Proposed Plan Change I: Increasing housing supply and choice

Parks Servicing Report

PALMY
PAPAIOEA
PALMERSTON NORTH CITY

This document was prepared by Palmerston North City Council, Parks and Reserves Division.

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Executive Summary

Medium density development, though Plan Change I: Increasing housing supply and choice (PC:I), will:

- affect the availability of private outdoor play space within residential sections,
- likely increase the number of tensions with neighbours at parks boundaries; and
- increase demand on reserves as the number of people living within the catchment of each reserve increases.

Medium density benefits are likely to be greater safety within parks from passive surveillance from surrounding housing and greater use of parks means better value for money from existing infrastructure.

A review of the literature and practices for provision of green space in medium density developments found that a walking distance of 400m is an appropriate catchment for a Medium Density Residential Zone (MRZ).

Two evaluations have been carried out within the parks servicing assessment for the proposed MRZ.

Meeting the catchment criteria - 400m walking distance

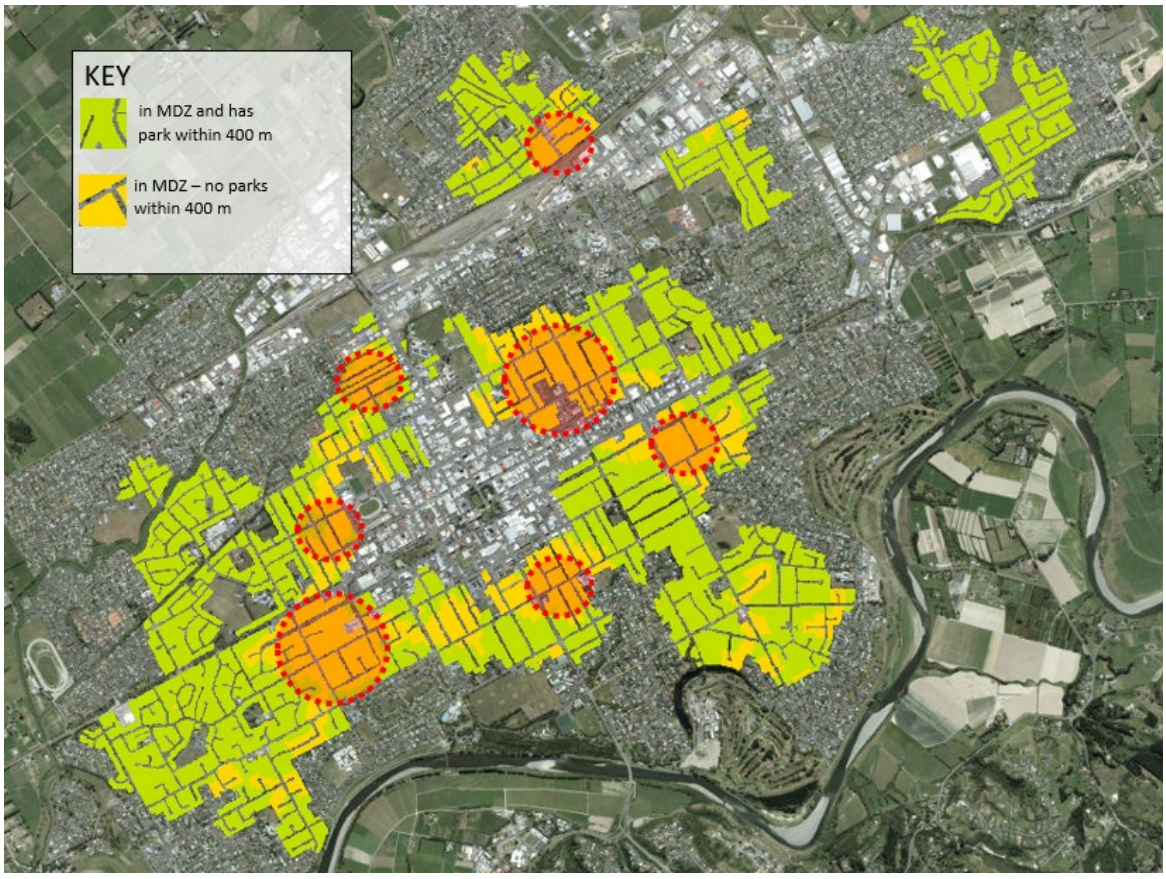

Figure 1: Summary of reserve provision for MRZ at 400 m walking distance

The provision of open space within 400m walking distance for the proposed MRZ was assessed. The assessment identified that the provision of an extra seven reserves would be required in order to meet a 400m walking distance level of service, as shown in Figure 1.

Those new reserves are:

- One full sized neighbourhood reserve in Awapuni
- Two small neighbourhood reserves in Takaro
- One small neighbourhood reserve in Milson
- One full sized neighbourhood reserve in Papaioea's hospital area or a school/city partnership for community access outside of school hours.
- Two small neighbourhood reserves in Terrace End/Hokowhitu - one at Council's Albert Street Depot, and either one near College Street Normal School or a School/City partnership for community access outside of school hours.

Effect on existing reserves of medium density development over time

The second assessment considered the capacity of the existing reserves within the proposed MRZ to cope with increased demand as the zone develops. The assessment recommends:

In Awapuni:

- Monitor infill and medium density housing uptake in the Awapuni area and satisfaction of the park users.
- If/when required, alleviate pressure on Awapuni Park, Raleigh Reserve and Riverdale Park by reclassifying Alexander Park from a sports field and developing it as a neighbourhood reserve.
- Relocate the Awapuni Park basketball court further from the boundary if multi-storey housing occurs on the eastern boundary near the court.
- Close the unformed legal road underlying Raleigh Park and amalgamate it into the reserve holding.[1]

In Takaro/Highbury:

- Encourage Kāinga Ora to provide some recreation amenity within any larger housing developments in the surrounding areas of Farnham Park.
- Retain the portion of Takaro Park occupied by the Bowling Club if the current activities ever vacate, to retain capacity for other community recreation uses as medium density residential use grows.

[1] At the time of writing this road closure process was being investigated.

- Close the unformed legal road underlying Tui Park and declare it to be a reserve to preserve capacity for recreation use.

- If the kindergarten ever vacates Campbell Reserve, consider the reserve's demand and returning the area to open space use.

In Milson

- Monitor demand and consider capacity increases (additional facilities) at Langley Reserve if required.

In Papaioea:

- A junior playground be added to Skoglund Park or Vautier Park when medium density uptake warrants it.

- If the outdoor basketball/netball half court level of service gap at Papaioea Park cannot be filled due to space constraints, consider filling it through a school partnership.

- Advise Council's water activity that Papaioea Park is unlikely to have capacity for additional future water infrastructure outside the footprint already occupied.

In Terrace End/Hokowhitu:

- That medium density uptake around Memorial Park, and Memorial Park capacity and satisfaction be monitored.

- That future plans for other City Reserves consider facility development that will relieve pressure on Memorial Park if medium density uptake stretches capacity. For example, junior play developments at Linklater Reserve, water play at the Victoria Esplanade, or some unique destination play features at Ashhurst Domain.

- If demand for additional recreation use grows at Hokowhitu Park or the school limits access to their play facilities, consider reallocating one of the bowling greens to other activities.

- That the reserve capacity at Crewe Crescent Reserve is increased by either increasing the size of Crewe Crescent Reserve or partnering with the developer/landowner to provide shared open space planning with formal undertakings. If this cannot be achieved the extent of the MRZ around this reserve should be restricted.

- If Plunket and/or the kindergarten vacate their leased areas on Franklin Reserve, return it to open space/park use.

General:

- Review the cost assumptions for the neighbourhood reserve development as part of preparation of the Parks Asset Management Plan to ensure the level of service is appropriate for assessed likely level of use.

Financial implications

The capital and operational costs (excluding renewal costs) of the recommendations are set out in the following table.

The relationship of the reserves to the Stormwater Overlay is shown in the right-hand column.

Table 1: Summary table

Location	Description	Indicative cost[2]	SW Overlay[3]
Awapuni			
New infill reserve – standard (Ferguson/Ngaio/West)	Buy land, clear and develop.	$4.8 million capital $20,000/yr opex	½ in SW Overlay ½ outside SW Overlay
Alexander Park	Develop as neighbourhood reserve	$350,000 capital $11,000/yr opex	In SW Overlay
Awapuni Park	Relocate basketball court	$30,000 capital	In SW Overlay
Raleigh Reserve	Close unformed legal road	$10,000 one off opex	In SW Overlay
Takaro/Highbury			
New infill reserve – small (Chelwood/Bryant/Pascal)	Buy land, clear and develop	$2.8 million capital $14,000/yr opex	In SW Overlay
New infill reserve – small (Havell/Guy)	Buy land, clear and develop	$3 million capital $14,000/yr opex	In SW Overlay
Close part of Croyden Ave	Close part road and convert enlarge Farnham Park.	$250,000 capital $7,500 one off opex $4,000/yr opex	In SW Overlay
Close unformed legal road – Tui Place	Ensure retention of existing open space by closing unformed legal road	$7,500 one off opex	In SW Overlay

[2] Capital costs assume 10% premium on online home value calculator plus $300,000 demolition and development costs.

[3] This column has been added to support the Section 32 planning assessment to facilitate an understanding of the parks recommendations vs the stormwater overlay mapping.

Location	Description	Indicative cost[2]	SW Overlay[3]
Milson			
New infill reserve – small (Seaforth/Milson)	Buy land, clear and develop	$2 million capital $14,000/yr opex	Outside SW Overlay
Papaioea			
New infill reserve – standard (Options: Alan/Massey OR b. Min of Ed/Kura partnership)	Buy land, clear and develop OR Operational grant	$4.8 million $20,000/yr opex OR b. $20,000/yr[4] and renewals every 20 years at $100,000	Outside SW Overlay
Terrace End/Hokowhitu			
New infill reserve – small (Albert St Depot)	Build on depot land if relocated Clear and develop (existing land)	$350,000 capital $14,000/yr opex OR $3 million capital $14,000/yr opex	In SW Overlay
New infill reserve – small (Options: a. College/Marne OR b. Min of Ed/School partnership)	Buy land, clear and develop Operational grant	a.$3.3 million capital $20,000/yr opex b. $20,000 per year and renewals every 20 years at $100,000	½ Outside the SW Overlay ½ In SW Overlay
Total indicative cost		**Capital $11.58 million to $19.7 million[5],** **OPERATIONAL $111,000 -$117,000 per year plus one-off of $30,000 operational.**	

4 100% of standard reserve cost were Council to build instead for full catchment demand.

5 Assumes Albert St on PNCC Depot land.

1 Background

The National Policy Statement on Urban Development 2020 (NPS-UD) requires Council to enable greater housing supply, choice, and density. It also requires Council's planning decisions to contribute to a well-functioning urban environment, which is defined in the NPS-UD as:

> urban environments that, as a minimum:
>
> (a) 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
>
> (b) have or enable a variety of sites that are suitable for different business sectors in terms of location and site size; and
>
> (c) 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
>
> (d) support, and limit as much as possible adverse impacts on, the competitive operation of land and development markets; and
>
> (e) support reductions in greenhouse gas emissions; and
>
> (f) are resilient to the likely current and future effects of climate change.

To achieve this, Palmerston North City Council is proposing PC:I to introduce a MRZ in various parts of the existing residential zone in Palmerston North. Proposed rules would enable up to three, 3 storey houses on sites to be built as a permitted activity. Dwellings of greater density would be provided for through a resource consent process.

The approach to determining the extent of the proposed MRZ is described in the Accessibility and Demand Assessment. The key criteria are walking distances to elements of the urban environment that contribute to a well-functioning urban environment including a 400m walking distance to an open space reserve.

