people taking it [food] all the time, so I know that it's helpful... sometimes we go down there if we need it... I have helped the man once cause, he needed help filling it..."
(Photo by Oscar)

Mental health: Lack of local support, social and mental health service gaps

Mental health was identified as a need, including the need for mental support services. Many participants expressed that there is a lack of youth focused services that are local and accessible. There was a consistent concern about young people and their wellbeing:

"Among the youth, there is a big rise of mental health but not support services to help them."

"The bad issues I've had with the kids is with the behaviour... We shouldn't have to deal with, you know, those kids... Who do you call?"

Other participants discussed how mental health services are needed in general as many families face complex challenges:

"We definitely need more centralised mental health supports in Roslyn."

"There is clearly a need for more social services and mental health services because of the area being low socioeconomic."

Others spoke to the issues around the broader systemic issues that exist where existing services may not necessarily reflect the needs of the Roslyn community underscoring the need for strategic, community-informed investment rather than generic solutions:

"I think the current services don't reflect the needs of the community and it's time we do a stock take of what's needed. It's very easy to spend a lot of money and not hit the nail."

Social cohesion: Isolation, language barriers, community spirit, gangs & crime, different worldviews and experiences

Social cohesion was also highlighted as a need in Roslyn. Isolation of individuals was an issue mentioned by a range of stakeholders, and while people community groups share a common neighbourhood, they sometimes operate in silos.

For many refugee and migrant families, long periods of displacement continue to influence the way they navigate life in Roslyn as well as Aotearoa New Zealand as a whole. One participant explained:

"They were isolated for decades in Thailand; they were not allowed to go freely in their country... they have real challenges to communicate here."

"The main challenge of our community is language barrier, we have a very big challenge to hunt for a job because mainly of the language, they are afraid of communicating... 90% of our community members cannot speak English very well."

Language barriers are an issue of communication for these, limiting their social inclusion and participation in community events, employment, doctors' visits and socialisation.

"In my community group, the main areas are language barrier, they don't know how to communicate with the medical staff, other government officials."

Safety is another concern which ultimately impacts on community spirit and cohesion. One participant described:

"Just on my way here to this interview I saw two robberies happening in broad day light. Because of my job, I could be implicated, so I didn't call the Police."

"There are gangs up there... There are struggling whanau in [street names]."

Increasing safer communities is a space that Roslyn continues to want to strengthen in order to bring forth their strengths as mentioned earlier.

Youth activities & engagement: Music, arts, sports, adequate supervision

Youth activities and engagement also emerged as a need, including different modalities such as the arts and sports. Some participants expressed:

"Need something for the youth in the 10-20 age bracket—once 20 years people can access anything, but not so for the 10-20yr bracket."

"The kids need something to do. I know basketball is popular with my grandkids."

One Photovoice participant also expressed how her gifts and talents were supported by people and spaces:

"That's where I learned how to dance and remix songs and stuff. Now I'm in the church band using my talents."

The need for relevant and more youth activities is evident in the pressure placed on existing services such as the library. Some participants expressed:

"We're [Roslyn librarians] free babysitters after school. Half the time we've got kids who are still here at five."

"A lot of the kids go down there now and... fight over the computers and on the computers."

These insights point to the need for dedicated youth engagement activities and purpose-built spaces that support wellbeing, development, and belonging for the youth of Roslyn.

Accessibility and universal designs: older people, youth, disabilities, transport, driver's licences, trades board

Accessibility was identified as a significant need across Roslyn. Accessibility affects the older population, disabled whānau, youth, and migrant families who face daily challenges navigating their lives within their community. Older people and disabled whānau highlighted difficulty in walking and using wheelchairs around town due to the uneven footpaths:

"Footpaths are bumpy from the trees... So, we go on the cycle tracks in our wheelchairs as it is better than the footpaths."

An older resident mentioned:

"The root of the trees become so overgrown that they come up through the footpaths and we need to be careful, or we could fall and really hurt ourselves."

Poorly maintained footpaths limit the opportunities for elderly and disabled to get out and socialise and for health and wellbeing. Overall, it limits their independence and participation.

Transportation is another issue. Different stakeholders spoke of limited access due to having no vehicle and therefore needing the importance of public transport. One photovoice participant mentioned that this was their main way to travel.



"I think it's important because we don't have a car and my mum has a disability, so we use the bus quite often...I find it really important to have access to public transport... it's good cause we need to get groceries, go to school and work. We don't want to have to pay to get a taxi or an uber... the bus is significantly cheaper, and we use it everyday." (Oscar)

On the other hand, some migrant communities are finding it difficult in their confidence and skills to access public transport as they are new to New Zealand. They expressed that back in their home they do not need to drive but in New Zealand it is essential. One participant said:

"It's hard for the migrants to really go out of their houses, because they know that we need to drive here in New Zealand but some of these former refugees and immigrants back home, mostly public transport."

"It's very very important...because from our experience from our migrant families, we know lots of those members are not actually driving, so they don't come to city."

While public transport for some families are good, other groups are finding it difficult to understand the public transportation system. These voices show the need for a range of accessibility support with public transport and driver's licences for all groups to fully participate in community life and living.

Key Insights from Survey Results: Biggest Needs in Roslyn (from Appendix 2b)

- Top Needs: Youth activities, mental health, general health, housing, and financial support are the most frequently cited needs.
- Weighted Priorities: Financial support and education are the most pressing, followed by youth activities, health, and isolation. This suggests a strong demand for both economic and educational interventions.

Aspirations

Roslyn community aspirations are: overcoming barriers to achieve dreams and foster potential, community wellbeing; employment and skills; and environmental sustainability.

Overcoming barriers to achieve dreams: Fostering community potential

Achieving and overcoming barriers is a theme many participants spoke too. While there were clear needs, there were also solutions and hope in the voices of the people. Many participants spoke to the potential and possibilities they see around them:

"We can't just give up when things get hard. There is so much potential in Roslyn and building the hub means we are taking steps in the right pathway... I can't wait to see what the hub looks like... we need one and deserve one."

"Everyone has a purpose and it's time we get stronger together and build a strong future for Roslyn."

This reflects a deep belief that the Roslyn community hub also gives people hope and opportunity to achieve success. This sentiment highlights community aspirations for a hub that develops and cultivates all people.

Community wellbeing: Purpose, older peoples' and youth activities services, health checks

Community wellbeing for all ages and stages was identified as a key aspiration in Roslyn. Participants across different age groups and communities spoke about the importance of everyone having the right to feel welcome in safe and thriving environments. Having activities that connect youth is an aspiration:

"The youth are impacted because there are no places for them to mingle or connect."

At the same time, adults and older persons aspired to having more activities that cultivate creativity and wellbeing where social ties are strengthened with the opportunity to meet new people. One participant said:

"The male residents could go somewhere to do male things like a garage-type scenario... fixing... that would be useful. Like the good old CWA... the ladies can go and do flower arrangements... have senior citizen afternoons."

Participants also voiced support for services that were available onsite to support them with health, legal and other social supports:

"A space for services to operate from certain days of the week... like housing advice centre, community law."

"To lighten the load on busy GPs, we should have a space for health checks that are quick and easy."

In summary, Roslyn residents want to see a healthier, brighter and thriving future.

Employment and skills: More job opportunities, digital literacy

Employment and skill development, including greater access to meaningful work opportunities and digital literacies, also emerged as a key aspiration. One participant expressed:

"I would like to know what it is like and how to contribute to a paid job, getting some work experience."

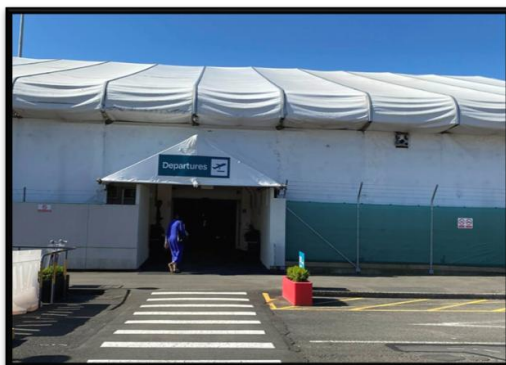
Highlighting the importance of workforce pathways into paid employment, a participant expressed the aspiration for equity:

"As people with disability we don't always want to volunteer, we want real jobs not volunteering."

This equity aspires to build on individual skills and not identify only with the disability.

In addition to employment, participants spoke about the need to gain practical skills and increase their digital capabilities, with one participant spoke to the importance of *"computer literacy for older people."*

Young people also aspired to great success and giving back to their community. One photovoice participant spoke to travelling overseas.



"I see the airport often as it's a stone throw away from Roslyn. I took this picture because it inspires me to travel and experience the world and give back to my community when I'm older." (Photo by Fa'afetai)

These insights highlight the aspirations associated with upskilling, employment opportunities and equity.

Environmental sustainability: Community gardens/kitchens/centres/cafes, environmental awareness and education

Environmental sustainability was an important aspiration for participants. Some spoke of the need to strengthen our relationship to the natural environment, and other focused on spaces such as community cafes, gardens and kitchens. For example, some said:

"How great it would be to have an environment centre that would be a community centre... a one-stop shop for people coming and looking at environmental-type concerns... When you have weather and events and things, how strong it is to have a community-based centre that is really resilient... [to] operate at those kind of times."

"My only wish for a new hub would be a green space... a community garden...Not only is that educational, but it's also helping the community."

The participants here share the vision of an environmentally safe and sustainable future where people can grow food, support each other, learn and share knowledge together.

2. Stakeholders' perspectives, expectations, potential contributions and concerns

Everyday practical support

Participants expressed how they can contribute back to the community hub. Many participants spoke about how important it is to have access to everyday practical support - from printers to advocacy. Participants expressed that accessing basic support makes a difference to their lives. One participant mentioned:

"Somewhere where people can get advice, there is Citizens Advice, and they have lawyers and things like that."

Another spoke about the importance of practical support with paperwork:

"Example of a grandmother trying to get custody of her grandchildren because of meth, but there is pages and pages of paperwork. The hub could assist by scanning papers to go to WINZ so they can have access to support."

Having access to practical supports ensures that families without technological resources will not be too disproportionately affected and will be able to manage daily tasks.

Cultural access and inclusion

Cultural access and inclusion were another important theme, highlighting the desire of Māori and Pacific communities to give back to the Roslyn community. One participant expressed that teaching others the Tongan language is a way to give back to the community:

"It's important for us as Tongans to pass onto the next generation and to also share it with the community. If we have a space, then we will support our language and culture for others."

Another participant spoke about the importance of Tikanga Māori:

"The hub should acknowledge and respect Tikanga, from the entrance and throughout the hub...it needs to be grounded in Maoridom."

Photovoice participant, Oscar, also spoke to the importance of Maoridom:

The Māori designs are important so we can acknowledge them [Māori] too..."
(Oscar)

While stakeholders and community members were thrilled to give back to their community, they also spoke to the concerns that could potentially arise, discussed in more detail next.

Key Insights from Survey Results: Top Concerns (from Appendix 2b)

- Community safety & security, engagement & support, multicultural inclusivity, accessibility, and space & facilities are the main concerns, reflecting a desire for a safe, inclusive, and well-equipped community.

3. How a community hub can enhance the current services available in Roslyn

Bringing community together

Participants spoke strongly about how a community hub needs to bring people together in a way that is welcoming, safe and beneficial for all people. While there are some existing services in Roslyn, participants spoke to the importance of services being close together and accessible, linked to the community hub. Some participants spoke about the importance of location as they envisioned where the hub might be built:

"It would be good to build it at Pitt Park to get the maximum use out of the surrounding services like the pools, parks."

"Pitt Park will be essential for the hub to utilise the pool and other services around it too."

Other participants spoke to important of the atmosphere of community hub and that it must encourage social cohesion and opportunities for all people of all ages. Some participants said:

"A hub that brings the community together like movie nights and wacky water day."

"A place that...helps to build connection, which then provides support beyond just that immediate need."

"With Roslyn, by Roslyn, for Roslyn."

Ultimately, a hub that brings people together and helps them feel connected and a part of the community.

Extending the reach of centralised services and programmes

Participants emphasised the importance of shared and central services and programmes. They spoke to ensuring that access to a range of different services in order to build visibility and social coordination. One participant spoke from a mental health service perspective:

"We definitely need more centralised mental health supports in Roslyn."

While another spoke more specifically about centralisation:

"We need everything under one roof."

Some participants also spoke to the importance of looking for employment and how a hub can support accessing information and resources:

"The library gives support for job seeking and what they can help with, but we need more access for people and practical employment solutions..."

"If you can help about job hunting, because of their livelihood, they have very big challenge to hunt for a job."

One participant also spoke about expanding their service their services through the Roslyn community hub so they could reach more people and more communities. One participant said:

"We could duplicate our services here in central Palmy and then up there at the [Roslyn] hub."

The need for a centralised approach with existing services, programmes and other organisations and business is important for the Roslyn community. They believe it will bring more access to their people as well as strengthening their existing systems.

Key Insights from Survey Results: Most Useful Services (from Appendix 2b)

- Top Services: Health/mental wellbeing, skills & employment, sports & fitness, arts & culture, and family support are most mentioned.
- Weighted Services: Disability services, counselling, arts & culture, beneficiary support, and family support are prioritised, highlighting the need for accessible and supportive services.

4. Success factors and risks of a Roslyn community hub

Success factors

Success factors for the community hub were identified as being: community-led, collaborative, accessible and affordable, and culturally-grounded.

Community-led: Local leadership and autonomy

Key stakeholders and members of the community spoke about the importance of a Roslyn Community Hub that was led by the community. They were clear about the importance of having local leadership and genuine local ownership. Participants expressed:

"It is about what the community want."

"We, the Roslyn community, need to run it."

While still recognising the importance of and value of a shared approach or partnership, some participants also spoke about envisioning a more hybrid approach where partnering agencies have a supportive role but do not dominate or overtake the hub, ensuring the community will still have autonomy:

"Not all the onus should be on the Council because people might think the Council owns it so they can look after it... No, it needs to be a hybrid collaboration."

"I think a hybrid approach will be good and sustainable."

Some stakeholders also talked to the importance of having the necessary or right people in the leadership and community-facing roles where they have the relationship and can motivate the community to be in service. One participant expressed:

"You need the right people running it, so it is "for community", not for personal gain or for their own group. It needs people who are there for the community and who talk to them on the same level and can be on the same wavelength."

There is a strong understanding that the hub's success relies on local and community led authentic engagement and trusted leadership, so the community feels empowered.

Collaboration: Cross agency, cross cultural

Successful collaboration across different agencies, cultural groups, organisations and individuals is a key success factor for the Roslyn Hub to thrive and be sustainable. Many participants spoke to the importance of sharing resources, knowledge and engagement for power to be shared and distributed collaboratively:

"No one is competing to be number one... It is more of a belief and attitude thing... There is an endless list of good things to do and good ways to help and support people. Lots of ways to complement each other, which would be cool because we only have so many people with so many skills."

"Having that open communication, a partnership ethos."

Diverse groups also spoke about using the hub space for different activities. For example:

"A lot of Muslim groups use our space, for example, women-only sports."

"A space where we can worship and pray at different hours of the day."

Another insight came from stakeholders around using the ORA KONNECT 4412 model as a blueprint for coordination. One participant describes:

"Ora Konnect applies for the funding and that group decides where the money is spent."

These insights underline that cross-agency and cross-cultural collaboration is not only desired but necessary for the hub to serve Roslyn effectively, equitably, and sustainably.

Accessible: affordable, outreach

The importance of affordability was also a major emerging theme which highlights a shared understanding that the community must be accessible for everyone. Participants emphasised the importance of costing and that this should not be a barrier. Some participants drew comparisons with other community centres where *"the community can go there, and it doesn't cost"*. Another said:

"It should also be affordable to hire and use... otherwise no one will use it."

Equitable access to the community is a deal breaker for many stakeholders, with one participant emphasising long-term viability:

"This will ensure the success of the hub... it's all about affordability."

There was consensus amongst the voices that the community hub needs to be accessible and affordable and reflect the needs of a growing, diverse community.

Culturally grounded: Advocacy and empowerment for all, cultural engagement (including Pacific languages and expertise)

Stakeholders expressed a strong desire for a culturally grounded and culturally inclusive community hub, reflecting the rich diversity in Roslyn and all cultural groups to thrive and flourish:

"Being inclusive is important, have a place to call our own."

"A place for people with disabilities."

From a Pacific perspective, there was also a strong voice coming through about the importance of language and cultural knowledge sharing:

"Our Samoan customs and languages need to be given out and to help other Samoans and non-Samoans. Our language is not too strong for the younger generations so we can support this in our church and in the community."

These stakeholders and community members show that the Roslyn community hub not only serves as a physical space, but a cultural home of belonging, advocacy, education and deep cultural engagement.

Risks

Risks identified for the Roslyn community hub are: financial, staffing, safety and security.

Financial: Grant reliance, unsustainable funding, rate payers

Risk factors featured consistently across the different interviews, focus groups and co-design groups. While there were many people who envisioned a successful hub, risks or things to avoid were still topical. Some participants spoke specifically to financial instability, particularly around the need for funding and the uncertainty around this. Some participants mentioned that:

"Applying for funding all the time."

"We are very heavily grant funded. Funding is a challenge for the community sector generally; it seems to be more of a thing in the last 18 months. That whole sustainable funding thing, that's big for us - how do we do that?"

Another participant also reminded us that the rate payer is also impacted and plays a major role in financing of the community hub:

"Rate payers complaining that they have to foot the bill can be a challenge."

While the Roslyn community see major benefits in a community hub, it also comes with its own risks and financial stability was one of the major concerns for participants.

Staffing: Recruitment, commitment, community engagement, stretched agencies, staff wellbeing

Staff are a critical aspect of the community hub. Some participants emphasised the importance of commitment and expressed:

"The community needs to make a commitment for this (hub) a success... great guns at the start, yes! But that we have that longevity and buy in from the community."

"We need the people to help or its not gonna be good and it won't work."

Another participant emphasised the importance of moving beyond thinking about elections and within that time period but to promote the importance of the community to buy in to the community hub as a long-term investment. They mentioned that:

"We also need to tell our elected members this investment is going to pay off, and in ways we just don't really know because the community will tell it, that community will buy into it. And it's a long game. It's not a three-year election cycle. Sorry, it's not."

While other participants advocated for inclusion of volunteers as they will ensure the hub operational efficiency:

"Our money goes three times as far because of the number of volunteers we have. We have a lot of people that are working out of their faith - I want to serve the community, I'll peel potatoes, or wash dishes. So, the portion of

the one paid centre manager to kind of 100 volunteers is quite high. That's how we make it work."

Safety and security: Child safety/dedicated space, youth safety, vandalism

Child and youth safety was a major concern for participants. They spoke to the importance of having a hub that is safe and free from harm towards children and young people. For the hub to be safe, it must reflect so in the atmosphere and the design of the hub. Participants spoke specifically to the physical design features of the hub:

"The use of light, especially at night is important for safety... the line of sight."

"To keep kids safe, its good if the plants and surrounding trees are kept low so that we can see everyone, especially the tamariki."

Another participant talked about the importance of supervision.

"The hub needs to be also safe for the kids and not just a place where kids are not supervised, especially the young children."

While another participant was specific about the impact a space for young people would do for them and the importance of their voice:

"Keeping our youth and kids safe is massive for me 'cause there is so much vandalism around and it's not good. The kids need space to express because I know for a fact kids get bored, especially the youth and they wreck things to feel that expression...so there's a risk in leaving their [youth] voice out."

One photovoice participant also spoke to the importance of better access ways and how this contributes negatively to Roslyn expressed:



"This is more the negative side of Roslyn that is more hidden and then don't get fixed and could be a lot nicer...I don't think many people know about this path at Pitt Park...it goes straight through to the doctors...it would be useful to a lot of people though...we need better access ways." (Oscar)

5. Effective governance and operational models

Effective governance and operations are vital to the success of any community hub. Stakeholders shared a range of views on how best to establish these structures. Some suggested the hub could begin as a “Council controlled organisation,” at least until financial stability is achieved. However, most preferred a community-led standalone Trust entity as the long-term governance mechanism.

Drawing on experience with similar hubs, stakeholders emphasized that effective governance requires “the right skills base, rather than just people who represented different stakeholder groups.” As one participant put it: “My experience in governance and organisations... is you can get so bogged down in a representative model that is unhelpful, and I think something that is lighter and smaller that brings the right skills [is needed].” Essential skills include finance, strategic planning, policy, and community development.

The governance body should also include people with experience and networks at the community level, especially in Roslyn. Collaboration among existing community groups is crucial, building on the groundwork already established. A new charitable trust could unite Roslyn’s community organizations into a collaborative entity.

Ongoing community influence is important. Mechanisms such as a Roslyn Community Panel—representative of different cultural, community, and generational groups—could provide input and accountability. Panel members would serve as champions, connecting the hub with Roslyn’s diverse population. This approach responds to the sentiment that “Trust Deeds need to actually represent the needs of the community, but they’re also reviewed regularly to make sure they keep meeting the needs of the community.”

Operationally, the hub would benefit from both full-time paid staff and volunteers. Stakeholders highlighted the importance of community-facing staff and leadership to make the hub accessible and welcoming, especially for those facing barriers to mainstream services. As one participant noted, “Anything needs leadership... Somebody has to take the initiative and so it’s creating trust, creating goodwill.” A hub manager would oversee daily operations, staff and volunteers, project development, activity coordination, space management, and ensuring community needs are met.

A shared services approach—where secretariat and administrative services are provided to member organizations on a cost-recovery basis—was recommended to promote financial sustainability, foster collaboration, and build community capability within Roslyn.

6. Spatial requirements

Spaces which are flexible, provide different zones, and include the outdoors.

Community venues in Roslyn, notably the Rangiora Community Centre and the Roslyn Library, are well utilised spaces which are somewhat at capacity. There are some five church facilities in Roslyn, with the House Next Door (Church on Vogel) being particularly well utilised for community services and activities but it is also somewhat at capacity. Roslyn stakeholders strongly supported the provision of an additional community venue, in the form of a community hub. Such a community hub space would ideally provide for a range of different gathering sizes and multiple types of activities.

Flexible: Co-working, meeting rooms, flexible large room, range of options from open/public to quiet study or reading areas, parents and children

Stakeholders consistently emphasised the need for flexible, multi-use indoor spaces that can adapt to the changing needs of the community. Participants expressed the need for rooms that are adaptable and can cater to small and large groups and different types of activities:

"We need a space and rooms that can be modified, lengthened or shortened."

Residents described a hub where people could access both quiet, private areas and more open, social environments. One participant explained the value of a space *"where people can have a bit of korero a one on one with someone... [and] a safe space, quiet space."*

Zones: Activities for different ages and stages

Stakeholders expressed a preference for the hub to include dedicated zones catering to different ages and stages. Participants expressed:

"A place where kids can let out a lot of their energy, because that is a cause of a lot of kids getting into trouble. They've just got lots of energy... They don't have that kind of place here, other than Skoglund Park. It would be good to have a basketball gym."

"Good to have a place for our knitting group."

Other participants spoke about having designated areas for various services like the police or Ministry of Social Development to bring services more locally.

Outdoor: Playground, garden, cafes

Community members strongly supported the inclusion of outdoor spaces such as gardens, kitchens, seating areas, and play spaces that encourage social interaction, cultural expression, and wellbeing. Many participants saw community gardening as both a cultural and social opportunity:

"Community garden... It would be good to see it happen."

"If we have land, they might have interest in it because they want to grow some vegetables we used to eat in our own country, because some of these are not available in the market."

Outdoor spaces were also seen as important places to strengthen social connections.

"We need social spaces like cafes and gardens where we can hang out with different and familiar people."

The co-design workshop generated the following suggestions for services and space.

- Host large outdoor functions or events that open to large fields.
- Adaptable rooms
- Outdoor kitchen/cafe.
- Space for cultural activities such as sporting and environmental.

Overall, it was important for participants to have spaces that bring Roslyn's diverse community together with a range of different activities, ways and purposes.

Key Insights from Survey Results: Most Useful Facilities (from Appendix 2b)

- Popular Facilities: Youth space, fitness centre, community café, outdoor facilities, and gardening space are most valued by respondents.
- Weighted Preferences: Village house, fitness center, chapel, meeting room, and youth space stand out, indicating a preference for versatile, inclusive community spaces.

Key Insights from Survey Results: Most Useful Design Features (from Appendix 2b)

- Key Features: Wide doors, employment support, clear signage, arts & crafts, and mahi space are frequently mentioned.
- Weighted Features: Wide doors, clear signage, elevators with braille, alarms, and easy door handles are most valued, emphasizing accessibility and safety.

7. Expected outcomes for residents

The majority of the participants believed that inclusiveness and connectivity, contributed towards improved quality of life for the Roslyn community. Expected outcomes for a Roslyn community hub generated from learning from the literature and the key insights from the stakeholder engagements are elaborated in the table below.

Table 2: Expected Outcomes

OUTCOME	The Roslyn Community Hub will...	Possible Actions and Activities
Collaboration	Strengthen collaboration between community groups in Roslyn, between Central government agencies and Roslyn communities, between PNCC and Roslyn communities, between mana whenua and Roslyn communities, and between private and community sectors in Roslyn	<ul style="list-style-type: none"> - Establish a Charitable Trust to oversee the hub - Community development - Networking
Inclusion	Improve inclusion, belonging and social cohesion for people of diverse generations, ethnicities, cultures, socio-economic status, genders, and abilities in the Roslyn community	<ul style="list-style-type: none"> - Establish a representative community advisory panel - Youth space and activities - Intercultural activities - Intergenerational activities
Capability	Grow the capabilities, capacity and resilience of Roslyn residents to realise economic, educational, health, cultural and social benefits	<ul style="list-style-type: none"> - Practical support (printing, drivers licenses, scanning) - Cultural programmes (e.g. language classes) - Engagement activities for all ages (day programmes, youth, elderly) - Pop-up services/clinics (mental health services, health checks, social services) - Digital literacy training

		- Job application and CV support
Sustainability	Embed environmental and community sustainability	<ul style="list-style-type: none"> - Create the hub as an exemplar of environmental sustainability - Facilitate local environmental education - Utilise the outdoor spaces and community gardens - Establish social enterprises for the financial sustainability of the hub (e.g. community café, markets)

Preferred Options

Community voices, together with research about community hubs, inform the preferred options recommended below concerning location, space, governance and operations of the Roslyn community hub.

Location and Space

Skoglund Park is the preferred location for the community hub. Located relatively central within Roslyn, the sizeable park backs onto two schools (Freyberg High School and Ross Intermediate), a swimming pool, netball and tennis courts and the rejuvenated Edward Pit Park (which already has strong community engagement for the upkeep of the park). This location would enable the hub to take advantage of the outdoor spaces already provided. Given its proximity to places which already bring a wide range of groups together, such a location would also enhance the purpose of a hub connecting diverse groups to build collaboration and belonging and to build community capability.

