

# Parks and Reserves Asset Management Plan

*He mahere whakaaetanga whakahaere papa rēhia rawa*

2018 – 2028



Parks and Reserves  
Asset Management Plan  
2018-2028



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## Cover Photos

Saxton Field Oval, Pavilion and athletics track.

Tod Reserve play space.

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## Executive Summary

### i. The Purpose of the Plan

The purpose of this Asset Management Plan (AMP) is to guide Nelson City Council in its provision and management of parks and reserves to achieve the following objectives:

- To provide open space including sport and recreational opportunities for the city at a level and of a quality which meets the needs of the present and future community
- To provide services in the most cost effective manner and to ensure standards of provision are sustainable over time
- To assist Council in achieving its community outcomes.

The Plan is described as an Asset Management Plan but references both assets and the activities and services in and around the assets, as the two are inextricably linked.

The community outcomes relevant to the Parks and Reserves activity are listed below.

- Our unique natural environment is healthy and protected.
- Our urban and rural environments are people-friendly, well planned and sustainably managed.
- Our infrastructure is efficient, cost effective and meets current and future needs.
- Our communities have access to a range of social, educational and recreational facilities and activities.
- Our Council provides leadership and fosters partnerships, a regional perspective, and community engagement.
- Our communities have opportunities to celebrate and explore their heritage, identity and creativity.
- Our region is supported by an innovative and sustainable economy.

### ii. Asset description

Nelson's Parks and Reserves network occupies approximately 11,250 hectares and is grouped into Public Gardens, Neighbourhood Parks, Sportsgrounds (including the golf course), Conservation Reserves, Landscape Reserves and Esplanade and Foreshore reserves.



*Figure 1: The Dun Mountain Trail in the Brook Conservation Reserve; one of the Great Rides within Nga Haerenga, The New Zealand Cycle Trail.*

This AMP includes focus areas on the above reserve categories as well as sections on play facilities, trees and walking and cycling.

Assets within the reserves include seating, signs, fences and lighting, tracks and trails (including mountain biking trails) as well as hard surfaces, sporting equipment and turf.

With some exceptions the AMP excludes buildings and other significant property assets on reserves such as the marina, crematorium, production forests, the Trafalgar Centre, Trafalgar Pavilion, halls, toilets and changing facilities, which are included in the Property and Facilities AMP. Cemeteries and camping grounds are also included in the Property and Facilities AMP.

The key exception to the above exclusions is Saxton Field. All of these assets, including Saxton Stadium and Saxton Oval Pavilion, are included within this Plan.

### **iii. Key issues**

The Parks and Reserves activity regularly receives positive feedback through the Council's residents' survey. However, it is an activity that receives a considerable volume of attention from the public, including significant investment requests from user groups. This activity is expected to experience changing demand drivers over the medium to long term. A key focus over the life of this Plan will be ensuring the City has a robust policy and strategy framework in place to guide activities and future investment in reserves.

This Parks and Reserves Asset Management Plan (AMP) has a strategic focus on key issues. The key issues set out in Table 1 are not intended to be an exhaustive list of

problems and opportunities but rather areas of focus where continuing attention is required.

Table 1: Summary of key issues by focus area

Section	Key Issues
<p><b>Open space generally</b></p>	<p>Establishing and updating parks strategy and policy, including:</p> <ul style="list-style-type: none"> <li>• developing open space strategy and policy to guide future policy, plans and investment</li> <li>• reviewing existing reserve management plans</li> <li>• developing reserve management plans where needed e.g. Public Gardens.</li> </ul> <p>Providing appropriate open space and facilities within an environment of changing demographics and trends, e.g. ageing population, more demand for independent recreation opportunities.</p> <p>Managing and prioritising requests for investment within limited budgets and accommodating competing interests and needs within reserves.</p> <p>Continuing to explore opportunities to improve efficiency and increase sustainability e.g. connecting irrigation to a central control system with remote telemetry, increased use of mulch in place of herbicide sprays.</p> <p>Progressing the development of the Maitai recreation hub.</p> <p>Monitoring the implementation of the Freedom Camping Bylaw 2017 and any impacts on reserves e.g. illegal camping.</p>
<p><b>Public Gardens</b></p>	<p>Ensuring the effective establishment of replacement trees, particularly following weather events.</p> <p>Continuing to meet the needs of the community (and visitors) while remaining affordable.</p> <p>Balancing the need to protect heritage and amenity values with reserve development and management. A reserve management plan could help address this issue.</p> <p>Exploring options to enhance the area at the top of the Cathedral Steps and investigating a solution to reinstate the remaining pond at Miyazu Japanese Gardens.</p>
<p><b>Neighbourhood Parks</b></p>	<p>Ensuring appropriate supply of reserves.</p> <p>Balancing the provision of quality design and play opportunities with the need to limit the demand for the reserve to the immediate local catchment.</p>

Section	Key Issues
<b>Play facilities</b>	<p>Ensuring appropriate supply of play facilities.</p> <p>Managing the approaching renewals “bubble”.</p> <p>Increasing the proportion of natural play features to reflect demand.</p> <p>Improving opportunities for youth, with Stoke being a priority.</p> <p>Investigating and developing a unique destination play space at Rutherford Park.</p>
<b>Trees</b>	<p>Managing risk of damage to property and people from trees during storm events. Development of a tree strategy to guide management.</p>
<b>Walking and cycling</b>	<p>Implementing the priorities identified in the <i>Out and About – On Tracks</i> strategy.</p> <p>Establishing and finalising walking and cycling connections in Stoke and Tahunanui, including contributing to the Great Taste Trail development.</p> <p>Continuing to develop the partnership with the Nelson Mountain Bike Club, in accordance with the memorandum of understanding and maintenance agreement.</p> <p>Ensuring adequate supply of entry level mountain biking opportunities.</p> <p>Monitoring costs of trail maintenance.</p>
<b>Sportsgrounds</b>	<p>Balancing demand for sporting facilities within available funding.</p> <p>Working towards more consistency around user agreements.</p> <p>Completing Rutherford Park developments to attract a wide range of active and passive recreation uses.</p> <p>Working with the Nelson Cricket Association to support the introduction of artificial wickets.</p>