In order to make the medium density housing a desirable place to live, it needs to have excellent access to public open space. The BRANZ study by, Bryson and Allen titled "Defining Medium density housing", 2017, notes:

> A study by Saville-Smith (2010) found that, for a majority of the 87 focus group participants, location was a critical factor when deciding where to live. Participants identified that their location preferences were shaped by factors such as proximity to family and friends and proximity

> to parks, green spaces and recreational and education amenities (Saville-Smith, 2010, p. 78).

Planning and Strategy have requested that Parks Planning provide advice on the following:

- Definition of an acceptable level of service including identification of a desirable walking distance to a park, open space and reserve and appropriate land area and available facilities at these spaces.
- Network opportunities and constraints for residential intensification.
- Gaps in parks servicing and the cost of potentially servicing them.
- Any upgrades required as a result of identifying and enabling intensification in the MRZ

2 National Practice

The Parliamentary Commissioner for the Environment report (the report) "Are we building harder, hotter cities? The vital importance of urban green spaces" was published in March 2023 and provides a stock take and risk identification of intensification and its effects on greenspace provision.

The report notes that the trends in Hamilton, a similar city in terms of geography to Palmerston North, have been for a decline in green space as a proportion of the urban area by at least 10 -15% from 1980 to 2016. The loss of greenspace in Hamilton was noted as being largely in the private greenspace – primarily through infill development and denser building forms – and it is assumed the case would be the same for Palmerston North as there has been an acceleration of infill subdivision since 2016.

The report notes (page 81) that:

> "Retrofitting new public green space into existing urban areas is much more difficult than incorporating it in new greenfield subdivisions. Some councils – Auckland Council, Hamilton City Council and Tauranga City Council included – have formally stated that they are no longer seeking to provide new parks and reserves in already built-up areas, and will instead focus on improving the quality of the existing network. In the short term, that may be a pragmatic approach to elevated land prices – there is certainly no shortage of opportunities to revegetate existing areas of public land. In the long term, it may become problematic if intensification results in many more people living in areas where parks and reserves are in short supply."

The levels of service for public green space provision are discussed in pages 90 to 92 and notes:

> "One thing that is not necessarily apparent … is that provision targets for public green space do not tend to vary according to the density of the surrounding suburb. That seems surprising. More densely populated

areas dominated by townhouses, terraced houses or apartments (with little backyard space) arguably have a greater need for nearby parks and reserves than suburbs dominated by standalone housing. Some councils have recognised that. Wellington City Council, for example, is developing an open space and recreation strategy that targets a five minute walk6 to an open space in high-density areas, and a ten-minute walk in other areas. Furthermore, many of the provision targets are specific to greenfield areas. In recent years, a number of councils have acknowledged that they are no longer seeking to provide additional green space within the existing urban footprint and will instead focus on improving the quality of the network that already exists. For example, Auckland Council's Open Space Provision Policy states: "The existing urban area of Auckland has an established, well distributed, open space network. The ability to significantly expand the urban network is constrained due to the land supply and budget constraints. Therefore, council's investment in open space in the existing urban area prioritises improving the existing network." Hamilton City Council's Draft Open Space Provision Policy sets out a similar approach. Rather than attempting to acquire land for new parks and reserves in the existing urban area, it aims to "optimise existing open space through reconfiguration, upgrades and development" and "improve accessibility and connectivity to existing open space through alterations to the surrounding pedestrian network".

3 International Standards and Guidance – Walkable distances

There are a variety of standards and guidance on best practice walkable distances to parks and open space for recreation in residential areas. These typically range from a few hundred metres to five or six hundred metres. The following sections provide an overview.

3.1 Pedsheds

A pedestrian shed is the distance that can be covered in five minutes at normal walking pace and is often applied to define a walkable neighbourhood, using 5 minutes as its criteria. Four hundred metres is commonly used, and account needs to be taken of barriers to movement and walkable routes.[7]

3.2 3, 30, 300 Program

The 3, 30, 300 guidance is a proposal for greening of urban environments. It recommends three trees visible from every home, 30% canopy cover in residential neighbourhoods, and 300 m walking distance to a park or greenspace. The 300 m is based on the European

[6] Walking distance varies by age. A typical 5 minute walking distance is 400 m for a 4 to 5 year old. Source: https://pubmed.ncbi.nlm.nih.gov/17675356/

[7] https://pedshed.net/?page_id=5

Regional Office of the World Health Organization, which recommends a maximum distance of 300 metres to the nearest green space (of at least 1 hectare).[8]

> *"Based on reviewing the literature and the case studies, a 300 m maximum linear distance to the boundary of urban green spaces of a minimum size of 1 hectare are recommended as the default options for the indicator"*

3.3 United Kingdom

Fields in Trust Guidance for Outdoor Sport and Play provides a hierarchy of space per the tables copied below.[9] Barriers to pedestrian and cycle movement should be taken into account.

Table 1: Fields in Trust recommended benchmark guidelines – formal outdoor space

Open space typology	QUANTITY GUIDELINE[2] (hectares per 1,000 population)	WALKING GUIDELINE (walking distance: metres from dwellings)	QUALITY GUIDELINE
Playing pitches	1.20	1,200m	* Quality appropriate to the intended level of performance, designed to appropriate technical standards. * Located where they are of most value to the community to be served. * Sufficiently diverse recreational use for the whole community. * Appropriately landscaped. * Maintained safely and to the highest possible condition with available finance. * Positively managed taking account of the need for repair and replacement over time as necessary. * Provision of appropriate ancillary facilities and equipment. * Provision of footpaths. * Designed so as to be free of the fear of harm or crime. * Local authorities can set their own quality benchmark standards for playing pitches, taking into account the level of play, topography, necessary safety margins and optimal orientation[3]. * Local authorities can set their own quality benchmark standards for play areas using the Play England Quality Tool.
All outdoor sports[1]	1.60	1,200m	
Equipped/designated play areas	0.25 See table 4 for recommended minimum sizes	LAPs – 100m LEAPs – 400m NEAPs – 1,000m	
Other outdoor provision (MUGAs and skateboard parks)	0.30	700m	

Table 2: Recommended Application of Quantity Benchmark Guidelines – Equipped/Designated Play Space

Scale of Development	Local Area for Play (LAP)	Locally Equipped Area for Play (LEAP)	Neighbourhood Equipped Area for Play (NEAP)	Multi-Use Games Area (MUGA)
5–10 dwellings	✓			
1–200 dwellings	✓	✓		Contribution
201–500 dwellings	✓	✓	Contribution	✓
501+ dwellings	✓	✓	✓	✓

- LAP = Local Area for Play (and informal recreation) – 100 m
- LEAP = Local Equipped Area for Play (and informal recreation) – 400m
- NEAP = Neighbourhood Equipped Area for Play (and informal recreation, and provision for children and young people) – 1 km

[8] https://iucnurbanalliance.org/promoting-health-and-wellbeing-through-urban-forests-introducing-the-3-30-300-rule/
https://www.jstor.org/stable/48512637?seq=1#metadata_info_tab_contents

[9] https://www.fieldsintrust.org/Upload/file/guidance/Guidance-for-Outdoor-Sport-and-Play-England.pdf

Table 3: Fields in Trust Recommended Benchmark Guidelines – Informal Outdoor Space

Open Space Typology	QUANTITY GUIDELINE[3] (hectares per 1,000 population)	WALKING GUIDELINE (walking distance: metres from dwellings)	QUALITY GUIDELINE
Parks and Gardens	0.80	710m	* Parks to be of Green Flag status. * Appropriately landscaped. * Positive management. * Provision of footpaths. * Fields in Trust protection * Designed so as to be free of the fear of harm or crime.
Amenity Green Space	0.60	480m	
Natural and Semi-Natural	1.80	720m	

3.4 Australia

Parks and Leisure Australia Open Space Planning Guide 2013 provides that:

- Local or small, 150 to 300m depending on density and presence of barriers, minimum of 30m width to achieve reasonable proportions
- Neighbourhood 400m walking distance and 7,500 sq. m or more with minimum width of 50m.
- Community Park within reasonable walking distance e.g. 15 minutes, medium size

3.5 Canada

City of Toronto Parks Plan 2013 – 2017 uses a parkette within walking distance (undefined), generally less than 5,000m^2 and neighbourhood reserves within 5-minute walk, minimum 5,000 m^2. Vancouver used 5-minute walking distance in analysis for VanPLay Strategy. Notes a focus on quality of spaces.

4 Current standards – Palmerston North City Council

Appendix A contains the current level of service for reserves provision, which is described in the Parks Asset Management Plan and Engineering Standards for Land Development.

The standards for distribution and size of neighbourhood reserves cover Local Reserves, including Neighbourhood and Suburb Reserves as well as Walkways, City Reserves and Sports fields.

Key criteria for Neighbourhood Reserves include walking distance to open space, size, road frontage, linkages, and proportion of flat vs contoured space.

5 Clause 3 consultation

In 2022 the Council sought community feedback on the proposed MRZ extent, including the proposed walking distances used to define this extent. The feedback from the community on

the proposed walking distances to a park was limited. The walking distance was framed generally covering all of the walking distances to specified facilities.

Reviewing the comments feedback for those that provided reasons for disagreeing with the walking distances it is noted:

- Some comments focused on people's preferences to drive to facilities.
- Some comments that longer distances would be beneficial for people's health or that greater distances could be used as cycling was an alternative mode available.
- Some comments that the longer distances, usually referencing access to shopping centres, was too long for older people or those with mobility challenges.
- A comment that the open space near a submitter was too small.
- A comment noting that the distance from their property to an open space was longer than 400m (presumably their property was within the mapped proposed area).
- A comment about the increased need for green space.

Kāinga Ora suggested using 400 m for consistency with the NPS-UD however there is no specific requirement in the NPS-UD for a 400 m walking distance.

6 Capacity and quality

A number of the articles and plans researched for this assessment noted the quality and capacity of a reserve is just as important as the distance accessibility criteria. The assumption is that over the long term the development of medium density housing will increase the demand on associated park spaces and facilities significantly.

Satisfaction and benefits of a reserve will diminish if level of use, driven by intensification, impacts the experience of users in the park or discourages people from using it. Table 2 provides a list of factors that will impact the quality of experience and benefits of a reserve where density is increased in its catchment.

Table 2: Factors affecting quality of experience as a result of increased density

Issue	Avoidance/mitigation required
Relief from built environment is reduced by scale of development on boundaries, number of boundaries affected, particularly for small reserves. Reduction in the quiet contemplative spaces available due to increased oversight from neighbouring properties	Ensure spaces large enough or a range of spaces available within the given catchment to have a mix of environments to suit different users e.g. sitting under a tree reading vs playing active informal sport. *Action taken: Reviewed minimum size in Engineering Standards to 4,500 sq. m, from previous 3,500 sq. m*
Amenity and ecological planting impacted by the change in the nature of the boundary properties e.g. avoiding shading of neighbouring properties and their tolerance of minor tree overhangs.	Ensure spaces are large enough to contain amenity and plantings if the boundary relationships change e.g. 3 storey neighbours. *Action taken: Reviewed Greenfield Reserves Development Criteria in the Engineering Standards– adding a desirable reserve size of 4,500 sq. m and increasing the minimum reserve size to 3,500 sq. m*
Exceeding capacity of facilities e.g. basketball court is always full, swings are unavailable, space already in use.	Review the level of service specifications and capacity for Asset Management Plan and Long Term Plans for reserves in medium density residential zone in light of demand increase.
The maintenance and cleanliness of the reserve is impacted by increased use e.g. more litter, equipment wears faster and unavailable more often due to repairs. Goal mouths or grassed areas suffer from more wear and tear.	Review maintenance requirements periodically. Consider surfaces that can cope with high wear as required.
Increased safety in reserves from: Passive surveillance of the reserves increased as more housing "overlooks" the reserve. More people more present in reserves more often reducing opportunistic vandalism	None

7 Effect of increased density on operating costs

Medium density housing in proximity of reserves is likely to increase the level of operational costs required to service the reserves. Increased litter, vandalism and reactive and planned maintenance will be required as heavy use of existing facilities is likely to increase.