The Skoglund Park location would require a new building. Any new build should be modular in design so it can be added to in future years as required and as funding allows. Environmental sustainability should be a primary consideration in the design and construction of the space, as well as cost effectiveness.

Co-location of the Roslyn Library in the same facility should be considered. This is important because the current utilisation of the library and the community’s engagement with the library activities, would attract a broad range of community members to the community hub.

The space should be flexible and multipurpose, including: Meeting rooms and rooms for hire, small and large gatherings, quiet spaces for reading and studying (for example, silent pods), space for different ages and stages, workspaces.

Governance and Operations

The hub must be community-led, and this would be best achieved by the establishment of a new Charitable Trust to govern its operations. The Trustees could be individuals or a consortium of community agencies already operating within Roslyn. In any case, mana whenua/tangata whenua leadership must also be given due consideration, along with the development of a community panel mechanism to bring diverse voices to the decision-making table (discussed in section 5 above).

A long-term sustainable funding framework would need to be developed, ensuring diverse funding sources including philanthropic, agreements with the local body, collaborative networks (similar to ORA Konnect), asset-based (room hire), and social enterprises.

Finally, a monitoring, evaluation and learning (MEL) strategy should be developed at the outset to monitor and measure success and ensure responsive and effective strategic planning.

References

- Cavaye, J. (2005). Participatory Approaches: What We Know and What We Need to Know. *The Australian and New Zealand Journal of Community Development*, 2(2), 35-48.
- COMMUNITY PLACES. (2022). Community facilities stocktake and needs assessment: Research report prepared for Palmerston North City Council. August 2022. [community-places-research-report-aug-2022.pdf](#)
- Deloitte. (2024). *Executive summary: Social return on investment evaluation of the National Community Hubs Program, 2023*. Community Hubs Australia. [Executive-Summary-2023-SROI-National-Community-Hubs-Program.pdf](#)
- Feasibility Study for Palmerston North City Council – Community Libraries/Hubs and Community Centres. (November 2023). <https://www.pncc.govt.nz/files/assets/public/v/1/documents/have-your-say/closed/ltp-2024/reports/feasibility-study-community-libraries-hubs-and-community-centres.pdf>
- Hāpuku, A., Leahy, J., Ranabahu, N., Reid, K., Shahri, B., Yamit, T., Johnston, R., & Mathias, K. (2024). Developing effective community collaborations: A qualitative case study of three high-quality partnerships set in Aotearoa New Zealand. *Health & Social Care in the Community*, 2024(3835838), 1-13, <https://doi.org/10.1155/2024/3835838>
- Johnstone, S., Choi, J. H. J., & Leong, J. (2016). Designing for diversity: connecting people, places, and technologies in creative community hubs. In *Proceedings of the 28th Australian Conference on Computer-Human Interaction* (pp. 135-139). <https://dl.acm.org/doi/pdf/10.1145/3010915.3010971>
- Kretzmann, J. P., & McKnight, J. L. (1993). *Building Communities from the Inside Out: A Path Toward Finding and Mobilizing a Community's Assets*. Institute for Policy Research, Northwestern University.
- My Community Locality. (2016). *Community hubs 2014-2016: How to set up, run and sustain a community hub to transform local service provision*.
- Palmerston North City Council. (2025, May 7). *Minutes of the Council Meeting*. [Minutes of Council - Wednesday, 7 May 2025](#)
- Palmerston North City Council. (2025, May 29). *Minutes of the Council Meeting*. [Minutes of Council - Wednesday, 29 May 2024](#)
- Richards, L., Vascott, D., Blandon, C. and Manger, L. (2018). *What works: Successful community hubs*. Research Report. Power to Change.
- Report: Roslyn Community Hub Feasibility Study*

<https://www.powertochange.org.uk/wp-content/uploads/2018/03/Report-14-Success-Factors-Community-Hubs-DIGITAL.pdf>

Stats NZ. (2025). Place and ethnic group summaries: Roslyn (Palmerston North City).

[Roslyn \(Palmerston North City\), Place and ethnic group summaries | Stats NZ](#)

Te Pū Harakeke. (2024). *Report of the 2024 Palmerston North Social Wellbeing Forum*.

Te Pū Harakeke: Community Collective Manawatu.

Trup, N., Carrington, D., & Wyler, S. (2019). Community hubs: Understanding survival and success. Local Trust. [Community-Hubs-Report.pdf](#)

Wijeysingha, V., (2023). Roslyn Survey Project Proposal and Budget.

Wikipedia. (2025) Roslyn Palmerston North. [Roslyn, Palmerston North - Wikipedia](#)

Appendices

Appendix 1: Maps

Figure 5: Palmerston North, Roslyn boundary

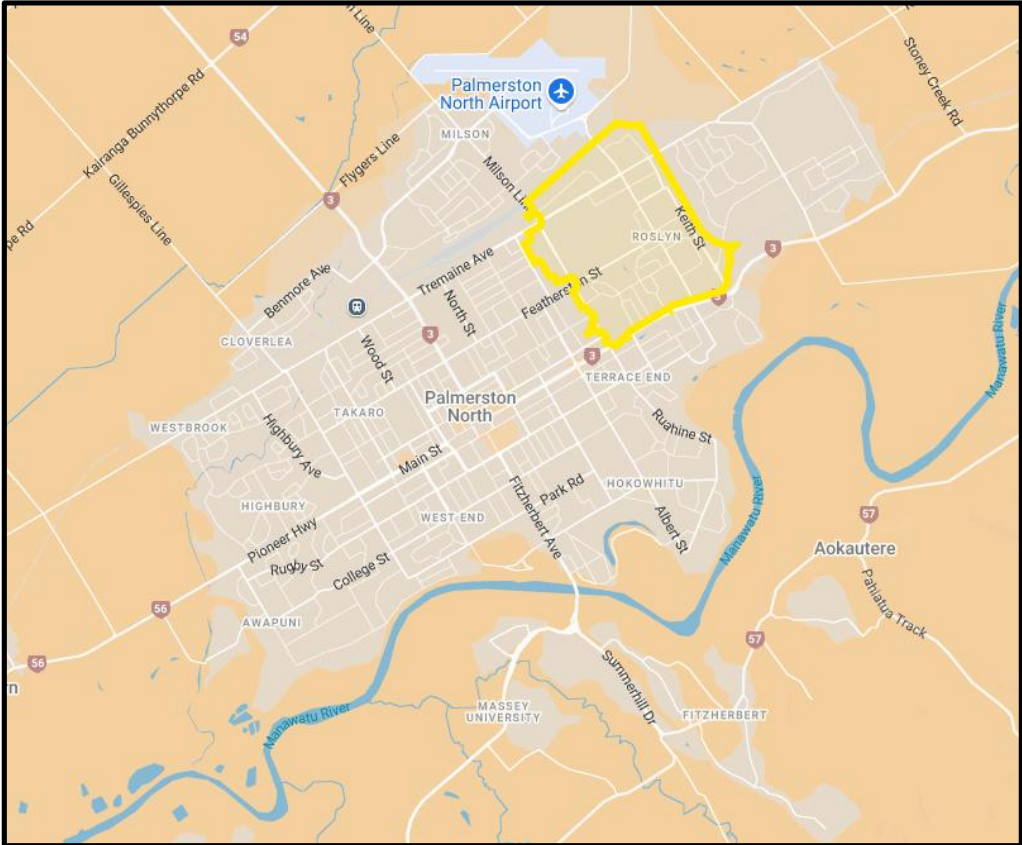
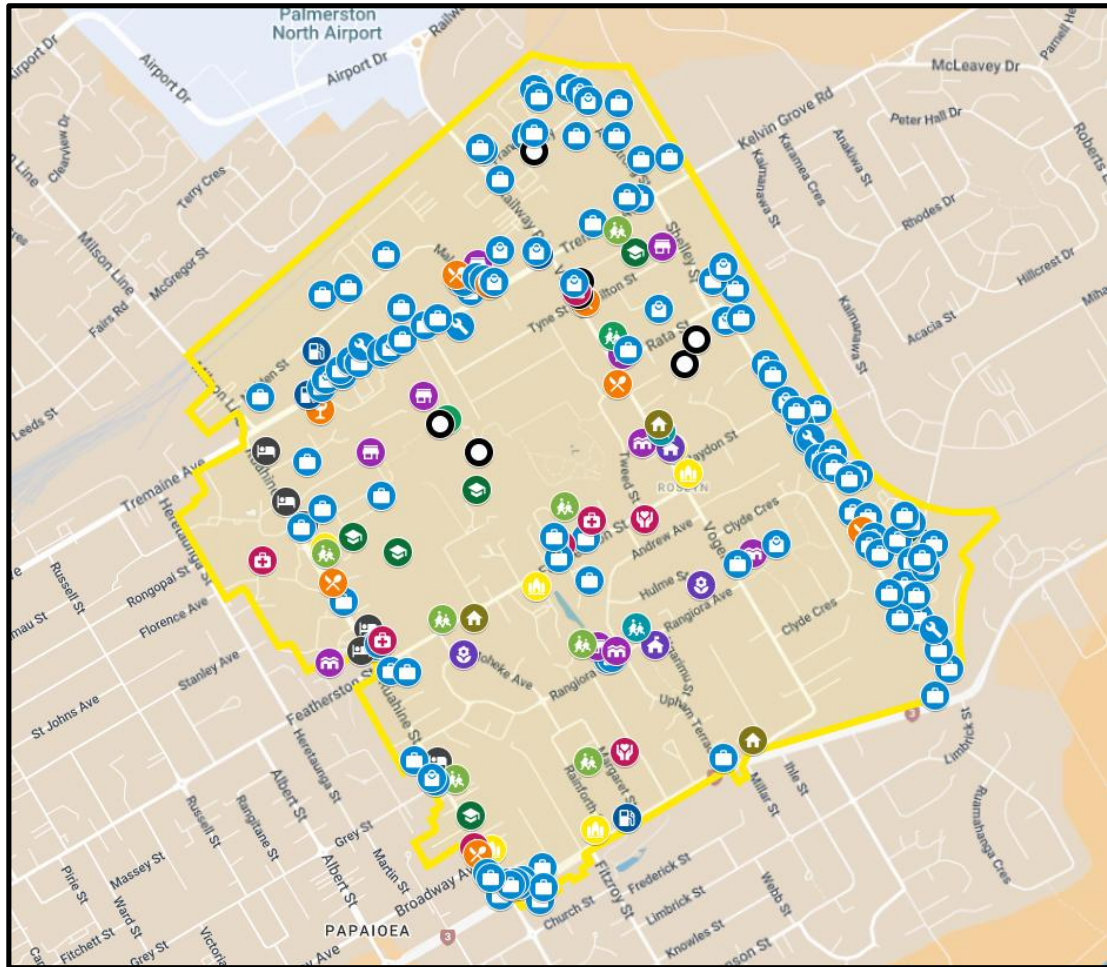
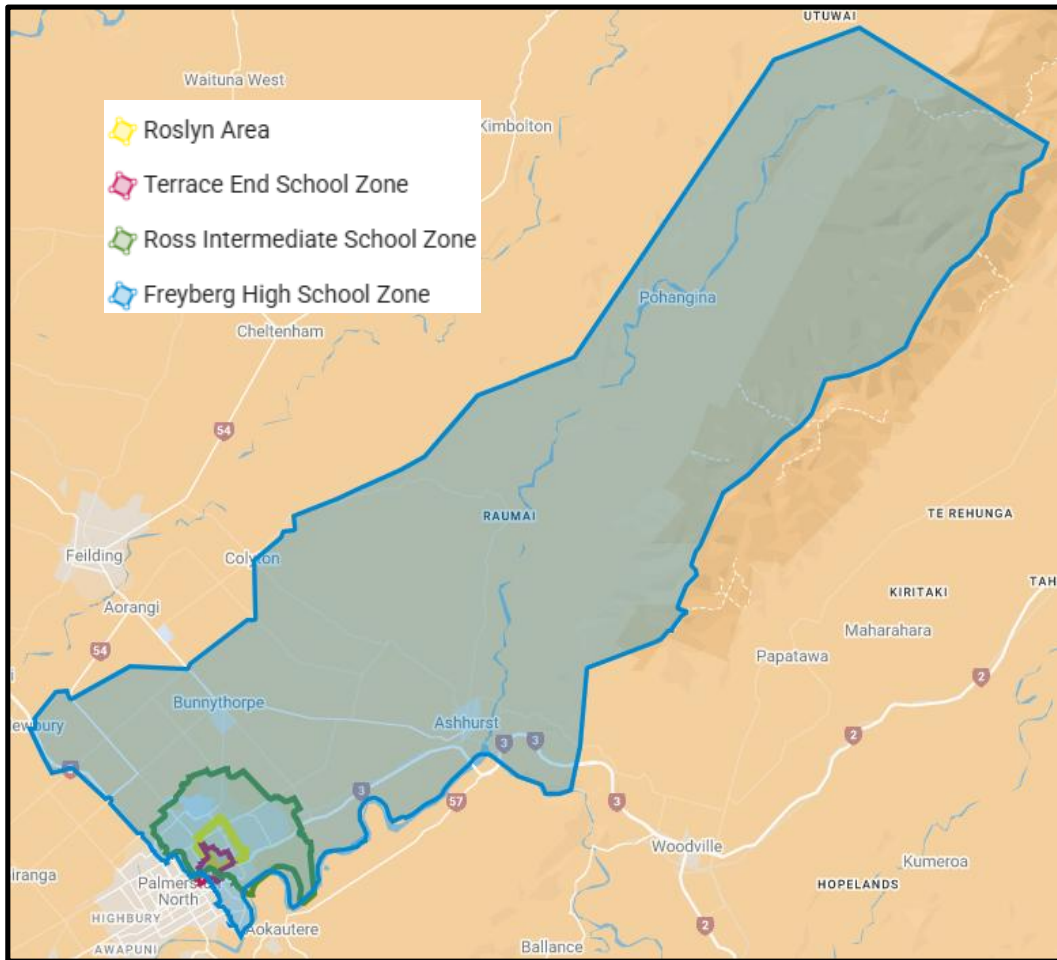


Figure 6: Roslyn Stakeholders within boundary



- | | |
|--------------------------------|---------------------------------|
| Business (94) | Social Housing (4) |
| Business - Retail (25) | Health Support (3) |
| Business - Eatery (8) | Senior Living (3) |
| Education - Childcare (7) | Business - Bar (2) |
| Accommodation (6) | Community Centre (2) |
| Church (6) | Community Garden (2) |
| Education - School (6) | Disability Service (2) |
| Facility (6) | Education - Early Childhood (2) |
| Business - Fuel (4) | Education - Kōhanga (2) |
| Business - Trades & Repair (4) | Other (14) |
| Health Facility (4) | |

Figure 7: School Zoning for Schools within Roslyn Boundary



Appendix 2a: Survey questions

1. I live in Roslyn YES or NO

2. I am interested in Roslyn because I (select all that are relevant):

- Own a business in Roslyn
- Work in Roslyn
- Attend a school in Roslyn
- Am a parent or family/whānau member of a child/young person who goes to school/early childhood centre/kohanga in Roslyn
- Have family/whānau living in Roslyn
- Attend sporting or recreational activities in Roslyn
- Use the Roslyn library
- Use a social service in Roslyn
- Use a health service in Roslyn
- Attend a church in Roslyn
- Am mana whenua
- Other: Please state

3. What are the three best things about Roslyn (select your top three in order of preference)?

- Adequate housing
- After school programmes
- Afterschool programmes
- Budgeting support
- Community gardens
- Community halls
- Community programmes
- Cultural diversity
- Early childhood facilities
- Education support
- Employment opportunities
- Environmental activities
- Family friendly
- Family support services
- Food outlets
- Food packages available
- Heritage
- Inclusion
- Parks
- Schools
- Sense of belonging
- Shopping facilities
- Sportsgrounds and facilities
- Youth activities
- Other: please state

4. What are the three biggest needs in Roslyn (select your top three in order of preference)

- Education
- Exclusion

- Financial
- Food support
- Health
- Housing
- Isolation
- Mental health
- Older peoples' activities/services
- Relationships between different cultural groups
- Transport
- Youth activities/services
- Other: please state

5. What facilities would be most useful at the Roslyn community hub (select your top four in order of preference)?

- Accessible shower facility
- Haoura Fitness Centre/Community fitness gym
- Village house (healthcare community centre)
- Chapel or prayer space
- Commercial kitchen
- Community café
- Community gardening space
- Library space
- Meeting room for hire (for groups under 20 people)
- Meeting room for hire (for groups from 20-50 people)
- Office or workspace for local community groups
- Office or workspace for local private-sector companies
- Office or workspace for local public-sector agencies
- Outdoor facilities (park/exercise/play area)
- Transport/mobility service e.g., community van(s)
- Wifi for public
- Youth space
- Other: please state

6. What kinds of services would be most useful as part of the Roslyn community hub (select your top three in order of preference)?

Physical space:

- Wide doors for easy access
- Automatic tables that can be altered up or down
- Door handles that are easy to turn
- Escalators and elevators with audio and braille options

Wayfinding:

- Clear signage in English, Te Reo and other languages
- Alarms and with audio and visual options (flashing lights)
- Interior Design:
- Bold and bright colours
- Specific furniture styles, Pacific and Māori art and motifs

Breakout Spaces:

- Mahi space
- Employment support
- Arts and Crafts

- Music and Entertainments
- Sports
- Youth space
- Cooking & Sewing
- Arts and cultural activities
- Beneficiary support and advice
- Counselling
- Educational activities
- Family support services and childcare
- Foodbank or pātaka kai
- Housing advice
- Income support
- Legal services
- Workshop or maker-space
- Other: please state

7. Are there any concerns you have about a Roslyn community hub?

[text response]

8. Do you have any other comments?

[text response]

9. My current age bracket is:

- 0-9 years
- 10-14 years
- 15-19 years
- 20-24 years
- 25-34 years
- 35-44 years
- 45-54 years
- 55-64 years
- 65-69 years
- 70-74 years
- 75-79 years
- 80-84 years
- 85+ years

10. I am:

- Female
- Male
- Gender diverse
- Prefer not to say

11. My ethnicity best aligns with the following category (select as many as relevant):

- Māori
- NZ European / Pākeha
- Pacific Peoples
- Asian
- Indian
- African
- Middle Eastern
- Other: Please state

Appendix 2b: Survey results

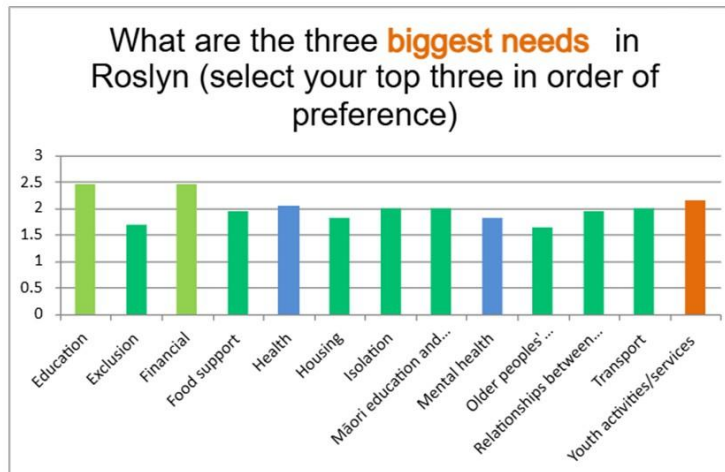


TOTALS

- Schools (40)
- Parks (31)
- Family friendly (21)

WEIGHTED AVERAGE

- Food packages (2.5)
- Heritage (2.2)
- Inclusion (2.5)
- Schools (2.4)
- Community halls (2.22)

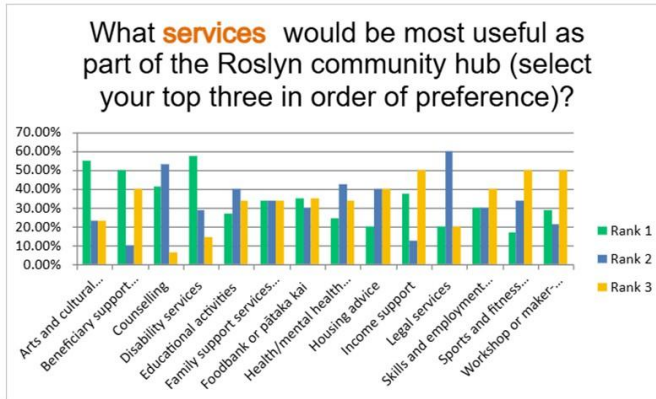


TOTALS

- Youth activities/services (39)
- Mental health (30)
- Health (24)

WEIGHTED AVERAGE

- Financial (2.44)
- Education (2.40)
- Youth activities/services (2.15)

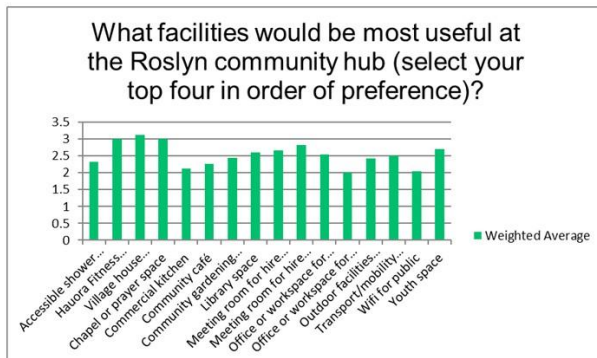


TOTALS

- Health/mental health and wellbeing (33)
- Skills and employment training (30)
- Sports and fitness activities (23)

WEIGHTED AVERAGE

- Disability services (2.43)
- Counselling (2.35)
- Arts and cultural activities (2.32)



TOTALS

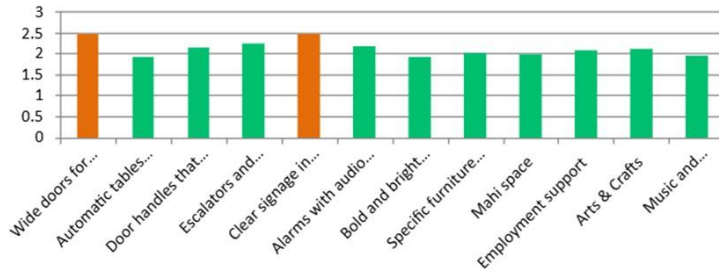
- Youth space (42)
- Hauora fitness/community gym (34)
- Community café (30)
- Outdoor facilities (30)

WEIGHTED AVERAGE

- Village house (healthcare centre) (3.12)
- Meeting room for hire (2.83)
- Youth space (2.71)



What kinds of **design features** would be most useful as part of the Roslyn community hub (select your top three in order of preference)?




TOTALS

- Wide doors for easy access (49)
- Employment Support (40)
- Clear signage in English, Te Reo and other languages (39)
- Arts & Crafts (39)

WEIGHTED AVERAGE

- Wide doors for easy access (2.47)
- Clear signage in English, Te Reo and other languages (2.46)
- Escalators and elevators with audio and braille options (2.23)

Appendix 3: Drop-in session poster



Roslyn Community Hub Feasibility Study


Have Your Say in Shaping Roslyn's Future!

We are doing a feasibility study to inform the Palmerston North City Council about setting up a Community Hub in Roslyn, Palmerston North. This will be a space where community can access services to support their wellbeing. We want to hear from residents and key stakeholders in Roslyn.


How Can I Have My Say?

If you are a resident or business owner in Roslyn, or you have some other interest in Roslyn, you can:


- Scan this QR code to complete a short, anonymous survey.
- Drop-in at the Roslyn Library to talk with one of our team face-to-face:



Tuesday 4 November 2-4pm
Wednesday 5 November 1-3pm
Tuesday 11 November 12-2pm
Thursday 13 November 10am-12noon
Friday 14 November 2-4pm

 **Questions**
 For any questions, email us at:
info@manapacific.co.nz

Find Out More
www.manapacific.co.nz/projects/roslyn-community-hub



Appendix 4: Focus group guide

1. Tell us about your community group?
[Prompts if needed: When established? Who is involved? What do you do? What facilities do you currently use? How are you funded?]
2. From your group's experience, what is working well in Roslyn?
[Prompts if needed: What are our strengths and assets? What are we gifted at? What do we appreciate about Roslyn?]
3. From your group's experience, what are the greatest needs in Roslyn?
4. What difference would a Roslyn community hub make?
5. What challenges/risks/concerns would you have about a Roslyn community hub?
6. What would a successful Roslyn community hub look like?
[Prompts if needed: The facility/ The size of the rooms? The design and feel of the space? Cultural/artistic features? What services and activities would be included?]
7. Is there anything else you would like to say?

Appendix 5: Individual interview guide

1. Please introduce yourself and your role?
2. What are the key strengths/assets you observe in Roslyn?
3. What needs could a Roslyn community hub meet?
4. What would a successful Roslyn community hub look like?
[Prompts if needed: The facility/ The size of the rooms? The design and feel of the space? Cultural/artistic features? What services and activities would be included?]
5. What would be the most effective operation and governance model for delivery of services through the hub?
6. What challenges/risks/concerns would you have about a Roslyn community hub?
7. How do you envisage your organisation/group/community would utilise the hub?
8. How do you envisage your organisation/group/community would contribute to the hub?
9. Is there anything else you would like to say?

Appendix 6: Photovoice information sheet



Roslyn Community Hub Feasibility Study

Information Sheet - Photovoice

Introduction

We are looking into the idea of creating a community hub in the Roslyn Community - a place where people in the Roslyn community can get help and support for their health and wellbeing. The Palmerston North City Council and some local groups (MASH, REACH Roslyn, The House Next Door and ACROSS) have asked Mana Pacific Consultants to find out what the community thinks this hub should look like, and how it could help the Roslyn community. The PNCC has already set aside some resources to help build this hub in the next few years. You can find out more about the feasibility study at www.manapacific.co.nz/projects/roslyn-community-hub.

We want to hear from lots of different people in the community. We're using different ways to do this, like online surveys, group chats, one-on-one interviews, and workshops. One of the sessions we're doing is called Photovoice.

In photovoice, you will take pictures that show your ideas and experiences about what your community hub needs. You'll need to have a smartphone or be able to use one to take and share your pictures with the research team.

Later, you'll talk about your photos in a small group. If you're okay with it, your photos can be shared with more people in the community to help them understand and talk about how to make the Roslyn community hub better.

You are Invited

You are invited to join the photovoice part of the project if you are a young person aged 16-24 years and you live in the Roslyn area. We are seeking 10-12 young people to be part of the photovoice activity. We hope to have youth of different cultural backgrounds – that is, Mana Whenua, Tangata Whenua, Pasifika, Pākeha and others. If you are passionate about improving the wellbeing of the community, this is a chance to get involved.

What Does Photovoice Involve?