Section	Key Issues
<b>Saxton Field</b>	<p>Bedding in the new Saxton Field Committee, and developing high level strategy and policy to reduce management complexity. This includes formalising expectations for relationships between councils and user groups.</p> <p>Working with Tasman District Council through the Saxton Field Committee to prioritise and progress the Saxton Field Development Plan.</p> <p>Progressing base infrastructure e.g. ensuring an adequate level of car parking is provided with new facilities and completing connections such as the road link to Champion Drive and the shared path through the reserve. The shared paths will encourage active transport to sporting fixtures, and reduce demand for car parking.</p> <p>Managing the emerging cycle of infrastructure and facility renewals.</p> <p>Developing a centralised approach to marketing the venue with a focus on the public interface (e.g. bookings) to enhance the user experience.</p>
<b>Saxton Field Buildings</b>	<p>Managing peak periods and attracting off peak use.</p> <p>Recognising the vulnerability of the high quality Saxton Oval Pavilion to impacts from general use.</p> <p>Addressing the under-utilisation of Saxton Netball Pavilion during off-peak periods.</p> <p>Reviewing public toilet provision at Saxton Field and assessing how supply, access and visibility can be improved.</p> <p>Investigating long term options for the old hockey building and the Saxton Oval temporary stand.</p>
<b>Conservation Reserves</b>	<p>Working with others to control pests and weeds, and to protect and restore biodiversity.</p> <p>Managing catchment land as waterworks reserves e.g. preserving vegetation cover.</p> <p>Working with other partners to ensure maintenance of the trail network.</p> <p>Investigating and implementing alternative uses for retired forestry blocks.</p> <p>Ensuring heritage resources are protected and celebrated.</p>
<b>Landscape Reserves</b>	<p>Developing ecological restoration plans and managing pests and weeds, and to minimise fire risk.</p> <p>Maintaining the trail network.</p> <p>Planning and implementing the staged development of Eureka Park.</p> <p>Protecting the amenity of the city's backdrop.</p>

Section	Key Issues
<b>Esplanade and Foreshore Reserves</b>	<p>Managing pests and weeds, while ensuring water quality and habitat isn't affected by spray use.</p> <p>Enhancing riparian and aquatic environments, with a particular focus on measures to improve freshwater quality.</p> <p>Continuing to establish appropriate native plant species on the Tahuna back dunes, and removing exotics.</p> <p>Managing the effects of coastal erosion.</p>

#### iv. **Levels of Service**

A review of levels of service has been undertaken in the development of this AMP. The levels of service included in this Plan do not require any significant increase or decrease in service. However, the overall number of measures has been reduced and many of the statements have been refined to ensure they better quantify expectations in a measurable and reportable way, and ensure clear and transparent linkages between levels of service and measured targets.

Over the last few years Council has gathered information on preferred levels of service in relation to the parks and reserves portfolio through the Annual Plan and Long Term Plan consultation processes. This consultation has given the community the opportunity to be involved in the process of indicating the desired level of service. Furthermore, Council has taken feedback through other engagement processes (e.g. Reserve Management Plans, the *Out and About – On Tracks* strategy) and the annual Residents Survey.

However, feedback from the community is often polarised. For example one group may seek increased spending on a sporting facility, while another is pressing for reduced rates and easing of the debt burden. A balanced judgment is required, taking into account demographics and trends.



Figure 2: Shared path development in Branford Park

Across the categories of assets and activities the levels of service broadly focus on the following matters.

**Resident satisfaction:** customer surveys are undertaken annually by service contractors or completed independently under Council supervision. These surveys provide a good general measure of customer satisfaction in relation to parks and recreation, and can also be used to gain feedback on a particular area such as Public Gardens or Play Facilities.

**Level of provision:** setting expectations around the area of reserve provided per resident provides certainty for the development industry, community and Council and assists when setting development contribution levies.

**Access to Reserves:** GIS is used to generate maps that show walking distance and to analyse the number of properties within that distance.

**Environmental indicators and targets:** targets are set to measure indicators such as weed and pest control, the amount of key landscape areas protected, and the amount of riparian tree planting.

**Asset condition:** For the buildings at Saxton Field Council uses the condition rating methodology from the International Infrastructure Management Manual (IIMM) where assets are rated from 1 (very good) to 5 (unserviceable). Council's optimum level is the mid-point (Grade 3) which returns the best value from the facility.

**Bespoke targets:** some levels of service need to relate to their specific areas e.g. reserve naming in Te Reo Māori, tree inspections or the nature of play equipment.

Levels of service for parks and reserves are provided in Table 2.

Table 2: Levels of service for parks and reserves 2018-28

Parks and Reserves network over all			Performance Targets				
Community outcomes	Level of service	Performance measure	Previous/ current	18/19 (Year 1)	19/20 (Year 2)	20/21 (Year 3)	21-28 (Yrs 4-10)
Our communities have access to a range of social, educational and recreational facilities and activities	Provide an overall level of parks and recreation service that meets or exceeds residents' expectations	Residents survey satisfaction with parks and recreation	Achieved since 2011 82% in 2017	80%	80%	80%	80%

Public Gardens			Performance Targets				
Community outcomes	Level of service	Performance measure	Previous/ current	18/19 (Year 1)	19/20 (Year 2)	20/21 (Year 3)	21-28 (Yrs 4-10)
Our urban and rural environments are people-friendly, well planned and sustainably managed Our communities have opportunities to celebrate and explore their heritage, identity and creativity	Public gardens provide a high quality visitor experience	Residents survey satisfaction with public gardens	New measure	80%	80%	80%	80%