Increased use may also affect the lifecycle planning, shortening the useful life of some components of features which are susceptible to wear and tear such as exercise equipment and playground features with moving parts like swings.

Where additional facilities are added to a park this will increase the operational costs e.g. additional playground inspections, more facilities to maintain and renew. These effects will need to be considered in future Parks Asset Management Plan and 10 Year Plan budgeting exercises, as medium density uptake occurs in the zone.

8 400 m walking distance coverage

A 400 m walking distance is proposed as the level of service for accessibility in a medium density residential zone. This is shorter than standard greenfield distance of 500m,[10] to account for the reduced private green space that will be available in the MRZ.

Achieving 100% coverage at 400 m walking distance across the entire MRZ is impractical and costly. Instead, the areas identified as being outside 400 m walking distance are assessed on a case-by-case basis and judgment on the effective catchment and practicalities of implementation was made.

Figure 2 shows the extent of the proposed medium density residential zone, categorised into the areas:

- within 400 m walking distance of an existing reserve (green) and
- more than 400 m walking distance from a reserve (yellow).

[10] Used in Councils Engineering Standards for Land Development.

Figure 2: Proposed MRZ vs 400 m walking distance

The following sections consider the larger areas outside 400 m walking distance and what would be required to address them.

8.1 West End

There is a large area in West End – largely focused in the area bounded by Church Street in the north, West/Thompson Streets in the east, Keeling Street in the south and spilling over Botanical Road to the west – that is outside 400 m walking distance to an open space.

Figure 3: West End area outside 400 m walking distance

The area encompasses approximately 796 residential properties.

The West End area has already seen some medium density developments under the operative Multi-Unit Housing rules. A recent example is the 46 units developed by Soho Group between Church Street and Pioneer Highway on a site that previously accommodated 5-6 residential properties.

Figure 4: Pioneer/Church medium density - 6 houses to 46 units

Two options to meet the shortfall in the West End area are worth exploring:

- There is an 8,500m^2 area of industrial land on West Street, among the residential lots, shown in Blue in Figure 2. There are significant Kāinga Ora land holdings immediately adjacent, totalling over 25,000m^2.

- A general planning trend over time has been for industrial land, that is surrounded by residential land, to be rezoned to residential as the landowners reassess the future of their properties.

- While not in Kāinga Ora current redevelopment plans, there may be opportunities for coordinated planning in the longer term.

- The rateable capital value[11] for the four industrial properties is currently $4.2 million and there would be demolition and development costs in addition of say $1.5 million.

- This option would see approximately 565 (70%) of the existing residential properties outside 40 walking distance shift to be within 400 m walking distance of an open space reserve.

Figure 5: Kāinga Ora Church Street development location and industrial land

- The alternative is purchasing in the order of seven 600 – 700m^2 properties costing say $4.2 million plus estimated demolition and development costs of $500,000.

[11] If Council agreed in principle to this direction further work on the market values and redevelopment costs would be required.

8.2 Takaro

There is a long narrow area in the Takaro area outside 400 m walking distance, as shown in Figure 6. This is complex to consider because of its shape and the reserve catchments.

Figure 6: Takaro area outside 400 m walking distance

One of the areas is centred around the Havill Street area and the other around Chelwood and Bryant Street areas. The Havill St area encompasses approximately 253 residential properties. The Chelwood and Bryant Street area encompasses 244 residential properties.

The configuration of the areas does not lend itself to one centrally located reserve as is the case with the West End area. In this case it is recommended that two pocket parks of 2,500m^2 each, rather than one 4,500m^2 reserve. These would cost approximately $3 million for purchase and $500,000 for demolition and development each.

8.3 Milson

The area of Milson, either side of Milson Line near the rail bridge, is outside 400 m walking distance. The area encompasses approximately 206 current residential properties and is shown in Figure 7.

Figure 7: Milson area outside 400 m walking distance

Given the catchment size would be smaller, due to the industrial areas to the south, and existing catchments of Langley, Clearview and Mahanga Kakariki Reserves, a pocket park of 2,500m^2 is recommended. This would cost in the order of $2.4 million to purchase and $400,000 for demolition and development.

8.4 Papaioea West

This area encompasses 278 current residential properties as is shown in Figure 8. The area is centred around the intersection of Alan and Ward Streets.

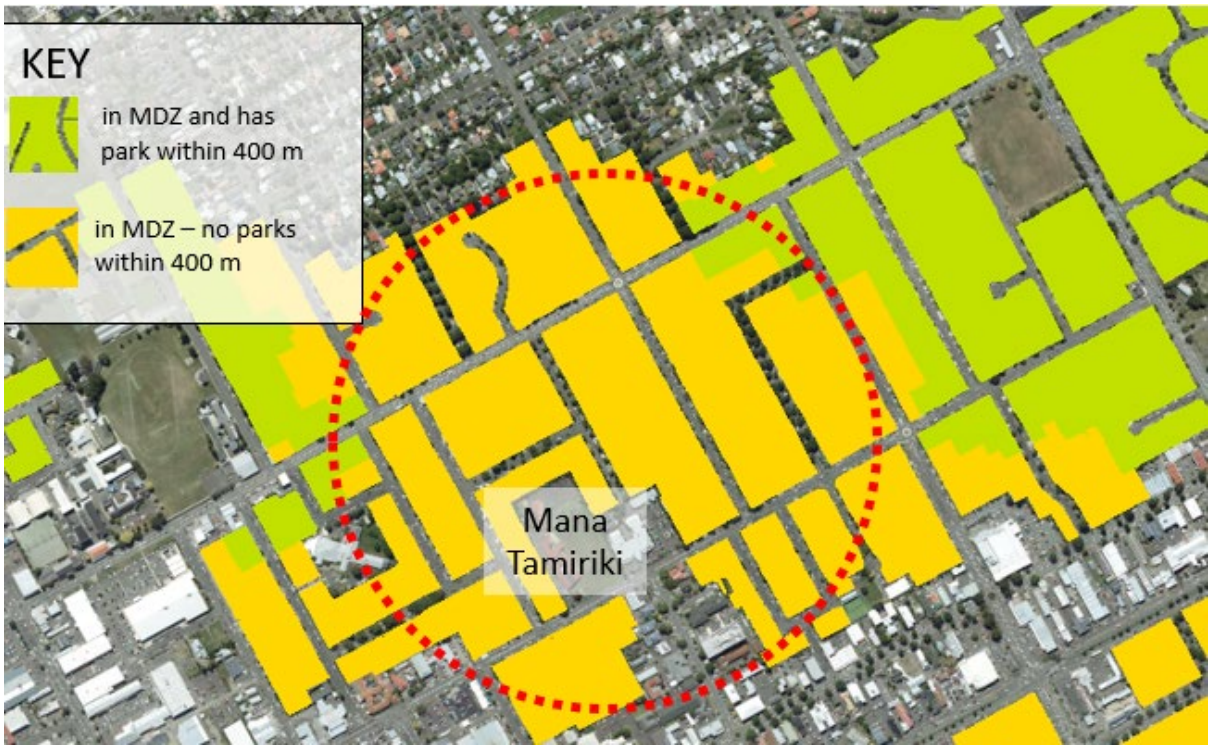

Figure 8: Papaioea area outside 400 m walking distance

In 2007 Council contributed $35,000 towards the construction and $1,800 per year towards maintenance of Mana Tamariki playground at 165 Grey Street under a Memorandum of Understanding. This provided for community access to the kura/school playground outside school hours. This was intended to fill the identified gap in facility provision in this part of the City.

Council officers' perception is that this access is not well understood or publicised. The lack of access during school hours is a lower level of service. There is some risk that as the intensity increases the school may be more reluctant to allow public access under the current arrangements.

There are two options to address area the outside 400 m walking distance

- Review the Memorandum of Understanding with Mana Tamariki/Ministry of Education to account for increased community use. This might, for example, include contributing more for maintenance, improving the signage and communication about public access to the playground e.g. annual letters to the surrounding community. The partnership approach would not address access during the school day and would only be effective outside school hours.

- Develop a neighbourhood reserve separately and end the arrangement with Mana Tamariki/Ministry of Education. This would cost in the order of $5.1 million to purchase and $500,000 for demolition and development.

8.5 Terrace End and Hokowhitu

There are two areas in Terrace End and Hokowhitu area outside 400 m walking distance. The area between Ferguson Street and Park Road and Fitzherbert Avenue and Oxford Streets (the Hokowhitu gap) and the areas between Ruahine and Albert, Main and Luton Streets (the Terrace End gap), as shown in Figure 9.

Figure 9: Terrace End and Hokowhitu area outside 400 m walking distance

The Hokowhitu area outside 400 m walking distance encompasses approximately 332 current residential properties. It is not a full catchment having some overlap with Papaioea Park to the north east and the grounds of College Street Normal School within it thus reducing the residential area.

There are two options to fill the Hokowhitu area outside 400 m:

- Establish an agreement with College Street Normal School/Ministry of Education for access outside school hours[12]. This might, for example, include contributing to maintenance or play facility development and renewal costs. It would need to be well publicised to avoid the community being unaware of the arrangement. A partnership approach would not address access during the school day and would only be effective outside school hours.

[12] This option has not been discussed with the school/Ministry so their position/view is not understood.

- Develop a new smaller 2,500m^2 neighbourhood reserve separately. This would cost in the order of $3,000,000 to purchase and $500,000 for demolition and development.

The Terrace End area outside 400 m covers approximately 364 current residential properties. It is not a full catchment having some overlap with Memorial Park to the north east and Papaioea Park to the south west.

An option for meeting the Terrace End area outside 400 m is the inclusion of a 2,500m^2 neighbourhood reserve within Council's Albert Street Depot area *if* it is ever relocated and redeveloped. Alternatively, a smaller pocket park of 2,500m^2 could be established. This would cost in the order of $3,000,000 to purchase and $500,000 for demolition and development.

9 Existing parks capacity and impact assessment

The following sections consider the potential impacts on individual parks, and groups of parks, from the proposed MRZ. Where issues are identified, actions are proposed to manage those impacts.