Here is what you will do if you participate in the photovoice:

- First, you come to an in-person **workshop** with Mana Pacific Consultants team members and the other young people doing the photovoice. This workshop will be for 1.5 to 2 hours. You will be



briefed about the photovoice approach, get some tips on how to use photography as a storytelling tool, and get support on how to respect the rights of others when taking your photos.

- You will also need to own or have access to a smart phone that can take photos and be able to share with the research team.
- Next, you will have 2-3 weeks to **take photos** from your everyday life that represent your perspective on community wellbeing and what difference a community hub could make.
- Then you attend a follow-up **workshop** to present your photos with the same people who were in the first workshop. Here you will have a chance to talk about the stories behind your photos. This workshop will take about 3 hours.
- Finally, you will have the opportunity to display a selection of your photos at a public **exhibition** when the results of the study are shared with the community and those in decision-making roles for Palmerston North and the community. The Mana Pacific team will work with you and the rest of the photovoice group to get the photo displays and blurbs ready (preparation might take about 2 hours of your time). You can choose whether or not to have your name attached to your photos. The exhibition aims to engage the broader community and generate discussions about the establishment of the community hub.

What happens with the photos and what I say?

- Photovoice youth participants- you will be given a voucher to the value of \$100 at the end of the process.
- We will be audio-recording the discussion at the second workshop, to capture what you say about your photos. The recording, however, will only be listened to by the Mana Pacific Consultants team. We will write down what you say and look for themes from across all of the discussion at the workshop. We may pull out some quotes from what you say to add to our presentations, reports or other things we publish about the study. If we want to use your quotes, however, we will check that you are okay with us using that quote and we will not use your real name or say anything that will identify who you are, unless you agree for your name to be used and doing so will not bring harm to anyone else.
- You may find some of the topics that are covered difficult or sensitive. If you feel worried or need to take a break, you can take a break at any time, or you may choose to stop participating.
- Any recordings, transcripts, notes or identifying information will be stored securely on Mana Pacific Consultant's OneDrive or Microsoft Teams account, only accessible to research team members and our administrator, Melissa Etuale.
- No AI will be used throughout this project, however we will use transcription tools to help transcribe each interview.

Page 2 of 3
Information Sheet - Photovoice



Consent

- If you agree to participate in the photovoice, you are asked to give your written consent (see Consent Form – Photovoice).
- Information about you will be respected, and we will seek written consent for all photographs shared in the exhibition. Participants have the right to choose which images they would like to include.
- Your participation is voluntary. It is entirely up to you whether or not you decide to participate.
- You can withdraw from the photovoice at any time up until the end of the exhibition. If you withdraw, we can remove your information from our database, but your influence and impact on the workshop process cannot be removed.
- If you wish to withdraw, you can do so at any time without having to give a reason, by contacting any of the team members listed at the end.
- If you withdraw from the activity, your information will be removed from our database.
- All this information will be stored in a secure location.
- To ensure privacy, when we write or talk publicly about this study, we will not include any personal information that might reveal your identity, without your consent. Quotes of what you say might be in the report and this is part of your consent. If, however, we intend to use a quote from something you said, we will let you know what the quote is, so you have the opportunity to approve or disapprove the use of your words in our reports.

Contact Information

Our team working on this study includes:

- Dr Tracie Mafale’o tracie@manapacific.co.nz
- Fa’aeafale’upolu Samuelu polu@manapacific.co.nz
- Aburi (Lois) Filoa aburi@manapacific.co.nz
- Dan Taylor daniel@manapacific.co.nz

What happens next

Participation is entirely voluntary. If you would still like to take part, please read and complete the consent form. Thank you for your consideration.

This research has been assessed and approved by the Aotearoa Research Ethics Committee (AREC25_47). If you have any questions or concerns, please contact the Coordinator of AREC, on admin@aotearoaresearchethics.org

Appendix 7a: Co-design information sheet



Roslyn Community Hub Feasibility Study

Information Sheet – Co-Design Workshop

Introduction

We are looking into the idea of creating a community hub in the Roslyn Community - a place where people in the Roslyn community can get help and support for their health and wellbeing. The Palmerston North City Council and some local groups (MASH, REACH Roslyn, The House Next Door and ACROSS) have asked Mana Pacific Consultants to find out what the community thinks this hub should look like, and how it could help the Roslyn community. The PNCC has already set aside some resources to help build this hub in the next few years. You can find out more about the feasibility study at www.manapacific.co.nz/projects/roslyn-community-hub.

We want to hear from lots of different people in the community. We're using different ways to do this, like online surveys, group chats, one-on-one interviews, and workshops. One of the workshops we're doing is called Co-Design Workshop.

You are invited to

You are invited to join the co-design part of this project as a key stakeholder who lives or works in the Roslyn area. We are seeking 12 stakeholders to participate in the co-design workshop for this study. We would like people from different cultural backgrounds. If you are passionate about improving the wellbeing of the community, this is a chance to get involved.

What does co-design mean?

Co-design means working together to create something new. People like community members, families, service users, and leaders all help with the design. Everyone shares their ideas, experiences, and stories to help come up with the best solution for everyone. It's about making things with people, not for them. For Roslyn, the co-design workshop for the community hub is essential as it creates ownership and tinorangatiranga for the community.

What does co-design involve

- Sense-Making: Review and discuss the information from prior community engagements which highlight Roslyn community strengths, needs, and aspirations.
- Collaborative design: Work in small groups to brainstorm and get hands-on to develop ideas for the community hub, integrating diverse perspectives.
- Facilitated discussions: Discussions throughout the workshops.



- Hand-written notes will be taken during the co-design workshop, but it will not be audio or video recorded.
- Co-design workshop participants will be given a voucher to the value of \$50 at the end of the workshop.
- No AI will be used throughout this project, however we will use transcription tools to help transcribe each interview.

Consent

- If you agree to participate in the co-design workshop, you are asked to give your written consent (see Consent Form – Co-Design).
- Your participation is voluntary. It is entirely up to you whether or not you decide to participate.
- You can withdraw from the co-design workshops at any time up until the start of the analysis phase. If you withdraw, we can remove your information from our database, but your influence and impact on the workshop process cannot be removed.
- If you wish to withdraw, you can do so without having to give a reason, by contacting any of the team members listed at the end.
- All your personal information (including name and contact details) will be stored in a secure location and will not be shared in any reporting about the study.

Contact Information

Our team working on this study includes:

- Tracie Mafile'o tracie@manapacific.co.nz
- Fa'aeafale'upolu Samuelu polu@manapacific.co.nz
- Aburi (Lois) Filoa aburi@manapacific.co.nz
- Dan Taylor daniel@manapacific.co.nz

Next Steps

The outcomes of this workshop will directly contribute to the feasibility study, informing decisions about the hub's design and functionality. Participants will play a crucial role in shaping a space that meets the community's needs and enhances social services in Roslyn.

This research has been assessed and approved by the Aotearoa Research Ethics Committee (AREC25_47). If you have any questions or concerns, please contact the Coordinator of AREC at admin@aotearoaresearchethics.org.

Appendix 7b: Co-design workshop outline

Outline for the day	
1.	Karakia
2.	What’ s happening today
3.	Ko Wai au? Introductions
4.	Feasibility Study: Why, what, how, who
5.	Key insights
6.	Activity 1: Listen and reflect
7.	Activity 2: World café
8.	Lunch
9.	Fale and community hub metaphor for co-design
10.	Activity 3: Building the Fale together
11.	Karakia

MEMORANDUM

TO: Community Resilience & Sustainability Committee

MEETING DATE: 10 June 2026

TITLE: Community Centres Improvement Plan Update

PRESENTED BY: Amy Viles, Manager Community Development and Martin Brady, Senior Community Development Advisor

APPROVED BY: Danelle Whakatihi, General Manager Customer & Community

RECOMMENDATION TO COMMUNITY RESILIENCE & SUSTAINABILITY COMMITTEE

1. That the Committee receive the memorandum titled, 'Community Centres' Improvement Plan Update' presented to the Community Resilience & Sustainability Committee on 10 June 2026.
-

1. ISSUE

- 1.1 The outcomes of the [Community Centres' Delivery Model Review](#) were presented in May 2025. The review identified opportunities to improve future service provision, resource allocation, and strategic alignment across Community Centres.
- 1.2 This memorandum provides an update on progress to date and highlights where ongoing improvements are necessary.

2. BACKGROUND

- 2.1 A working group was established in August 2025 to progress the actions identified in the delivery model review. The group includes volunteer representatives from the management committees of all nine community centres.
- 2.2 The working group meets monthly to advance eight agreed focus areas, bringing greater consistency and structure to the way community centres currently function and improving the overall end-user experience.

3. UPDATE

Management and Lease Agreements

- 3.1 Existing community centre management and lease agreements are due for renewal this year and have similarly been reviewed to ensure they are fit-for-purpose.
- 3.2 The Support and Funding Policy 2022 outlines specific requirements for community occupancy. The scheduled review of the policy will inform the allocation of rental rates for the next agreements with community centre management committees.
- 3.3 The working group has discussed proposed revisions to the agreements and sought feedback from management committees. Proposed revisions have focused on strengthening clarity, simplifying content, and supporting greater consistency across community centres.

Focus Areas

- 3.4 Since its establishment, the working group has made progress across the agreed focus areas, in consultation with management committees.
- 3.5 The key areas of improvement are detailed in the table below, including progress made to date:

Finding	Actions for improvement	Progress
<i>Accessibility - some community members do not know about community centres</i>	Develop a shared marketing plan , including Council and management committee actions, to better inform the community about the centres.	<p>Video walk-throughs, highlighting key facilities and features, are tracking well, with a schedule to complete all videos by the end of the financial year.</p> <p>Each community centre’s webpage on the Council website has been updated to ensure consistency with the contents of the video walkthroughs.</p> <p>A shared marketing plan will be developed once a shared booking system has been deployed to maximise exposure.</p>
<i>Availability – some community members have found it hard to</i>	Implement an enhanced booking system to increase ease of booking and awareness of community centre options.	Work is scheduled to begin on a shared booking system in July. The delay on this work is due to ensuring that the intended

<p><i>book centres</i></p>	<p>Develop improved booking guidelines for management committees to improve equity of access and consistency.</p> <p>Support the installation of keyless entry across all centres.</p>	<p>system is fit for purpose and aligns with the system roll out for venues/events & parks. Using the same system for all bookings is both cost effective and provides a consistent approach for community use.</p> <p>Booking guidelines will be tied to this new system and progressed accordingly.</p> <p>Keyless entry has been installed at five community centres. Council officers will continue to support further installation at other centres.</p>
<p>Affordability – a small number of community members view cost as a barrier for accessing community centres</p>	<p>Work with community centres to develop booking fee guidelines to ensure improved consistency in fees for both regular and casual users across centres, particularly for facilities with similar provision of services.</p>	<p>Booking fee guidelines have been developed, which include indicative ranges for booking fees.</p> <p>A commercial booking fee for corporate/government users is being introduced across all centres.</p>
<p>Functionality – some users expressed dissatisfaction with the cleanliness of centres and technology available</p>	<p>Work with community centres to install improved technology, as needed, to ensure better consistency of provision.</p> <p>Ensure more explicit expectations are set with users at the time of booking regarding cleaning requirements. Support bond requirements to continue.</p>	<p>Wi-Fi is available at most community centres.</p> <p>Five community centres have installed Smart TVs, and two others have a projector screen available for use. Council officers will continue to support further installation at other centres.</p>
<p>Resourcing allocation – booking fee revenue not being fully optimised</p>	<p>Make the percentage of income as investment for neighbourhood community-led initiatives more explicit in agreements.</p> <p>Consider how a percentage of income returned to Council could cover more facilities management costs.</p>	<p>The new agreements for community centre committees will include a more explicit framework for a return of revenue to Council and to support community initiatives. Staff have been working with the working group on developing this approach.</p>

<p>Sustainability - it is challenging to build sustainable management committees with a strong volunteer base</p>	<p>Continue support for succession planning to build depth across committees.</p> <p>Work with committees to consider increasing the portion of revenue towards improved volunteer retention (increase in honorarium and contractor fees).</p>	<p>The working group recognises the importance of volunteer retention.</p> <p>Most committees are currently providing an honorarium to volunteers or using contractors to help cover key roles.</p>
<p>Monitoring and evaluation – Council needs more frequent information to evaluate success</p>	<p>Ensure regular satisfaction surveys of both users and management committees are accessible and promoted.</p>	<p>Annual user and management committee satisfaction surveys have been developed.</p> <p>Annual reporting by committees is now more clearly formalised within the new draft agreements.</p>
<p>Proximity – most community centres are serving a city-wide demographic rather than allowing for neighbourhood provision</p>	<p>Connection to neighbourhood/surrounding environment to be promoted in marketing plan</p> <p>Develop improved booking guidelines for committees to improve equity of access and consistency.</p> <p>Consider additional ways to encourage neighbourhood bookings.</p> <p>Consider localised marketing onsite (community notice boards) and increase community centre connection to the adjacent reserve (where applicable)</p>	<p>Allowing for neighbourhood provision has been identified as a low priority for committees, which instead see themselves as serving a city-wide demographic.</p> <p>Neighbourhood promotion will be considered in the shared marketing plan.</p>

Accessibility

- 3.6 Video walk-throughs and webpage updates have been completed to support continued high usage of community centres and to complement future marketing initiatives.
- 3.7 A shared marketing plan will be developed once the shared booking system is in place, allowing centres to promote services more consistently as community needs evolve.

Availability

- 3.8 The implementation of a shared booking system is a key priority for the working group and is expected to address several issues identified through the delivery model review.
- 3.9 Progress on the system itself has been delayed while Council transitions to a new venues and events booking platform, which has been contingent on input from the software provider.
- 3.10 This new platform for venues and events will be implemented across Council from July 2026. Once embedded in Council, work will begin on an implementation plan for community centres, with the support of the working group.

Affordability

- 3.11 To promote consistency and support long-term financial sustainability, the working group has agreed on an indicative hourly booking fee range of \$10 to \$15 for small meeting rooms and \$15 to \$25 for main halls. There will be an agreed staged approach to increases for some centres who have historically charged lower rates.
- 3.12 A consistent commercial rate will be applied across all community centres for corporate and government users, helping to ensure equitable charges for community users.
- 3.13 Management committees will retain the ability to provide discounted rates for regular user groups and other groups experiencing financial need, at their discretion, on a case-by-case basis.

Functionality

- 3.14 To improve the user experience, the working group has agreed on a minimum standard of facilities and technology across all centres. This includes technological upgrades such as keyless entry, Wi-Fi, and Smart TVs or equivalent.
- 3.15 Steady progress towards this base level has been made across all centres. However, management committees vary in their ability to fund upgrades and new technology.

- 3.16 The shared booking system and introduction of more consistent booking fees are expected to help alleviate any financial pressures on management committees, allowing technological upgrades to be more feasible.
- 3.17 The improvement of available technology, Wi-Fi and keyless entry also supports the Civil Defence Emergency Management approach to ensure community centres are equipped to respond in a civil defence emergency. The project to install solar panels at some community centres also aligns with this work.

Resourcing Allocation

- 3.18 Community centres contribute towards Goal 3 of Council’s Long-Term Plan: A connected and safe community by providing access to safe and accessible community places. To amplify this contribution, management committees currently invest some of their hirage revenue back into community initiatives, projects, and events that support Goals 2, 3, and 4.
- 3.19 To provide greater consistency and structure to these existing efforts, the working group has agreed that a fixed percentage of hirage revenue should be allocated to community investment. The exact percentage is still being finalised and will align with the updated agreements.
- 3.20 Management committees will continue to decide how these funds are distributed, provided they support community-based initiatives, projects, or events. The relevant Community Development Advisor will continue to provide support for these decisions.
- 3.21 Management committee annual reports will also include information on community investment activities, giving Council greater visibility of how revenue is being distributed.

Sustainability

- 3.22 The working group is aware of the challenges management committees face with volunteer retention.
- 3.23 Most committees are currently addressing volunteer capacity challenges by encouraging user groups to participate in committee matters and decision-making and providing honoraria for key volunteer roles or engaging contractors to manage administrative tasks such as bookings.
- 3.24 Council officers will provide additional support to management committees identified as facing heightened sustainability hurdles.

Monitoring and Evaluation

- 3.25 A key priority of the working group has been to better understand and respond to the experiences of the wide range of public users of the community centres.
- 3.26 To support more consistent monitoring and better understand potential opportunities for improvement or change, the working group has developed a standardised user satisfaction survey for adoption by all management committees.
- 3.27 The survey will be distributed annually to regular users, with findings summarised in management committees' annual reports to Council.
- 3.28 A separate survey of management committees will also be undertaken to ensure Council officers are informed of any challenges and areas where additional support may be required.

Proximity

- 3.29 Over time, community centres have grown to serve a city-wide demographic and are seeing widespread and frequent use.
- 3.30 The working group considers this broader city-wide use beneficial to the long-term sustainability of community centres, while also recognising the importance of maintaining strong neighbourhood connections through future marketing initiatives.

4. CONCLUSION

- 4.1 Community centres in Palmerston North currently serve a core function of providing places for people to meet and take part in a range of leisure, social, cultural and educational activities.
- 4.2 A working group was established following the Community Centres' Delivery Model Review, focusing on eight key areas for potential improvement.
- 4.3 Good progress has been made across these areas to ensure community centres can continue to provide a consistent service that caters to both current and future users. Staff will continue to focus on key areas of improvement with community centre committees.

5. NEXT STEPS

- 5.1 With the support of the working group, council officers will continue to progress the following actions:
 - Implement a shared booking system following a comprehensive implementation plan.

- Develop a shared marketing plan to complement the video walkthroughs, implement a shared booking system, and promote neighbourhood connection.
 - Finalise the new agreements to be signed by management committees.
 - Complete any outstanding actions in identified focus areas of the improvement plan and continue to support community centre committees in the effective delivery of the community centre model for the city of Palmerston North.
- 5.2 Officers will report back to Council both in the elected members’ update on the overall utilisation of community centres and through relevant financial and non-financial reporting processes.

6. COMPLIANCE AND ADMINISTRATION

Does the Committee have delegated authority to decide? If Yes quote relevant clause(s) from Delegations Manual Clause 4.4: Receive or note any report or memorandum or other information submitted to the Committee.	Yes
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 objectives?	No
Are the recommendations inconsistent with any of Council’s policies or plans?	No
The recommendations contribute to: Whāinga 3: He hāpori tūhonohono, he hāpori haumarū Goal 3: A connected and safe community	
The recommendations contribute to this plan: 7. Mahere tautāwhi hāpori 7. Community Support Plan The objective is: Provide and support community centres, Youth Space, and Hancock Community House	
Contribution to strategic direction and to social, economic, environmental and cultural well-being	Community Centres contribute to the achievement of community wellbeing across all four areas, due to the range of activities, services and initiatives they support.

ATTACHMENTS

Nil

MEMORANDUM

TO: Community Resilience & Sustainability Committee

MEETING DATE: 10 June 2026

TITLE: Council Infrastructure accessibility initiatives

PRESENTED BY: Glenn Bunny, Manager Property and Project Management, Tyler da Silva, Manager Transport and Development, Kathy Dever-Tod
Manager Parks and Reserves

APPROVED BY: Glen O'Connor, Acting General Manager Infrastructure

RECOMMENDATION TO COMMUNITY RESILIENCE & SUSTAINABILITY COMMITTEE

1. That the Committee receive the memorandum titled, 'Council Infrastructure Accessibility Initiative' presented to the Community Resilience & Sustainability Committee on 10 June 2026.
-

1. ISSUE

- 1.1 In 2020, following feedback from the Disability Reference Group, Council resolved:

That the Chief Executive undertakes an assessment of Council Facilities and infrastructure to determine whether the needs of people with disability are appropriately addressed and to identify any gaps.

- 1.2 Following initial interpretation, the assessment focused on Council-owned buildings and facilities. Subsequent engagement with the Disability Reference Group clarified that the scope extends across broader Council infrastructure, including transport assets, parks, and reserves.

- 1.3 This memorandum provides:

- An update on accessibility improvements undertaken across Council's building portfolio;
- An update on accessibility work underway within parks and reserves;
- An update on the transport accessibility audit.

1.4 While progress has continued across several workstreams, the scale of identified improvements means implementation will occur progressively over multiple years and alongside planned renewals and capital programmes.

2. BACKGROUND

2.1 Operational Programme 2041 (Property – Accessibility of Council Facilities Assessment) was included in Year 2 of the 2021–31 Long-Term Plan to support delivery of the accessibility assessment requested by the Disability Reference Group.

2.2 Following the 2020 resolution, the report titled '[Accessibility Review – Council-owned Buildings](#)' was presented to the Community Committee in March 2024, which focused on Council- owned building and facilities, including findings and the proposed implementation approach.

2.3 The report titled, '[Council Infrastructure accessibility initiatives](#)' provided Council with a further update of progress in May 2025, which incorporated initiatives from across the wider Infrastructure unit.

2.4 Council received the report for information, and it was noted at the time that officers were working with the disability reference group to confirm the scope for the assessment of transport assets.

3. BUILDINGS – IMPROVEMENT PROGRAMME

3.1 The Council facilities accessibility assessment considered seven elements – external approach, entrances, horizontal circulation, vertical circulation, sanitary conveniences, facilities signage, wayfinding and lighting.

3.2 Assessment reports were provided for each facility comprising the following:

- Areas requiring immediate attention – compliance and safety concerns.
- Recommendations for consideration in maintenance and short-term planning.
- Recommendations for longer-term planned renewals; and
- Highlighting areas regarded as best practice in respect to accessibility.

3.3 The assessment identified a significant number of potential accessibility improvements across the building portfolio, ranging from minor operational improvements through to larger structural upgrades.

3.4 Priority ratings within the programme were assigned based on a combination of:

- Legislative compliance requirements;
- Safety risk;
- Accessibility impact;
- Frequency of public use; and
- Practicality and ease of implementation.

- 3.5 A total of 1,847 action items were identified, categorised into Priority A, B and C actions based on urgency and impact.
- 3.6 In May 2025, officers reported that 202 of the improvement items had been completed, 128 of these being Priority A items. Since the last report, a further 47 items have been completed, 40 of which are Priority A items. A summary of progress is provided below:

Survey Findings	Total	Priority A	Priority B	Priority C
Total Action Items	1847	1152	310	385
Completed	249	168	47	34
In progress	162	142	16	4
Not Achievable	7	5	2	0
Deferred	34	25	5	4

- 3.7 Some action items include multiple individual components. For example, a single accessibility action may involve upgrades across numerous doors, fixtures, or fittings within a facility.
- 3.8 Items classified as “Not Achievable” generally relate to structural, heritage, or site constraints where full compliance cannot reasonably be achieved without disproportionate reconstruction or significant impact on the existing asset.

Current Implementation Approach

- 3.9 Officers continue to prioritise Priority A actions, while also addressing Priority B and C items where they can be incorporated into planned renewals or upgrade projects.
- 3.10 Priority A actions were initially expected to be delivered within existing operational budgets. Given the absence of a dedicated programme or budget line, progress is being achieved through:
 - integration into existing capital and operational projects;
 - planned renewals and refurbishments;
 - reactive maintenance programmes; and
 - opportunistic upgrades where practical.
- 3.11 This approach has enabled steady progress; however, implementation timeframes remain constrained by available operational and capital funding.

- 3.12 Officers are also incorporating accessibility improvements into the 2027/37 Long-Term Plan planning processes for both renewal and new capital projects to help ensure accessibility outcomes are progressively embedded into Council’s building portfolio over time.

Accessibility Improvement Workstreams

- 3.13 Priority A actions primarily relate to compliance, usability, and safety improvements and are grouped into several key categories including:
- accessible fixtures and fittings;
 - accessible toilet upgrades;
 - colour-contrast improvements;
 - ramps and handrails;
 - door hardware;
 - signage and wayfinding; and
 - accessible routes and entry improvements.
- 3.14 Signage considerations have not yet been actioned, as further direction and coordination across wider Council units is required before progressing this work. Further information is provided in the report titled [‘Accessibility Charter: actions and resources needed for Council to adopt’](#)
- 3.15 The Lincoln Street public toilet upgrade is currently underway and incorporates several accessibility improvements identified as Priority C items. This work is not reflected within the summary table above.
- 3.16 Attachment 1 provides a photographic summary and examples of accessibility improvements undertaken across Council’s building portfolio since May 2025.

4. TRANSPORT – UPDATE

- 4.1 Ongoing planned maintenance and renewal activities are undertaken with opportunities taken wherever practicable to enhance accessibility.
- 4.2 An accessibility audit for transport assets is underway. The audit report for this work is expected to be received in early June 2026 and it will be used to inform future planning and the 2027-37 Long-Term Plan.
- 4.3 This transport accessibility audit is an initiative to assess the accessibility of the city’s pedestrian network, and identify barriers experienced by disabled residents and visitors. The project involves surveying approximately 500 kilometres of urban pedestrian routes, particularly in high-priority areas such as the CBD, transport corridors, schools, hospitals, and parks and will capture detailed data on accessibility attributes including kerb ramps, gradients, crossings, surface quality, lighting and obstructions.

4.4 Engagement was undertaken with the Disability Reference Group to help define the scope of the accessibility audit for transport assets.

4.5 Officers will review and assess the information provided and will provide an update in the next accessibility report.

5. PARKS AND RESERVES UPDATE

5.1 Accessibility improvements are being delivered through existing parks programmes:

- Programme 1884: Local Reserve - Accessibility and Safety Improvements
- Programme 1852 - Improvements to existing reserves to close identified level of service gaps
- Programme 1825 Local Reserves Renewals

5.2 When renewing an asset, we aim to replace with a modern equivalent asset – that is an asset that delivers the same level of service. Where there is the ability to enhance the user experience, or address identified service gaps, e.g. accessibility, the renewal funding is supplemented by one of the other two programmes.

5.3 Attachment 2 provides a gallery of photographs of some of the accessibility improvements that have occurred in parks and reserves since May 2025.

5.4 Works completed to date include:

- paths and surface treatments;
- seating and picnic areas;
- lighting;
- accessible play equipment; and
- access points and mobility parking.

5.5 Projects continue to be identified through asset inspections and requests from the community. Officers have recently completed our three yearly re-assessment of the level of service provided at each reserve, including accessibility. This process has included a detailed assessment of access to play. The survey results are currently being incorporated into our asset data and mapping systems. The survey data will be used to inform future planning and the 2027-37 Long-Term Plan.

6. NEXT STEPS





6.1 Officers will continue progressing accessibility improvements across Council facilities, parks, reserves, and transport assets through existing renewal, maintenance, and capital work programmes.

