

2. WAINONI PARK AREA REDEVELOPMENT

Officers responsible Director of City Development Group, Director of Policy	Author Yu Yi, City Development Group, DDI 941-6391 on behalf of the Wainoni Park Area Redevelopment Team
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The purpose of this report is to:

- (a) Seek approval for the Wainoni Park Area Revitalisation Concept Plan;
- (b) Recommend an implementation process and a time frame;
- (c) Advise the Annual Plan Subcommittee of the need for funding for the Wainoni Park area redevelopment.

CONTEXT OF REPORT

In October 2001, a concept plan was developed which endeavoured to address problems in the Wainoni Park area. The idea is to rearrange housing around the park so that the park becomes the focal point of the Aranui community and is overlooked by the surrounding properties. It entails a land swap between residential use and park use, but the net area of each remains approximately the same.

The proposal presented in the concept plan has been generally supported in the seminar held for Councillors and Burwood/Pegasus Community Board members on 7 December 2001.

In addition to the concept plan, a range of alternative options and their associated costs were also developed to decide the most cost-effective and efficient way to revitalise this area. These options included:

- (a) Do nothing; or
- (b) to enlarge the park area; or
- (c) to reduce the park area.

At its meeting in July 2002 the Community Plans Special Committee resolved to recommend to the Parks, Gardens and Waterways Committee that it support work being done on developing staged and costed plans for further consideration in conjunction with Housing New Zealand.

The Parks, Gardens and Waterways Committee at its meeting in August 2002 further resolved that a detailed analysis be undertaken by staff of the cost, engineering issues, funding and staging of option 2 and 3 in the report so that a comprehensive report may be brought to the 2003/04 Annual Plan process, requesting allocation of funds in future financial years.

Annual Plan submissions have been made in relation to Wainoni Park area redevelopment by the Aranui Community Renewal Committee, the Burwood/Pegasus Community Board and Housing New Zealand.

EXECUTIVE SUMMARY

Aranui Community Renewal is a partnership between the Aranui Community, Housing New Zealand (HNZC) and the Christchurch City Council. The partnership was recently confirmed in a Memorandum of Understanding signed on 8 November 2002.

The Wainoni Park area redevelopment proposal is a centrepiece of Aranui Community Renewal and has arisen from the needs analysis undertaken by the partnership in 2001.

A concept plan has been developed for the revitalisation of the Wainoni Park area. A holistic integrated approach has been adopted in this project to address the issues of accessibility and safety of Wainoni Park, and the issue of HNZC housing concentration within the surrounding area. HNZC has indicated that it would meet a proportion of the financial cost to this project. HNZC and the Aranui Community, have asked that the Council approve the concept plan as a redevelopment framework and allocate funding up to \$1 million to it during the 2003/04 year to positively assist in implementation of the community renewal.

The Wainoni Park area is not only the heart of Aranui, but also the most problematic with all issues condensed and concentrated in Aranui. Approval of the Concept Plan as a redevelopment framework and the allocation of Council funding to this project to revitalise the Wainoni Park area will be vital to the Aranui Community Renewal. It may also be possible to attract additional resources from other public and private sectors to the Aranui community.

RELEVANT CURRENT POLICY

This project closely aligns with the Council's roles in the following two major documents:

- (a) Aranui Community Renewal Memorandum of Understanding between Housing New Zealand Corporation, the Christchurch City Council and the Aranui Community Trust Incorporated;
- (b) Social Development Memorandum of Understanding between the Christchurch City Council and the Ministry of Social Development.

It also fits the Council's vision, strategic goals and key policies:

(a) **Strategic Statement**

The concept fits into the strategic vision and goals in the triple bottom line adopted in the 2003 strategic statement. The Council's vision identifies:

- *'Christchurch people enjoying belonging to their local community,..*
- *People are free from the threat of crime or injury;*
- *'Everyone has access to good housing, health care and education and to sufficient resources for their wellbeing'.*

The Council Strategic Goal of Community Cohesion and Well-being identifies:

- *'Initiating and supporting community development projects;*
- *'Facilitating collaboration between public, private, and community organisation'.*

The Council Strategic Goal of Environmental Sustainability identifies:

- *'Ensuring that the development and redevelopment of the built environment offers a range of desirable residential choice; and*
- *Enhances health and safety'.*

The Council Strategic Goal of Essential Infrastructure identifies:

- *'Design projects to enhance environmental and social sustainability...'*

(b) **Social Well Being Policy**

The project aligns with the Council's Social Well Being policy. The policy gives the priorities to:

- *'Reduce barriers to access services and resources';*
- *'Reduce disparity between and reduce multi disadvantage'; and*
- *'Support the community infrastructure which provide opportunities to participate in community life and have a sense of belonging and identity.*

(c) **Community Policy**

The Community Policy identifies the strategy to ensure Council activities responsive to communities:

- *'develop units' objectives and strategies based on the information provided the social indicators project, and the community needs analysis, community capacity mapping and community consultation process';*
- *'assess the equity and social justice implications of proposals and activities'.*

(d) **Urban Renewal Policy**

The Council's Urban Renewal Policy states that the Council will:

- *'ensure that the basic infrastructure of roading, utility service and open spaces can meet the changing needs and patterns of development';*
- *'ensure the public streets and parks are designed and rebuilt to be attractive and safe';*
- *'the social impact be taken into account by supporting community based initiatives'.*

ISSUES AND PLANNING RATIONALE

Aranui ranks among the most deprived ten percent of localities nationwide, based on the findings of the 'Degrees of Deprivation' study released in late 2000. With the highest Maori and Pacific Islander population rate, the area has the lowest employment rate, the lowest income level and the lowest education level in Christchurch. It has garnered a negative reputation for its social and housing problems. Aranui has been suffering a decline in the last decade. The result of 1996 Census indicated that the population in Aranui had decreased 4.2% since 1991 while the result of 2001 Census indicates that population has decreased a further 3.1% comparing the number in the 1996 Census¹. Houses, particularly housing stocks of HNZC in the area, and shops are increasingly obsolete. The property value of the local shops has decreased 10% to 30% in recent years.

The Wainoni Park area has been consistently identified as one of the priorities for the community renewal project through different community consultations. This is because not only is it in the central location of Aranui, but also it is the most problematic in this community. The current issues include:

- (a) Security - The whole park has been perceived as dangerous. The area behind the Salvation Army and the shops is particularly problematic. There has been a number of incidences with the involvement of police.
- (b) Graffiti, vandalism and other anti-social behaviours - Four fifths of the park edge, which is 840 metres in its length, is comprised of back fences. Those back fences and other community facilities are often covered by graffiti and frequently attract vandalism. Alcohol and drugs uses are also involved in this area
- (c) Low level of accessibility - The park is largely tucked away by the HNZC houses and other properties. There are few access points into the park other than from Hampshire Street.
- (d) Obsolete surrounding houses, retail and public facilities - There is a high concentration of HNZC housing stock in this area. A core of properties are increasingly obsolete, according to Housing New Zealand's report. The shops at the north-east corner of the park, which are the only retail facilities in this community, are increasingly run down and are struggling for survival. A number of them are currently vacant and would like to be let out at any price. The public facilities within the park, e.g. the public toilet, have been rarely used by general public as a result of a fear of crime. Although there are a few sport fields in the park, they are underused.

Simply revamping the facilities within the park would not on its own address the issues in this area, particularly problems relating to the buildings along the edges of the park. Rearranging the spaces within the park and new plantings have been undertaken in the past. The benefit was temporary and limited.

To revitalise the Wainoni Park area and to address the issues relating to the park and surrounding buildings, it is necessary to incorporate social and economic planning perspectives into the physical renewal scheme.

From the **housing perspective**, large concentrations of rented social housing usually lead to spatial concentrations of low-income households, unemployed people and ethnic minorities. At the other end of the spectrum, spatial concentrations of owner-occupied properties lead to spatial concentrations of high-income households, employed people and an ethnic majority. The spatial concentrations of low-income household, unemployed people and ethnic minorities are associated with social insecurity, vandalism, crime and a lack of opportunities to improve the living standard. It is argued that a healthier community structure would result from a greater differentiation of housing stock and a greater mixture of population.

Currently, 80% or more of residential units around the park (see Appendix 1) are HNZC houses. Most of them are multi-flat units. The ownership structure and housing type in the area is not helpful in promoting a sense of pride and a sense of ownership. This is one of the main reasons that there has been so many anti-social behaviours in this area.

An effective regeneration, therefore, should include a restructure of the housing stock in Aranui. This means a reduction of HNZC houses and multi-flat units. It also means an increase of owner-occupied homes and single detached houses in this area.