9.1 Awapuni reserves in the MRZ

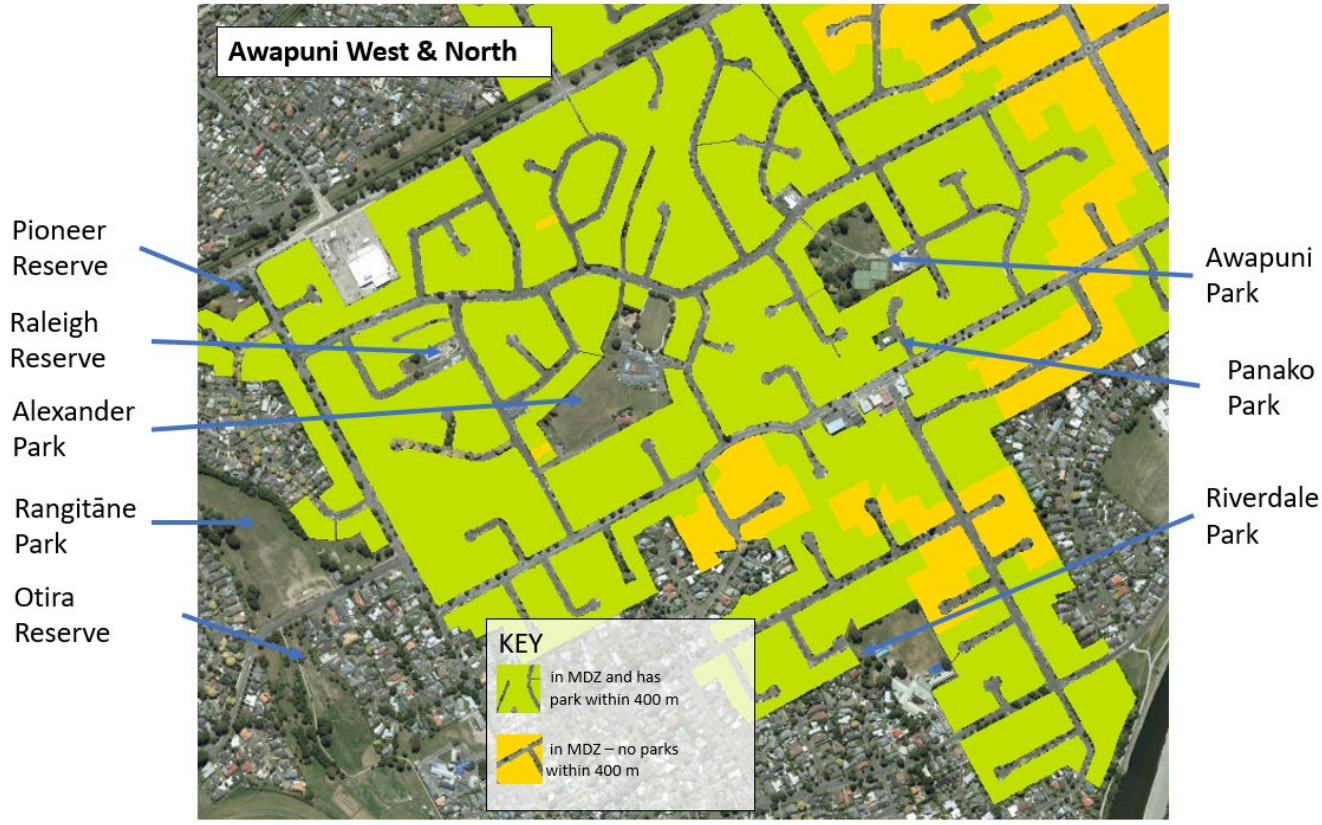

Figure 10: Awapuni Reserves and MRZ

9.1.1 General

The area in Awapuni outside the 400 m walking distance is addressed in Section 7.4.1. The rest of the proposed extent for MRZ for Awapuni is generally well served with reserves with

significant open spaces well distributed throughout the area. Raleigh Reserve, Alexander Park, Awapuni and Panako Parks are central to the proposed MRZ, shown Figure 10, with other reserves distributed around the edge of the proposed zone.

9.1.2 Awapuni Park (Suburb Reserve, 2.5 ha)

Figure 11: Awapuni Park Layout

Figure 12: Awapuni Park aerial

Awapuni is a Suburb Reserve with excellent facilities including:

- 4 tennis courts,
- a community centre,
- public toilet,
- junior and senior play,
- basketball hoop,
- amenity planting,
- a community garden, and
- open space.

Discussion:

The facilities are well used with a community hall and playgroup, a 2,500m^2 community garden, tennis clubs, and a fenced off under 5's playground.

The residential area around the park is extensive, and on all four sides. The proposed MRZ has the potential to see multiple three storey buildings on four sides close to the boundary increasing the likelihood of neighbour/park user tensions[13].

There is limited capacity to increase the number and type of uses at Awapuni Park and no scope for any significant facility expansion without impacting the amenity and open space.

Recommendation:

Monitor MRZ housing uptake in the Awapuni North area and satisfaction of the park users[14].

If required, alleviate pressure on Awapuni Park by reclassifying Alexander Park from a sports field and developing it as a neighbourhood reserve.

Relocate the basketball court further from the boundary if multi-storey housing occurs on the eastern boundary near the court. Cost $30,000.[15]

[13] At the time of writing there had been issues with the basketball court and noise effects on one neighbour.

[14] Through the Yardstick Parkcheck surveys or similar.

[15] Includes demolition and new pad and surface. Excludes hoop assuming that would be relocated.

9.1.3 Panako Park (Neighbourhood Reserve – leased, 1,287m²)

Figure 13: Panako Park aerial

Figure 14: Panako Park

Summary of existing use:

Panako Park is currently leased to Girl Guides who are exiting their lease in 2024.

Council has been and is considering the future use of Panako Park having considered reports on strategic options in August 2022 and determined to consider reclassifying the reserve for wider community use following a report on the demand for use in March 2023. The direction is to continue to use it to meet community demand, either as a location for a Council community hub development or continuing community leasing.

Discussion:

Council has determined to retain Panako Park rather than pursue options to increase housing supply in the city. As such the reserve will remain in Council's portfolio and be available to meet community demand.

Recommendation:

Council considers the impact of MRZ uptake and needs for open space provision if it ever reconsiders the type of use, or disposal, of Panako Park.

9.1.4 Alexander Park (Sports field, 1.9 ha)

Figure 15: Alexander Park Layout

Figure 16: Alexander Park aerial

Summary of existing use:

Alexander Park is a sports field and 2,000m^2 is leased by a Kohanga Reo which is not currently operating.

The sports field has not been used for many years. The limited size, fitting only one full sized sports field, the trend for sports to centralise play, and lack of toilet facilities restrict its attractiveness to the sporting codes.

The park is bounded to the northwest by Awapuni School which is currently not fenced off from the park but the school were planning fencing. The carparking, that visually appears to be part of the park, is on Ministry of Education land associated with the former kindergarten. The accessway is shared.

Discussion:

The reserve is currently categorised for sports field use. However, this use is unlikely without investment in toilets and the playing surface which would be inefficient for a single field. Alexander Park has significant capacity to cater to increased demand for neighbourhood play.

Alexander Park is well placed to meet increased demand for recreation compared to the small reserves of Raleigh, Panako and Riverdale and the already heavily used Awapuni Park.

If the demand requires it, increased investment would be required at Alexander Park to change its use and increase its capacity to meet the neighbourhood reserve level of service[16] including:

- Rubbish bins

[16] As per Appendix L of the 2021 Parks Asset Management Plan.

- Seats
- Junior play
- Senior Play
- Drinking fountain
- Amenity and shade planting

Alexander Park Recommendation:

Monitor MRZ housing uptake in the Awapuni North area and satisfaction of the park users.[17]

If required, alleviate pressure on the park network in Awapuni by changing Alexander Park from a sports field purpose and develop it as a neighbourhood reserve.

The timing of this development would depend on the level of development in the MRZ and would be growth related and as such added to the developments contributions policy.

This would cost $200,000[18] and incur additional[19] annual operating costs $10,000 (using 2021 cost assumptions).

9.1.5 Riverdale Park (Neighbourhood reserve, 4,009m²)

Figure 17: Riverdale Park layout

[17] Through the Yardstick Parkcheck surveys or similar.
[18] Using greenfield reserve development estimates from the 2021 AMP less drainage and fencing already in place plus price escalation of 20%.
[19] On top of existing accessway and grass maintenance.

Figure 18 Riverdale Park school boundary 1

Figure 19: Riverdale Park school boundary 2

Figure 20: Riverdale Park - Junior Playground

Summary of Existing Use:

Riverdale Park is a neighbourhood reserve with a junior playground. Long and narrow, it has a contour, dropping from the north to the southern part of the reserve, and has paths bisecting it to provide walking access to Riverdale School which bounds the park on the eastern side.

Discussion:

The narrowness, just 29 m wide, in combination with the contour through the middle of the park, path and planting layout, reduce its capacity for active group recreation.

Until 2024 the community had used the park in conjunction with the school grounds, complementing each other. Riverdale School have since fenced off the school boundary in order to secure the premises for high risk pupils.

This example supports the Council Officer view that school grounds should not be relied on for open space access, even if they currently allow public access outside hours, unless there are formal agreements in place. School/Ministry of Education policies can change, and the trend is towards fencing.

The residential areas around Riverdale Park are close to the Manawatū River Park. It is expected that this proximity to this City Reserve will mitigate some of the risks associated with MRZ housing affecting satisfaction with parks provision and proximity in this area.

Riverdale Park Recommendation:

Monitor MRZ housing uptake in the Awapuni North area and satisfaction of the park users.[20]

[20] Through the Yardstick Parkcheck surveys or similar.

If required, alleviate pressure on Awapuni North by developing Alexander Park as a neighbourhood reserve.

The timing of this development would depend on the uptake of the MRZ.

9.1.6 Raleigh Reserve (Neighbourhood reserve, 4,207 m²)

Figure 21: Raleigh Park Layout

Figure 22: Raleigh Park

Summary of existing use:

Raleigh Reserve is a highly developed reserve containing a basketball court, shelter and barbeque area, playground and open space.

Discussion:

Kāinga Ora had planned significant medium density housing development immediately adjacent to the reserve. Whether this proceeds in the short to medium term depends on government policy. Given the relatively large land holding it is assumed it I likely that when it is developed, whomever develops it will seek to maximise the density that is available to them.

The reserve is of reasonable size at 4,207m^2 but this includes an unformed legal road of 1,700m^2 as shown in Figure 23.

The reserve is already well developed, with no ability to increase the capacity of the reserve if demand increases to the point the reserve is overused.

Recommendation:

That a road closure process is investigated with the unformed legal road to be amalgamated into Raleigh Reserve, and if achieved the former road be zoned recreation.

Monitor MRZ housing uptake in the Awapuni North area and satisfaction of the park users.[21]

If required, alleviate pressure on Awapuni North by reclassifying Alexander Park from a sports field and developing it as a neighbourhood reserve.

The timing of this development would depend on the uptake of the MRZ.

[21] Through the Yardstick Parkcheck surveys or similar.

Figure 23: Raleigh Reserve - unformed legal road

9.2 Takaro and Highbury reserves in the MRZ

9.2.1 General

The areas of Takaro outside 400 m walking distance to an open space reserve are addressed in Section 7.4.2. The rest of the proposed MRZ in the Highbury and Takaro areas are generally well provided for parks. There are a combination of large sports fields at Monrad and Bill Brown Parks, as well as the suburb reserve in Takaro Park and neighbourhood reserves.

