

7. PALMS/SHIRLEY EXPANSION AND REDEVELOPMENT

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PURPOSE OF REPORT

1. The purpose of this report is to update the Board of the work completed to date, currently underway and proposed by the Council in responding to The Palm's intentions to expand the existing commercial centre in Shirley.

EXECUTIVE SUMMARY

2. The Palms commercial centre in Shirley has embarked upon a community-based planning process which will involve potential expansion and redevelopment of the existing shopping complex and surrounding land uses. There is no firm proposal to date, other than the outcomes sought.
3. The Council has several roles in relation to the proposed expansion and redevelopment, as an affected landowner/occupier, as the local authority per se and as the regulatory authority. The proposal therefore has implications across a number of units of the Council. Staff have been working through the usual planning processes. These processes will inform future decision-making concerning both Council-owned/managed facilities and service delivery affected by the expansion plans and the wider impacts of the proposal on the Shirley community.

FINANCIAL AND LEGAL CONSIDERATIONS

4. This report does not have financial implications or contain recommendations on expenditure or revenue.

STAFF RECOMMENDATION

It is recommended that the information be received.

CHAIRPERSON'S RECOMMENDATION

That the abovementioned recommendation be adopted.

BACKGROUND

5. The Palms commercial centre in Shirley has embarked upon a community-based planning process which will involve potential expansion and redevelopment of the existing shopping complex and surrounding land uses. The key outcomes sought by The Palms (as stated in correspondence earlier this year) are as follows:
 - Create a public space focus for the town centre;
 - Facilitate an improved library and other community facilities;
 - Improve Council housing for the elderly;
 - Potentially develop a bus interchange;
 - Provide additional retail to serve local needs; and
 - Investigate high quality housing intensification options.
6. There is no firm proposal to date, other than the outcomes sought. However, The Palms is beginning to develop a 'preferred option', as noted in their recent public display material within the shopping complex.
7. The Council has several roles in relation to the proposed expansion and redevelopment, principally as:
 - A stakeholder in the sense that existing Council-owned/managed facilities and service delivery (the library/service centre and social housing) to the north of The Palms will be affected by its expansion plans, which also provide the Council with an opportunity to incorporate a bus interchange;
 - The local authority with the function of considering wider impacts on the community and on Council policy; and
 - The regulatory authority with the function of assessing the entire proposal in any future City Plan change and/or resource consent applications (although because the Council is a stakeholder, any such applications would need to be determined by an independent commissioner).
8. This proposal therefore has implications across a number of Units of the Council. Council input at the initial planning stages, although not priority work for Council staff, is both appropriate and will give rise to efficiencies of process for all parties. Input at the initial planning stages also ensures that The Palms' outcomes are consistent with Community Outcomes and the Council's strategic directions.

PROCESS TO DATE

9. The process to date has included the following:
 - Staff team established, comprising representatives of many Council Units (including Strategy and Planning, Transport and City Streets, Libraries and Information, Community and Recreation, Research and Policy Development, and Customer Services);
 - Workshops run by The Palms during July and August targeted the various stakeholders, including the Council, ECan, Housing New Zealand, schools, residents' associations and the general public.
 - Council staff have worked together and with elected members when responding to The Palms to ensure a 'one organisation view' has been provided to the developers and their consultants and that no one unit of the Council will benefit to the detriment of the others.
 - Presentations to elected members in July and August focused on The Palm's intentions and explained the Council's various roles and responsibilities. No Council decisions have been required to date.

WORK COMPLETED TO DATE

10. The following work has been completed by Council staff since mid-July:
 - Identification of issues in relation to each of the Council's three roles and in relation to issues affecting the wider community.
 - Identification of necessary studies to be undertaken by The Palms.
 - Identification of key parameters for any new or relocated Council owned/managed facilities (library, service centre, social housing, bus interchange).

- Identification of various options for both The Palms' expansion and relocation of Council owned/managed facilities. These options both include and expand upon those options already identified by the developers and their consultants. At present, a number of reasonably practicable options have been identified for the relocation of Council owned/managed facilities.
- Identification of criteria to apply to assessment of the options. These criteria both include and expand upon those criteria already identified by the developers and their consultants.
- Staff meeting with City Housing (Alma Courts) tenants and with Housing New Zealand in respect of their social housing, which is also to the north of The Palms and will be affected by its expansion plans.
- Preparation of information sheets for Council front counters in order to respond to public enquiries.

WORK CURRENTLY UNDERWAY

11. The following work is currently underway:

- Clarification of the legal position in relation to the Council's public consultation responsibilities under the LGA 2002 with respect to Council owned/managed facilities and service delivery affected by The Palms' expansion plans.
- Other Council work already in progress which will aid decision-making:
 - 2020 strategy for libraries, due Spring 2005; and
 - Other strategies, including open space and community development.

WORK PROPOSED

12. The following work is scheduled to occur over coming months:

- Establishment of a 'Heads of Agreement' with The Palms in order to:
 - Identify The Palms' and the Council's respective objectives, the bottom line of which in the Council's case is to contribute to and/or achieve some or all of the Community Outcomes;
 - Clarify The Palms' and the Council's respective roles and responsibilities, including identifying and clarifying the extent of the Council's interests as a stakeholder, local authority and regulatory authority;
 - Ensure that the options to be consulted upon have the potential to be delivered; and
 - Make clear that the Council's involvement is on a without prejudice basis and does not unduly commit the Council to any particular outcome, ie that the outcome is subject to further work and negotiations, including the outcome of consultation processes, assessment of options, review of studies undertaken by The Palms, satisfactory relocation/replacement of the Council owned/managed facilities and regulatory processes under the RMA.
- Further discussions and negotiations with The Palms, as required.
- Reporting to elected members for information and decision-making purposes, as required.
- Public consultation with respect to Council owned/managed facilities and service delivery affected by The Palms' expansion plans. Although The Palms has undertaken some public consultation with respect to developing its own 'preferred option,' the Council's decision-making processes are subject to legal requirements and scrutiny. It is therefore appropriate for the Council to ensure that all correct procedures are followed.

FUTURE DECISIONS REQUIRED

13. Future reports to and decisions required from the Council include:

- Confirmation that the options identified with respect to the relocation of the Council owned/managed facilities and any change in levels of service provided by them are the key reasonably practicable options to use as the basis for consultation with the public and further assessment processes.
- Decisions on the options for relocation of Council owned/managed facilities and any change in levels of service provided by them. Decisions are likely to include service centre location, library location and size, social housing relocation and quality, bus interchange location, traffic and transport plans.