Neighbourhood Parks			Performance Targets				
Community outcomes	Level of service	Performance measure	Previous/ current	18/19 (Year 1)	19/20 (Year 2)	20/21 (Year 3)	21-28 (Yrs 4-10)
Our urban and rural environments are people-friendly, well planned and sustainably managed Our communities have access to a range of social, educational and recreational facilities and activities	Sufficient open space is provided in the City	Hectares of Neighbourhood Park per 1,000 residents	1.7Ha (New measure)	1.7Ha	1.7Ha	1.7Ha	1.7Ha
	Neighbourhood parks are conveniently located	Percentage residential properties within 800m walking distance (approximately 10 minutes' walk) of open space <sup>1</sup>	99% (Amended measure <sup>2</sup> )	99%	99%	99%	99%

<sup>1</sup> Defined as Neighbourhood Park, Public Garden or Sportsground (excluding Trafalgar Park)

<sup>2</sup> A 500m radius was used in the 2015 Asset Management Plan. Council achieved 97% against this measure.

Play Facilities			Performance Targets				
Community outcomes	Level of service	Performance measure	Previous/current	18/19 (Year 1)	19/20 (Year 2)	20/21 (Year 3)	21-28 (Yrs 4-10)
Our urban and rural environments are people-friendly, well planned and sustainably managed Our communities have access to a range of social, educational and recreational facilities and activities Our region is supported by an innovative and sustainable economy	A range of playground experiences are provided in the City	Percentage new and renewed playground equipment that incorporates diversity in equipment type (modern, traditional, natural)	(New measure)	90%	90%	90%	90%
	Shade and seating is provided at playgrounds	Percentage of new and renewed playgrounds where shade and seating provision is considered	New measure	100%	100%	100%	100%
	Play facilities are conveniently located	Percentage of residential properties within 1,000m walking distance (approximately 15 minutes' walk) of a playground <sup>3</sup>	97% (New measure)	95%	95%	95%	95%

Trees			Performance Targets				
Community outcomes	Level of service	Performance measure	Previous/current	18/19 (Year 1)	19/20 (Year 2)	20/21 (Year 3)	21-28 (Yrs 4-10)
Our urban and rural environments are people-friendly, well planned and sustainably managed	Council maintained trees are well managed	Inspection frequency for Council managed urban trees	Reactive (New measure)	3 yearly	3 yearly	3 yearly	3 yearly

Walking and Cycling			Performance Targets				
Community outcomes	Level of service	Performance measure	Previous/current	18/19 (Year 1)	19/20 (Year 2)	20/21 (Year 3)	21-28 (Yrs 4-10)
Our communities have access to a range of social, educational and recreational facilities and activities	Walking and cycling tracks and trails are provided for a range of abilities	Commencement date for construction of specific Grade 2 trails	New measure	n/a	P59 Saxton wetland	P60 Branford North Side	P7 Boulder Bank (2022/23)

<sup>3</sup> Defined as having 3 or more pieces of play equipment

Sportsgrounds			Performance Targets				
Community outcomes	Level of service	Performance measure	Previous/ current	18/19 (Year 1)	19/20 (Year 2)	20/21 (Year 3)	21-28 (Yrs 4-10)
<p>Our infrastructure is efficient, cost effective and meets current and future needs</p> <p>Our communities have access to a range of social, educational and recreational facilities and activities</p> <p>Our Council provides leadership and fosters partnerships, a regional perspective, and community engagement</p> <p>Our region is supported by an innovative and sustainable economy</p>	A sufficient area of sports grounds provided in the City to meet the needs of the community	Hectares of sports grounds per 1,000 residents	2.5ha	2.2-2.8ha	2.2-2.8ha	2.2-2.8ha	2.2-2.8ha
	Sportsground facilities are managed to meet the recreational needs of the community	Residents survey satisfaction with Sportsgrounds	(New measure)	85%	85%	85%	85%

Saxton Buildings			Performance Targets				
Community outcomes	Level of service	Performance measure	Previous/ current	18/19 (Year 1)	19/20 (Year 2)	20/21 (Year 3)	21-28 (Yrs 4-10)
<p>Our infrastructure is efficient, cost effective and meets current and future needs</p> <p>Our communities have access to a range of social, educational and recreational facilities and activities</p> <p>Our Council provides leadership and fosters partnerships, a regional perspective, and community engagement</p>	Fit for the intended purpose	Council leased buildings exterior and essential services are maintained to condition rating as per target.	Achieved (Grade 3)	Grade 3	Grade 3	Grade 3	Grade 3
	Fit for the intended purpose	Council operated buildings on average are maintained to condition rating as per target.	Achieved (Grade 3)	Grade 3	Grade 3	Grade 3	Grade 3
	Fit for the intended purpose	Saxton Oval buildings support the NZC WOF for international matches.	New measure	100%	100%	100%	100%
	Saxton Stadium is well utilised	The Stadium usage rate achieve targets for hours used.	Achieved	1,450 hrs	1,450 hrs	1,450 hrs	1,450 hrs

Conservation Reserves			Performance Targets				
Community outcomes	Level of service	Performance measure	Previous/current	18/19 (Year 1)	19/20 (Year 2)	20/21 (Year 3)	21-28 (Yrs 4-10)
Our unique natural environment is healthy and protected Our communities have access to a range of social, educational and recreational facilities and activities Our communities have opportunities to celebrate and explore their heritage, identity and creativity	Conservation Reserves are managed to protect biodiversity values	Percentage of Conservation Reserve land being managed to reduce the impact of animal and plant pests <sup>4</sup>	93% (New measure)	93%	94%	95%	95%

Landscape Reserves			Performance Targets				
Community outcomes	Level of service	Performance measure	Previous/current	18/19 (Year 1)	19/20 (Year 2)	20/21 (Year 3)	21-28 (Yrs 4-10)
Our unique natural environment is healthy and protected Our communities have access to a range of social, educational and recreational facilities and activities	Landscape areas that form the Nelson city centre backdrop are protected	Percentage of priority areas protected	Achieved	Maintain or increase beyond 2012/13 baseline			
	Weed species are controlled in Landscape Reserves	Percentage of Landscape Reserve land being managed to reduce the impact of plant pests	New measure	Year on year increase			