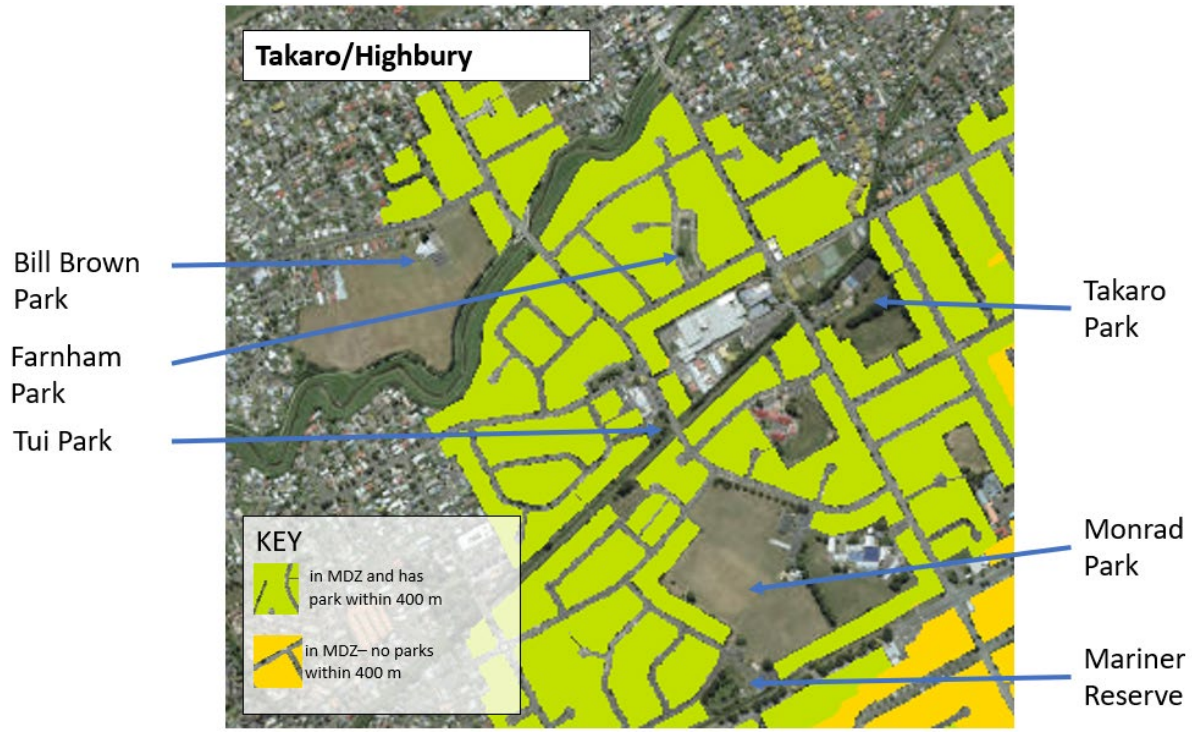

Figure 24: Takaro/Highbury Reserves in MRZ

The Takaro area has significant Kāinga Ora land holdings that had medium density developments planned. It is assumed that they will be developed in the long term, either by the public or private sector and that development would most likely include medium density housing.

9.2.2 Bill Brown Park (Sports field/Neighbourhood Park, 9.7 hectares)

Figure 25: Bill Brown Park layout

Figure 26: Bill Brown Park

Summary of existing use:

Bill Brown Park is a large reserve serving several functions. These include:

- adult and junior sports fields,
- a neighbourhood playground,
- a community centre,
- outdoor courts currently including netball and basketball spaces.

An area of 2,000 m^2 to the south west of the park had community for-purpose facilities on it which have been removed, and it is now open space.

Planning is underway for a proposed extension to the carpark and an extension to the Pacifica Centre has been approved by Council.

Discussion:

Bill Brown Park is on the edge of the proposed MRZ, bounded on two sides by it. One of those edges would be across the Mangaone Stream.

The park is large and, outside of sports field use times of the week, has significant open space value for recreation. There is some capacity for other activities or to cope with increased demand from passive recreation due to around 4,000m^2 outside the sports fields and actively occupied areas. However, these areas are distant from the activity node around the playground, community centre and carparking.

Recommendation:

No change required.

9.2.3 Farnham Park (Neighbourhood Reserve, 4,436 m²)

Figure 27: Farnham Park layout

Figure 28: Farnham Park

Summary of current use:

Farnham Park has a junior playground, basketball and open space. Following some community development exercises a shelter and barbeque were added, although the barbeque has been consistently vandalised. It was decommissioned for some time and has been recently reactivated to see if the behaviour has moderated.

Farnham Park is long and narrow, being only 32 m wide, and surrounded by roads.

Discussion:

The width and location to the surrounding roading makes casual kick a ball style play potentially unsafe. Balls, or other throw play equipment can easily land on the roads.

Kāinga Ora had planned significant medium density housing development immediately adjacent to the reserve. Whether this proceeds in the short to medium term may depend future government policy. Given the relatively large land holding it is assumed it is likely that when it is developed, whoever develops it will seek to maximise the density that is available to them.

There is limited capacity to cope with increased demand should it increase. The area is 400 m from Takaro Park, 600 m from Bill Brown Park and 600 m from Monrad Park meaning the overall demand for active recreation can be well spread across several reserves, however there is risk of a lack of quieter passive spaces and there will likely be pressure on the playground as housing intensifies.

There may be opportunities to close part or most of Croydon Avenue in the future if the Kāinga Ora planned developments remove or manage their access on to Croydon Avenue.[22] This would preserve the potential to increase the reserve size by 1,500m^2 at a modest cost.

Recommendation:

Encourage Kāinga Ora to provide some recreation amenity within any larger housing developments in the surrounding areas.

Encourage Kainga Ora to design their housing upgrades to preserve the option of closing part of Croydon Avenue for incorporation into Farnham Reserve.

[22] Alternative layout options have been communicated to Kāinga Ora during recent community engagement they have undertaken on their housing development plans.

Figure 29: Croydon Ave potential incorporation into Farnham Park

9.2.4 Takaro Park (Suburb Reserve, 8.4 ha)

Figure 30: Takaro Park Layout

Figure 31: Takaro Park

Summary of current use:

Takaro Park is a well-developed Suburb Reserve that includes a bowling and sports club with a beach volleyball court, an area leased to a for-purpose recreation group for their hall, a

public toilet, playground, outdoor exercise equipment, training field with lights, and tennis, netball, basketball courts and a shelter.

The training field is in heavy demand and the netball and basketball courts have been lit by the community sports club based there.

It is bounded on 3 ½ sides by residential use.

Discussion:

The proposed MRZ would affect Takaro Park on 3 ½ of its sides, though extent is limited to the north east.

There are sensitivities from some neighbours about the existing activities on the park and the vegetation planted on the boundaries of the park. Where medium density housing occurs on the boundaries of the park this might be amplified, with increased complaints.

Takaro Park has limited scope for increases in capacity. It is already heavily developed and the Takaro Football club expanded the area used for football training and adding lights to the outdoor courts in 2023.

In the past there has been some consideration given to Takaro Bowling Club merging with another club as part of the regional covered green development. If the bowling club did relocate, 4,500 m^2 of space would be available for other uses. This is however, disconnected from the wider park being across the Kawau Stream and visually separated by the sport club buildings. It would suit uses that benefit from this type of location.

The parks catchment, using a 400 m distance, overlaps with Monrad, Farnham and Tui Parks.

Recommendation:

Retain the portion of Takaro Park occupied by the Bowling Club if they go vacant to retain capacity for other community recreation uses as MRZ uptake occurs.

9.2.5 Tui Park (Neighbourhood reserve, 2,300m²)

Figure 32: Tui Park uses

Figure 33: Tui Park

Summary of existing use:

Tui Park contains a junior playground, a public toilet serving the adjacent shops and small portion is leased to a kohanga reo. The open space has a grass volleyball court set up on it.

The reserve appears larger than it actually is from Tui Place. An unformed legal road (1,600m²) connects it to Ellesmere Crescent and the adjacent Kāinga Ora properties of 2 – 6 Tui Place are vacant. Kāinga Ora also owns the properties on the northern side of the unformed legal road.

Discussion:

When the unformed legal road is excluded the park area is restricted. The playground is 3.5 m off the boundary with Kāinga Ora-owned land.

There is a large overlap in the 400 m catchments with Monrad Park 150 m south east and Bill Brown park 600 m to the north west.

Recommendation:

The unformed legal road is closed and declared to be reserve to preserve its capacity for recreational use.

That the unformed legal road is to be rezoned to recreation.

9.2.6 Monrad Park (sports field, 5.9 ha) and Marriner Reserve (neighbourhood park, 1.7 ha)

Figure 34: Monrad Park

Figure 35: Marriner Reserve

Summary of existing use:

Monrad Park is a heavily used sports field, in both winter and summer seasons. The summer user group, touch rugby, also uses the adjacent Monrad Intermediate school fields. Monrad Park has a community centre and branch library on it as well as junior and senior playgrounds and off-street car parking.

It is bounded by Monrad Intermediate to the east and is central to a large area of proposed MRZ. Marriner Reserve is an amenity reserve with a for-purpose miniature railway group operating on it.

A footbridge off Marriner Street, over the stormwater drain, connects the parks to the residential areas to the south.

Discussion:

The reserve is well used when sports are on and has extensive spaces available for general open space recreation when the sports are not operating.

At the time of writing Monrad Intermediate were considering fencing off the School from the wider park.

The catchment overlaps with Tui Park to the north west 150 m away and Takaro Park to the North east 650 m away.

Recommendation:

None.

Figure 34: Monrad and Mariner Parks layouts

9.2.7 Campbell Reserve (Neighbourhood Park, 7,500m²)

Figure 35: Campbell Reserve layout

Figure 36: Campbell Street Reserve

Summary of existing use:

Campbell Reserve contains a junior playground and basketball half court. Approximately 1,500m² at the southern end is leased to a kindergarten. It is relatively long and narrow with a width at 40 m. The street is a slow speed environment.

Discussion:

Campbell Reserve sits on the edge of the proposed MRZ with much of its residential catchment limited by the Arena Manawatu stadium to the west and commercial zones to the south and east.

It is expected that Campbell Reserve can accommodate the increased demand due to the limited catchment.

In the long term, if the kindergarten were ever to vacate its lease, Council should assess demand and consider whether the space needed to be incorporated into the publicly accessible reserve based on the uptake of MRZ housing in the surrounding area.

Recommendation:

If the kindergarten vacates the site, consider demand from MRZ development, including long term forecast, and consider reserve needs at that time.

9.3 Milson reserves in the MRZ

Figure 37: Milson Medium Density area

9.3.1 General

The area outside 400m waking distance is discussed in Section 7.4.3. The rest of the proposed MRZ in Milson is well served with reserves distributed throughout the area. The larger reserves of Clearview, Mahanga Kakariki and Colquhoun Park are on or just outside the edges of the proposed MRZ. The smaller neighbourhood reserve, Langley Reserve, is central to the proposed MRZ.

9.3.2 Langley Reserve (Neighbourhood Reserve, 2,700m²)

Figure 38: Langley Reserve layout

Figure 39: Langley Reserve

Summary of existing use:

Langley Reserve has a junior playground, open space and a tree line. It borders but is fenced off from Milson School. A path across the reserve connects to the school.

Discussion:

The reserve is a small one and it is central to the proposed MRZ. A minor upgrade is planned in 2024/25, improving accessible paths and renewing playground equipment.

The 400m walking distance catchment overlap with any of the other reserves in the Milson area is small, due to the roading layouts and walking distance routes.

Given the reserve size and centrality to the MRZ there is some risk that its capacity and quality of experience of users will come under pressure if MRZ growth occurs in this area.

Recommendation:

Monitor MRZ residential uptake in the area and future capacity and undertake user satisfaction reviews paying particular attention to the Langley Reserve.

9.3.3 Clearview Park – neighbourhood park/walkway – 2.2 hectares

Figure 40: Clearview Reserve Layout

Figure 41: Clearview Reserve

Summary of existing use:

Clearview Reserve includes a stormwater water course, junior playground and planned walkway connections to Clearview Drive and Airport Drive.

Discussion:

Clearview Park sits on the edge of the proposed MRZ, with a limited catchment of the proposed MRZ around it. To the west is the Palmerston North Airport and associated industrial areas.

Some of the MRZ demand to the south is in similar proximity to Mahanga Kakariki which has a large space as it includes some junior sports fields. Mahanga Kakariki also has a catchment limited by the proximity of the airport and its industrial zones.

Clearview Park is a relatively large park and there is space to add facilities to cater to additional demand if required.

Given the limited catchment of MRZ and the size of the reserve no capacity issues are foreseen.