¹ Sources: Statistic NZ

From the **safety planning perspective**, it is a significant disadvantage to have a large part of the park area tucked away behind back fences. There is a lack of informal surveillance from either houses or streets. The area, which was children's playground, is surrounded by the rear of obsolete shops or fences of other properties. It is not visible from any street. This is the reason why this area has been identified as a dangerous area.

On the other hand, there are a large number of houses sited between the road and the park. With their backyards facing to the park, there is a lack of privacy and security for them. Erecting high solid fences seems the only solution for those households to separate their private yard from the public park, which often attract vandalism (see Appendix 2).

Therefore, establishing a clear boundary between private and public, creating an open park which will promote and encourage informal surveillance, should be one of the visions for the revitalisation effort.

From the **city image** perspective, the edge of an public space is a crucial component of the image of an area. A positive image will foster a sense of pride, a sense of ownership and social harmony. A poor image will trigger vandalism, graffiti and other anti-social behaviour.

It is necessary, therefore, in the redevelopment project to get rid of the back fences and graffiti in Wainoni Park and revise the negative image.

From the **urban regeneration perspective**, there is a danger for disadvantaged neighbourhoods, such as Wainoni Park area, to be caught in a spiral of decline. Areas with high crime and unemployment rates acquire poor reputations, so people, business and employers leave. As people move out, high turnover and empty homes create more opportunities for crime, vandalism and drug dealing.

To break the cycle of decline, a drastic change and a real impact need to be brought to the area in this Aranui Community Renewal.

THE PROPOSAL AND FEASIBILITY STUDY

Based on the issues and planning rationales discussed above, a concept plan was developed in October 2001. The objectives of the concept plan are:

- To eliminate the dangerous area;
- To improve the accessibility of the park;
- To make the park safer by providing and encouraging informal surveillance of the park;
- To enhance the amenity value of the park and the properties around the park;
- To bring a real impact in the Aranui Community Renewal and to develop a strong sense of local community.

The concept plan, as shown in Appendix 3 and Appendix 4, requires:

- (a) Construction of two access roads. Road A is to extend Gosport Street to the north end of Aldershot Street. Road B is to create a link between Aldershot Street and the service lane behind the shops.
- (b) Erecting new houses or upgrading older houses within the new claimed areas along Road A and Road B.
- (c) Demolishing or relocating a number of residential units contained within 14 buildings along the southwest edge of the park.

The project could be divided into two stages (see Appendix 5):

- Stage one: Construction of Road A and houses along Road A; demolishing or relocating some existing residential buildings.
- Stage two: Construction of Road B and houses along Road B in conjunction with revitalisation of the retail area.

The advantages of the proposal are:

- (a) Providing an open park which will be accessible from all directions.
- (b) Eliminating the dangerous area and providing a safer park which is overlooked by the surrounding houses.
- (c) Enhancing the amenity value of the surrounding properties by eliminating graffiti and providing park views and mountain views.
- (d) Providing an opportunity to restructure the housing stock in this area and reduce the HNZN housing concentration.

In comparison with the other options that were developed, this proposal is also considered the most feasible for the redevelopment of this area for the following reasons:

- (a) The avoidance of the expense of the land purchasing. This is because there will be no significant reduction of either residential or open space area in the revitalisation concept.
- (b) Most of the houses (19 of 23) to be demolished or relocated are HNZN houses. Housing New Zealand is a joint partner in the Aranui Community Renewal Project and has a significant financial commitment in Aranui.
- (c) Among the residential buildings to be demolished or be relocated, there are only four private residential units worth a total GV \$313,000.
- (d) The new houses will have a higher property value than those residential buildings to be demolished because of the single detached housing type, the latest design, taking advantage of views and a safer environment. This means that the cost could be recovered to some extent.

The other options discussed in the August 2002 report (do nothing, larger park, smaller park) have not been further pursued because:

- (a) A smaller park means an increase of the residential land in this area. Although it is expected that the revitalisation project will attract more residents and home owners in future, currently there is no market demand for any additional residential units in Aranui. A reduction of the park area may also cause concerns from the Aranui community. One key aspect of this project is to reduce the HNZN housing concentration in this area. It is unlikely for Housing New Zealand to increase any housing stock in this area.
- (b) A larger park means a reduction of residential land use and an increase of open space land use. While it is not sensible to enlarge a currently underused park, such as Wainoni Park, the Council needs to allocate a significant sum of funding (which will be approximately \$3.3 million) for the purchase of the established properties.
- (c) As Wainoni Park is a reserve held under the Reserves Act 1977, a consent from the Department of Conservation will be required. The land swap between residential use and park use with a net area of each remaining approximately the same is likely to avoid a complex legal process and is the most likely to obtain the consent from the Department of Conservation.
- (d) Housing New Zealand, the strategic partner in the Aranui Community Renewal Project, prefers the option of the land swap between residential use and park use with the net area of each remaining approximately the same based on the feasibility study.