Esplanade and Foreshore Reserves			Performance Targets				
Community outcomes	Level of service	Performance measure	Previous/current	18/19 (Year 1)	19/20 (Year 2)	20/21 (Year 3)	21-28 (Yrs 4-10)
Our unique natural environment is healthy and protected Our communities have access to a range of social, educational and recreational facilities and activities	Esplanade and Foreshore Reserves are managed to protect and enhance ecological values	Number of additional riparian trees and shrubs planted annually on the Maitai Esplanade Reserve	Achieved	2,000	2,000	2,000	2,000

<sup>4</sup> Includes areas where active control is no longer required as the threat has been reduced, but surveillance programmes are in place.

Heritage and Culture			Performance Targets				
Community outcomes	Level of service	Performance measure	Previous/ current	18/19 (Year 1)	19/20 (Year 2)	20/21 (Year 3)	21-28 (Yrs 4-10)
Our communities have opportunities to celebrate and explore their heritage, identity and creativity	Iwi heritage is recognised in parks and reserves where appropriate	Percentage of new reserves and renewed reserve naming signs identified with Māori name where one exists and Iwi endorse	Amended measure <sup>5</sup>	100%	100%	100%	100%

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<sup>5</sup> Signage also included in measure

**v. Future Demand**

The key aspects of future demand and trends relevant to this Plan relate to population forecasts, demographics, tourism and recreation. These, together with proposed responses, are summarised in Table 3.

*Table 3: Demand trends and proposed responses*

<b>Demand trend/ projection</b>	<b>Response</b>
<b>Growth of 6,100 residents / 3,100 households over 10 years</b>	Acquire new Neighbourhood Parks to meet level of service, and redevelop existing parks to fill gaps in supply.  Develop new facilities and play spaces to meet demand.
<b>Ageing population with increasing numbers of residents on fixed incomes</b>	Consider accessibility, seating, toilets, shade and the range and type of recreational opportunities.  Look for opportunities for reduced spend e.g. types of play or sporting equipment.
<b>Three quarters of population growth and over half of housing growth over the next 30 years is projected to be in Stoke</b>	Look for recreation opportunities in Stoke, e.g. youth park, playground upgrades.  Complete Stoke walkway connections.
<b>Increase in proportion of Asian residents from 5% to 12% and Māori residents from 10% to 15% by 2038</b>	Explore recreation needs that cater for these groups.
<b>International tourism growing at 16%, and domestic tourism at 20%</b>	Ensure adequate supply of facilities such as public toilets and explore opportunities to enhance the open space experience for visitors e.g. provision and style of signage and seating, Wi-Fi, play opportunities, use of mobile apps.
<b>Participation well above the national average for informal activities such as walking and mountain biking; below average for traditional codes e.g. cricket, rugby</b>	Ensure funding is allocated appropriately. Explore opportunities for cost savings e.g. multi-use facilities, shared maintenance responsibilities, artificial cricket wickets.  Maintain, increase or otherwise encourage availability of 'pay as you play' sporting options.
<b>Demand for natural play features</b>	When undertaking renewals assess playgrounds for opportunities to replace some traditional equipment with natural features.

Demand trend/ projection	Response
<b>Demand for mountain biking investment, including for families</b>	<p>Progress entry level mountain bike trails as a priority.</p> <p>Develop recreation hubs in the Brook and Maitai Valleys.</p> <p>Provide funding to support the hosting of mountain biking events, including international events.</p> <p>Continue to improve signage in Conservation and Landscape Reserves.</p>

### **Demand Management**

The main areas where non-asset solutions are employed are in Sportsgrounds, where demand and supply are carefully planned to maximise asset use. Altering booking times, increasing turf maintenance frequency and working across multiple facilities to support large events are all good examples where Council works to optimise asset capability. Where necessary, expert advice is sought in relation to demand management, for example the recent assessment undertaken by Global Leisure Group on the supply of, and demand for, winter sports fields in Nelson. This report provided recommendations to maximise sportsground capacity e.g. optimising code allocation, altering the competition/training balance, changing sports schedules (playing more competition games on Friday evenings), increasing the capacity of existing fields (drainage, irrigation, lighting) and using more dedicated training areas.

Council also partners with community groups, schools, other agencies and non-governmental organisations (NGOs) to carry out planting, litter collection and weed clearing programmes. This helps to address requests (and criticism) through submissions and other feedback, provides an efficient means of progressing necessary works and creates buy-in and ownership by the community.

Reserve Management Plans, together with non-regulatory plans and strategies provide guidance and policy in relation to open space. For example, the *Out and About* strategies have helped address conflict on shared trails. However, a gap exists in strategy and policy in the parks and reserves activity, and work is planned to address this in the early years of this Plan.

### **vi. Lifecycle Management Plan**

Nelson's Parks and Reserves network occupies approximately 11,250 hectares which are grouped into six main categories based on their primary purpose. This AMP includes a variety of assets within these reserves such as:

- hard surfaces including roads, paths and car parks
- walking and cycling paths including mountain bike trails
- seating, signs, fences
- lighting
- sports and play equipment

- trees, shrubs and other planted areas.

Buildings and structures, with some exceptions, are managed through the Properties and Facilities Asset Management Plan, as are cemeteries and camping grounds.

Parks asset data is stored in Council's Asset Information System (INFOR) and can be accessed and analysed through the internal GIS system (nMap).

Lifecycle management involves the activities of managing an asset from formation to the end of its life (disposal). Overall the aim is to preserve the life of the asset for its intended purpose. While an asset's age is the main driver of the life cycle process, other factors such as use, durability, and quality of maintenance and construction influence the asset's condition and performance.