Recommendation:

None.

9.4 Kelvin Grove reserves in the MRZ

Figure 42: Kelvin Grove Reserves and MRZ

9.4.1 General

Kelvin Grove is well served with reserves distributed throughout the area. The larger reserves are Linklater Reserve (City Reserve of 25 hectares) and Celaeno Park (four sports fields and playground) are linked via Fredrick Krill walkway with a good distribution of other neighbourhood reserves. Kelvin Grove Park is a suburb level reserve which received an upgrade in 2023

9.4.2 Kelvin Grove Park (Suburb Reserve, 2.9 ha)

Figure 43: Kelvin Grove park

Figure 44: Kelvin Grove aerial

Kelvin Grove Park is a suburb level reserve sitting on the western edge of the proposed MRZ. It covers 2.9 hectares

Summary of existing use:

Kelvin Grove Park contains a basketball and tennis courts which has shared use and contributions to it with the adjoining Te Kura Kaupapa O Manawatu. It contains a playground and paths linking to the surrounding suburbs. A kindergarten occupies 1,500m^2 of the park.

Discussion:

The reserve is of a good size and could accommodate additional use if demand increased. It was upgraded in 2023 to fill some level of service gaps and improve accessibility.

Being on the edge of the proposed MRZ and with the City Reserve of the Linklater Reserve 700 m to the north it not expected that the MRZ will have a significant impact on the performance and satisfaction with the reserve.

Recommendation:

None

9.4.3 Celaeno Park (Sports field/Suburb Reserve, 6.6 ha)

Figure 45: Celaeno Park Image

Figure 46: Celaeno Park Aerial

Summary of existing use:

Celaeno Park is a combined sports field and neighbourhood reserve.

The sports field has five football fields, changing room and a carpark. The sports field use is for both seasons, football in the winter and junior cricket in the summer. The neighbourhood reserve contains a playground. Outside of the booked sports field use the fields are available for general community informal play. Celaeno Park links with Fredrick Krull and Schnell Wetland Reserve walkways.

Discussion:

Celaeno Park is in the middle of the proposed MRZ in Kelvin Grove.

There is some small spare capacity, in the order of 2,000m^2, for other uses in the space between the changing rooms, carpark and the sports field and around the existing playground. The types of activities would be restricted by the location and relationship with the other activities.

There is also some small capacity in the lower area of Fredrick Krull Reserve[23], say another 2,000m^2, that has some capacity for new activities.

Given the capacity at Kelvin Grove Park, the proximity of Linklater Reserve it is unlikely the proposed zone presents any concerns for Celaeno Park.

Recommendation:

None.

9.4.4 Lakemba Reserve (Neighbourhood reserve, 3,400m^2)

Figure 47: Lakemba Reserve

[23] Technically part of the Celaeno Park title but physically separated from Celaeno by a road and appears "on the ground" as part of Fredrick Krull.

Figure 48: Lakemba Reserve aerial

Summary of existing use:

Lakemba Reserve contains a small playground, a tennis court, and some constrained open space.

Discussion:

Lakemba is on the edge of the proposed MRZ with a limited catchment due to its location adjacent to the Railway Line. It has a small capacity due to its awkward shape and part of the reserve being an accessway and carpark which is unusual for a neighbourhood reserve.

Given the location and proposed future reserve to the south of the terrace it is considered unlikely that the proposed zoning will have a noticeable effect on the quality and experience of users who use the reserve.

Recommendation:

None.

9.4.5 Future Reserve, Napier Road (Neighbourhood Reserve, 1,000m²)

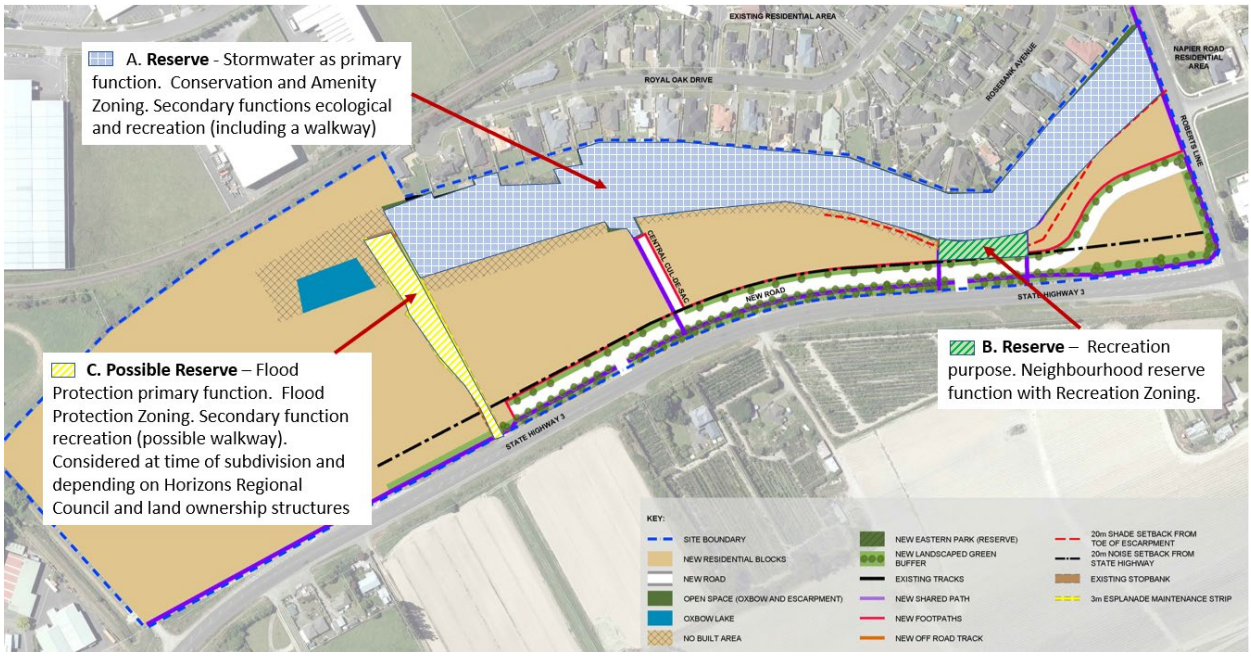

Figure 49: Future Reserve location plan

Summary of planned use:

Urban growth planning by Council has identified the need for a small neighbourhood reserve in the area of land rezoned for residential use in 2021, between MacPherson Grove (Bupa Retirement Village) and Roberts Line.

The neighbourhood reserve is proposed to be located adjacent to the stormwater reserve that would encompass the existing oxbow remnant and associated terraces which would form a wider overall reserve. The neighbourhood reserve built amenities would be modest in scope given the limited catchment and broader amenity of the stormwater reserves. Some modest walkways are assumed within the stormwater reserve and terrace area utilising existing paths and forming a small loop in conjunction with the roading network.

Discussion:

This reserve would be on the edge of the proposed medium density residential zone. Given it is located within a greenfield development there is a possibility that medium density housing could be taken up in the area as the sunk costs of existing homes will not be present on the land.

The planned reserve was assumed to be serving a small catchment and modest in its development.

Recommendation:

Review the cost assumptions for the neighbourhood reserve development as part of preparation of the 2027 Parks Assessment Management Plan and 2027 Long Term Plan to ensure level of service is appropriate for assessed likely level of use.

9.5 Papaioea reserves in MRZ

Figure 50: Papaioea Medium Density Area

9.5.1 General:

The area of Papaioea outside 400 m walking distance are discussed in Section 7.4.4.

The balance of the proposed MRZ in Papaioea is well served with reserves, which are distributed throughout the area. The large combined facility of Vautier Park (outdoor courts), Skoglund Park (sports fields), Edwards Pit Park (large amenity reserve) and Papaioea Park (sports field and Suburb Reserve) are centrally located.

Memorial Park is the closet City Reserve, separated from the area by Napier Road, a significant walking and cycling barrier.

9.5.2 Vautier Park (Outdoors Courts), Skoglund Park (Sports fields), and Edwards Pit Park (Special Character Reserve) (total area 17 ha)

Figure 51: Vautier, Skoglund, Edwards Pit Park's Aerial

Figure 52: Vautier Park netball and tennis courts

Figure 53: Skoglund Park playing field, playground, and Freyberg Community Pool

Figure 54: Edwards Pit Park wetlands and bush

Summary of Existing use:

Vautier Park contains 17 netball and tennis courts and it is heavily used in the winter. Netball Manawatu is based at the park and the Redsox multisport club has clubrooms there.

Skoglund Park has four high quality football fields and associated changing rooms and carpark, a senior playground, and access to the Freyberg Community Pool.

Edwards Pit Park is a special character reserve, a quarry associated with the historical Hoffman Kiln. It includes 1.6 hectares of vegetated biodiversity plantings, wetland and walkways.

In addition to swimming and canoe polo activities, Freyberg Community Pool is also the venue for junior triathlons in combination with Skoglund Park.

The reserve areas are bounded by Freyberg High School to south and the school pit area between Skoglund Park and Vautier Park, which is popular with community lead activities such as archery clubs and community event days.

Discussion:

The combined reserve area sits on the south western edge of a proposed MRZ.

There are extensive facilities over the three reserves for both active and passive recreation. There is some capacity for new activity in the combined reserve area:

- In front the Redsox clubrooms, 3,000m^2,
- 1,200m^2 on Skoglund Park, beside Tweed Street, and
- open space in the Edwards Pit Park of 6,000m^2 depending on the sort of demand and use that arise.

While there are some formal senior playground facilities there is no junior playground in this combined reserve area. The nearest junior playgrounds are 1.5 km away in Papaioea Park, Norton Park and Vogel St/Clyde Cres Reserves. If medium density housing was taken up in this area the demand for junior play would increase.

Recommendation:

If the MRZ is approved in this area, a junior playground be added to Skoglund Park or Vautier Park.

The timing of this development would depend on the uptake of the MRZ and be growth related, added to the developments contributions policy.

9.5.3 Papaioea Park (Sports fields and Suburb Reserve, 2.7 ha)

Figure 55: Papaioea Park

Figure 56: Papaioea Park aerial

Summary of existing use:

Papaioea Park is a combination of a sports field and Suburb Reserve. The sports field use is heavy, used in winter by football and summer by cricket with a current focus on junior use.

The sports fields are tightly spaced and extend to the edges of the park and are in close proximity to the paths and carpark. The pavilion was recently refreshed, there are off-street carparks next to the pavilion, as well as a cricket practice net.

There is playground and exercise equipment, and a public toilet which sit on the northern boundary also serving passing traffic.

The existing Council social housing sits immediately adjacent to west.

A water bore has been built on the corner of the park, taking up 800m^2.

Discussion:

Some uptake of medium density housing is observed in recent years in this area. The development on the corner of Grey and Ruahine Streets. This development is converting what was 5 households to 15 as shown in Figure 45.

Figure 57: Tūāpapa Lane development - Corner Grey and Ruahine Streets

The Level of Service gap identified in the 2021 Parks Asset Management Plan is for a basketball/netball court or half court. This cannot be provided at this location without removing a sports field. There is a large amount of open space play and outside of Saturday morning sports use, the park unlikely to have any issues coping with any increase in casual open space play increased demand. However, there is no room for adding in additional activities that require structures or facilities without affecting the number of sports fields.

There are no other reserves within the area of the MRZ and the distance and barriers of Featherston Street and Main Street separate the area from Skoglund/Vautier/Edwards Pit Parks and Memorial Park respectively.

Recommendation:

Consider filling level of service gap for the provision of outdoor court access that would be constrained on Papaioea Park with local schools.

Advise the water activity that Papaioea Park has very limited or capacity for future water infrastructure.