6.2 Further updates will be provided to the Committee as work progresses.

7. COMPLIANCE AND ADMINISTRATION

Does the Committee have delegated authority to decide?	Yes
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 objectives?	Yes
Are the recommendations inconsistent with any of Council’s policies or plans?	No
<p>The recommendations contribute to:</p> <p>Whāinga 3: He hāpori tūhonohono, he hāpori haumaruru</p> <p>Goal 3: A connected and safe community</p>	
<p>The recommendations contribute to this plan:</p> <p>1. Mahere hoahoa tāone</p> <p>1. Urban Design Plan</p> <p>The objective is: Provide and promote connected, sustainable, accessible, safe, interesting, and playful public spaces.</p>	
Contribution to strategic direction and to social, economic, environmental and cultural well-being	Accessible facilities improve the connectiveness and social well-being of people in the city

ATTACHMENTS

1. Property accessibility improvements  
2. Parks accessibility improvements  

Attachment 1 – Property Accessibility Improvements Update

Various sites with toilet accessibility upgrades



Example of the kick back plates installed at Kelvin Grove Cemetery



Access Improvements carried out at Colquhoun Park



Parks Accessibility Improvements 2025-2026

Clearview Reserve – New lime paths to access across the reserve and two new seats with back rests



Missoula Reserve – New seats with arm rests and improved pathways to access the whole reserve



Skate park -Two shelters installed for shade and perfect for people to take a rest



Lido Men's changing room – 4 new changing cubicles added, and 5 toilets changed to 4 to give people more room in them



Freyberg Pool – Improvements to drop off area and seating area out the front of the pool.



Bunnythorpe and Monrad parks - New Shelters and adjustable Basketball hoops



Franklin Reserve – Easy walking surfaces to play equipment pathways seats with arm rests, shelter all giving room for prams and wheels. The whole reserve is fenced to provide a safe and accessible environment.



MEMORANDUM

TO: Community Resilience & Sustainability Committee

MEETING DATE: 10 June 2026

TITLE: Research Report - District Plan & Public Health

PRESENTED BY: Jo Ross, Senior Planner and Jono Ferguson-Pye, Manager City Planning

APPROVED BY: David Murphy, General Manager Strategic Planning

RECOMMENDATIONS TO COMMUNITY RESILIENCE & SUSTAINABILITY COMMITTEE

1. That the Committee receive the memorandum titled, 'Research Report - District Plan & Public Health' presented to the Community Resilience & Sustainability Committee on 10 June.
 2. That the Committee note that the Plan Stop Directive from the Government means it is not possible to amend or update the District Plan at present, without Ministerial approval.
-

1. ISSUE

- 1.1 At the Council meeting held on 17 December 2025 the following Notice of Motion (NoM)(ref: 203-25) was passed:

That Council assess the Palmerston North City District Plan for gaps in relation to public health, including but not limited to consideration of safe separation between petrol stations and childcare, school, health and residential land use.

2. BACKGROUND

- 2.1 In response to the Notice of Motion, a research report was prepared. This included:
 - A brief literature review of planning literature to define key terms, explore connections between planning and public health, and establish a base from which to assess the District Plan.
 - A review of the evolving legislative framework in New Zealand for 'planning for public health'.
 - A review of how New Zealand, Australia and the UK (England) provide for the safe separation of hazardous facilities and sensitive land uses. This review included a comparative assessment of the provisions in Section 14 – Hazardous

Substances in the Palmerston North City District Plan against provisions in similar district plan chapters for Wellington City Council, New Plymouth District Council, Hamilton City Council and Auckland Council.

- Drawing on previous tasks, an assessment of the Palmerston North City District Plan for gaps in relation to public health.
- 2.2 The draft report is included as Attachment 1 for information, and key findings are described in Section 3 of this memo.
- 2.3 The report builds on the previous discussion on this topic, and is intended to support what is likely to be an ongoing conversation on a topic that is both simple (the desire for healthy cities) and complex (involving the location of sometimes competing land uses in an increasingly dense urban forms, and requiring a collaborative, multi-agency/institutional response).
- 2.4 It is understood that the reference to the separation of hazardous facilities and sensitive activities, in the latter part of the Notice of Motion, was raised in response to a specific land use consent that approved the construction and operation of a service station located adjacent to a childcare centre. The report does not revisit the land use consent application/decision in any way, as detailed in section 1.1 of the attached report. With regards to the separation of hazardous facilities and sensitive activities, it is noted that:
- Amendments to the RMA under the Resource Legislation Amendment Act 2017 removed the functions of Regional Councils and Territorial Authorities relating to the storage, use, disposal, or transportation of hazardous substances. These functions were removed to avoid duplication of controls on hazardous substances under other Acts.
 - The Environmental Protection Agency (EPA) website states that hazardous substance rules to protect people and the environment in non-workplaces are set under the HSNO Act, regulated by the EPA, and enforced by city and district councils. It also states “there are other hazardous substance environmental and disposal rules set under the Resource Management Act and local council bylaws. These rules are enforced by local, district and regional councils”.
 - Horizons Regional Council are responsible for monitoring / enforcement of the discharge to air. Any decision to undertake proactive monitoring of the air discharge sits with Horizons Regional Council.
- 2.5 The Plan Stop Directive from the Government means it is not possible to amend or update the District Plan at present, without Ministerial approval.
- 2.6 Following enactment of the Planning Bill standardised plan provisions must be included in Land Use Plans (which will replace District Plans) if a national instrument directs this. It is not known if there will be standardised plan provisions relating to

hazardous substances, and/or separation distances for hazardous facilities from sensitive land uses in future Land Use Plans.

3. KEY FINDINGS IN THE RESEARCH REPORT – THE DISTRICT PLAN AND PUBLIC HEALTH

3.1 Current resource management reforms suggest that for the first time in 100 years, there will be no explicit reference to planning for people’s ‘health’ or ‘wellbeing’ in either the purpose of the Planning Act, or in the ‘purpose of land use plans’ (clause 75, Planning Bill 2025). As it is currently worded, explicit references to human health tend to be specific to matters that can be addressed through environmental limits.

3.2 A review of selected literature highlighted:

- Rapidly growing populations and increasing urbanisation is changing the form and function of the built environment.
- The natural and built environments have been described as a key determinant of health and wellbeing.
- Spatially distributed environmental health impacts tend to most affect vulnerable communities.
- Noting that there are many areas where planning leads or plays a role in responding to the effects of the built environment on public health outcomes, four broad themes (and indicators) were identified and used to assess the Palmerston North City District Plan to identify potential gaps in relation to public health: Healthy Environments, Health Equity, Active Travel, and Healthy Communities.

3.3 Although the focus of the report was on the District Plan, it is noted that it and many of Council’s Plans and Strategies already address public health issues. For example, providing opportunities for recreation through the District Plan (Section 15 – Recreation Zones), allocating funding for infrastructure through the Long-term Plan, and specific health related actions for civil defence emergency management and environmental health through the Community Safety and Health Plan / Mahere haumarū hapori, hauora hapori).

3.4 From an indicative (but not exhaustive) gap assessment, several *potential* gaps were identified in the Operative District Plan. These may require addressing through the District Plan (or equivalent following resource management reform), or they may be better addressed through actions outside of the District Plan. Further detailed analysis of specific topics and/or targeted engagement consultation with experts and stakeholders may be warranted in some instances. *Potential* gaps included:

- the effect of the built environment in relation to increased effects of climate change, such as heat and/or the potential for heat islands.

- ensuring accessibility to housing, healthcare/social facilities (including open/green spaces), infrastructure, employment and transport options, particularly as it related to the vulnerable groups in the community.
- Understanding the Treaty of Waitangi / Te Tiriti o Waitangi principles for land use planning and in relation to health equity.
- Planning for affordable housing.

3.5 When considering safe separation distances between petrol stations and sensitive land uses:

- Section 14 of the District Plan (Hazardous Substances) requires updating, but overall, its provisions are not too dissimilar to other district plans.
- Horizons Regional Council are responsible for regulating discharges to air, including those that may arise from the storage, use, disposal, or transportation of hazardous substances.

3.6 Possible future steps to continue this conversation and/or prepare for the enactment of the Planning Bill and the subsequent replacement of the District Plan with a Land Use Plan (recognising there may be limited ability under the new planning framework for councils to address some of the matters raised in this report) may include:

- Advocating to Government to consider the effects of the built and natural environment on public health (including the separation of hazardous substances and sensitive activities), when drafting national direction and/or standardised plan provisions, and/or seeking that planning for health and well-being remains a fundamental purpose of local government.
- Engaging with internal and external stakeholders, in particular the EPA and Health New Zealand/ Te Whatu Ora, or The Public Health Agency.
- Undertaking a full Health Impact Assessment of the District Plan, including from a te Ao Māori perspective.
- Exploring what (if any) other Councils are using land-use plans to address public health issues arising from the natural and built environment – within New Zealand and potentially internationally.

4. CONCLUSION

4.1 This memorandum has provided background to the ‘Research Report – The District Plan and Public Health’ prepared in response to the Council’s Notice of Motion (ref: 203-25).

4.2 Several potential gaps in the Operative District Plan relating to aspects of the built and natural environment that affect public health were identified. This assessment was high level. The potential gaps identified would benefit from further research and

refinement, particularly with engagement with key internal and external stakeholders. This could be useful preparation for the enactment of the Planning Bill, and the subsequent replacement of the District Plan with a Land Use Plan.

- 4.3 In the current context of Resource Management reforms, the Plan Stop directive generally precludes changes to the District Plan without ministerial approval. However further research on a topic by topic basis may be useful to explore potentially appropriate methods in response to the issues raised.
- 4.4 On enactment of the Planning Bill, the legislative framework will change, with implications for any further work on this topic. It remains to be seen if/how health and well-being will land in the final version of the Bill.

5. NEXT STEPS

- 5.1 Should the Committee wish to bring Ministerial attention to public health in the framing of the Planning Bill and Land Use Plans, the Committee could recommend to Council:
 - 1. That the ‘Research Report – District Plan & Public Health’ is shared with the Minister Responsible for RMA Reform and Government officials working on resource management reform. And/or
 - 2. That the Council advocate to the Minister Responsible for RMA Reform and Government officials working on resource management reform to:
 - a) Seek that planning for health and well-being remains a function of local government when finalising the Planning Bill and Natural Environment Bill.
 - b) Assess the effects of the built and natural environment on public health (including the separation of hazardous substances and sensitive activities) when drafting national direction and standardised planning provisions to give effect to the Planning Bill and Natural Environment Bill.
 - c) Assess the relationship and effectiveness of the Planning Bill and Natural Environment Bill and other legislation, including the Hazardous Substances and New Organisms Act 1996, with respect to addressing the effects of the built and natural environment on public health (including the separation of hazardous substances and sensitive activities).

6. COMPLIANCE AND ADMINISTRATION

Does the Committee have delegated authority to decide?	Yes
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 objectives?	No
Are the recommendations inconsistent with any of Council’s policies or plans?	No
<p>The recommendations contribute to:</p> <p>Whāinga 4: He tāone toitū, he tāone manawaroa</p> <p>Goal 4: A sustainable and resilient city</p>	
<p>The recommendations contribute to these plans:</p> <p>9. Mahere haumarū hāpori, hauora hāpori</p> <p>9. Community Safety and Health Plan</p> <p>The objective is: Work with public health partners to promote community health initiatives and programmes</p> <p>3. Mahere tūnuku</p> <p>3. Transport Plan</p> <p>The objective is: Make improvements to the urban environment to increase safety for people using active modes of transport</p> <p>10. Mahere āhuarangi hurihuri, toitūtanga</p> <p>10. Climate Change and Sustainability Plan</p> <p>The objective is: Develop a community planning framework to adapt vulnerable communities to the predicted impacts of climate change</p> <p>15. Mahere whare</p> <p>15. Housing Plan</p> <p>The objective is: Support the development community to develop new housing and more diverse forms of housing</p>	
Contribution to strategic direction and to social, economic, environmental and cultural well-being	Forward planning potential future social and environmental well-being programmes.

ATTACHMENTS

1. Research Report - District Plan and Public Health [↓](#) 

THE DISTRICT PLAN & PUBLIC HEALTH

Research Report

June 2026

EXECUTIVE SUMMARY

- This report has been prepared in response to the PNCC’s Notice of Motion (NoM), raised by Councillor Barrett at the Council meeting held on 17 December 2025 (ref: 203-25):

That Council assess the Palmerston North City District Plan for gaps in relation to public health, including but not limited to consideration of safe separation between petrol stations and childcare, school, health and residential land use.

- The report explores the relationship between planning and Public Health in order to assess the District Plan. It is the product of a desk-top-only study with a primary focus on the District Plan provisions. It builds on previous discussions on this topic, and is intended to support what is likely to be an ongoing conversation on a topic that is both simple (the desire for healthy cities) and complex (involving the location of sometimes competing land uses in increasingly dense urban forms, and requiring a collaborative, multi-agency/institutional response).
- Resource Management Reforms suggest that for the first time in 100 years, there will be no reference to ‘health’ or ‘wellbeing’ in either the purpose of the Act intended to replace the RMA, or in the purpose of Land Use Plans’ (intended to replace District Plans). As it is currently worded, explicit references to human health tend to be specific to matters that can be addressed through environmental limits.
- The Plan Stop Directive from the Government means it is not possible to amend or update the District Plan at present. It is not yet known whether there will be standardised plan provisions relating to hazardous substances in future ‘Land Use Plans’.
- A brief literature review highlighted that:
 - Although the connections between planning and public health can sometimes be ambiguous, there are common links that unite the disciplines. These include their focus on economic development, social justice, climate change, urban mobility, open space, grey / green infrastructure networks, and environmental sustainability. The natural and built environments have been described as a key determinant of health and wellbeing.
 - Rapidly growing populations and increasing urbanisation is changing the form and function of the built environment.
 - Spatially distributed environmental health impacts tend to most affect vulnerable communities.
 - Noting that there are many areas where planning leads or plays a role in influencing public health outcomes, four broad themes (and indicators) were identified and used

to assess the PNCC's Operative District Plan to identify potential gaps in relation to public health: Healthy Environments, Health Equity, Active Travel, and Healthy Communities.

- Council's Plans and Strategies already address many public health issues. For example, providing opportunities for recreation through the District Plan (Section 15 – Recreation Zones), allocating funding for infrastructure through the Long-term Plan, and specific health related actions for civil defence emergency management and environmental health through the Community Safety and Health Plan / Mahere haumarū hapori, hauora hapori.
- From an indicative gap assessment, several potential gaps were identified in the Operative District Plan. These may require addressing through the District Plan (or equivalent following RM Reform), or they may be better addressed through actions outside of the District Plan. Further detailed analysis of specific topics and/or targeted engagement/consultation with experts and stakeholders may be warranted in some instances. This might include, for example:
 - Exploring the effect of the built environment in relation to increased effects of climate change, such as the potential effect of urban heat islands on public health.
 - Exploring accessibility to housing, healthcare/social facilities (including open/green spaces), infrastructure, employment and transport options, particularly as it related to the vulnerable groups in the community (and potential responses, not necessarily through the district plan).
 - Understanding Te Tiriti o Waitangi principles for land use planning and in relation to health equity.
 - Planning for affordable housing.
- When considering safe separation distances between petrol stations and sensitive land uses:
 - The Environmental Protection Agency has responsibilities under the Hazardous Substances and New Organisms Act 1996 (HSNO Act) – the key piece of legislation to manage hazardous substances for setting the rules to protect the environment and people in non-workplaces
 - Councils no longer have an explicit obligation under the RMA to regulate hazardous substances in plans, or policy statements. Both regional and territorial councils used to have specific functions under Sections 30 and 31 of the RMA (respectively) relating to hazardous substances. From its enactment in 1991 *until* 2017, these functions were:

-
- Regional Councils: The prevention or mitigation of any adverse effects of the storage, use, disposal, or transportation of hazardous substances [(s30(1)(c)(v)) - Repealed]; and
 - Territorial Authorities: The control the effects of the use, development, or protection of land, including for the purpose of *the prevention or mitigation of any adverse effects of the storage, use, disposal, or transportation of hazardous substances* [(s31(1)(b)(ii)) - Repealed].
 - These provisions were repealed by the Resource Legislation Amendment Act 2017 (RLAA 2017), to avoid duplication. However, if existing HSNO or Worksafe controls are not adequate to address the environmental effects of hazardous substances in any particular case, Councils still have a broad function of achieving integrated management, and may use this function to place extra controls on hazardous substance use under the RMA (MfE, 2017).
 - Section 14 of the District Plan (Hazardous Substances) requires updating, but overall, its provisions are not too dissimilar to other district plans.
 - Horizons Regional Council are responsible for regulating discharges to air that may arise from the storage, use, disposal, or transportation of hazardous substances.
 - Possible future steps to continue this conversation and/or prepare for the enactment of the Planning Bill and the subsequent replacement of the District Plan with a Land Use Plan (recognising there may be limited ability under the new planning framework for Councils to address some of the matters raised in this report) may include:
 - Advocating for Central Government to consider the effects of the built and natural environment on public health, including the separation of hazardous substances and sensitive activities, when drafting national direction and/or standardised plan provisions, and seeking that planning for health and well-being becomes a fundamental purpose of plans at local, city and regional levels;
 - Engaging with internal and external stakeholders (in particular the EPA and the Public Health Agency) and/or advocating for Government to consider this topic as part of national direction.
 - Undertaking a full Health Impact Assessment of the District Plan (including from a te Ao Māori perspective);
 - Exploring what (if any) other Councils are using in land-use plans to address public health issues arising from the natural and built environment – within New Zealand and potentially internationally.
-

Contents

EXECUTIVE SUMMARY	2
1. INTRODUCTION AND OVERVIEW	6
1.1 Introduction	6
2. LITERATURE REVIEW – THE RELATIONSHIP BETWEEN PUBLIC HEALTH AND PLANNING	7
2.1 Introduction and definitions of key terms	7
2.2 Planning and public health – origins	10
2.3 The natural and built environment as determinants of health	11
2.4 Planning as a tool to for better public health	17
2.5 Summary	19
3. AOTEAROA / NEW ZEALAND – LEGISLATIVE CONTEXT – PLANNING FOR PUBLIC HEALTH	20
3.1 Introduction	20
3.2 The Resource Management Act 1991.....	21
3.3 Hazardous facilities and sensitive activities – Horizon’s One Plan / PNCC District Plan.....	25
3.4 Resource Management Reform.....	27
3.5 Local Government Act 2002.....	30
3.6 HSNO Act 1996, EPAA 2011 and WORKSAFE NEW ZEALAND ACT 2013.....	32
4. SAFE SEPARATION DISTANCES AND SENSITIVE LAND USES.....	35
4.1 Introduction	35
4.2 New Zealand	35
4.3 Australia	36
4.4 UK / England.....	41
5. DISCUSSION: ASSESSMENT OF THE DISTRICT PLAN RELATING TO PUBLIC HEALTH	43
5.1 Introduction	43
5.2 Discussion in relation to Public Health	44
5.3 Discussion in relation to Separation Distances and Sensitive Activities	48
6. SUMMARY	48
7. REFERENCES	51
APPENDIX ONE: COMPARISON OF DISTRICT PLAN PROVISIONS	55

1. INTRODUCTION AND OVERVIEW

1.1 Introduction

This report has been prepared in response to the PNCC's Notice of Motion (NoM), raised by Councillor Barrett at the Council meeting held on 17 December 2025 (ref: 203-25):

That Council assess the Palmerston North City District Plan for gaps in relation to public health, including but not limited to consideration of safe separation between petrol stations and childcare, school, health and residential land use.

This report is the product of a desk-top-only study with a primary focus on the PNCC District Plan provisions. There has been no engagement with either internal or external stakeholders and is intended only as a contribution to an ongoing conversation. The following tasks were undertaken:

- A brief review of planning and public health literature to define key terms and explore connections between planning and public health. This review was used to broadly assess the content of the District Plan for content relating to public health (Section 2);
- A review of the legislative framework in New Zealand for 'planning for public health' (Section 3);
- A review of how New Zealand, Australia and England provide for the safe separation of hazardous facilities and sensitive land uses. A comparative assessment of the provisions in Section 14 – Hazardous Substances in PNCC's District Plan against similar provisions in the relevant district plan chapters from Wellington City Council, New Plymouth District Council, Hamilton City Council and Auckland Council. (Section 4);
- Following the preceding tasks, an assessment of the Palmerston North City District Plan for gaps in relation to public health.

This report is intentionally high-level and does not explore specific topic areas in detail. It provides some insight into the complexity of this topic and continues an ongoing conversation around the effects of the built and natural environment on public health outcomes. Further detailed analysis of specific topics may be warranted in some instances (for example consideration of planning for the built environment under climate-change conditions to reduce risk and enhance public health outcomes).

While it is understood the NoM was initially raised in response to a particular land-use consent in Palmerston North, this report does not address or revisit any aspect of the decision in relation to that application.

2. LITERATURE REVIEW – THE RELATIONSHIP BETWEEN PUBLIC HEALTH AND PLANNING

2.1 Introduction and definitions of key terms

In response to the first part of the NoM (i.e., gaps in relation to public health), this section explores ideas and concepts relating to how planning for the built and natural environments can enable public health. This is a broad topic encompassing many issues that planning leads or plays a role in, including, but not limited to, the health impacts of housing, density, access to daylight/sunlight, air quality; three waters infrastructure; active transport; climate change; nature/open space; and food security. Drawing on planning and public health literature¹, key themes were identified and used as criteria to assess PNCC's operative District Plan.

The latter part of the NoM specifically required consideration of safe separation distances between petrol stations and childcare, school health and residential land uses. These land uses are collectively referred to in this report as 'sensitive activities', which may also include other land uses, such as marae, and aged-care facilities. In this regard, there appears to have been little written about this in planning literature, and to address this, Section 4 of this report draws on various websites, and industry guidelines to explore 'safe separation' distances in both New Zealand and Australia.

THE MOST IMPORTANT ASSET OF ANY CITY IS THE HEALTH OF ITS PEOPLE, WHICH IS ESSENTIAL FOR FOSTERING GOOD LIVELIHOODS, BUILDING A PRODUCTIVE WORKFORCE, CREATING RESILIENT AND VIBRANT COMMUNITIES, ENABLING MOBILITY, PROMOTING SOCIAL INTERACTION AND PROTECTING VULNERABLE POPULATIONS (WHO, 2016).

The natural and built environment has been described as a key determinant of health and wellbeing (PHE, 2017), and the UN-HABITAT and WHO (2020) described how the health of people is one of the most important assets for any city. Before exploring the "common ancestry" (UN-HABITAT/WHO, 2020, p.9) of the planning and public health professions, and before 'mining' the literature for details

¹ This literature review was limited to open-access journal articles, government reports, and similar that were available online to read or download. It did not include articles from scientific journals.

about how land use planning contributes to healthy outcomes, it's useful to define key terms. For the purpose of this report, the following definitions have been used:

Health - In the WHO (1946) constitution, health is defined as,

a state of complete physical, mental and social well-being and not merely the absence of disease or infirmity. The enjoyment of the highest attainable standard of health is one of the fundamental rights of every human being without distinction of race, religion, political belief, economic or social condition.

This definition has been widely cited (Dyar et al., 2022; Barton, 2009; Chakraborty and Dey 2025; Barton and Grant, 2011), and reflects the change, over time, from a medical model of health to a social model, viewing health “as an outcome of the effects of socioeconomic status, culture, environmental conditions, housing, employment and community influences” (WHO, 1999, p. 7).

Public Health – An early definition of public health, still widely referenced, described public health as the “science and art of preventing disease, prolonging life and promoting physical and mental health and well-being” (Winslow (1920) cited in Grant, 2012). Expanding on this definition, Acheson (1998) added that this could be achieved “through the organized efforts of society” (as cited by Azari and Borisch, 2023).

In the New Zealand context, Manatū Hauora / Ministry of Health (2022) note that public health protects the community from health risks and threats, prevents illness and promotes health and wellbeing across the whole population or population groups and focuses on groups of people rather than individuals. This is reflected in the vision of New Zealand’s Public Health Agency: “Pae ora – Healthy Futures for all: People, their whānau and communities are enabled and supported in achieving their health and wellbeing aspirations, and equitable health outcomes” (Manatū Hauora / Ministry of Health [MoH], 2022).

Health Promotion – was defined in 1986, at the First International Conference on Health Promotion, held in Ottawa (WHO, 1999, p.36), as:

the process of enabling people to increase control over, and to improve, their health. To reach a state of complete physical, mental and social well-being, an individual or group must be able to identify and to realize aspirations, to satisfy needs, and to change or cope with the environment. Health is, therefore, seen as a resource for everyday life, not the objective of living. Health is a positive concept emphasizing social and personal resources, as well as physical capacities. Therefore, health promotion is not just the responsibility of the health sector, but goes beyond healthy life-styles to well-being.

Known as the Ottawa Charter, it declared that “the fundamental conditions and resources for health are peace, shelter, education, food, income, a stable ecosystem, sustainable resources, social justice and equity”.

Six guiding principles “convey the breadth of public health and the need for health, in the broadest sense, to be considered in urban development and urban planning policy-making” (p.7):

- Health is not merely the absence of disease or disability.
- Health problems are defined at the policy level.
- Health is a social issue.
- Improving health status requires a long-term focus on policy development.
- Improving health status requires a primary focus on changing basic conditions.
- Improving health status requires involving natural leaders in the process of change. (p. 7)

In Aotearoa New Zealand, Manatu Hauora/the Ministry of Health (2022) identified four principles to achieve pae ora² and achieve thriving outcomes for our communities to be considered in relation to urban development processes. The principles are: (1) healthy, safe and resilient communities; (2) wai ora – healthy environments; (3) equity; and (4) mitigating and adapting to climate change.

Planning – The New Zealand Planning Institute (NZPI) defines planning as “a profession that builds communities, protects the environment, enhances economic value and improves the choices for where and how people live, work and spend their leisure time”.

More specifically, the role of planning has been defined in the scholarly literature as a “group of activities that concern control, regulation and orientation of the use of land and buildings, and the programming and realisation of collective infrastructure and public spaces” (Moroni, 2020, p. 563). It is a discipline that involves multiple participants and decision-makers and occurs across multiple spatial scales (from national projects to site-specific projects). It includes (but is not limited to) activities such as land use planning, nature resource planning (resource management), urban planning, urban design and form, social planning, spatial planning, nature conservation, designations, street and transport network design, and subdivisions – all of which might impact on health outcomes (although the evidence base to support this is contested (Public Health England [PHE], 2017)).

² Pae ora is a holistic concept that includes three interconnected elements: mauri ora (healthy individuals), whānau ora (healthy families) and wai ora (healthy environments).

Although neither definition of planning refers specifically to health, the UN-HABITAT and the WHO (2020) noted that “if the purpose of planning is not for human and planetary health, then what is it for?” (p. 62). In practice, this is often reflected through the legislative mandate for both local government, and for planning (see Section 3 – Legislative Context).

Although the connections between planning and public health can sometimes be ambiguous, there are common links that unite the disciplines. These include their focus on social justice, economic development, climate change, urban mobility, open space, grey / green infrastructure networks, and environmental sustainability (WHO, 1999; Barton and Grant, 2011; Blackwell, 2012). These are all ‘determinants of health’; a concept that has been widely written about, and often draws on the work of Dahlgren and Whitehead (1991), who explored policies and strategies to promote social equity in health, and diagrammatically showed the different determinants of health and well-being in urban and natural environments (refer figure 1).