Council's fundamental response to life cycle management is to work within the margin of regular programmed maintenance while allowing for reactive maintenance as a strategy to extract the most out of the asset. For critical assets, failure is not acceptable and programme maintenance and planned renewals are essential.

Council has a scheduled programme of condition assessments for parks and reserves assets. Assets are divided into five levels according to the potential level of risk they present and the size of investment involved. Play equipment is a good example of a Level 1 asset, with planted areas being an example of a Level 5 asset. The frequency and degree of detail for assessments is determined by this hierarchy, and statutory requirements.

Parks and reserves assets often don't fit neatly into a lifecycle plan, for example a Neighbourhood Park or a tree doesn't necessarily deteriorate in condition in the same way a pipe or a building component might. However, many of the assets within a reserve can be managed in this way and this Plan identifies key projects where significant renewals are expected, and provides funding for them. The majority of large renewals relate to specialist sporting assets, such as artificial surfaces, cricket wickets or sand carpet turfs. The need for these large renewals is identified through expert condition assessments and confirmed through a business case process.

Within each focus area only the relevant components of the asset's life cycle are identified such as major renewals and significant projects.

## **vii. Risk Management**

Risk management enables decisions to be made about the best use of limited resources to achieve as much as possible of the Council's objectives from the maintenance and development of Parks and Reserves assets.

The key risks for parks and reserves relate to damage to trees during wind events, an escalating weed and pest problem, fire risk, coastal erosion at Tahuna Beach, risk associated with poor performance of sporting assets (including reputational risk) and user risks such as accidents at playgrounds, water bodies or when participating in sports including mountain biking.

A full risk register is included in this Plan. The majority of risks are eliminated, minimised or isolated as far as practical and are accepted. Where there is opportunity for reduction of risk this is noted in the response column, for example there is potential for improved weed control or investigation into alternative locations for golf practice.



Figure 3: Firebreak on the Grampians during the dry summer in 2017/18

**viii. Financial Summary**

Figure 4 shows expected expenditure graphically over the life of the Plan.

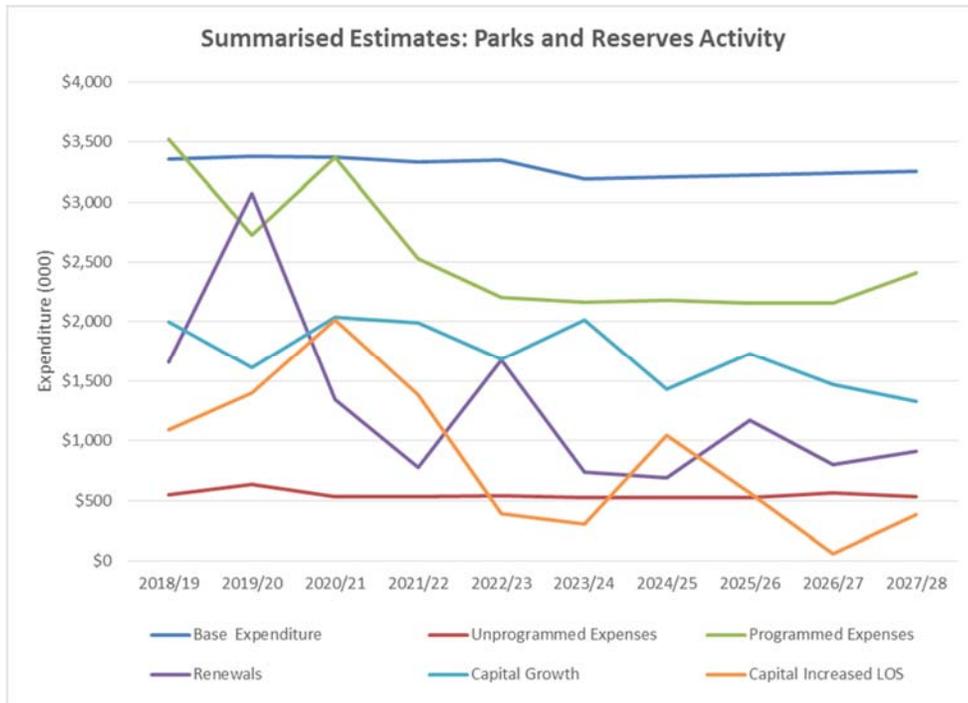


Figure 4: Estimated expenditure over the AMP

Key renewals in the first years of the AMP include the Saxton Field Athletics Track resurfacing and replacement play equipment across the city. The development of new walking and cycling infrastructure (including mountain biking) comprises a significant proportion of the earlier capital costs, and the initially higher expenditure

in programmed expenses is due to increases in weed control and bridge maintenance funding, as well as greater financial support for mountain biking. Total expenditure by account type for the AMP is shown again in Figure 5.