9.6 Terrace End and Hokowhitu reserves in MRZ

9.6.1 General

The areas outside 400 m walking distance are discussed in Section 7.4.5. The reserves inside 400m walking distance are distributed throughout the area proposed for the MRZ.

The area features City Reserves , Memorial Park to the north and the Manawatu River Park to the south, with the combined neighbourhood reserve and sports field of Hokowhitu Domain centrally located.

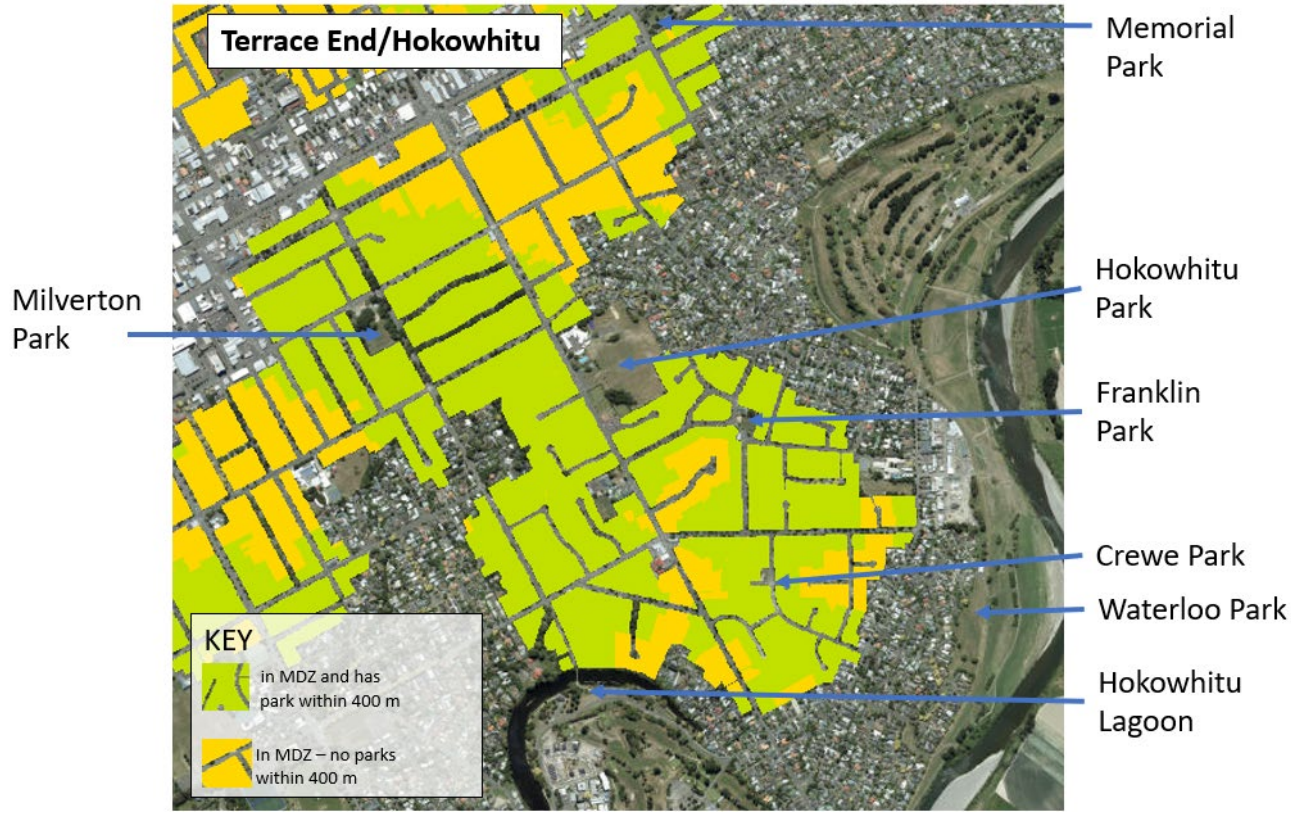

Figure 58: Terrace end Hokowhitu Medium Density areas

9.6.2 Memorial Park (City Reserve and Sports field, 2.7 ha)

Figure 59: Memorial Park

Figure 60: Memorial Park Aerial

Summary of existing use:

Memorial Park has undergone significant redevelopment in recent years and features a highly accessible large playground, the City's only free to access splash pad as well as a paddling pool, skate rink, barbeque area, open space, pond and plantings.

The eastern end of Memorial Park includes a sand-based charge ground sports field with associated terraced seating and changing facilities. There is also a flat inline skating track within the sports field area.

Discussion:

The MRZ is proposed to extend to the north, west and south of Memorial Park. The zone is limited in size to west and south, and more extensive to the north.

Memorial Park is a City Reserve, a destination that people travel to from all over the city. It is relatively small for a City Reserve at 2.7 hectares, the smallest of all the City Reserves. It is highly developed and intensely used.

The special nature of the park and its intense development attract people from across the City, as well as out-of-town visitors. This means that the park is often at capacity. The park is currently the most up-to-date of the City Reserves and extremely attractive for people with young children.

There is some risk that if medium density housing develops around Memorial Park there will be a reduction in satisfaction with the park. It is already heavily used and if medium density resulted in more use, both from a greater concentration of people living close by and because those people have little or no private greenspace, then the park might get over used. For example having to queue to use particular pieces of play equipment, and facilities becoming over-crowded. This could be off-set by ensuring the demand for the City Reserve level activities is spread to other reserves. For example, improvements to the paddling pool at the Victoria Esplanade, and development of play facilities at Linklater Reserve and Ashhurst Domain.

Recommendation:

That medium density uptake around Memorial Park, and Memorial Park capacity and satisfaction be monitored.

That future plans for other City Reserves consider facility development that will relieve pressure on Memorial Park if medium density uptake increases use. For example, junior play development at Linklater Reserve, water play at the Victoria Esplanade, and/or some unique destination play features at Ashhurst Domain.

9.6.3 Milverton Park (Suburb Reserve, 1.8 ha)

Figure 61: Milverton Park

Figure 62: Milverton Park Aerial

Summary of existing use:

Milverton Park is a Suburb Reserve containing a shelter, junior and senior play elements, a basketball/netball space, significant mature trees and boundary plantings and open space. A public toilet serves the park and passing traffic. 600m^2 of the park is occupied by a kindergarten.

Discussion:

Milverton Park sits in the middle of the proposed MRZ. There would be large areas to the west, north and east and a smaller area to the south. Some of the pressure from medium density residential housing to the south east would be alleviated by the proximity of Hokowhitu Park, approximately 800 m away.

The park is a busy one with a redeveloped playground and youth facilities.

There is some limited capacity for additional activities which would be subject to the extent and type of activity and its effects on the existing activities and spaces.

Recommendation:

None.

9.6.4 Hokowhitu Park (Sports field and Neighbourhood reserve, 6 ha)

Figure 63: Hokowhitu Park

Figure 64: Hokowhitu Park Aerial

Summary of existing use:

Hokowhitu Park is a combination of sports fields and neighbourhood reserve.

It is bounded and somewhat shared with Hokowhitu School with the Ministry of Education having a lease over approximately 9,000m^2 of the park for the school pool, part of the school playground and a building block located within the park boundaries.

The school is not fenced from the park and there is a high level of community use of the school recreation facilities outside school hours including the small artificial turf, playground and basketball court. However, the school has noted, during conversations about a shared path across the park, that it may be required to fence in the future.

Approximately 9,000m^2 of the park is occupied by the Hokowhitu Bowling Club, which has had a number of affiliated activities running from the clubrooms such as a football club and cards groups.

The sports fields are heavily used by both winter (football) and summer (cricket) codes.

An active transport shared path is planned across the park, between the sports fields and the school playground.

There is a protected stand of trees behind the bowling club.

Discussion:

The park is central to the area of proposed MRZ and 1.1 km from the Manawatu River Park.

The park has limited capacity for additional types of use as it is fully used. However, there is plenty of capacity for open space active recreation play outside of the hours the sports fields are in formal use.

If the school were to fence off its facilities and exclude the public from them there would be a noticeable impact on the level of service that the community currently enjoy irrespective of the provider.

There has been consideration of potential bowling club mergers in the past – though the Hokowhitu Club is not currently engaged in any conversations. It is understood that one of the three greens at the Hokowhitu Bowling Club has not been used for some time. This would present some capacity if required and the club lease area were revised to exclude one green, though likely at some cost and negotiation.

Recommendation:

If demand for additional recreation use grows, consider the utilisation of the bowling greens and potentially reallocating part of the bowling green use to other activities.

9.6.5 Crewe Crescent Reserve (Neighbourhood Park, 1,347m^2)

Figure 65: Crewe Crescent Reserve

Figure 66: Crewe Crescent Reserve Aerial

Summary of existing use:

Crewe Crescent Reserve is a neighbourhood park with a playground, small basketball area and open space.

A for-purpose community group has a container to operate social services out of it at one end.

Discussion:

Crewe Crescent Reserve is slightly under 1/3rd the recommended size for a neighbourhood reserve. In particular it should have an open space suitable for casual small-sided team play,[24] approximately 20 x 30 m, that is buffered from the road and neighbouring boundaries.

The reserve is bounded on three sides by significant Kāinga Ora land holdings on which significant developments had been planned. Given the size of the land holding it is assumed that these will be developed at some stage and that development, either public or private sector, is likely to seek to maximise yield and utilise medium density options.

Crewe Crescent Reserve is situated centrally in the proposed medium density residential zone.

[24] As per assessment completed for the review of the Engineering Standards for Land Development. For activities like casual touch, football, throwing frisbee, games and parties.

The closet neighbourhood reserve in Franklin Avenue Reserve with Waterloo Park and Hokowhitu Domain 1 km away. While Franklin Reserve might arguably help relieve some of the pressure on Crewe Crescent Reserve, its 3,363m^2 size is reduced to 1,700m^2 as a large portion of the reserve is leased to a Plunket and a kindergarten. Between these two reserves there is effectively one neighbourhood reserves worth of capacity in terms of space.

There is a high risk that Crewe Crescent Reserve does not have the capacity for the MRZ proposed around it.

Recommendation:

That the reserve capacity at Crewe Crescent Reserve is increased by either:

- Increasing the size of Crewe Crescent Reserve or
- Partnering Kāinga Ora to provide shared open space planning with formal understandings; or
- Requiring Kāinga Ora to provide onsite recreation spaces within their developments.[25]

If this cannot be achieved the extent of the zone around this reserve should be restricted.

9.6.6 Franklin Park (Neighbourhood Reserve, 3,363m^2)

Figure 67: Franklin Park

[25] This would be a short term solution and would not address the wider medium density residential zone pressure that may mount on Crewe Crescent Reserve.

Figure 68: Franklin Park Aerial

Summary of existing use:

Franklin Reserve has a small playground and open space. A large portion of the reserve is leased to a kindergarten and Plunket rooms.

Discussion:

Franklin Reserve sits in an eastern area of the proposed MRZ.

Given the catchment is restricted to the east and with Hokowhitu Domain to the north, no short or medium term issues are foreseen. Over the long term should the Plunket or kindergarten vacate the property, Council should reclaiming the space for the reserve to future proof against increases in demand from the MRZ.

Recommendation:

Retain the reserve space if Plunket and/or the kindergarten vacate their lease areas on Franklin Reserve.

10 Areas proposed to be added

Three areas have been proposed to be added to the proposed MRZ area:

17 Summerhays Street – the area previously occupied by a bowling club as shown in Figure 46.

Figure 69: Summerhays St area – former Bowling Club

The Summerhays area is within the area being assessed for the MRZ and is covered in Section 14 of this report.