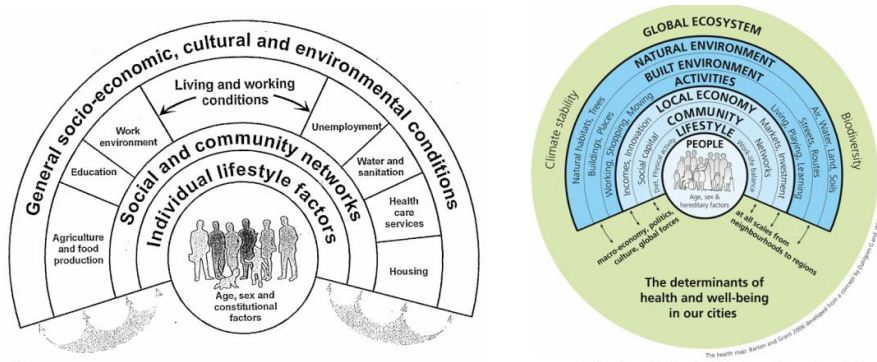


Figure 1: The Main Determinants of Health

(Sources: Dahlgren and Whitehead (1991) – original graphic (left). Updated by Barton and Grant (2006) (right).

2.2 Planning and public health – origins

Planning and public health emerged as professions (along with civil engineering) in the late-19th century (Corburn, 2004; Schröder et al., 2022; Wong et al, 2023; Barton, 2009; WHO, 1999). The connection between them is generally attributed to a shared response to the impacts of the Industrial Revolution on the health of urban residents. For example, Miller (2016) described how events in Britain, including the introduction of Public Health Act in 1848, led to the development of public health as a profession by the early 1890s. Blackshaw (2014) put it more bluntly, stating,

the practice of public health and modern urban planning arose from the same stimulus, that of the appalling conditions and devastating death rates in the Victorian city.

Concurrently, “engineering-based sanitary reforms” (Corburn, 2004, p.541) were introduced to address the spread of diseases in industrial cities, thought to be caused by poor living and working conditions (Barton, 2009; Corburn, 2004).

In the context of emerging public health reforms, the garden city movement, and early Town and Country Planning legislation, Miller (2016) referred to an emerging agenda in the early 1900s for planning that “focused on creating healthy and attractive living environments for everyone both now and in the future”. An alliance between planning and public health that Blackshaw (2014) noted made “a far greater contribution to improving health and increasing life expectancy over the following century than medicine”.

Over time, planning and public health became increasingly disconnected. In the context of England, the weakening of these historical ties in the mid-20th century was described by Andrews (2024) as a “core failing” of the English planning system (noting that public health functions were part of an English local authority’s remit). Specifically, Andrews noted how, “delivering residential ‘units’, employment ‘floor space’, and ‘school places’ – among the wider determinants of health – was often treated as an abstract task, driven by standardised formulas”, and argued the planning profession needed to re-establish planning’s purpose as a tool for health improvement.

In recent decades, since at least the 1980s, the importance of the relationship between the two fields has re-emerged. Perhaps becoming most notable during the recent global pandemic, many scholars are calling for a multidisciplinary, collaborative response to achieve healthier cities (for example, Capolongo et al, 2020; UN-HABITAT/WHO, 2020; Schroder et al., 2022). However, this relationship is complex. The issues being addressed are not linear, but instead are layered and interconnected with other institutions, businesses and communities, who are all dealing with the effects of increasingly urbanised populations and other global phenomenon, such as climate change, aging populations, and increasing inequalities (Fudge et al, 2020).

2.3 The natural and built environment as determinants of health

Rapidly growing populations and increasing urbanisation is changing the form and function of the built environment. By 2050, the global population is anticipated to be double leading to implications for the provision of housing, infrastructure, open spaces, basic services, and other environmental outcomes (UN-HABITAT/WHO, 2020). Managing this complexity falls within the remit of planning, and research has indicated land use planning policies influence health outcomes (Carmichael et al., 2019).

In recent decades the increasing recognition of the impact of urbanisation on population health has been driven by the UN’s New Urban Agenda (NUA). Adopted at the UN’s Conference on Housing and

Sustainable Urban Development (Habitat III) in Quito, Ecuador in 2016, the New Urban Agenda considered the role of the built environment in achieving a global vision for “a better and more sustainable future where all people have equal rights and access to the benefits and opportunities that cities can offer” (UN, 2017, p. iv). The role of planning has subsequently been described as a “critical enabler for health and well-being” (UN-HABITAT/WHO, 2020, p. 62).

Drawing on some of the principles for healthy urban development (Manatu Hauora Ministry of Health, 2022; WHO, 1999), four broad of areas where planning has a role are further explored: natural environments (including climate change); equity; active travel; and healthy communities. (NB: each of these topic areas are complex, so what follows is a brief overview of some of the issues that fall within them. As noted earlier, this review is not comprehensive but rather gives some insight into the complexity of this topic and is intended only as a starting point for further conversations.

(a) Healthy environments

Planning has a role to mitigate the environmental risks of urbanisation, through reduced air and water pollution and greenhouse emissions (Barton, 2009; Carmichael et al., 2019). Wong et al. (2023) described how “ineffective planning” can unintentionally lead to outcomes that impact health including “air pollution, traffic congestion, car dependency, urban heat islands, substandard housing, poor access to healthy foods, unsafe drinking water, inadequate sanitation and waste management, absence of safe spaces for physical activity and active travel, and lack of access to green spaces” (p. 158). While most of these risks fall to local or regional government to address, guided and/or directed by central government policy, responding to them is not easy, as they fall into the definition of ‘wicked problems’ – a problem with no solutions, but one that can be managed in many different ways – requiring as Wong et al. (2023) suggested, an interdisciplinary and collaborative approach.

Addressing the environmental risks to health from urbanisation was described by Capolongo et al. (2018) as a “public health paradox”; the role of cities is to provide a healthy environment but the environmental demands of cities with their high energy demands and high consumption of resources

“DELIVERING RESIDENTIAL ‘UNITS’, EMPLOYMENT ‘FLOOR SPACE’, AND ‘SCHOOL PLACES’ – AMONG THE WIDER DETERMINANTS OF HEALTH – IS OFTEN TREATED AS AN ABSTRACT TASK, DRIVEN BY STANDARDISED FORMULAS” (ANDREWS, 2024).

cause health risks. They highlighted, for example, the relationship between urbanisation / green space losses with increased urban pollution and heat island effects, causing increased cardiovascular risks.

In the UK, the PHE (2017) noted that research showed how exposure to air pollution affected health outcomes across all population groups. Their report stated,

poor air quality is linked with an increased risk of developing chronic conditions (e.g., COPD and type II diabetes), neonatal complications and poor birth outcomes, cancer, worsened respiratory outcomes and childhood mortality, among others. Notably, there is consistent evidence for the adverse health effects associated with exposure to particulate matter (PM2.5 and PM10). (p.38)

Climate change and biodiversity loss was described by Fudge et al. (2020, p. 138) as “the most serious issue of our time” which presents another range of potential health impacts including heat waves and extreme cold weather; events “associated with potentially fatal illness, such as heat stroke or hypothermia, as well as increasing death from cardiovascular and respiratory diseases” (PHE, 2017, p. 39). With regard to addressing health effects caused by heat (including heat events and urban heat islands), literature highlighted the mitigation effects of urban green spaces.

Richardson et al. (2013) describe the effect of urban green spaces on health. Although not related to urban planning explicitly, they explored the relationship between urban green space and health, finding (amongst other things) that,

in New Zealand, increased neighbourhood greenness was related to lower risks of poor mental health and cardiovascular disease at the individual level, but was not related to overweight or poor general health. Overall levels of [physical activity] were also higher among residents of greener neighbourhoods, but only partly explained the green space and health relationships. (p. 14)

The importance of considering the effect of environmental factors on human health in the New Zealand planning context was raised in the submission of the Public Health Communication Centre on the Planning Bill and Natural Environment Bill (February 2026). Their submission stated that “Without primacy of the health of ecosystems and human health in these bills, risks to public health will increase as commercial interests will override health needs”. With regard to the Natural Environment Bill they noted it “seeks to weaken protection for the health of ecosystems” and suggested “the value of ecosystem health in supporting New Zealanders health, and NZ communities’ adaptation to and mitigation of climate change” was not being recognised by the Government.

As is shown in section 3.4 below, there is an inferred reference to planning for health-related reasons in the Planning Bill, although this is ‘hidden’.

(b) Equity

Health equity emerged as a key theme in the planning/health literature reviewed. Planning of and for place-based features and amenities in the built environment was identified as an influence on health equity (UN-HABITAT and WHO, 2020, p. 62). This was seen as an important role to achieve the World Health Organisation’s equity principle: All people must have the right and the opportunity to realize their full potential in health (WHO, 1999).

Defined as “a difference in health that is systematic, socially produced (and, therefore, modifiable) and unfair” (UN-Habitat and WHO, 2020, p. 11), health inequity tends to affect vulnerable populations and lowest income households (UN-Habitat and WHO, 2020). Inequities can result from a person’s circumstances (where they live, what they can access, and what they can afford), or the allocation of resources (Blackshaw, 2012; Carmichael et al., 2019). In the New Zealand context, Manatū Hauora / The Ministry of Health (2022) highlighted the population groups more likely to experience inequitable health outcomes included Māori, Pacific peoples, communities with lower socioeconomic status and marginalised groups.

Considering equity in planning policy was recommended by several scholars who referred to the role of land-use planning policy in reducing health inequity by considering who has access to housing, healthcare/social facilities (including open/green spaces), infrastructure, employment and transport options, particularly for vulnerable groups in the community (Barton, 2009; Fudge and Fawkes, 2017; Fudge et al., 2020). Specifically, Schroder et al. (2022) identified that health equity was a neglected aspect of housing policy. They highlighted various factors that contributed to this, including neighbourhood attributes (such as infrastructure), mechanisms of change such as gentrification, and access to economic opportunities by individuals. Public Health England (2017) was more specific about the effect of physical and economic attributes of housing on health outcomes, listing improved quality of housing, the affordability (including for groups with specific needs) and diversity of housing as potential principles to guide policy.

In the New Zealand context, The Ministry of Health / Manatū Hauora noted that equity is a principle of Te Tiriti o Waitangi (PHA, 2022). They suggested that putting this principle into practice required spatial equity to be addressed across all aspects of the urban environment (PHA, 2022).

In relation to NZ’s housing, Penny et al. (2024) also referred to the Government’s responsibilities under Te Tiriti o Waitangi. In their article, they described a Whakawhanaungatanga Māori Wellbeing Model,

“a model to support the well being of Māori– and potentially others – in relation to housing and urban environments” (p. 116). It is a model that draws on both mainstream literature, as “well as key wellbeing concepts from Te Ao Māori (the Māori world)”.

(c) Active Travel

In the literature reviewed, planning for active travel was another key theme in terms of enabling better health outcomes (Chang et al., 2025; PHE, 2017; Nieuwenhuijse, 2020; LG Association, 2024; UN Habitat and WHO, 2020; Barton, 2009). For example, the relationship between urban form, mobility and physical/mental health was discussed by Nieuwenhuijse (2020) who noted that cities with active transport infrastructure will lead to “lower air pollution, noise and stress levels, less heat island effects, more physical activity, social contacts and green space and to e.g. decreased cardio vascular and respiratory morbidity, better cognitive functioning and less cancer and thereby less premature mortality” (p. 2; see also figure 2 below). Similarly, Barton (2009) noted how walkable and mixed-use communities can enable active travel, increasing physical activity and reducing physical health risks and improving mental health (Barton, 2009). Although contested (as physical activity levels can be also determined by social, economic and cultural factors), Barton (2009) referred to research showing an “unequivocal relationship” between access to facilities and walking.

(a) Healthy Communities

Another thread within the planning/public health literature was ‘social well-being’, or healthy communities. As noted above, the WHO’s definition of health referred to “the absence of disease” and “a state of complete physical, mental and social well-being” (WHO, 1946). Barton (2009) suggested that when defined in this way, health is linked to “every aspect of life – the social, the economic and the environmental” (p. 116). Central to social well-being is ‘community’.

Barton (2009) defined ‘community’ “in terms of social networks of mutual support” (p. 119), and that such networks are critical for mental health. The quality of social networks, as Barton explained, depended on people’s perceptions of safety within their neighbourhood, the quality and accessibility of facilities within the neighbourhood, and the levels of traffic. It is a concept that connects strongly with ideals of ‘walkability’ within neighbourhoods, and access to (or visibility of) urban greenspaces (see also section 2.3(c)). Planning for social outcomes can improve the liveability of streets, making them safer, improving communication between people and therefore improving community cohesion (Barton, 2009).

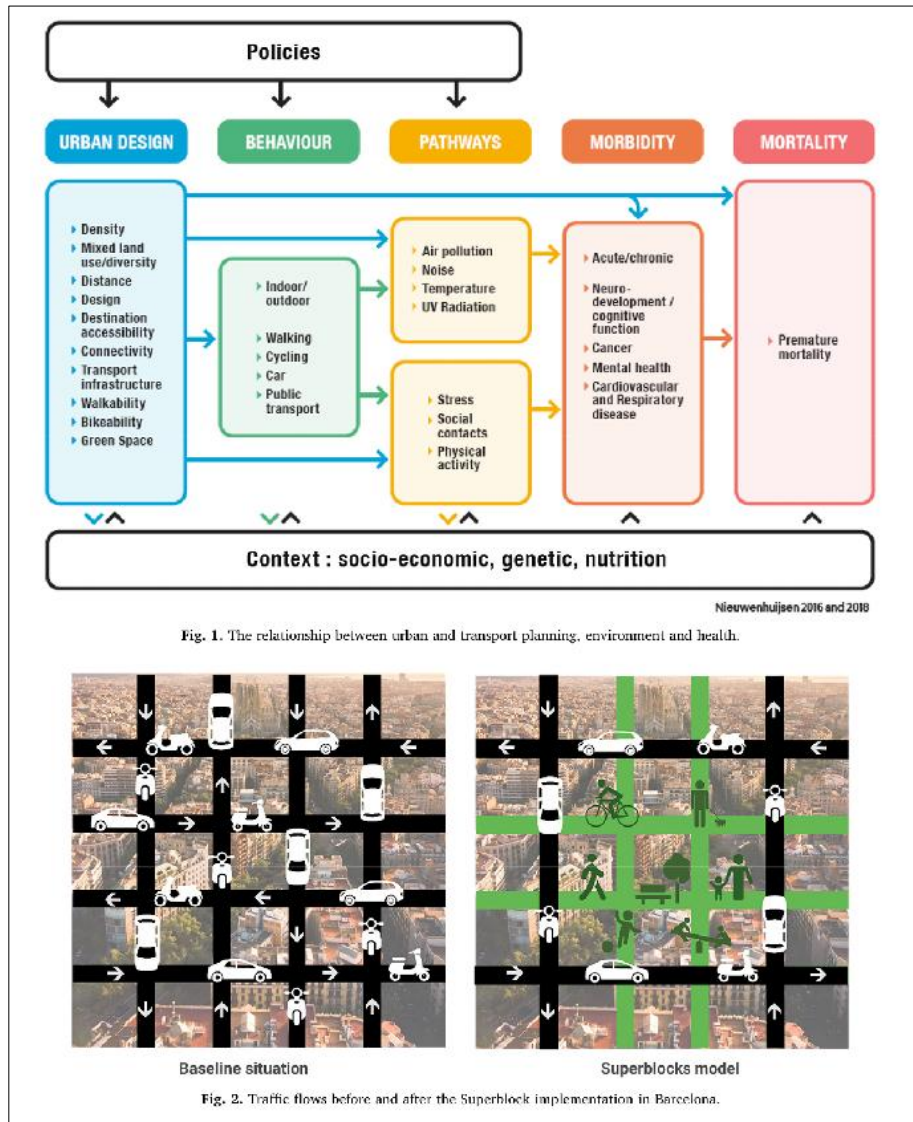


Fig. 1. The relationship between urban and transport planning, environment and health.

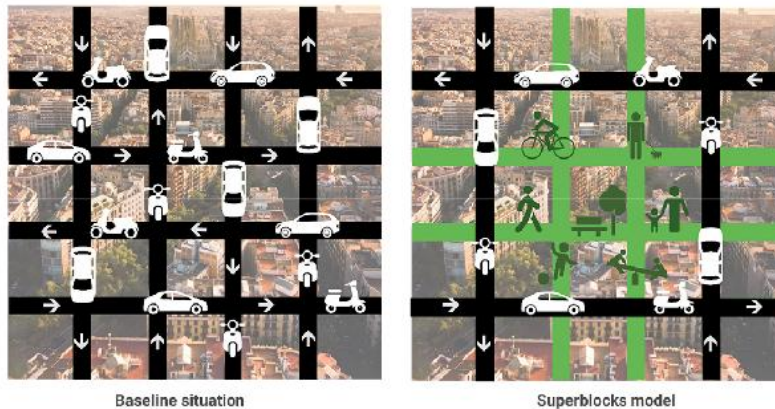


Fig. 2. Traffic flows before and after the Superblock implementation in Barcelona.

Figure 2: The relationship between urban and transport planning, environment and health. (Source: Nieuwenhuijsen, 2020, p.3)

In the UK, the LGA (2024) highlighted how “Councils can also establish expectations for private amenity space through Local Plans and Design Codes. This can take the form of space standards and requirements for the orientation of gardens, terraces or balconies”. This is reflected in the New Zealand planning system, where the RMA lists ‘the maintenance and enhancement of amenity values’ as a matter that Councils, and anyone working to achieve the purpose of the Act must have “particular regard to” (Section 7, RMA). The provision of private open space (gardens) was also highlighted by

Barton (2009) in relation to the health benefits of recreational activity – particularly for “gardening and young children’s play” (p. 118).

Another element of social well-being that land use planning has been found to impact is social inclusion. In this regard, Barton (2009) described how,

the distribution of social housing determines where low income groups in housing need tend to live. The most important variables apart from income are probably household status and culture or ethnicity. The social segregation that can occur as a result of the housing market can lead to geographical health inequalities to a sometimes alarming degree. (p. 120)

Barton described how unaffordable housing (in markets where supply is constrained) had health implications (especially for low-income households) that worsened if growth strategies maintain car-dependent urban environments, without planning for active travel options, mixed land uses, open spaces etc. (see also section 2.3(b)).

When considering the social networks that form ‘communities’, the health impact(s) of urban populations will vary due to changing demographics. As noted above, it is anticipated that the proportion of the global population over 65 years old will double (exceeding the number of children (0-14 years)), and that there will be fewer working-age adults (Fudge et al., 2020). For aging populations, the extremes of heat and cold weather, as described above (see section 2.3(a)), presented a particular health risk (PHE, 2017).

The complexity of planning for public health and the need for an interdisciplinary approach was also noted above. Communities also have a key role in this regard. Communities (including civil society organisations and associations) also have a key role in planning for public health through identifying needs/priorities, raising public awareness, and through submissions on local government plans and strategies (UN-HABITAT/WHO, 2020, p.7). Despite often having the least power in planning processes, communities (and particularly the disadvantaged/marginalised communities) hold “knowledge vital to unlock better public health in their locality” (UN-HABITAT/WHO, 2020, p.8).

2.4 Planning as a tool for better public health

Fudge et al. (2020) ask “How can we develop a context for making better decisions?” (p. 136). In light of rapidly increasing urbanisation, changing demographics, and the effects of climate change, they consider responding to this question is urgent, and suggested, “the decisions needed now are of critical importance and must trigger actions to design and adopt radical processes that are robust and resilient in the context of transformation” (p. 136). A difficult task given the contested nature of values

that inform planning policy. Fudge et al., suggested the increased use of ‘futures thinking’ at all levels of decision making, in which community engagement is critical.

Barton and Grant (2011) describe three levels of how planning can integrate health outcomes. The first (basic) level is as per the origins of the planning and public health relationship – i.e., through recognising and providing for housing, sanitation, water, and fresh air. The second level recognising that many aspects of urban planning affect health and well-being (i.e. planning for walkable environments, urban green spaces (to access nature and help address climate change), housing renewal, active transport networks etc). The third level is to fully integrate health into planning processes – and where “planning for health and well-being becomes a fundamental purpose of plans at local, city and regional levels” (p. 133). However, as they noted, this level relies on collaborative working relationships between all those working in this space, including the community.

In this regard, the UN-HABITAT and WHO report (2020) suggested that to achieve better health outcomes and health equity, planners need to see themselves as “part of the wider public health workforce, and along with Public health professionals can work towards delivering population well-being” (p.9). It also suggested that because of the ‘vital’ knowledge that community groups and organisations have about health in their place, planners and public health professionals “have a duty to go beyond consultation and enable and facilitate the active engagement of local people in the planning process” (p.8).

Increasingly, spatial planning is seen as a useful planning tool to achieve a long-term, evidenced-based, collaborative, strategic approach to achieving a vision in a way that encourages alignment of budgets and phases of future growth and development. Used at a variety of scales (from national to local, spatial planning also emerged in the literature as being important for public health and health equity (UN-HABITAT/WHO, 2020; Barton and Grant, 2011).

At a local level, Callway et al. (2023) suggested (in the context of planning in England), that the “promotion of health” be established as a central principle for local plans”. Despite establishing a legislative mandate to do this, their research found,

In a national survey of 175 public health and planning professionals, over a quarter of respondents did not agree with the statement that “health is integrated into planning in my local authority”, echoing this need to improve how health is reflected in planning policy. (p. 3).

They developed a “Health in Local Plans” Framework to help ensure local plans included and addressed determinants of health. When applied, it identified:

- opportunities to strengthen the integration of health in local plans through specifying health priorities, and providing “signposts” for developers towards national guidance and standards for health outcomes;
- the usefulness of applying a Health Impact Assessment on a local plan “to identify possible gaps and appraise high level health impacts of policies in the document”; and
- that further research was needed into the ‘strength of language’ in relation to health requirements to determine whether plans carried “sufficient weight to ensure that urban development proposals better incorporate local health priorities” (Callway et al., 2023, p. 20).

2.5 Summary

This brief literature review was prepared in response to Council’s NoM seeking an assessment of the Palmerston North City District Plan for gaps in relation to public health. By exploring a relatively small selection of relevant literature, the following points emerged:

- the health of people is one of the most important assets for any city for social and economic reasons;
- the complexity of a long-standing relationship between the planning and public health disciplines;
- that understanding the impact of the built urban form on public health is increasingly important in the context of increased urbanisation;
- how aspects of the natural and built environments are key determinants of health and wellbeing; and
- responding to this requires urgent action through planning mechanisms.

From the literature review, the following broad themes were identified along with indicators (noting that many of which apply to more than one theme), which are used in the assessment of the PNCC’s District Plan to identify potential gaps in relation to public health:

Healthy Environments:	compact cities (avoid productive land), pollution; climate change; natural disasters, air quality; and urban green space.
Equity:	access (to health facilities, transport, housing, open space, etc); quality of housing; diversity of housing; housing needs; inequity*; Te Tiriti o Waitangi / The Treaty of Waitangi.
Active Transport:	mixed-use; greenspaces; and walkability.

Healthy Community(ies): affordable housing; community(ies), inclusion, insecurity, compact cities (crowding/privacy); poverty; wellbeing; aging [population]; liveability (including on-site amenity and amenity) and private open space.

Given the complexity of the topic, this is not a comprehensive list of topics or topic areas relating to health/planning, but rather intended only as a starting point from which further conversations, both within Council and with external stakeholders, might be warranted.

3. AOTEAROA / NEW ZEALAND – LEGISLATIVE CONTEXT – PLANNING FOR PUBLIC HEALTH

3.1 Introduction

This section explores the historic, current and potential future legislative context of planning for public health. While it is not a comprehensive overview of the provisions of any of the Acts referred, the intent of this section is to provide some background, and to serve as a ‘signpost’ towards potentially useful information for interested parties.

The legislative context of planning for public health dates back to New Zealand’s earliest Municipal Corporations Act 1842 and the Town-planning Act 1926, which both referred to planning for the ‘health of residents’ and for the ‘healthfulness’ of development respectively. The RMA and its predecessors still mandated protecting or providing for health in some way. (NB: A table showing some of the legislative history of planning and public health is available on request).

Currently, people’s health and well-being is central to the sustainable management of natural and physical resources – the purpose of the RMA. As per the Public Health Communication Centre’s (2026) submission on the Planning Bill, the RMA is “a public health act as well as an environmental health act”. This reflects the view that the natural and built environments are key determinants of health. However, the RMA is undergoing significant reforms. The Planning Bill and Natural Environment Bill are intended to replace the RMA, and at the time of writing are currently before Parliament, are awaiting the report of the Environment Committee.

The Government states that the development of the new planning and environmental management system created by these Bills was guided by the following objectives:

- to make it easier to get things done by—

- unlocking development capacity for housing and business growth:
- enabling delivery of high-quality infrastructure for the future, including doubling renewable energy:
- enabling primary sector growth and development (including aquaculture, forestry, pastoral, horticulture, and mining).

The intention is that these objectives will be done while also—

- safeguarding the natural environment and human health:
- adapting to the effects of climate change and reducing the risks from natural hazards:
- improving regulatory quality in the resource management system:
- upholding Treaty of Waitangi settlements and other arrangements.

However, despite the intention to safeguard human health, for the first time in 100 years of planning legislation, the reference to ‘health’ / ‘well-being’ is proposed to be removed from the purpose of the Planning Bill, and from the purpose of land use plans. As the Bill is currently worded, explicit references to human health tend to be specific to matters that can be addressed through environmental limits. This reflects an international trend of planning and public health becoming increasingly disconnected.

This section describes the RMA and the Planning Bill, along with other legislation (such as the Local Government Act 2002) that are relevant to public health generally. Then, to address the latter part of Council’s NoM, it explores legislation and provisions relating to the separation of hazardous facilities from sensitive activities.

3.2 The Resource Management Act 1991

The purpose of the RMA is “to promote the sustainable management of natural and physical resources”, and the Act defines ‘sustainable management’ as meaning “managing the use, development, and protection of natural and physical resources in a way, or at a rate, which enables people and communities to provide for their social, economic, and cultural well-being and for their health and safety while—

- (a) sustaining the potential of natural and physical resources (excluding minerals) to meet the reasonably foreseeable needs of future generations; and
- (b) safeguarding the life-supporting capacity of air, water, soil, and ecosystems; and
- (c) avoiding, remedying, or mitigating any adverse effects of activities on the environment.

(Section 5).