ISSUES FOR CONSIDERATION

To implement the Wainoni Park area redevelopment project, both resource consent and a consent from the Department of Conservation will be required for the proposed land use swap between residential area and open space.

A notified resource consent will take up to approximately five months under the Resource Management Act 1991 while a consent from Department of Conservation will take up to four months under the Reserves Act 1977. Both consents will be able to be processed at the same time. There may be some scope to combine some of the hearing processes together.

Significant funding from both the Council and Housing New Zealand is required. Housing New Zealand would like to take the responsibility for its properties and the cost of the resource consents. The likely cost for the Council will include:

- (a) The legal process for the consent from the Department of Conservation.
- (b) Purchase of the four private properties.
- (c) Construction of the two proposed roads.
- (d) Staff time for planning, design, cost estimates, valuation, coordination, and management.

In addition, Housing New Zealand seeks some contribution from the Council for the lost improvement value of the existing housing stock. It will be subject to a further negotiation with Housing New Zealand and will be addressed in a shared financial responsibility agreement in the next stage.

A draft implementation process is proposed (see diagram in Appendix 6) in consultation with Housing New Zealand. This is a basic framework which indicates both collaborative work and individual work which needs to be carried out by each party in the MOU. It can be further developed into a detailed programme.

A timeframe for the implementation process is proposed as follows:

Start from		Christchurch City Council	Housing New Zealand
November 2002		<ul style="list-style-type: none"> • Approval of the concept plan as a redevelopment frame work; • Approval in principle of a financial commitment to redevelopment project; 	<ul style="list-style-type: none"> • Approval of the concept plan as a redevelopment frame work; • Approval in principle of a financial commitment to redevelopment project;
Implementation of Stage One	February 2003	<ul style="list-style-type: none"> • Draft agreement of a shared financial responsibility (subject to the approval from the Council in July 2003); 	<ul style="list-style-type: none"> • Draft agreement of a shared financial responsibility; • Detailed redevelopment plan for stage one project;
	May 2003	<ul style="list-style-type: none"> • Initiate consent from the Department of Conservation; 	<ul style="list-style-type: none"> • Resource Consent of stage one project;
	July 2003	<ul style="list-style-type: none"> • Final agreement of a shared financial responsibility following Council's Decision on the Annual Plan; 	<ul style="list-style-type: none"> • Final agreement of a shared financial responsibility;
	August 2003	<ul style="list-style-type: none"> • Finalise the DOC consent; 	
	December 2003	<ul style="list-style-type: none"> • Purchase of the private properties; • Construction of Road A; 	<ul style="list-style-type: none"> • Demolishing, or relocation of some existing properties; • Construction of new houses and upgrading older houses;
Implementation of stage two	TBC	<ul style="list-style-type: none"> • Development of a revitalisation plan for the retail areas; • Construction of Road B; 	
	TBC	<ul style="list-style-type: none"> • Possible development of the rest of residential area. 	<ul style="list-style-type: none"> • Possible development of the rest of residential area.

To implement stage one of the project and to combine the revitalisation work of Housing New Zealand, an initial funding of \$720,000 to \$1,080,000 is required in the 2003/04 year. It is anticipated that the additional \$290,000 to \$346,000 will be required in the 2004/05 year to start stage two of the project. The proposed financial projection follows:

	Cost to the Council	2003/2004	2004/2005
Consent from Department of Conservation	\$5,000	\$5,000	
Purchase of Four Private Properties (inc. fees)	\$330,000	\$330,000	
Road A (roading, infrastructures & professional cost)	\$325,000	\$325,000	
Road B (roading, infrastructures & professional cost)	\$150,000	-	\$150,000
Staff time for planning, design, cost estimate, valuation, coordination & management	\$120,000	\$60,000	\$60,000
Improvement of Shops	\$80,000		\$80,000
Total Cost	\$1,010,000	\$720,000	\$290,000
* Likely purchase of some HNZC land	\$56,000		\$56,000
* Likely financial contribution of HNZC loss	\$360,000	\$360,000	
Likely Total Cost	\$1,426,000	\$1,080,000	\$346,000

Some of these costs will be offset by revenue from selling the new sections which will be created to replace the four private properties purchased. Assuming that \$60,000 for each section, the revenue could be up to \$300,000 for the Council. The net cost to the Council will be reduced to a figure which is between \$710,000 to \$1,126,000.