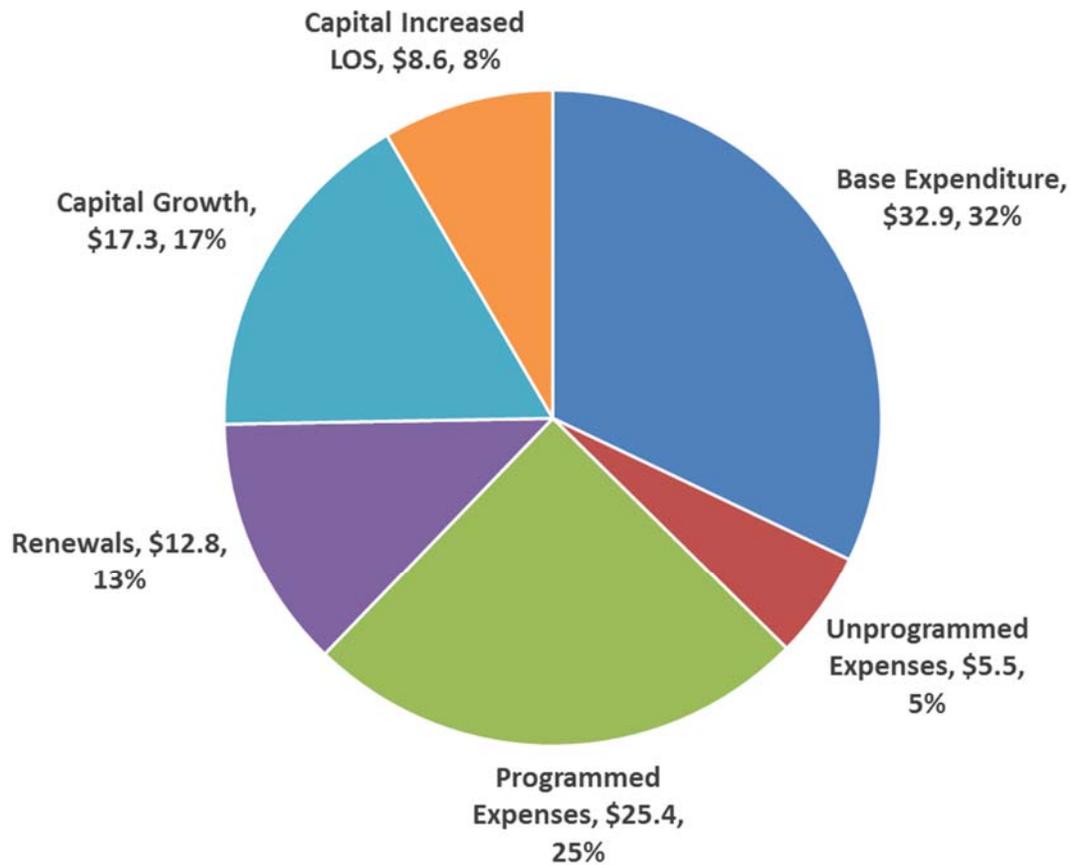


Figure 5: Total expenditure over the AMP by account type, 2018-28 (\$M)

Figure 6 and Figure 7 show total operational and capital expenditure by activity group for the life of the plan, and Table 4 summarises the AMP's financial forecasts. Refer Appendix 13 for the full financial summary.

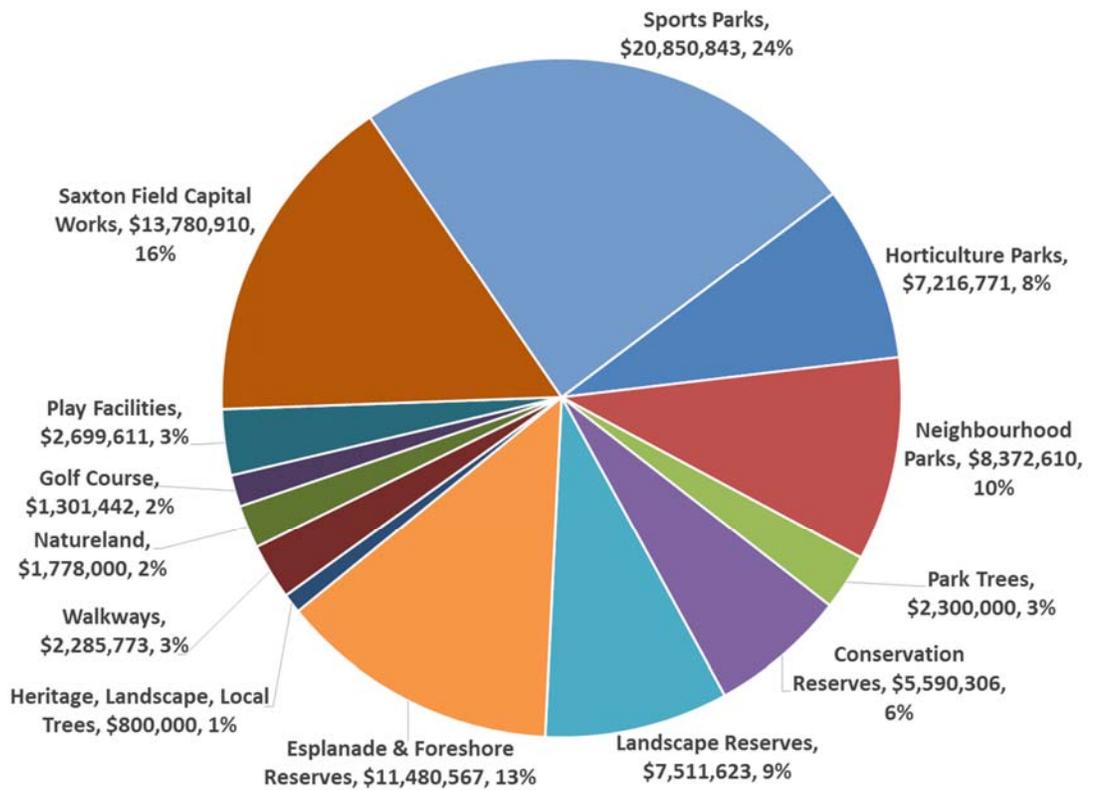


Figure 6 Operational expenditure by activity (ten year projection)