The direct reference to the “health and safety of people and communities” mandates some responsibility for planning for public health outcomes generally, and there is a pathway from the purpose of the RMA to the content of National Direction (including national policy statements and national environmental standards), and then to regional policy statements, and then to regional and district plans

With regard to the separation of hazardous facilities from sensitive activities, the approach in the planning system towards health outcomes is also considered under the RMA and other Acts (as is discussed in sections 3.3 and 3.6 below).

(a) National Direction under the Resource Management Act 1991

While there is not necessarily a clear and systematic approach in the New Zealand planning system towards health, there is a reference to health and well-being in the purpose clause of the RMA, and there is a requirement that territorial authorities must prepare or change a district plan in accordance with higher order documents, many of which also reference health, or the determinants of health. For example, the National Policy Statement for Urban Development requires that planning decisions will contribute to well-functioning urban environments, which includes (at a minimum) managing the provision of homes, providing land for businesses (and avoiding impacts on the competitive operation of the market), ensuring accessibility (including public / active transport), reducing greenhouse gas emissions, and climate change resilience (policy 1, NPSUD). The references to housing, accessibility and climate change, were all highlighted in the literature review as impacting on public health.

There are many more direct and indirect references in the NPS-UD towards health, including:

Objective 1: New Zealand has well-functioning urban environments that enable all people and communities to provide for their social, economic, and cultural wellbeing, and for their health and safety, now and into the future.

Policy 10: Tier 1, 2, and 3 local authorities: (a) that share jurisdiction over urban environments work together when implementing this National Policy Statement; and (b) engage with providers of development infrastructure and additional infrastructure [*which includes: social infrastructure, such as schools and healthcare facilities*] to achieve integrated land use and infrastructure planning; and (c) engage with the development sector to identify significant opportunities for urban development.

A table of excerpts from national policy statements referencing ‘health’ is available on request.

It is also noted, that the Pae Ora (Healthy Futures) Act 2022, requires a Government Policy on Health. In the Government Policy Statement on Health 2024-2027, it notes that the “Government is

particularly focused on accelerating action to address five non communicable diseases: cancer, cardiovascular disease, respiratory disease, diabetes and poor mental health”, and that this will be achieved through addressing five modifiable risk factors – one of which is “adverse social and environmental factors”. As identified in the literature review, the importance of working collaboratively was noted in the GPS-Health, which states “Cross-agency partnerships are needed to address the broader determinants of health and wellbeing” (p. 5).

(b) PNCC’s Operative District Plan

The purpose of a district plan under the RMA is to help territorial authorities to carry out their functions to achieve the sustainable management of natural and physical resources (section 72, RMA). Amongst other matters, district plans must be prepared in accordance with, amongst other matters:

- The provisions of Part 2 of the RMA – as noted above these provisions include the purpose statement which defines sustainable management as “*managing the use, development, and protection of natural and physical resources in a way, or at a rate, which enables people and communities to provide for their social, economic, and cultural well-being and for their health and safety*” (section 5);
- National policy statements – as discussed in section 3.2.(a) above;
- The functions for territorial authorities (listed in section 31) – these functions include references to housing capacity, environmental quality, natural hazards, all of which could be considered determinants of health.

Both regional and territorial councils used to have specific functions under Sections 30 and 31 of the RMA (respectively) relating to hazardous substances. From its enactment in 1991 *until* 2017, these functions were:

- For Regional Councils: The prevention or mitigation of any adverse effects of the storage, use, disposal, or transportation of hazardous substances (s30(1)(c)(v)) [now repealed]; and
- For Territorial Authorities: The control the effects of the use, development, or protection of land, including for the purpose of the prevention or mitigation of any adverse effects of the storage, use, disposal, or transportation of hazardous substances (s31(1)(b)(ii)) [now repealed].

These provisions were repealed by the Resource Legislation Amendment Act 2017 (RLAA 2017).

Part of the intent of the Resource Legislation Amendment Act 2017 (as indicated in its [First Reading](#)), was to better align the Resource Management Act with other laws. The [MfE’s fact sheet](#) in relation to

this amendment, noted that following the enactment of the Hazardous Substances and New Organisms Act 1996 (HSNO) and the Health and Safety at Work Act 2015 (HSW Act), there were:

some existing RMA controls on hazardous substances duplicate or increase those in place under HSNO, which can be confusing for users of hazardous substances. Sometimes it is unclear why additional controls are necessary to manage environmental effects under the RMA. (MfE, 2017)

Following the Resource Legislation Amendment Act 2017 (as also noted in the fact sheet):

- (a) councils no longer have an explicit obligation to regulate hazardous substances in RMA plans, or policy statements.
- (b) The intent of this change was to remove the perception that councils must always place controls on hazardous substances under the RMA, and to ensure councils only place additional controls on hazardous substances if they are necessary to control effects under the RMA that are not covered by the HSNO or HSW Acts.
- (c) In most cases HSNO and Worksafe controls will be adequate to avoid, remedy or mitigate adverse environmental effects (including potential effects) of hazardous substances.
- (d) Until such time that hazardous substances provisions within current council plans are reviewed and/or changed, the status quo applies, and resource consent applications continue to be required and assessed in accordance with the operative plan provisions.

However, MfE (2017) also noted that Councils still have a broad function of achieving integrated management (s31(1)(a), RMA 1991), and may use this function to place extra controls on hazardous substance use under the RMA, if existing HSNO or Worksafe controls are not adequate to address the environmental effects of hazardous substances in any particular case (including managing the risk of potential effects on the local environment). While the specific function for Councils to regulate hazardous substances was removed, they still have a duty to avoid, remedy, or mitigate any adverse effects of activities on the environment under s17 of the RMA (as does everyone under this section).

While the specifics as to what MfE was anticipating might be included as “extra controls” is not explicit, some Councils have attempted to identify such matters. For example, in the District-wide Matters/ Hazards and Risks Chapter of the New Plymouth District Council’s Part Operative District Plan (Revision dated: 4 December 2025) it states:

HSNO provides the general framework and is the primary mechanism for controlling and managing the use and storage of hazardous substances, The following matters fall within the scope of the Resource Management Act 1991:

1. effects on sensitive activities and areas, the coastal environment, historic heritage and other identified features;
2. reverse sensitivity issues between existing lawfully established hazardous facilities and new sensitive activities;
3. the risk to public safety, e.g. risks to the general public beyond a site boundary and from natural hazards that could affect hazardous facilities; and
4. management of cumulative effects of multiple hazardous facilities near each other.

Despite the removal of these functions from sections 30 and 31 of the RMA, there is still a requirement in Schedule 4 of the RMA requires that:

- an Assessment of Environmental Effects for an activity that uses hazardous installations requires “an assessment of any risks to the environment that are likely to arise from such use” (Sch.4, cl.6(1)(c)); and
- An assessment of the activity’s effects on the environment must address matters including, any risk to the neighbourhood, the wider community, or the environment through natural hazards or hazardous installations (Sch.4, cl.7(1)(f)).

3.3 Hazardous facilities and sensitive activities – Horizon’s One Plan / PNCC District Plan

(a) Horizons Regional Council and the One Plan

As noted above, following the Resource Legislation Amendment Act 2017, Horizon’s Regional Council no longer has a specific function under s30 to control of the use of land for the purpose of preventing or mitigating any adverse effects of the storage, use, disposal, or transportation of hazardous substances. However, in giving effect to the RMA, Horizons Regional Council has functions that *include*:

- the establishment, implementation, and review of objectives, policies, and methods to achieve integrated management of the natural and physical resources of the region
- the preparation of objectives and policies in relation to any actual or potential effects of the use, development, or protection of land which are of regional significance.
- the control of discharges of contaminants into or onto land, air, or water and discharges of water into water. (Refer section 30, RMA 1991).

With regard to discharges of contaminants into air the RPS recognises the complexity of these, and notes how they “have the potential to cause adverse effects on ambient air quality and human health. Certain discharges must be assessed individually and regulated appropriately” (p. 2-35). The

provisions of the Horizons One Plan, particularly in relation to discharges to air (see [One Plan](#), Horizons Regional Council website).

Horizons Regional Council are responsible for regulating discharges to air that may arise from the storage, use, disposal, or transportation of hazardous substances.

Under **RULE – AIR-R12 (Miscellaneous discharges into air from industrial or trade premises)**, the discharge of contaminants into air from the retail or wholesale distribution of automotive fuels, oils, liquefied gases, gases, and fuels used for industrial processing and home heating is a permitted activity, subject to conditions including that:

1. The discharge must not cause a breach of any of the National Environmental Standards^A for ambient air quality set out in Table 3 (in RPS-AIR).
2. The discharge must not result in any offensive or objectionable odour, dust, smoke or water vapour beyond the boundary of the property.
3. The discharge must not result in any noxious or dangerous levels of gases or particulates beyond the boundary of the property.

If an activity does not meet these performance conditions, the activity would be a Discretionary activity under RULE – AIR-R15 (Other discharges).

(b) PNCC and the District Plan

Section 14 – Hazardous Substances of the District Plan was last reviewed under Plan Change 17 – Hazardous Substance. Plan change 17 was made operative on 16 September 2015, pre-dating the amendments to the RMA, as discussed above. It is in need of updating, if only for the references in section 14.4 (Methods) to legislation that is out of date.

The amendments to the RMA, following the RMLAA 2017 are not reflected in Section 14 of the operative district Plan which contains the following Objective:

Objective 1 To prevent or mitigate adverse effects on property, the environment and the health of City residents associated with the manufacture, use, storage or transportation of hazardous substances within the City.

To achieve this objective, the District Plan has five policies, one of which is:

Policy 1.5 “to avoid duplication of the of the regulation of activities controlled by the Hazardous Substances and New Organisms Act 1996 and other workplace safety law by:

- a) Generally allowing activities that meet the relevant requirements of the HSNO Act and other workplace safety law; and
- b) Only requiring resource consents for activities that may have actual and potential effects that are cumulative, or where there is significant potential risk of adverse effects on the environment". (policy 1.5)

The reference in clause (b) to only requiring resource consents for activities with potential effects that are cumulative, or where there is significant potential risk of adverse effects on the environment, *may* fall within the scope of what the MfE was anticipating when it noted that Councils could place extra controls on hazardous substance use under the RMA if existing HSNO or Worksafe controls are not adequate to address the environmental effects of hazardous substances in any particular case (including managing the risk of potential effects on the local environment). However, given these provisions were drafted before the amendment to the RMA, this is unlikely.

Appendix One presents a comparative table, comparing the provisions of section 14 of the PNCC District Plan with similar provisions in four other TLA district plans. These findings are further discussed in Section 5.

3.4 Resource Management Reform

The RMA is in the process of being replaced. The coalition Government has released two bills that are intended to create a planning system that has fewer simpler consents, fewer, faster plans, clear national direction, regional spatial plans and standardised zoning and plan provisions, amongst other features ([Bishop and Court, 2025](#)). They are also intended to "safeguard the natural environment and human health by introducing an environmental limits framework covering air, water, land, soils, and indigenous biodiversity, and setting out a regime to manage resource use within these limits" (Planning Bill, Explanatory Note). These are currently going through Parliamentary processes, and at the time of writing, awaiting the report of the Environment Select Committee.

As part of the reform process the Government has stopped the ability for Councils to notify plan changes (private plan changes are not affected).

(a) The Planning Bill 2025

The purpose of the Planning Bill is "to establish a framework for planning and regulating the use, development, and enjoyment of land", and in the words of the Minister of RM Reform the reason for the Bill is to "restore the freedom for New Zealanders to shape their own future by that radical concept, to some, known as property rights" ([Hansard \(16 December 2026\) 789](#)).

In the Planning Bill, the approach in the planning framework towards health in the Bill's purpose is notably absent (for the first time in 100 years, as noted above). There is a lack of regulatory or policy clarity regarding the health implications of the use and development of the built environment. However, some explicit references to health are included, such as:

- Clause 9 of the Bill lists Health New Zealand as a core infrastructure operator.
- Clause 20 of the Bill notes that an adverse publicity order can require actions to publicise “any impacts on human health or the environment or other consequences arising or resulting from the non-compliance”.
- Clause 30 allows a non-compliance with the Bill provisions if the contravention “was necessary for the purpose of saving or protecting life or health, preventing serious damage to property, or avoiding an actual or likely adverse effect on human health or a natural and physical resource”.
- Clause 146 refers to adverse effects on the health or safety of people from land use or subdivisions is listed in clause 146 as a reason that consent can be refused (or granted with conditions included).

With regard to the Goals (cl. 11) of the Bill, addressing the effects of the built environment on health is possibly ‘hidden’ within the existing definition of “well-functioning” urban areas (as contained in the NPS-UD, see section 3.2(a) above). This is based on the following logic:

- the purpose of land use plans is to enable and regulate the use and development of land within a district and assist territorial authorities in carrying out their functions and responsibilities under this Act;
- the functions of territorial authorities are set out in clause 185, and include regulating and managing effects in accordance with the goals of the Bill;
- these goals include the creation of create well-functioning urban and rural areas³;
- well-functioning urban areas, as currently defined in policy 1 of the NPSUD, are urban environments that, as a minimum:
 - have or enable a variety of homes that: (i) meet the needs, in terms of type, price, and location, of different households; and (ii) enable Māori to express their cultural traditions and norms; and

³ NB: ‘well-functioning *rural* areas’ is not defined in the NPS-UD.

- have or enable a variety of sites that are suitable for different business sectors in terms of location and site size; and
 - have good accessibility for all people between housing, jobs, community services, natural spaces, and open spaces, including by way of public or active transport; and
 - support, and limit as much as possible adverse impacts on, the competitive operation of land and development markets; and
 - support reductions in greenhouse gas emissions; and
 - are resilient to the likely current and future effects of climate change.
- Many aspects of a well-functioning urban environment can also be considered as ‘determinants of health’ (see section 2.3 above), and therefore, this report argues that while not explicit, there will still be a requirement for district plans to consider public health outcomes in land use plans under the Planning Bill (if/when enacted).

As it is currently worded, Clause 14 of the Planning Bill has the potential to impact health outcomes in increasingly urbanised environments with higher housing densities. Clause 14 lists effects of an activity that decision makers and others working under the Planning Bill must disregard. One of these effects is the “internal and external layout of buildings on a site (for example, the provision of private open space)” (Clause 14(1)(a)). Plan provisions potentially affected by this clause include those relating to:

- ‘on-site amenity’ rules/standards include the provision of private open space – and therefore must be disregarded.
- ‘external layout’ includes provisions relating to building orientation which must be disregarded (e.g. where on-site amenity areas to have direct contact with a main living area and is ‘oriented to the east, west or north of the dwelling’).
- The external layout of buildings includes provisions relating to setbacks.

Provisions relating to the internal layout of buildings (and building orientation, which might be ‘captured’ under the reference to external layouts of building) tend to be for the purpose of ensuring daylight/sunlight to main living areas of a house for public health reasons.

Clause 14(1)(j) of the Bill also directs decision makers and others to disregard any matter where the land use effects of an activity are dealt with under other legislation. Given the provisions of the Hazardous Substances and New Organisms Act 1996, Environmental Protection Authority Act 2011 and WorkSafe New Zealand Act 2013, any District Plan provisions relating to hazardous substances (including separation distances from sensitive activities) may be required to be disregarded.

(b) The Natural Environment Bill 2025

The approach in the planning framework towards health in the forthcoming Natural Environment Bill is partially present. It does this through environmental limits. In the explanation of the Bill, it states that:

These limits are to protect both human health and the life-supporting capacity of the natural environment. There are two exceptions: no human health limit is to be set for indigenous biodiversity, and an ecosystem health limit is not compulsory for air quality.

The responsible Minister will set limits to protect human health, informed by Ministry of Health guidelines, through national standards. Regional councils will set ecological health limits in their natural environment plans following methods prescribed in national standards. The Bill enables the Minister to specify minimum levels for ecosystem health limits. If regional councils want to set less stringent limits for ecosystem health than a specified minimum level, then they must produce a justification report.

Notably, in Clause 11 Goals, all persons acting under the Act “must seek to achieve” goals including “to protect human health from harm caused by the discharge of contaminants”.

The Bill includes a requirement for the Minister to set “human health limits for attributes” within the freshwater, coastal water, land and soil, and air domains (cl. 49).

Human health is also referred to in the definition of ‘Significant non-compliance’ as follows:

in relation to non-compliance with an abatement order, enforcement order, infringement notice, or conviction under this Act, means that the non-compliance is substantial, not minor or technical, and has caused, or has the potential to cause, **harm to human health or natural resources or people that is serious enough to warrant attention and further action from regulatory bodies and relevant authorities.** [emphasis added]

3.5 Local Government Act 2002

As established earlier, using ‘planning’ as a means of enabling public health outcomes has a long history – much of which sits under legislation relating to local government.

In the current Local Government Act 2002 (LGA), references to well-being are an indirect reference to planning for public health. As Barton and Grant (2011) noted, “Planning for health and well-being becomes a fundamental purpose of plans at local, city and regional levels. It meshes with other core themes of environmental sustainability, social justice and economic development” (p. 133). There are three sections within the LGA of particular note – sections 3, 10 and 14:

- Section 3 – the purpose of this Act is “to provide for democratic and effective local government that recognises the diversity of New Zealand communities”, and to that end it provides (amongst other matters) for local authorities to play a broad role in promoting the social, economic, environmental, and cultural well-being of their communities , taking a sustainable development approach.
- Section 10 – the purpose of local government is (a) to enable democratic local decision-making and action by, and on behalf of, communities, and to promote the social, economic, environmental, and cultural well-being of communities in the present and for the future.
- Section 14(c) – the principles relating to local authorities includes that when making a decision, a local authority should take account of— (i) the diversity of the community, and the community’s interests, within its district or region; and (ii) the interests of future as well as current communities; and (iii) the likely impact of any decision on each aspect of well-being referred to in section 10; and
- Section 14(h) – the principles relating to local authorities includes when taking a sustainable development approach, a local authority should take into account— (i) the social, economic, and cultural well-being of people and communities; and (ii) the need to maintain and enhance the quality of the environment; and (iii) the reasonably foreseeable needs of future generations (s. 14(h)).

However, the [Local Government \(System Improvements\) Amendment Bill](#) seeks changes to these clauses and others. Specifically, proposed amendments include removing the reference to the four wellbeings from s3 (purpose of the Act) and from s10 (purpose of local government), section 14 (c) will no longer have a reference in subclause(iii) to well-being, but instead to “the interests referred to in subparagraphs (i) and (ii); and section 14(h)(i) is proposed to be replaced with “the social, economic, and cultural interests of people and communities”. It is likely that in local authority plans a case could be made that public health provisions are in ‘the interests of people’.

(a) PNCC - Situating planning for public health in Oranga Papaioea City Strategy and strategic plans

The [Oranga Papaioea City Strategy](#) sets the foundation for the Council’s Long Term Plan (2024-2034), and responds to the LGA’s requirement to “promote the social, economic, environmental, and cultural well-being of communities in the present and for the future” (s10, LGA). Health is mentioned in each of the descriptions of what social, economic, cultural and environmental well-being looks like for Palmerston North.

Four goals are outlined for the city:

1. Whāinga 1: He tāone auaha, he tāone tiputipu / Goal 1: An innovative and growing city
2. Whāinga 2: He tāone whakaihiihi, tapatapahi ana / Goal 2: A creative and exciting city
3. Whāinga 3: He hapori tūhonohono, he hapori haumarū / Goal 3: A connected and safe community
4. Whāinga 4: He tāone toitū, he tāone manawaroa / Goal 4: A sustainable and resilient city

Of these, Whāinga/ Goal 3 (He hapori tūhonohono, he hapori haumarū / A connected and safe community) seeks outcomes related to health, however the outcomes sought under all goals relate to the social determinants of health as described in section 1 (e.g., active living, urban green spaces etc).

Sitting under the strategy are a number of Plans that describe the Council's actions towards achieving these four goals. While again, most of these relate to aspects of health determinants, on the basis of the indicators of health identified in Section 1, the following are of particular relevance:

- The Climate change and sustainability plan
- The Community safety and health plan
- The Community support plan
- The Housing plan
- The Recreation and play plan,
- The Transport plan
- The Urban design plan
- The Water plan

3.6 HSNO Act 1996, EPAA 2011 and WORKSAFE NEW ZEALAND ACT 2013

With specific regard to the separation of hazardous facilities from sensitive activities, the Hazardous Substances and New Organisms Act 1996 (HSNO Act), the Environmental Protection Authority Act 2011 (EPAA), and the WorkSafe New Zealand Act 2013 , have specific relevance⁴.

The Environmental Protection Authority, established under the EPA Act 2011, has specific powers, functions and duties under the HSNO Act 1996. In carrying out its role in relation to hazardous

⁴ It is noted that the [Health and Safety at Work Amendment Bill](#) [HSW Bill] and [Hazardous Substances and New Organisms Amendment Bills](#) are currently before Government. With regard to the HSW Bill, the intent is “to reinforce that the focus of the HSW Act is on work-related health and safety – not public health or public safety – and it is not intended to be a “backstop” health and safety system” [Explanatory Note in Bill].









substances, the Authority must foster a co-operative and consultative relationship with WorkSafe New Zealand (which was established under the WorkSafe New Zealand Act 2013).

In relation to hazardous substances, the role of the EPA (as set out in Section 11 of the HSNO Act 1996) and WorkSafe, are shown in Figure 3 below.

The EPA’s role includes setting:

- **Hazardous substance rules to protect people from workplace activities**, set under the HSNO Act, regulated by the EPA and enforced by Worksafe.
- **Hazardous substance rules to protect people and the environment in non-workplaces**, set under the HSNO Act, regulated by the EPA and enforced by city and district councils.

These rules are set under the HSNO Act, regulated by the EPA, and enforced by WorkSafe or territorial authorities.

Hazardous Substances Reforms - the Role of WorkSafe and the Environmental Protection Authority				
	 Hazardous substance rules to PROTECT PEOPLE from WORKPLACE activities SET UNDER HSW ACT	 Hazardous substance DISPOSAL rules and rules to protect the ENVIRONMENT in WORKPLACES* SET UNDER HSNO ACT	 Hazardous substance rules at the IMPORTERS, MANUFACTURERS and SUPPLIERS** SET UNDER HSNO ACT	 Hazardous substance rules to PROTECT PEOPLE and the ENVIRONMENT in NON-WORKPLACES SET UNDER HSNO ACT
Regulator	WORKSAFE	 Environmental Protection Authority Te Mana Rauhi Tiao	 Environmental Protection Authority Te Mana Rauhi Tiao	 Environmental Protection Authority Te Mana Rauhi Tiao
Enforced by	WORKSAFE	WORKSAFE	 Environmental Protection Authority Te Mana Rauhi Tiao	COUNCILS***

* There are other hazardous substance environmental and disposal rules set under the Resource Management Act and local council bylaws. These rules are enforced by local, district and regional councils.
 ** Such as the classification framework, labelling, packaging, safety data sheets and restrictions on ingredients in certain hazardous substance products.
 *** City and district councils.

Figure 3: The roles of EPA and WorkSafe (Source: <https://www.worksafe.govt.nz/topic-and-industry/hazardous-substances/regulations/role-of-epa-and-worksafe/>)

The purpose of the HSNO Act is “to protect the environment, and the health and safety of people and communities, by preventing or managing the adverse effects of hazardous substances and new organisms” (s.4). Hazardous substance is defined in section 2 as meaning:

unless expressly provided otherwise by regulations or an EPA notice, any substance—

(a) with 1 or more of the following intrinsic properties:

- (i) explosiveness:
- (ii) flammability:
- (iii) a capacity to oxidise:
- (iv) corrosiveness:
- (v) toxicity (including chronic toxicity):
- (vi) ecotoxicity, with or without bioaccumulation; or

(b) which on contact with air or water (other than air or water where the temperature or pressure has been artificially increased or decreased) generates a substance with any 1 or more of the properties specified in paragraph (a)

The HSW Act is the key law to protect the health and safety of workers and workplaces, including from hazardous substances. All hazardous substances in the workplace must be managed in accordance with both the HSW and HSNO Acts.

In 2017, the parts of the HSNO Act relating to workplace controls to protect people were replaced by the Health and Safety at Work (Hazardous Substances) Regulations 2017.

Under the Health and Safety at Work (Hazardous Substances) Regulations 2017, WorkSafe New Zealand enforces the ‘downstream’ rules relating to the use, handling and storage of hazardous substances in the workplace by:

- implementing the rules by providing guidance, managing the compliance certification regime, and developing more detailed and technical rules for some hazardous substances
- enforcing the disposal requirements in the workplace
- providing information and tools to help businesses understand their obligations.

Various guidance exists in relation to Service Stations, including:

- [WorkSafe Mahi Haumaru Aotearoa](#) – Keeping your service station compliant with the hazardous substances regulations
- [Unattended refuelling sites | WorkSafe](#)
- Hazardous Substances Regulations [Regulation 5.7 – Duty to prepare emergency response plan](#)

- You must ensure that there is an emergency response plan, which is put into action as soon as possible.
- You should also prepare a summary of the emergency information for Fire and Emergency New Zealand (FENZ).
- [Unattended refuelling sites: Guidance for Managing Fuel-Related Risks at Unattended Refuelling Sites \(2025\)](#)

4. SAFE SEPARATION DISTANCES AND SENSITIVE LAND USES

4.1 Introduction

The Council's Notice of Motion (203-25) specifically required consideration of safe separation distances between petrol stations and childcare, school health and residential land uses. As noted earlier, these land uses are collectively referred to in this report as 'sensitive activities', which may also include other land uses, such as marae, and aged-care facilities. While there appears to have been little written about this in the academic literature, this section explores the New Zealand guidance, and the guidance from other jurisdictions, specifically Australia and England.

4.2 New Zealand

In the New Zealand context, the role of the Environmental Protection Agency (EPA NZ) is to:

- contribute to the efficient, effective and transparent management of Aotearoa New Zealand's environment and natural and physical resources
- enable New Zealand to meet its international obligations. (Section 12, EPAA 2011)

As noted earlier, the EPA has responsibilities under the Hazardous Substances and New Organisms Act 1996 (HSNO Act) – the key piece of legislation to manage hazardous substances. Under this Act it is responsible for setting the rules to protect the environment and people in non-workplaces (amongst other roles (refer section 3.6)

The EPA website also notes that "The HSNO Act, the Resource Management Act and local council bylaws have hazardous substances rules to protect people and the environment in non-workplaces and for the disposal of hazardous substances".

With specific regard to service stations in New Zealand, WorkSafe / Mahi Haumarua Aotearoa has guidance for [Unattended Refuelling Sites](#), and notes that "site operators have duties to their workers and others that need to be met under the Health and Safety at Work Act 2015 (HSWA)". In this guidance, under the heading "Legislation to be aware of", it highlights the statutory obligation to

comply with the requirements under the Health and Safety at Work Act 2015 (HSWA) and other relevant laws and regulations, including the Health and Safety at Work (Hazardous Substances) Regulations 2017 (the Hazardous Substances Regulations). This guidance is not stand-alone and is supplementary to the WorkSafe New Zealand guidance for attended [Service stations | WorkSafe](#).