Both Rateable Value and market price have been used for an initial estimation. The cost of purchase of four private properties includes the Government valuation of the properties and \$4,000 legal fees for each property. The current market price for a fully serviced section is between \$20,000 to \$25,000, thus \$25,000 per section is used as a base for the calculation of the cost in relation to the two proposed roads.

Valuation by a registered valuer will be required at a later stage, as will surveying and other engineering work. The co-ordination of the project between Housing New Zealand and the Council will also be required. Funding in the sum of \$60,000 for the 2003/04 year and the 2004/05 year is required from the Council.

Housing New Zealand would also like some contribution from the Council for the net loss incurred on the HNZC demolished units and the houses sold for removal. This will be subject to further negotiation and could be addressed in a shared financial responsibility agreement in the next stage of the project.

Housing New Zealand is currently considering a four year financial plan for the Aranui Community Renewal Project. The planning budget for the 2003/04 year in the implementation of Wainoni Park area redevelopment includes \$1,160,000 for the construction of new units, \$423,000 for relocating and upgrading older houses and \$460,800 as a write off against some existing properties. This budget is dependent on whether the Wainoni Park area redevelopment project proceeds. Therefore, allocation of City Council funding to this project is essential to attract the additional significant resources from Housing New Zealand to the community.

RESULTS OF CONSULTATION

The proposals presented in the concept plan have been supported by elected members and the community in the various consultation processes:

- Seminar held for Councillors and Burwood/Pegasus Community Board members on 7 December 2001.
- Community Day in Wainoni Park on 15 December 2001.
- Aranui Community Hui in April 2002.
- Community Plans Special Committee on 24 July 2002.
- Community Board meeting on 29 July 2002.
- Parks, Garden and Waterways Committee on 7 August 2002.

CONCLUSION

The redevelopment proposal for this area will have major implications on the community including surrounding houses and environment and therefore is vital to Aranui Community Renewal.

Approval of the Wainoni Park Area Revitalisation Concept Plan and allocation of City Council funding to this proposal will demonstrate clearly the Council's commitment to the Aranui Community Renewal and is essential to attract additional resources from Housing New Zealand to the Aranui community.

NATURAL + PEOPLE + ECONOMIC STEP ASSESSMENT

#	CONDITION:	Meets condition ✓✓0*	HOW IT HELPS MEET CONDITION:
The Natural Step			
N1	Reduce non-renewable resource use	✓	Saving management cost on cleaning graffiti which is up to \$20,000/year.
N2	Eliminate emission of harmful substances	0	
N3	Protect and restore biodiversity and ecosystems	0	
N4	People needs met fairly and efficiently	✓✓	Better accessibility and better use of the park.
The People Step			
P1	Basic needs met	✓	The proposals will not only make the park space more useable
P2	Full potential developed	✓✓✓	but also provide opportunity to reduce the HNZA housing concentration
P3	Social capital enhanced	✓✓✓	A great improvement of the safety, accessibility of the park as well as the image of the centre of the Aranui community
P4	Culture and identity protected	✓✓	Promotion of a sense of pride and a sense of ownership for the community
P5	Governance and participatory democracy strengthened	✓✓	Revitalising the area through a joint effort of Housing New Zealand, the City Council, and the local community
The Economic Step			
E1	Effective and efficient use of all resources	✓✓	Minimising the cost by land use swap rather than significant land use change to bring a real impact.
E2	Job rich local economy	✓	Helping revitalisation of the shops next to the park eventually by providing a safer and a more attractive environment.
E3	Financial sustainability	✓✓	Enhancing the property value of the surrounding properties.

Staff

- Recommendation:**
1. That the Council adopt the Wainoni Park Area Revitalisation Concept Plan as a redevelopment framework.
 2. That the Annual Plan Subcommittee be requested to include the budgets indicated in this report in the 2003/04 Annual Plan.
 3. That staff undertake further work to refine estimated costs for reporting to the Annual Plan Subcommittee in February 2003.

Chairperson's

Recommendation: For discussion.