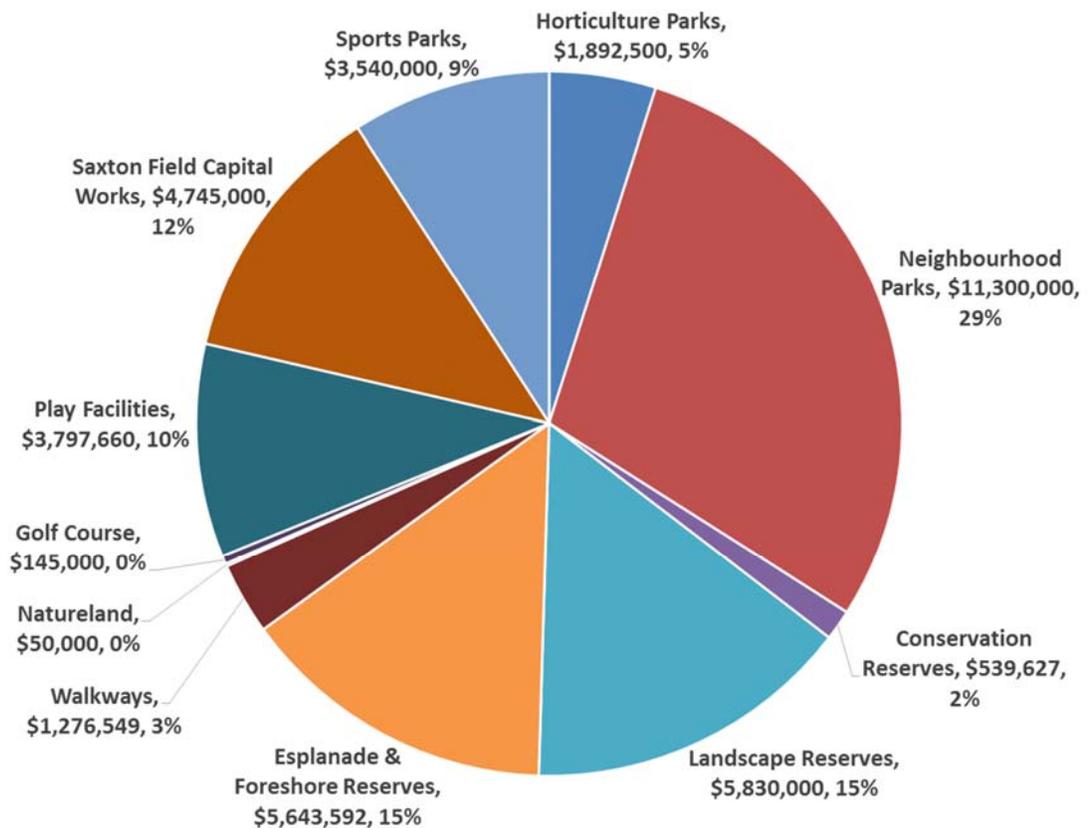


Figure 7 Capital expenditure by activity (ten year projection)

Table 4: Summarised financial forecasts

<b>AMP Totals</b>	<b>2018/19 Est</b>	<b>2019/20 Est</b>	<b>2020/21 Est</b>	<b>2021/22 Est</b>	<b>2022/23 Est</b>	<b>2023/24 Est</b>	<b>2024/25 Est</b>	<b>2025/26 Est</b>	<b>2026/27 Est</b>	<b>2027/28 Est</b>
Base Expenditure	3,357.6	3,381.7	3,373.7	3,332.7	3,349.7	3,187.2	3,204.2	3,223.2	3,235.2	3,254.2
Unprogrammed Expenses	544.0	633.0	533.0	533.5	539.0	525.0	525.0	525.5	566.0	531.0
Programmed Expenses	3,522.5	2,724.8	3,372.8	2,529.0	2,202.6	2,168.0	2,182.1	2,159.0	2,158.6	2,408.1
Renewals	1,659.3	3,070.0	1,341.5	776.0	1,676.5	737.0	689.5	1,167.0	799.5	912.0
Capital Growth	1,999.3	1,611.7	2,036.7	1,991.7	1,681.7	2,016.7	1,431.7	1,731.7	1,466.7	1,331.7
Capital Increased LOS	1,095.0	1,400.0	2,012.0	1,380.0	392.5	304.0	1,041.3	565.0	62.0	380.0

<b>Account</b>	<b>2018/19 Est</b>	<b>2019/20 Est</b>	<b>2020/21 Est</b>	<b>2021/22 Est</b>	<b>2022/23 Est</b>	<b>2023/24 Est</b>	<b>2024/25 Est</b>	<b>2025/26 Est</b>	<b>2026/27 Est</b>	<b>2027/28 Est</b>
<b>3505 Horticulture Parks</b>	<b>923.9</b>	<b>953.2</b>	<b>1,047.5</b>	<b>841.9</b>	<b>1,051.3</b>	<b>845.6</b>	<b>875.0</b>	<b>839.3</b>	<b>898.6</b>	<b>833.0</b>
<b>Expenses</b>	<b>706.9</b>	<b>713.7</b>	<b>730.5</b>	<b>707.4</b>	<b>724.3</b>	<b>731.1</b>	<b>718.0</b>	<b>724.8</b>	<b>741.6</b>	<b>718.5</b>
Base Expenditure	430.1	430.1	430.1	430.1	430.1	430.1	430.1	430.1	430.1	430.1
Unprogrammed Expenses	45.0	45.0	45.0	45.0	45.0	45.0	45.0	45.0	45.0	45.0
Programmed Expenses	138.5	143.5	158.5	133.5	148.5	153.5	138.5	143.5	158.5	133.5
Depreciation	93.3	95.1	96.9	98.8	100.7	102.5	104.4	106.2	108.0	109.9
<b>Capital Expenditure</b>	<b>217.0</b>	<b>239.5</b>	<b>317.0</b>	<b>134.5</b>	<b>327.0</b>	<b>114.5</b>	<b>157.0</b>	<b>114.5</b>	<b>157.0</b>	<b>114.5</b>
Renewals	162.0	184.5	262.0	69.5	272.0	59.5	102.0	59.5	102.0	59.5
Capital Growth	55.0	55.0	55.0	55.0	55.0	55.0	55.0	55.0	55.0	55.0
Capital Increased LOS	0	0	0	10.0	0	0	0	0	0	0
<b>3520 Neighbourhood Parks</b>	<b>2,198.7</b>	<b>2,123.6</b>	<b>1,920.8</b>	<b>2,077.1</b>	<b>1,749.3</b>	<b>2,107.5</b>	<b>1,779.7</b>	<b>2,140.0</b>	<b>1,812.2</b>	<b>1,763.8</b>
<b>Expenses</b>	<b>778.7</b>	<b>845.6</b>	<b>835.8</b>	<b>799.1</b>	<b>814.3</b>	<b>829.5</b>	<b>844.7</b>	<b>862.0</b>	<b>877.2</b>	<b>885.8</b>
Base Expenditure	447.0	502.0	482.0	432.0	437.0	442.0	447.0	452.0	457.0	462.0
Unprogrammed Expenses	30.0	30.0	30.0	30.0	30.0	30.0	30.0	30.0	30.0	30.0
Programmed Expenses	186.0	186.0	186.0	189.0	189.0	189.0	189.0	191.0	191.0	191.0
Depreciation	115.7	127.6	137.8	148.0	158.3	168.5	178.7	188.9	199.2	202.7
<b>Capital Expenditure</b>	<b>1,420.0</b>	<b>1,278.0</b>	<b>1,085.0</b>	<b>1,278.0</b>	<b>935.0</b>	<b>1,278.0</b>	<b>935.0</b>	<b>1,278.0</b>	<b>935.0</b>	<b>878.0</b>
Renewals	35.0	45.0	30.0	45.0	30.0	45.0	30.0	45.0	30.0	45.0
Capital Growth	1,373.0	1,143.0	903.0	1,233.0	903.0	1,233.0	903.0	1,233.0	903.0	833.0
Capital Increased LOS	12.0	90.0	152.0	0	2.0	0	2.0	0	2.0	0
<b>3524 Park Trees</b>	<b>225.0</b>	<b>225.0</b>	<b>225.0</b>	<b>225.0</b>	<b>225.0</b>	<b>235.0</b>	<b>235.0</b>	<b>235.0</b>	<b>235.0</b>	<b>235.0</b>
<b>Expenses</b>	<b>225.0</b>	<b>225.0</b>	<b>225.0</b>	<b>225.0</b>	<b>225.0</b>	<b>235.0</b>	<b>235.0</b>	<b>235.0</b>	<b>235.0</b>	<b>235.0</b>
Unprogrammed Expenses	135.0	135.0	135.0	135.0	135.0	140.0	140.0	140.0	140.0	140.0
Programmed Expenses	90.0	90.0	90.0	90.0	90.0	95.0	95.0	95.0	95.0	95.0