Former Huia Street Reserve Corner Park/Fitzherbert – The land at the corner of Part Road and Fitzherbert Avenue, shown in Figure 47 is a former bowling club. It is within 400 m of Ongley Park and meets the park accessibility criteria for the proposed MRZ.

Figure 70: Land Cnr Park Road / Fitzherbert Avenue

216 Ferguson Street – Shown in Figure 48, is within the Awapuni area identified as outside the 400 m walking distance for reserve access. It is discussed in Section 9.

Figure 71: 216 Ferguson Street

11 Cost, timing and financing

Indicative costs to address proposed MRZ areas have been developed.

Where a new reserve in an existing residential area may be required it is assumed purchasing a number of low density residential properties would be required. The houses would be demolished or removed in order to create open in space.

The cost estimate includes a reserve development cost for both new reserves or development on existing reserves to support growth.

Operational costs, per year, have been estimated. Renewal costs have not been estimated.

The relationship to the Stormwater Overlay (SW Overlay) has been identified in the right hand column of Table 2.

Table 3: Relationship of reserves to Stormwater Overlay

Location	Description	Indicative cost[26]	SW Overlay[27]
Awapuni			
New infill reserve – standard (Ferguson/Ngaio/West)	Buy land, clear and develop.	$4.8 million capital $20,000/yr opex	½ in SW Overlay ½ outside SW Overlay
Alexander Park	Develop as neighbourhood reserve	$350,000 capital $11,000/yr opex	In SW Overlay
Awapuni Park	Relocate basketball court	$30,000 capital	In SW Overlay
Raleigh Reserve	Close unformed legal road	$10,000 one off opex	In SW Overlay
Takaro/Highbury			
New infill reserve – small (Chelwood/Bryant/Pascal)	Buy land, clear and develop	$2.8 million capital $14,000/yr opex	In SW Overlay
New infill reserve – small (Havell/Guy)	Buy land, clear and develop	$3 million capital $14,000/yr opex	In SW Overlay

[26] Capital costs assume 10% premium on online home value calculator plus $300,000 demolition and development costs.

[27] This column has been added to support the Section 32 planning assessment to facilitate an understanding of the parks recommendations vs the stormwater overlay mapping.

Location	Description	Indicative cost[26]	SW Overlay[27]
Close part of Croyden Ave	Close part road and convert enlarge Farnham Park.	$250,000 capital $7,500 one off opex $4,000/yr opex	In SW Overlay
Close unformed legal road – Tui Place	Ensure retention of existing open space by closing unformed legal road	$7,500 one off opex	In SW Overlay
Milson			
New infill reserve – small (Seaforth/Milson)	Buy land, clear and develop	$2 million capital $14,000/yr opex	Outside SW Overlay
Papaioea			
New infill reserve – standard (Options: Alan/Massey OR b. Min of Ed/Kura partnership)	Buy land, clear and develop OR Operational grant	$4.8 million $20,000/yr opex OR b. $20,000/yr[28] and renewals every 20 years at $100,000	Outside SW Overlay
Terrace End/Hokowhitu			
New infill reserve – small (Albert St Depot)	Build on depot land if relocated Clear and develop (existing land)	$350,000 capital $14,000/yr opex OR $3 million capital $14,000/yr opex	In SW Overlay
New infill reserve – small (Options: a. College/Marne OR b. Min of Ed/School partnership)	Buy land, clear and develop Operational grant	a.$3.3 million capital $20,000/yr opex b. $20,000 per year and renewals every 20 years at $100,000	½ Outside the SW Overlay ½ In SW Overlay

[28] 100% of standard reserve cost were Council to build instead for full catchment demand

Location	Description	Indicative cost[26]	SW Overlay[27]
TOTAL INDICATIVE COST		**Capital $11.58 million to $19.7 million.[29]** **OPERATIONAL $111,000 -$117,000 per year plus one-off of $30,000 operational.**	

None of the possible reserve acquisitions or developments is currently budgeted for in Council's Long Term Plan or included in its Parks Asset Management Plan.

The timing of implementing changes to existing reserves is relatively straightforward. Uptake and demand can be assessed and reviewed on a 3 yearly basis during the preparation of the Parks Asset Management Plan.

When a development needs to be implemented within the next 10 years it would be added to the appropriate Long Term Plan budgeting round and be noted as being growth related.

If the MRZ is approved it is assumed a wider piece of work and approach for all of the asset types will be considered and implemented in future Asset Management and Long Term Plans.

A few points of note:

- The reserve developments are a result of growth and under the current finance approach should be charged back to infill and medium density developments through Development Contributions.
- The reserves developments are locally based, serving a local catchment and would not neatly fit within a Citywide category of Development Contributions.
- A local catchment-based approach may be required for local reserves, however whether this works for other infrastructure types has to be established.
- A risk with reserves is that the decision to levy the cost through Development Contributions is made after a significant portion of the development that drives the demand has already occurred. This would mean that the Development Contribution charges fall on only a smaller proportion of the developments that benefited from them – the later developments would pay, the early movers would not pay.
- If the alternative were to use rates funded borrowing the effects on borrowing limits and rates would need consideration.

[29] Assumes Albert St on PNCC Depot land.

12 Conclusion

Palmerston North has a good coverage of parks for the current typical residential development styles. MRZ housing will increase demand on existing reserves.

A 400 m walking distance catchment is a suitable level of service for proximity to open space for the MRZ.

The existing parks in many of the areas of the proposed for the MRZ can accommodate additional demand with either modest improvements to the facilities available on them, or by changing some use types, for example from underused sports fields to a neighbourhood reserve.

Seven areas of notable size would be outside a 400 m walking distance - five small new reserves and two full sized new neighbourhood reserves would be required to meet the 400 m walking distance criteria.

The cost of acquiring and developing the 7 new reserves, and development of the identified existing reserve, would be approximately $20 million over the long term (30 years) with additional operational costs of $120,000 per year.[30]

Council can review MRZ uptake every three years as part of the review of the Parks Asset Management Plan, alongside the Long Term Plan. Where uptake is increasing in areas that are outside the 400 m walking distance or around existing reserve that have limited spare capacity, programmes will be put forward to fund the provision of open green space. These programmes would be growth programmes, feeding into the Development Contributions Policy over time.

If Council is not prepared to fund the programmes to address the 400 m walking distance in these areas then a new level service relating to walkable catchments may need to be agreed upon in the future.

[30] Figures rounded from table.

Appendix A. Parks sections of Engineering Standards for Land Development

GENERAL CRITERIA:

General Criteria	Benchmark
Minimum threshold of reserves in area unit	A minimum of 2% of total residential land area.
Level of access and visibility	Reserves must have at least two access points each. Including one which is suitable for maintenance vehicles if required.
Disabled access	Topography of reserve must enable disabled access where possible. Exceptions will be where geographic features desirable for walkways, ecology, historic or cultural reasons take priority.

In addition to the criteria above there are three distinct types of 'local' reserve provision in any given wider area. Suburb Reserves, Neighbourhood Reserve, and Walkway Reserves. The following tables set out the requirements to meet the levels of service established for each reserve type.

SUBURB RESERVES CRITERIA:

Suburb Reserves are larger in size than neighbourhood reserves and provide more facilities such as sports fields, toilets and more play facilities. Existing Suburb Reserves range from 11,000m^2 to 65,000m^2.

Each suburb needs a well-located large reserve catering for a wide range of ages.

Suburb Reserve Criteria	Benchmark
Reserve Size and proportionality	1.5 - 3.0 ha Width a minimum of 90 m (may be reduced if clustered with other reserves at discretion of Parks Activities Manager - Parks.
Walkable distance and distribution	1 km to 1. 5 km catchment
Land and drainage	Retention of the topsoil on the site present prior to development works being undertaken or 300 mm of

	approved topsoil if reinstated if changes to levels are required due to surrounding subdivision work. Reserve to be provided free from noxious plants. Reserve to be free from ponds and watercourses that negatively impact the reserve capacity and development.
Topography	Minimum of 70% of reserve area must be flat (camber of no more than 7 degrees).
Level of access, safety, and openness	At least one of the two required access points is to be road frontage of not less than 100 continuous metres onto a road. All other access points are to be at least 5 metres in width, no longer than 40 metres in length, and preferably provide a straight line access with clear visibility to a road or another reserve. At least one access point suitable for vehicle access for maintenance vehicles and possible onsite car parking for the reserve.
Quality of reserves (trees/ /links/function & variety)	A variety of recreational choice based on other recreation opportunities in the area. Linkages to walkways and/or active transport routes. Retention of any mature vegetation, particularly trees, that are of value to the reserve development.
Non-exclusivity	Unrestricted public access to a reserve at all times.

NEIGHBOURHOOD RESERVES:

Neighbourhood Reserves are smaller than as Suburb Reserves and are intended to cater for the surrounding neighbourhood community.

Neighbourhood reserves generally provide facilities such as playgrounds (senior and Junior), open space, amenity planting, seating, and rubbish bins.

Quantitative Criteria	**Benchmark**
Reserve size and proportionality	A desired reserve size of 4,500 m2 with a minimum reserve size of 3,500 m2 as an exception e.g. where located adjacent to another open space type such as a walkway or stormwater reserve.
Walkable distance and distribution of reserve	Subdivision type: *Standalone traditional residential lots urban over 500 m 2* - A maximum walking distance of 500 metres from

	reasonable access to a reserve taking into account major barriers to access such as major roads, railway lines and water courses. *Medium or multiunit density housing area:* A maximum walking distance of 400 metres from reasonable access to a reserve taking into account major barriers to access such as major roads, railway lines and water courses.
Land and drainage	Retention of the topsoil on the site present prior to development works being undertaken or 300 mm of approved topsoil if reinstated if changes to levels are required due to surrounding subdivision work. Reserve to be provided free from noxious plants. Reserve to be free from ponds and watercourses that negatively impact the reserve capacity and development.
Topography	Minimum of 60% of reserve area must be flat (camber of no more than 7 degrees).
Level of access, safety, and openness	At least one of the required two access points is to be road frontage of not less than 40 continuous metres onto a road no more major than a 'collector road' (as defined by the District Plan). All other access points are to be at least 5 metres in width, no longer than 40 metres in length, and preferably provide a straight line access with clear visibility to a road or another reserve.
Quality of reserves (trees/ /links/function & variety)	A variety of recreational choice based on other recreation opportunities in the area. Linkages to walkways and/or active transport routes. Retention of any mature vegetation, particularly trees, that are of value to the reserve development.
Non-exclusivity	Unrestricted public access to a reserve at all times.

WALKWAY RESERVES:

A high proportion of walkways take advantage of the need for stormwater management and land that topography is unattractive to incorporate into residential section development. They form networks and often have an overlap with active transport planning.

Criteria	Benchmark
Topography and Land	Interesting topography avoiding flat, straight walkway provision where possible. Often connecting to viewpoints, or geographic features that form destinations in their own right e.g. rivers, streams or sites of significance to the community. Walkways that maximise the enjoyment of natural physical environment while providing suitable lateral gradient for construction of walkway.
Level of access, safety, links and openness	Road frontage sufficient for identifying entry points and signage Consideration of opportunities to create loops within the network of common walking distances e.g. 30-minute walks. Links provided to neighbourhood and other reserves to provide shortest, safest route to and from reserves and to join with other walkways.
Quality of reserves (trees/equipment/links/function & variety)	Vegetation cover with any plantings to be consulted with Council Parks staff to ensure appropriate species and location (refer Aokautere planting and design guidelines as an example). Reserves to be free of noxious weeds (refer to pest management strategy from Horizons Regional Council).
Non-exclusivity	Unrestricted public access to a reserve at all times.

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