Under the [Health and Safety at Work \(Hazardous Substances\) Regulations 2017](#) some hazardous substances are required to be separated from protected and public places by separation distances based on the hazard classification of the substance, the quantity on site and the nature of the site. A [separation distances calculation tool](#) is available online. Service stations with petrol or LPG is required to establish a hazardous substance location where the petrol or LPG is to be situated at the site. All hazardous substance locations must have a location compliance certificate. Under Regulation 10.26 this compliance certificate requires the applicant (operator) to show that separation distances are met, amongst other matters.

In the guidance for [Unattended Refuelling Sites](#), and with regard to an Emergency Response Plan (ERP), it notes the requirement under the Hazardous Substances Regulations for the ERP to be made available to all persons responsible for implementing any part of it, and states the operator “should also consider sharing this plan with neighbouring sensitive uses such as maraes, schools, childcare and aged care facilities”. This suggests that under the current legislative framework for hazardous substances, siting an unattended refuelling site next to a sensitive land use was anticipated.

4.3 Australia

For comparative purposes, ‘safe separation’ distances in Australia are considered below, drawing on information from various websites, and industry guidelines.

(a) EPA (Victoria, Australia) Separation distances guidelines 2024

This section draws on the EPA (Victoria, Australia) Separation Distance Guideline (2024). While this document provides some useful definitions, and rationale for separation distances, it relates only to odour and dust, and does not relate to ambient (or criteria air pollutants) and hazardous air pollutants (which are outside the scope of the guidelines).

This document identifies several reasons to separate certain land uses, and these include to manage and mitigate the health, safety and amenity risks from industrial activities on sensitive land uses, and to protect industrial/commercial activities from reverse sensitivity. It explains that by allowing sufficient distances for emissions to disperse, the risks to human health can be mitigated, and that separation distances can be useful to address both anticipated and unintended off-site emissions of activities.

These guidelines relate specifically to discharges to air from odour and dust. In guidelines for safe separation distances prepared by the Australian State of Victoria’s EPA, it was noted that such distances are not intended to address adverse effects caused by “major abnormal weather conditions, major accidents, or major equipment failure from activities ... should be managed by implementing reasonably practicable contingency measures”. As in New Zealand, the EPA Victoria Guidelines are intended to be read in conjunction with other industry guidance and legislation.

These guidelines also highlight how it is the role of the party proposing the development who is responsible for complying with all legislative requirements, to avoid land use conflict and to ensure effects on nearby land uses are mitigated or managed. The same is true in New Zealand under the suite of legislation (described in section 3 of this report), and is explicit in section 17 of the Resource Management Act.

EPA Victoria (2024, p. 8) defined ‘separation distances’, ‘buffers’, and ‘threshold distances’, as follows:

SEPARATION DISTANCE	<ul style="list-style-type: none"> Distance between incompatible land uses where there is potential for adverse human health or amenity impacts. Typically occurs between an industrial (or sometimes commercial) land use and a sensitive land use. Used as a tool to determine whether the siting of a proposed land use or development is suitable in the context of surrounding land uses. Should be measured according to section 4 in this guideline.
THRESHOLD DISTANCE	<ul style="list-style-type: none"> A trigger for further detailed assessment of potential adverse offsite impacts via a planning permit. Based on a broader range of risks than those covered in this guideline (odour and dust). For example, noise and hazardous air pollutants.
BUFFER	<ul style="list-style-type: none"> Land used to separate or manage incompatible land uses – often industrial uses and sensitive uses – to ensure land use compatibility and avoid land use conflict. May contain multiple separation distances that respond to various risks to human health and amenity – for example, where a buffer is made up of separation distances that respond to odour, dust and landfill gas migration, the buffer will extend to the largest of these separation distances.

When measuring separation distances between an activity and a sensitive land use, two methods were explained – the rural method and the urban method – as shown in Figure 5 below:

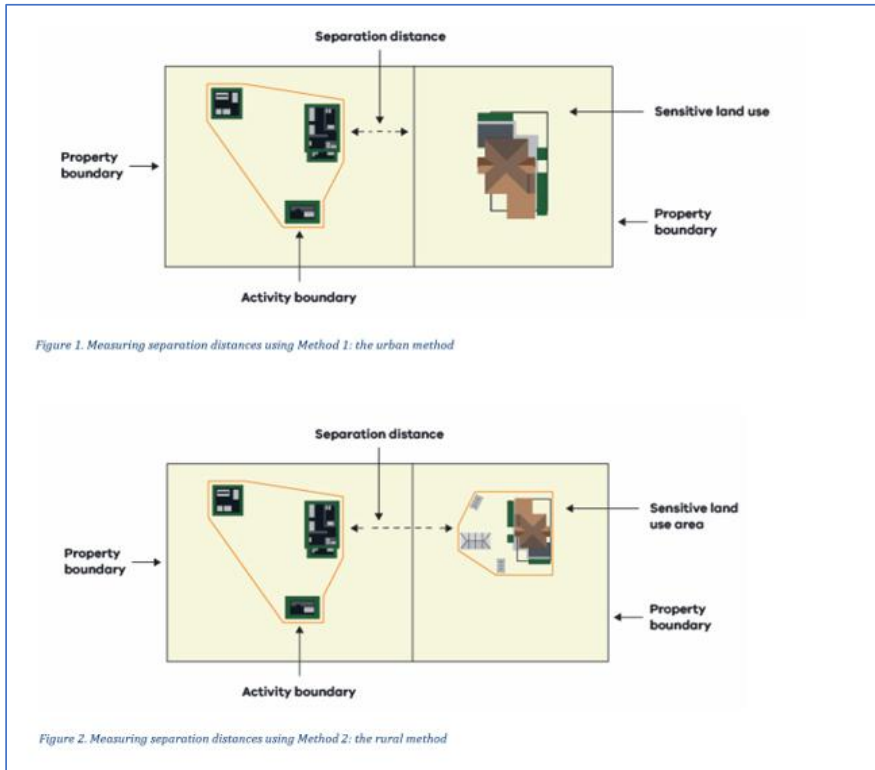


Figure 4: Measuring Separation Distances (Source: EPA Victoria, 2024)

The Urban Method is intended to be applied where the nearest sensitive land use is either:

- in an urban area or township, or
- on a site less than 4,000 m²; or in a zone allowing subdivision to less than 4,000 m².

The Rural Method is intended to be applied where the nearest sensitive land use is both:

- not in an urban area or township, and
- on a site at least 4,000 m², or in a zone requiring subdivision to at least 4,000 m².

Finally, EPA Victoria (2024) described a risk assessment as a tool to identify and evaluate “the impacts and risks associated with an activity that may cause harm to human health or the environment” (p. 16). Its purpose is to clarify potential effects of an activity on sensitive land uses, and to “assist in determining if a variation to a recommended separation distance [for odour] is possible and appropriate” (p. 16), and should consider environmental and site-specific factors, management practices, and engineered controls.

(b) Western Australian Planning Commission – State Planning Policy 4.1 Industrial Interface (July 2022) – Department of Planning, Lands and Heritage

Objective 5(b) of the Western Australian Planning Commission’s State Planning Policy 4.1 Industrial Interface (July 2022) seeks to,

Adequately separate industrial land uses and any resulting off-site impacts and/or safety risks from incompatible land uses to:

- protect industrial areas to improve long-term operational certainty
- avoid, mitigate or manage potential impacts on the health and amenity of people and the environment
- promote co-location of like uses to minimise the impact area.

Prepared under Part Three of the Planning and Development Act 2005, it refers to the EPA Guidance Statement No.3 - Separation Distances Between Industrial and Sensitive Land Uses (2005) and provides advice on which land uses require separation and recommends generic separation distances, where separation distance is defined as “a recommended distance necessary to separate a source of emissions (gaseous and particulate emissions, dust, odour and noise) from sensitive land uses in order to avoid impacts to health and amenity” (p. 11). This document highlights the importance of planning the interface between land uses, noting that “industries with greater impacts should have more extensive protections and stronger interface measures to minimise the impact area industrial areas and the effects to be managed”. It also defines, and provides policy for Strategic Industrial Areas – areas that have economic importance for the State/region.

This document highlights the role of decision makers in the planning process, and their role to consider the “broad suitability of land uses and the ability to avoid, mitigate or manage industrial impacts... and to avoid future constraints imposed on industries located appropriately within the industry zone or scheme reserve” (section 6.2). Where development proposals could result in off-site impacts and/or safety risks which extend beyond zone and reserve boundaries, this policy document suggests mitigation and management through the introduction of compatible zones, and a land use transition that sufficiently separates industry impacts from sensitive zones and land uses. It refers to matters in clause 67 of the deemed provisions (Planning and Development (Local Planning Schemes) Regulations 2015), regarding determination of an impact area which include separation distances recommended in government policy and guidance.

(c) Government of Western Australia, Department of Health (2024): Position statement – Service stations and sensitive land uses

From the Government of Western Australia, the Department of Health’s (DoH) (2024) position statement on service stations and sensitive land uses, draws on the EPA (Western Australia) Guidance. Defining sensitive land uses as including residences, child-care centres, and schools, the DoH report draws on nine studies that investigated residential proximity to petrol stations and cancer, noting that “Exposure for all these studies was based on residential proximity to service stations, not quantifiable benzene or other VOC [volatile organic compounds] exposure concentrations” (p. 3). The document concludes that ,

There is good evidence that service stations contribute to concentrations of benzene and other VOCs in the surrounding air and that there is an increased risk of cancer, particularly childhood leukaemia, for people living near service stations. Based on these data, and applying the precautionary principle, the recommended separation distances for service stations are at least 50m for those that operate during business hours (0700 – 1900) and 100m for all 24-hour stations. (p. 3)

With regard to measuring distances between land uses, the distance in this report is from boundary to boundary. It defined an “unacceptable risk for a carcinogen as greater than a 1/1,000,000 excess lifetime risk of cancer ... Based on current evidence this means service stations should not contribute to benzene concentrations either 0.17ug/m³ (for 1/1,000,000) or 1.7ug/m³ (for 1/100,000) above background concentrations at a sensitive land-use”(p.3). However, the report also cast some doubt on the reliability of this finding by noted that “uncertainties in air dispersion modelling and a lack of robust air quality monitoring data meant it was difficult to estimate the contribution of service stations to benzene concentrations at nearby sensitive land-uses” (p. 3).

(d) EPA (Western Australia) Separation Distances between Industrial and Sensitive Land Uses - 2005

This document provides guidance on separation distances between industrial and sensitive land uses to avoid conflicts between these land uses, and has a particular focus on environmental impacts and protecting the amenity of sensitive land uses from industrial activities, emissions and infrastructure.

It defines land uses potentially sensitive to emissions as including

residential developments [including subdivisions], hospitals, hotels, motels, hostels, caravan parks, schools, nursing homes, child care facilities, shopping centres, playgrounds, and some public buildings. Some commercial, institutional and industrial land uses which require high

levels of amenity or are sensitive to particular emissions may also be considered “sensitive land uses”. Examples include some retail outlets, offices and training centres, and some types of storage and manufacturing facilities. (p. 5)

This guidance document sets out the EPA’s preferred hierarchy for managing industrial emissions – which goes from ‘avoiding’ impacts, to minimising the creation and discharge of waste, to ensuring that any impacts from industrial emissions “are acceptable and meet the relevant regulations and health criteria beyond the boundary of the site, industrial estate or buffer area” (p. 7).

This document places significant emphasis on buffer areas. It highlights the role of individual industrial developers to “take all reasonable and practicable measures to prevent or minimise emissions from their premises”, and notes that where it is not possible to contain effects on-site, any “adverse environmental impacts should not extend beyond the boundaries of a buffer area, which should contain only compatible land uses. New sensitive land uses are not appropriate in the buffer” that are “identified at the strategic and structure planning stages of the land use planning process, and in the early project formulation stages in the case of individual projects”.

The buffer distance for “**Service stations**, involving vehicle cleaning/detailing facilities & the retailing of spare parts & foodstuffs for premises operating during normal hours, i.e. Monday - Saturday from 0700-1900 hours” is 50m. For a freeway service centre (24 hour operations), the buffer distance is 100m.

‘Separation distance’ is defined as “the shortest distance between the boundary of the area that may potentially be used by an industrial land use, and the boundary of the area that may be used by a sensitive land use”, and ‘Buffer’ is defined as “all the land between the boundary of the area that may potentially be used by an industrial land use, and the boundary of the area within which unacceptable adverse impacts due to industrial emissions on the amenity of sensitive land use are possible. This may be represented by the separation distance”.

4.4 UK / England

The Health and Safety Executive (HSE) is Britain’s national regulator for workplace health and safety. Their role “goes beyond worker protection to include public assurance. We work to ensure people feel safe where they live, where they work and in their environment” ([HSE, n.d.](#)). With regard to land use planning, HSE notes that although in an ideal world, industries using large quantities of hazardous substances would be distanced from housing and other developments, the reality is that pressures on available land means that sensitive activities can be located closer to hazardous installations. They also noted that while “Greater control is possible when planning the location of new hazardous

activities, but the options may be limited. There are few locations to site new hazardous installations without creating some risk to an existing community” ([HSE, n.d.](#)).

The HSE website describes how, following a review of HSE’s role in land use planning, they considered land use planning work (relating to hazardous substances) “should be devolved to the local planning authorities”, and provide a link to the [HSE's Planning Advice Web App](#) for planning authorities and potential developers to obtain HSE's land use planning advice on developments around major hazard sites and major accident hazard pipelines.

The HSE website describes how the UK (and Europe) legislation relating to hazardous substances stems from a 1982 EU Directive (known as the Seveso Directive, following “a series of major incidents in Europe, including a catastrophic accident in Seveso, Italy in 1976”) requires EC Member States to ‘ensure that the objectives of preventing major accidents and limiting the consequences of such accidents were taken into account in their land-use policies and/or other relevant policies’. This was replaced in 1996 by the Seveso II (96/82/EC). Seveso II took account of lessons learned from later accidents and was implemented in the UK (in respect of the health, safety and environmental aspects) by the Control of Major Accident Hazards Regulations 1999 (COMAH). The land use planning requirements were implemented separately by planning legislation. (NB: The legislative framework in the UK for Hazardous Substances is complex, but is usefully explained in the [Planning Practice Guidance \(Hazardous Substances\)](#). While the devolved administrations are responsible for implementing in Scotland, Wales and Northern Ireland, in England, the requirements of the Seveso III Directive are implemented through “system of consents for hazardous substances under the Planning (Hazardous Substances) Act 1990 and through arrangements for dealing with planning applications and plan-making”. The main regulations can be found in:

- the Town and Country Planning (Development Management Procedure) (England) Order 2015 (see regulation 18 and Schedule 4);
- the Town and Country Planning (Local Planning) (England) Regulations 2012 (see regulation 10(1)(a) and (b));
- the Planning (Hazardous Substances) Regulations 2015

The UK Government’s Planning Practice Guidance (Hazardous Substances) explains how the Planning system has three elements to deal with “preventing and limiting the consequences of major accidents”:

- **Hazardous substances consent** – required for the presence of certain quantities of hazardous substances. This is a key part of the controls for storage and use of hazardous substances which could, in quantities at or above specified limits, present a major off-site risk.
- **Dealing with hazardous substances in plan-making** – which requires that local planning authorities have regard to the prevention of major accidents and limiting their consequences. They must also consider the long-term need for appropriate distances between hazardous establishments and population or environmentally sensitive areas. They must also consider whether additional measures for existing establishments are required so that risks to people in the area are not increased. Detailed requirements are set out in the [Town and Country Planning \(Local Planning\) \(England\) Regulations 2012](#).
- **Handling development proposals around hazardous installations** – which requires advice to be sought from the Control of Major Accident Hazards (COMAH) competent authority.

5. DISCUSSION: ASSESSMENT OF THE DISTRICT PLAN RELATING TO PUBLIC HEALTH

5.1 Introduction

The NoM sought an assessment of the District Plan for gaps relating to public health, including but not limited to consideration of safe separation between petrol stations and childcare, school, health and residential land use, referred to as sensitive land uses.

A desk-top study was undertaken which included the following tasks:

- A review of literature relating to the connections between planning and public health used to assess the content of the OPD for content broadly relating to public health;
- A review of the legislative framework within which planning for public health sits;
- A review of how New Zealand, Australia and England provide for the safe separation of hazardous facilities and sensitive land uses;
- A comparative assessment of the provisions in Section 14 – Hazardous Substances in PNCC’s District Plan against provisions in similar district plan chapters for Wellington City Council, New Plymouth District Council, Hamilton City Council and Auckland Council.

From this base, the assessment of gaps in the District Plan is discussed in two parts. First, at a high level it explores the current provisions in the District Plan and how these relate to public health.

Second, at a more specific level, the matter of safe separation distances between petrol stations and sensitive land uses.

5.2 Discussion in relation to Public Health

The literature review above highlighted how the natural and built environment is a key determinant of health. Under the RMA, planning is mandated to promote the sustainable management of the natural and physical resources (which includes enables people and communities to provide for their social, economic, and cultural well-being and for their health and safety). In this regard, the District Plan does contain many public health related provisions.

Reflecting the origins of public health and planning, and the view that the environment is a determinant of health, the review of key terms (derived from the literature), indicated there were many provisions intended for public health outcomes – many were implicit within the text – these are discussed further below. However, there were some explicit references to “public health” within the District Plan, including:

- Sewerage systems are an essential **public health** service (Section 7, Subdivision);
- The potential harm to property, the environment and **public health** that can result from the inappropriate location and management of hazardous facilities (Explanatory text, Section 14, Hazardous Substances);
- The establishment, operation, maintenance and upgrade of network utilities can also lead to other adverse effects such as noise and emissions. There may also be potential or perceived adverse effects on **public health** and safety (Explanatory text, Section 23, Utilities);
- The maintenance of community **public health and wellbeing** through the provision of essential services such as the supply of potable water and collection, transfer and treatment of sewage and stormwater (Explanatory text, Section 23, Utilities);
- The requirement for Operational Dust Management Plans in some listed designations – to avoid remedy or mitigate the adverse effects of dust from the Works on public health and amenity.
- In the Rural Zone lots for residential occupancy are required to be self-serviced – Specific controls are necessary in relation to these on-site services to avoid, remedy or mitigate any adverse effects on the environment and to protect **public health**, in the case of on-site wastewater system

To explore the less explicit references to public health in the District Plan, it was assessed on the basis of the four key themes drawn from the literature – healthy environments, equity, active travel and

healthy communities. This assessment provides some insight into the complexity of this topic and is intended as a starting point for further conversations. The findings are summarised below.

(a) Environment

With regard to environmental factors that are determinants of health, the following terms were searched for in the OPD:

Healthy Environments: Air quality, climate change, compact cities, natural hazards, pollution, urban green spaces (including green spaced, open space, parks and reserves)

Of these, the text search identified that the OPD was strongly focused on the provision of urban green spaces. References were spread throughout the plan, but were most common in the Subdivision, Residential and Recreation zones.

Air quality was referenced in Section 14 – Hazardous Substances. This was in relation to the role of the Regional Council as the regulator of air quality.

There were also a number of references to “protect[ing] against the risk of natural hazard” in the District Plan. While these not explicitly referencing public health, these provisions were clearly intended for this purpose.

With regard to references in the District Plan to climate change, these were mostly in relation to provisions seeking engineering solutions to address effects of flooding. There were few or no references to the effect of the built environment in relation to effects such as increased heat and/or the potential for heat islands, and in this regard is a potential gap in the District Plan.

(b) Equity

Health equity emerged as a key theme in the planning/health literature. The text search looked for evidence of this using the following terms:

Healthy Equity: Access (to housing, transport, other services, daylight and sunlight), diversity of housing, equity (inequity, fairness, just), housing need, quality of housing, Te Tiriti o Waitangi / the Treaty of Waitangi

While one of the City View Objectives is “The requirement to improve connectivity and accessibility at all levels in order to achieve integrated urban development, promote economic efficiency and reduce the use of energy”, ensuring accessibility to housing, transport, and other services did not come through strongly in the remainder of the District Plan. This is a potential gap in the District Plan, particularly as the literature review highlighted the role of land-use planning policy in reducing health

inequity, particularly for vulnerable groups in the community, by considering who has access to housing, healthcare/social facilities (including open/green spaces), infrastructure, employment and transport options.

Providing access to daylight and sunlight came through strongly in the District Plan. While not a ‘gap’ in the District Plan, it is somewhat concerning that provisions relating to the internal layout of buildings (and building orientation, which *might* be ‘captured’ under the reference to external layouts of building) which are largely intended for public health reasons (i.e. ensuring daylight/sunlight to main living areas of a house), may have to be disregarded under the new planning system (refer Clause 14, Planning Bill).

There were several references to the Treaty of Waitangi in the District Plan. In Section 3 – Tangata Whenua and Resource Management, it states:

The development of the principles of the Treaty of Waitangi is an evolving process. A number of principles have developed in recent years, particularly from the decisions of the Court of Appeal, the High Court and the Waitangi Tribunal.

The Treaty of Waitangi is recognised as the founding document of our nation. The Resource Management Act, by reference, infers the principles of the Treaty of Waitangi to act as a guideline for decision-makers in the exercise of their responsibilities to Tangata Whenua.

In this regard, it is also noted, that under section 74(2A) of the RMA, territorial authorities are required to “take into account” any relevant planning document recognised by an iwi authority (and lodged with the territorial authority) when preparing its district plan. In the Rangitāne o Manawatū Environmental Management Plan (2021), the Whānau Ora Framework is referenced. It is used in the Plan as an “innovative approach to supporting wellbeing and development”, and the Plan notes that:

whānau ora translates to “family health”. The philosophy is based on a set of consistent whānau-focused outcomes and is a framework for assessing the success of projects and directing project actions. (p. 40)

As noted in the literature review, the Ministry of Health / Manatū Hauora noted that equity is a principle of Te Tiriti o Waitangi, and putting this principle into practice required spatial equity to be addressed across all aspects of the urban environment. Understanding these principles, and the whānau ora approach for land use planning and in relation to health equity may be a potential gap in parts of the District Plan.

(c) Active Transport

In the small selection of articles reviewed as part of this report, the health benefits of urban environments that provided for active transport methods came through strongly. The terms searched for in this regard are listed below.

Active transport: mixed-use; greenspaces; and walkability.

The District Plan was also strongly focused on active transport. While most of the references to the need for pedestrian oriented, mixed-use environments were in Section 11 – Business Zones, it was also referenced in the Section 7 – Subdivision. There was only one reference to ‘walkable’ and this was in Section 7a – Greenfields Residential Areas.

(d) Healthy communities

The literature explored highlighted how ‘community is central to social well-being. The following terms were searched for in the OPD:

Healthy Community(ies): affordable housing; community(ies), inclusion, insecurity, compact cities (crowding/privacy); poverty; wellbeing; liveability (including on-site amenity and amenity).

As an indicator of the strength of the plan in relation to liveability, of the above terms, ‘amenity’ was used some 933 times, across most of the chapters of the District Plan. This is not surprising, given that protecting and providing for ‘amenity’ values has a long history in planning practice, and because ‘the maintenance and enhancement of amenity values’ is a matter listed in the RMA that Councils, and anyone working to achieve the purpose of the Act have to have “particular regard to” (Section 7, RMA).

Regarding liveability, provisions relating to privacy came through strongly in the District Plan; an implicit inference relating to healthy communities.

Regarding on-site amenity (used some 31 times in the District Plan) there were number times when the reason for protecting/providing onsite amenity were to maintain or enhance the amenity of the wider streetscape /residential area / neighbouring properties, as opposed to the health benefits of recreational activity for gardening and young children’s play.

With regard to provisions for ‘affordable housing’, this did not come through strongly as a driver of health within the District Plan. There were references in the Residential Zone and the Greenfields Residential Zone to cater for changing housing demand through a variety of housing (as required by the NPS-UD), and ‘ensuring the diverse housing needs of people within the city are met’ was one of

the Residential Zone Resource Management Issues. Planning for affordable housing, is therefore a potential gap within the District Plan.

The wellbeing of the community also came through strongly in the District Plan, and again is not surprising given that it is a concept referenced in the purpose of the RMA.

5.3 Discussion in relation to Separation Distances and Sensitive Activities

The provisions of Section 14 of the District Plan, Hazardous Substances were assessed against the provisions of the Wellington City, New Plymouth District, and Hamilton City District Plans, and the provisions of the Auckland Unitary Plan. No overall assessment is made as to whether there is a 'gap' in the operative district plan in relation to Separation Distances and Sensitive Activities, as this would require significant technical expertise. However, the following general observations were made:

- There was a small degree of difference between the plans in terms of the key terms they defined (see Appendix One).
- The objectives and policies of the selection of District Plans were not too dissimilar, although some were considerably more nuanced than the PNCC District Plan.
- Other district plans referred to the positive effects of hazardous facilities.
- The rules were generally similar between the selection of District Plans; however some of the rules were more nuanced in terms of the type of activity or the location of the activity.

6. SUMMARY

This report was prepared in response to the PNCC's Notice of Motion (NoM), raised by Councillor Barrett at the Council meeting (beginning on 10 December 2025 (NoM ref: 203-25)):

That Council assess the Palmerston North City District Plan for gaps in relation to public health, including but not limited to consideration of safe separation between petrol stations and childcare, school, health and residential land use.

As noted earlier, this report is the product of a desk-top-only study with a primary focus on the district plan provisions. It is intended as a contribution to this potentially ongoing conversation. As a brief review of literature indicated, the relationship between planning and public health is complex, and the potential gaps identified in the Operative District Plan are listed below. These potential gaps included:

- the effect of the built environment in relation to increased heat and/or the potential for heat islands, and in this regard is a potential gap in the District Plan.
- ensuring accessibility to housing, healthcare/social facilities (including open/green spaces), infrastructure, employment and transport options, particularly as it related to the vulnerable groups in the community.
- Understanding te Tiriti o Waitangi principles for land use planning and in relation to health equity
- Planning for affordable housing.

Recognising the Council's inability to change the plan at this point in time (due to the Plan Stop Directive from Government), there's limited scope to address these potential gaps, however, it may be prudent going forward, to discuss, amend, or extend this report with input from internal or external stakeholders (particularly the EPA and the NPHS), in order to be fully informed prior to the development of the forthcoming Land Use Plan, and/or to explore potentially appropriate methods in response to the issues raised.

Engagement with key stakeholders may identify areas where further detailed analysis of specific topics may be warranted (for example consideration of planning for the built environment under climate-change conditions to reduce risk and enhance public health outcomes, along with targeted engagement consultation with experts and stakeholders. Such engagement may also identify other policy mechanisms to leverage, such as through the Council's Long-term Plan under the Local Government Act.

With specific regard to the separation of hazardous facilities and sensitive activities, it is noted that Section 14 of the District Plan (Hazardous Substances) requires updating as it currently includes out of date references to legislation. However, it is not too dissimilar to other district plans reviewed.

Following enactment of the Planning Bill, the District Plan will be replaced with a local plan, in which Councils will be required to included standardised plan provisions. It is not known whether there will be standardised plan provisions relating to hazardous substances, and/or separation distances for hazardous facilities from sensitive land uses.

As noted in section 1, it is understood that this NoM was initially raised in response to a particular land-use consent in Palmerston North. While this report does not address or revisit any aspect of the decision in relation to that application, it may be useful to:

- Advocate for Central Government to consider the effects of the built and natural environment on public health (including the separation of hazardous substances and sensitive activities),

when drafting national direction and/or standardised plan provisions, and/or seeking that planning for health and well-being remains a fundamental purpose of local government; and/or

- strongly encourage the Regional Council to undertake air quality monitoring in the vicinity of the consented site.

7. REFERENCES

- Andrews, S. (2024, 30 September). We need to re-establish planning's purpose as a tool for health improvement. *The Planner*. <https://www.theplanner.co.uk/2024/09/30/we-need-re-establish-plannings-purpose-tool-health-improvement>
- Azari, R. and Borisch, B. (2023). What is public health? a scoping review. *Archives of Public Health*. 81:86 <https://doi.org/10.1186/s13690-023-01091-6>
- Barton, H. (2009) Land use planning and health and well-being. *Land Use Policy*. 26S, 115–S123. <https://www.sciencedirect.com/science/article/pii/S0264837709001331>
- Barton, H., Grant, M. (2011). Urban Planning for Healthy Cities A Review of the Progress of the European Healthy Cities Programme. *Journal of Urban Health: Bulletin of the New York Academy of Medicine*, Vol. 90:1. <https://link.springer.com/article/10.1007/s11524-011-9649-3>
- Bishop, C., and Court, S. (2025, 9 December). A better planning system for a better New Zealand [Speech]. <https://www.beehive.govt.nz/release/better-planning-system-better-new-zealand>
- Blackwell, A., Macmillan, A., and Tenbenschel, T. (2012) *Achieving Healthy Urban Planning: A comparison of three methods*. Ministry of Health. https://thehub.sia.govt.nz/assets/documents/40513_achieving_healthy_urban_planning_2011_0.pdf
- Blackshaw, N. (2012, 5 January) Why public health and town planning share an unbreakable bond. *The Guardian*. <https://www.theguardian.com/healthcare-network/2012/jan/05/public-health-town-planning-bond>
- Callway, R., Le Gouais, A., Bird, E.L., Chang, M., and Kidger, J. (2023). Integrating health into local plans: A Comparative Review of Health Requirements for Urban Development in Seven Local Planning Authorities in England. *International Journal of Environmental Research and Public Health*. 20, 4079. <https://doi.org/10.3390/ijerph20054079>
- Capolongo S, Rebecchi A, Dettori M, Appolloni L, Azara A, Buffoli M, Capasso L, Casuccio A, Oliveri Conti G, D'Amico A, et al. Healthy Design and Urban Planning Strategies, Actions, and Policy to Achieve Salutogenic Cities. *International Journal of Environmental Research and Public Health*. 2018; 15(12):2698. <https://doi.org/10.3390/ijerph15122698>
- Carmichael, L., Townshend, T.G., Fischer, T.B., Lock, K., Petrokofsky, C., Sheppard, A., Sweeting, D., Ogilvie, F. (2019) Urban planning as an enabler of urban health: Challenges and good practice in England following the 2012 planning and public health reforms. *Land Use Policy*, 84, 154-162, <https://doi.org/10.1016/j.landusepol.2019.02.043>

- Chakraborty, B. and Dey, P. (2025). Assessing the role of urban reform policy in fostering healthy cities: a discourse on Jawaharlal Nehru National Urban Renewal Mission of India. *Discover Public Health*.
<https://link.springer.com/article/10.1186/s12982-025-00476-y>
- Chang, M., Carhart, N., Cook M., Fox, C., Lever, W. Madigasekera-Elliott, L., Reith, E. (2025) Challenges and opportunities in reforming the planning system for England: a rapid review of literature and lessons for the future of planning for health, *Journal of Health Equity*, 2:1,
<https://doi.org/10.1080/29944694.2025.254161>
- Corburn, (2004). Confronting the Challenges in Reconnecting Urban Planning and Public Health. *American Journal of Public Health*, 94:4, 541-546.
<https://ajph.aphapublications.org/doi/pdf/10.2105/AJPH.94.4.541>
- Dahlgren, G., Whitehead, M. (2007:1991) Policies and strategies to promote social equity in health Background document to WHO – Strategy paper for Europe. Institute for Futures Studies. [Originally published in print form in September 1991].
<https://www.iffs.se/media/1326/20080109110739filmZ8UVQv2wQFShMRF6cuT.pdf>
- Dyar O.J., Haglund, B.J.A., Melder, C., Skillington, T., Kristenson, M., Sarkadi, A. (2022) Rainbows over the world’s public health: determinants of health models in the past, present, and future. *Scandinavian Journal of Public Health*. 50: 1047–1058.
<https://journals.sagepub.com/doi/10.1177/14034948221113147>
- Environmental Protection Authority [EPA Victoria, Australia] (2024). *Separation distance Guidelines*.
<https://www.epa.vic.gov.au/seperation-distance-guideline>
- Environmental Protection Authority [EPA Western Australia]. (2005). Guidance for the Assessment of Environmental Factors Western Australia (in accordance with the Environmental Protection Act 1986): Separation Distances between Industrial and Sensitive Land Uses.
https://www.epa.wa.gov.au/sites/default/files/Policies_and_Guidance/GS3-Separation-distances-270605.pdf
- Fudge, C., Grant, M., & Wallbaum, H. (2020). Transforming cities and health: policy, action, and meaning, *Cities & Health*, 4:2, 135-151, DOI: [10.1080/23748834.2020.1792729](https://doi.org/10.1080/23748834.2020.1792729)
- Fudge, C. and Fawkes, S. (2017). Science meets imagination – cities and health in the twenty-first century. *Cities and Health*. 1:2, 101-106.
<https://www.tandfonline.com/doi/full/10.1080/23748834.2018.1462610>
- Grant, R. (2012). A Bridge Between Public Health and Primary Care. *American Journal of Public Health*. Supplement 3, 2012, Vol 102, p. 304.
<https://ajph.aphapublications.org/doi/full/10.2105/AJPH.2012.300825>

- Government of Western Australia. (2024). *Position statement: Service stations and sensitive land uses*. Department of Health.
https://www.health.wa.gov.au/~/_media/Corp/Documents/Health-for/Public-health-act/service-stations-and-sensitive-land-uses.pdf
- Local Government Association (UK) [LGA]. (2024). *Empowering Healthy Places: Unveiling the powers and practices of local councils in fostering healthy neighbourhood*.
<https://www.local.gov.uk/publications/empowering-healthy-places-unveiling-powers-and-practices-local-councils-fostering>
- Manatū Hauora / The Ministry of Health (2022) Te Pou Hauora Tūmatanui | The Public Health Agency Pou Whirinaki | Strategic Intent and High-level Operating Model design.
<https://www.health.govt.nz/system/files/2024-05/pou-whirinaki-nov22.pdf>
- Miller, C.L. (2016) The shared history of public health and planning in New Zealand: A different colonial experience. *Progress in Planning*. 106, pp. 1-21.
<https://www.sciencedirect.com/science/article/abs/pii/S0305900615000276>
- Moroni, S. (2020). The role of planning and the role of planners: political dimensions, ethical principles, communicative interaction. <https://doi.org/10.3828/tpr.2020.85>
- Nieuwenhuijsen, M.J. (2020). Urban and transport planning pathways to carbon neutral, liveable and healthy cities; A review of the current evidence. *Environment International*. 140.
<https://www.sciencedirect.com/science/article/pii/S0160412020302038>
- Penny, G., Logan, A., Olin, C.V., O’Sullivan, K.C., Robson, B., Pehi, T., Davies, C., Wall T., & Howden-Chapman, P. (2024). A Whakawhanaungatanga Māori wellbeing model for housing and urban environments, *Kōtuitui: New Zealand Journal of Social Sciences Online*, 19:2, 105-131,
<https://doi.org/10.1080/1177083X.2023.2293988>
- Public Health Agency. (2022). *Principles for Healthy Urban Development*. Wellington: Ministry of Health. <https://www.health.govt.nz/publications/principles-for-healthy-urban-development>
- Public Health England [PHE]. (2017). *Spatial Planning for Health An evidence resource for planning and designing healthier places*. Public Health England. London.
https://assets.publishing.service.gov.uk/media/5b59b090e5274a3ff828c70c/spatial_planning_forhealth.pdf
- Public Health Communication Centre (2026) Submission on the Planning Bill.
https://www3.parliament.nz/en/pb/sc/submissions-and-advice/document/54SCENV_EVI_ba467863-d6b0-4968-1027-08de369d9192_ENV87780/public-health-communication-centre

-
- Rangitāne o Manawatū (2021). Rangitāne O Manawatū Environmental Management Plan. [Rangitane-o-Manawatū-Iwi-Environmental-Management-Plan-2024.pdf](#)
- Richardson, EA, Pearce, J, Mitchell, R & Kingham, S. (2013). Role of physical activity in the relationship between urban green space and health', *Public Health*, vol. 127, no. 4, 318-324. <https://doi.org/10.1016/j.puhe.2013.01.00>
- Schröder, J.; Moebus, S.; Skodra, J. (2022). Selected Research Issues of Urban Public Health. *International Journal of Environmental Research and Public Health*, 19, 5553. <https://doi.org/10.3390/ijerph19095553>
- United Nations [UN]. (2017). *The New Urban Agenda*. Habitat III Secretariat. <https://habitat3.org/the-new-urban-agenda>
- UN-HABITAT and World Health Organisation [WHO]. (2020) *Integrating health in urban and territorial planning: A sourcebook*. <https://www.who.int/publications/i/item/9789240003170>
- Western Australian Planning Commission (2022). State Planning Policy 4.1 Industrial Interface. Department of Planning, Lands and Heritage. [Updated 22 August 2025]. https://www.wa.gov.au/system/files/2022-07/SPP_4.1-Industrial-Interface-July-2022_0.pdf
- Wong, C., Pain, K., Kwon, H.R., Koksai, C. (2023). Urban Planning and Public Health. *Built Environment*, 49 (2), 157-165. <https://discovery.ucl.ac.uk/id/eprint/10172533/>
- World Health Organisation [WHO]. (1946) *BASIC DOCUMENTS* [Forty-ninth edition]. <https://apps.who.int/gb/bd/>
- World Health Organisation [WHO]. (1999). *Healthy cities and the city planning process a background document on links between health and urban planning*. WHO Regional Office for Europe. <https://www.who.int/publications/i/item/EUR-ICP-CHDV-03-04-03>
- Wong, C., Pain, K., Kwon, H. R. and Koksai, C. (2023). Urban planning and public health. *Built Environment*, 49 (2). pp. 157-165. ISSN 0263-7960. <https://centaur.reading.ac.uk/112076/>

APPENDIX ONE: COMPARISON OF DISTRICT PLAN PROVISIONS

Table 1A: District Plan Definitions relating to hazardous facilities and sensitive activities
 [NB: each ✓ does not represent a separate plan provision]

Definitions:	PNCC	Wellington CC	AUP	Hamilton CC	NPDC	Definition Standard
Activities Sensitive to Air Discharges			✓			
Activities sensitive to hazardous facilities and infrastructure			✓			
Activities sensitive to the National Grid			✓			
Hazardous Facility	✓	✓	✓	✓		
Sensitive Activity / Sensitive Land Use	✓	✓		✓		
Hazard Sensitive Activities		✓			✓	
Hazardous Substance	✓	✓	✓	✓		
Less Hazard Sensitive Activities		✓				
Major Hazard Facility / Significant Hazardous Facilities	✓	✓			✓	
[Noise] sensitive activity / Activities sensitive to Noise	✓	✓	✓	✓	✓	
Potentially Hazard Sensitive Activities		✓				
Residual Risk		✓				
Reverse Sensitivity		✓				
Risk	✓					
Risk Management Contour					✓	
[Cumulative] Risk				✓		
Service Station / Drive through services / Dispensing facility / Transportation service centres	✓	✓	✓	✓	✓	
Unacceptable level of Risk					✓	

Sleeping Area			✓			
Vibration Sensitive Activities				✓		

Table 1B: District Plan Objectives and Policies relating to hazardous facilities and sensitive activities [NB: each ✓ does not represent a separate plan provision]					
	PNCC	Wellington CC	AUP	Hamilton CC	NPDC
Objectives relating to:					
Risks of Hazardous facilities / substances to people, property and environment / while recognising benefits		✓	✓		✓
Benefits of activities involving the use, storage, disposal and transportation of hazardous substances					✓
Mitigate adverse effects on property, the environment, and the health of City residents associated with the manufacture, use, storage or transportation of hazardous substances within the City	✓			✓	
Location of Sensitive activities					✓
Reverse sensitivity / Hazardous Substances: Protection of established facilities		✓		✓	✓
Policies relating to:					
Risk to people and communities / human health	✓	✓		✓	✓
Risk management contours					✓
Residual risk to sensitive environments	✓	✓			✓
Effect of transporting hazardous substances on roading and other land uses			✓		

Location / design of hazardous facilities and activities		✓	✓		✓
Cumulative effects of hazardous facilities			✓	✓	
Provision of facilities / systems to avoid contamination in event of an accidental spill or release				✓	
Separation distances [between hazardous facilities and sensitive land uses] / generic fatality consequence distances.			✓		✓
Positive effects of hazardous facilities on economic and social wellbeing				✓	
Maintenance of hazardous facilities					✓
Siting [appropriately] to avoid natural hazards / risks to e tangata whenua's relationship with their ancestral lands, water, sites, wāhi tapu, and other taonga / To avoid hazardous substances in Residential Zone				✓	✓
Sensitive activities		✓			✓
Avoid duplication with other statutory processes					✓
Reverse sensitivity	✓		✓	✓	
Information requirements	✓				
Monitoring	✓				
To avoid duplication (with HSNO etc)	✓				

Table 1C: District Plan RULES relating to hazardous facilities and sensitive activities						
[NB: each ✓ does not represent a separate plan provision]						
[NB: P – subject to standards]						
	PNCC	Wellington CC	AUP	Hamilton CC	NPDC	Standards re sensitive activities?
RULES relating to:						
New sensitive activities within Risk Management Contours / or within x distance of significant hazardous facility					NC	
Use storage or transportation of Hazardous substances in Hazardous Facilities (subject to conditions)	P	P				
Use storage or transportation of Hazardous substances in Hazardous Facilities (that do not meet conditions)	D					
Maintenance and repair of existing significant hazardous facilities					P	
The manufacture, use, storage, transportation or disposal of hazardous substances / [Any hazardous facility]						
Any hazardous facility: Not otherwise identified within this table OR With a quantity ratio that is equal to or below than the quantity ratio for permitted activities				P		
Any hazardous facility: Not otherwise identified within this table OR With a quantity ratio that is more than the quantity ratio for discretionary activities			D	D		

Teaching and research laboratories with a quantity ratio that is more than the quantity ratio for permitted activities in Rule 25.4.5.1 and complying with relevant standards in Rule 25.4.4. This excludes: Activities undertaken outside the laboratory, Bulk hazardous substances storage facilities, Field tests				C		
Existing major hazard facility [Non-compliance with standards]		P [D]				
Existing major hazard facility – Increase / alterations [Non-compliance with standards]		D			P [D / NC]	
New Major/Significant Hazard facility (Industrial zone or similar)		D			P	Y
New Major Hazard facility (All other zones)		NC			NC	
New Major Hazard facility (All zones)	D					
New Significant Hazard facility (Industrial zone or similar)					D	
New Significant Hazard facility (All other zones)					D	
New Significant Hazard facility (Residential zones)					NC	
Additions to/of habitable rooms to existing sensitive activities within Risk Mgmt Contours – all zones [Non-compliance with standards]					P [D]	Y
Additions to/of habitable rooms to existing sensitive activities within Risk Mgmt Contours – within 250m of an existing significant hazardous facility or 650m of an existing petroleum production station with no Risk					P	Y

Management Contour mapped in the District Plan [all zones] [Non-compliance with standards]					
Additions to/of habitable rooms to existing sensitive activities within Risk Mgmt Contours – within 250m of an existing significant hazardous facility or 650m of an existing petroleum production station with no Risk Management Contour mapped in the District Plan [Rural zones] [Non-compliance with standards]				D [NC]	
New Major Hazard facility (Residential Zone Rural Lifestyle Zone, Open Space and Recreation Zones, Māori Purpose Zone, Future Urban Zone, Airport Zone, Hospital Zone)					
Hazardous facilities that store or use petrol associated with retail sale of fuel in underground storage - not more than 100,000 litres; 50,000 litres of diesel, Provided it can be demonstrated that compliance with relevant standards in Rule 25.4.4 and the requirements of the Hazardous Substances and New Organisms Act 1996 and regulations is achieved			C	C	
Hazardous facilities that store or use diesel associated with retail sale of fuel in underground storage - not more than 50,000 litres (ALL ZONES)			C	C	
Hazardous facilities that store or use LPG associated with retail sale of fuel stored in a single vessel, or sold in a number of single			C	C	

vessels that in combination do not exceed 6 tonnes [1.35 tonnes cumulative capacity (exchange facilities for portable LPG cylinders) Provided it can be demonstrated that compliance with relevant standards in Rule 25.4.4 and the requirements of the Hazardous Substances and New Organisms Act 1996 and regulations is achieved]					
Hazardous facilities that store or use hazardous substances above the specified thresholds for controlled activity and restricted discretionary activity status in the activity tables or are not otherwise provided for					
Additions or alterations to existing significant hazardous facilities in various natural environment locations				D	
New significant hazardous facilities in various natural environment locations				NC	
Additions or alterations to existing significant hazardous facilities within the National Grid Yard and the National Grid Substation Corridor.				NC	
Use, storage and disposal of hazardous substance sub classes 1.4, 1.5, 1.6, 6.1D, 6.1E, 9.1D and 9.2D			P		
The use or storage of radioactive materials with a radioactivity level less than that specified as an exempt activity in the Radiation Protection Regulations 1982			P	P	

The storage, use and disposal of compressed air at fire stations or fire-fighting training facilities			P		
Any activity using, storing or transporting radioactive materials for the medical and dental treatment of patients and the use of such radioactive substances is under the control of a person licensed under the Radiation Protection Regulations 1982				P	
The use or storage of radioactive material with a radioactivity level more than that specified as an exempt activity in the Radiation Protection Regulations 1982, but less than or equal to 1000 terabecquerel				D	
The use or storage of radioactive material with a radioactivity level more than 1000 terabecquerel				NC	
Any storage of high BOD5 substances in quantities less than or equal to 10,000 litres (excluding the Te Rapa Dairy Manufacturing Site and Crawford Street Freight Village, Ruakura Agricultural Research Campus and Waikato Innovation Park)				P	
Any storage of high BOD5 substances in quantities more than 10,000 litres (excluding the Te Rapa Dairy Manufacturing Site and Crawford Street Freight Village, Ruakura Agricultural Research Campus and Waikato Innovation Park)				D	
Any storage of high BOD5 substances in quantities less than or equal to 100,000 kg,				P	

or 40,000 kg when within 30m of a water body (the Te Rapa Dairy Manufacturing Site and Crawford Street Freight Village, Ruakura Agricultural Research Campus and Waikato Innovation Park only)					
Any storage of high BOD5 substances in quantities more than 100,000 kg or 40,000 kg when within 30m of a water body (the Te Rapa Dairy Manufacturing Site and Crawford Street Freight Village, Ruakura Agricultural Research Campus and Waikato Innovation Park only)			D		
All Hazardous Facilities Any activity identified in 25.4.3.a., c. to g. and j. within a: High Flood Hazard Area Medium Flood Hazard Area Low Flood Hazard Area Temple View Flood Hazard Area Culvert Block Flood Hazard Area Geotechnical Waikato Riverbank and Gully Hazard Area			D		
Te Rapa Dairy Manufacturing Site and Crawford Street Freight Village - Any hazardous substances that are complying with the standards in 25.4.4 and 25.4.5.2			P		
Storage of fertiliser (classed as sub-class 6.1C and 6.3-6.9 only) for rural production activities in rural zones			P		
Temporary storage of fertilizer classed as sub-class 9.3B for rural production activities			P		

Temporary storage of fertilizer classed as sub-class 9.3B for rural production activities which do not comply with Standard			D				
NB: Auckland Council rules re listed hazardous substances not repeated here – see Table E31.4.3							

COMMITTEE WORK SCHEDULE

TO: Community Resilience & Sustainability Committee

MEETING DATE: 10 June 2026

TITLE: Committee Work Schedule - June 2026

RECOMMENDATION TO COMMUNITY RESILIENCE & SUSTAINABILITY COMMITTEE

1. That the Community Resilience & Sustainability Committee receive its Work Schedule dated June 2026.

COMMITTEE WORK SCHEDULE – JUNE 2026

	Estimated Report Date	Subject	General Manager Responsible	Current Position	Date of Instruction & Clause number
1	10 June 2026	Community centres improvement project (one-off) update report	General Manager Customer & Community		Community Committee 21 May 2025 Clause 14-25
2	10 June 2026	Annual update on the implementation of the accessibility programme	General Manager Infrastructure		20 March 2024 Clause 11.2-24
3	10 June 2026	Draft Working Paper – Assessment of District Plan for gaps in relation to public health	General Manager Strategic Planning	Final Internal Review	10 December 2025 Clause 203-25
4	19 August 2026	Effectiveness of Civics Education Initiatives – Annual progress report	General Manager Customer & Community		29 May 2024 Clause 95.29-24
5	19 August 2026	Vegetation Framework to include a Tree Policy focused on Council administered streets and public spaces	General Manager Strategic Planning		Committee of Council 9 June 2021 Clause 31.8

6	19 August 2026	Low Carbon Fund Allocations 2025/26	General Manager Strategic Planning		21 August 2024 Clause 24-24
7	19 August 2026	Housing Insecurity programme – 2 Year update	General Manager Customer & Community		Terms of Reference
8	19 August 2026	Food Security policy – Annual Monitoring report	General Manager Customer & Community		Terms of Reference
9	19 August 2026	Draft City-wide Stormwater Strategy – Hearing of Submissions	General Manager Strategic Planning		Council 29 May 2024 Clause 95.7-24
10	16 Sept 2026	Annual Report on Library Services	General Manager Customer & Community		24 May 2023 Clause 22-23
11	16 Sept 2026	Annual Dog Report 2025-2026	General Manager Development and Regulatory		Terms of Reference
12	16 Sept 2026	Waste Management and Minimisation Plan 2024 – Annual Progress update for 2025/26 FY	General Manager Infrastructure		9 Sept 2020 Clause 17-20
13	16 Sept 2026	City wide Emissions Inventory 2026 Annual Report	General Manager Strategic Planning		Climate change plan ongoing action #3
14	16 Sept 2026	PNCC Organisational Emissions Inventory 2025/2026 Annual Report	General Manager Strategic Planning		Climate change plan ongoing action #1
15	16 Sept 2026	Public Spaces: approval to consult on draft policy and bylaw	General Manager Strategic Planning	Work reprioritised to begin Local Alcohol Policy	Terms of Reference

16	16 Sept 2026	Draft City-wide Stormwater Strategy - Deliberations	General Manager Strategic Planning		<u>Council 29 May 2024 Clause 95.7-24</u>
17	21 October 2026	Annual Report – Community Funding Allocation 2025/2026 – Community and environment groups	General Manager Customer & Community		<u>Rec 1c of the Community Grants & Events Funding Review – May 2021</u>
18	21 October 2026	Disability Reference Group – Annual Presentation	General Manager Customer & Community		<u>Invitation to present 4 Nov 2020 Clause 41-20</u>
19	21 October 2026	Pasifika Reference Group – Annual Presentation	General Manager Customer & Community		<u>Terms of Reference</u>
20	21 October 2026	Seniors Reference Group – Annual Presentation	General Manager Customer & Community		<u>Terms of Reference</u>
21	17 February 2027	Soft Plastics Trial – Effectiveness and Costs	General Manager Infrastructure		<u>Council 3 December clause 193-25</u>
22	10 March 2027	Annual Sector Lead Report: Environment Network Manawatū	General Manager Customer & Community		<u>Terms of Reference</u>
23	10 March 2027	Annual Sector Lead Report: Manawatū Multicultural Centre	General Manager Customer & Community		<u>Terms of Reference</u>
24	10 March 2027	Annual Sector Lead Report: Te Pū Harakeke - Community Collective Manawatū	General Manager Customer & Community		<u>Terms of Reference</u>

25	10 March 2027	Welcoming Communities - Annual Report	General Manager Customer & Community		<u>4 November 2020</u> <u>Clause 43-20</u>
26	28 April 2027	Annual Sector Lead Report: Te Tihī o Ruahine Whānau Ora Alliance	General Manager Customer & Community		<u>Terms of Reference</u>
27	28 April 2027	Annual Sector Lead Report: MASH Trust	General Manager Customer & Community		<u>Terms of Reference</u>
28	28 April 2027	Annual Sector Lead Report: Niuvaka Trust	General Manager Customer & Community		<u>Terms of Reference</u>
29	28 April 2027	Manawatū River framework – progress report	General Manager Infrastructure		<u>26 April 2023</u> <u>Clause 4-23</u>
30	19 May 2027	Annual Youth Wellbeing programme update	General Manager Customer & Community		<u>Council</u> <u>29 May 2024</u> <u>Clause 95.2F(1)</u> <u>-24</u>
31	9 June 2027	Annual update on the implementation of the accessibility programme	General Manager Infrastructure		<u>20 March 2024</u> <u>Clause 11.2-24</u>
32	As required	Manawatū-Whanganui Climate Joint Action Committee	General Manager Strategic Planning		<u>Climate change plan ongoing</u>
33	TBC	Summerhays Reports – Partnership Models Expressions of Interest	General Manager Infrastructure		<u>1 May 2024</u> <u>Clause 66-24 and 74-24</u>
34	TBC 2026	Options to deliver social housing within the current Revenue and Finance Policy	General Manager Infrastructure /General Manager		<u>20 March 2024</u> <u>Clause 10-24</u>

		limit	Strategic Planning		
35	TBC 2026	Work Programme 1: Delivery Model for Property – CCO Trust, to include Summerhays Street.	General Manager Infrastructure		<u>Council 1 May 2024 Clause 66-24</u>
36	TBC 2026	Progress report on social housing development at Summerhays Street	General Manager Infrastructure /General Manager Strategic		<u>Council 1 May 2024 Clause 66-24</u>
37	TBC 2026	Waste Management Bylaw – results of the Construction and Demolition waste diversion trial	General Manager Strategic Planning / General Manager Infrastructure		<u>Council 3 December 2025 Clause 193-25</u>