Account	2018/19 Est	2019/20 Est	2020/21 Est	2021/22 Est	2022/23 Est	2023/24 Est	2024/25 Est	2025/26 Est	2026/27 Est	2027/28 Est
<b>3530 Conservation Reserves</b>	<b>760.2</b>	<b>712.3</b>	<b>556.0</b>	<b>607.6</b>	<b>556.2</b>	<b>607.9</b>	<b>556.5</b>	<b>608.1</b>	<b>556.8</b>	<b>608.4</b>
<b>Expenses</b>	<b>627.6</b>	<b>649.3</b>	<b>528.0</b>	<b>549.6</b>	<b>528.2</b>	<b>549.9</b>	<b>528.5</b>	<b>550.1</b>	<b>528.8</b>	<b>550.4</b>
Base Expenditure	241.0	241.0	241.0	241.0	241.0	241.0	241.0	241.0	241.0	241.0
Unprogrammed Expenses	18.0	118.0	18.0	18.0	18.0	18.0	18.0	18.0	18.0	18.0
Programmed Expenses	350.0	271.5	250.0	271.5	250.0	271.5	250.0	271.5	250.0	271.5
Depreciation	18.5	18.8	18.9	19.1	19.2	19.3	19.5	19.6	19.7	19.9
<b>Capital Expenditure</b>	<b>132.6</b>	<b>63.0</b>	<b>28.0</b>	<b>58.0</b>	<b>28.0</b>	<b>58.0</b>	<b>28.0</b>	<b>58.0</b>	<b>28.0</b>	<b>58.0</b>
Renewals	111.0	46.0	11.0	41.0	11.0	41.0	11.0	41.0	11.0	41.0
Capital Growth	21.6	17.0	17.0	17.0	17.0	17.0	17.0	17.0	17.0	17.0
<b>3531 Landscape Reserves</b>	<b>984.1</b>	<b>1,944.9</b>	<b>1,589.5</b>	<b>1,246.9</b>	<b>1,401.5</b>	<b>1,358.0</b>	<b>1,130.4</b>	<b>1,256.3</b>	<b>1,157.1</b>	<b>1,272.9</b>
<b>Expenses</b>	<b>609.1</b>	<b>774.9</b>	<b>874.5</b>	<b>696.9</b>	<b>721.5</b>	<b>728.0</b>	<b>755.4</b>	<b>771.3</b>	<b>782.1</b>	<b>797.9</b>
Base Expenditure	97.7	102.7	107.7	107.7	112.7	112.7	117.7	122.7	122.7	127.7
Unprogrammed Expenses	16.5	16.5	16.5	16.5	16.5	16.5	16.5	16.5	16.5	16.5
Programmed Expenses	462.0	612.0	680.0	452.0	450.0	432.0	430.0	430.0	430.0	430.0
Depreciation	32.9	43.7	70.3	120.7	142.3	166.8	191.2	202.1	212.9	223.7
<b>Capital Expenditure</b>	<b>375.0</b>	<b>1,170.0</b>	<b>715.0</b>	<b>550.0</b>	<b>680.0</b>	<b>630.0</b>	<b>375.0</b>	<b>485.0</b>	<b>375.0</b>	<b>475.0</b>
Renewals	285.0	380.0	310.0	330.0	300.0	310.0	295.0	315.0	295.0	305.0
Capital Growth	70.0	70.0	70.0	170.0	80.0	170.0	80.0	170.0	80.0	170.0
Capital Increased LOS	20.0	720.0	335.0	50.0	300.0	150.0	0	0	0	0
<b>3532 Esplanade &amp; Foreshore Reserves</b>	<b>1,298.1</b>	<b>2,852.0</b>	<b>2,612.0</b>	<b>1,582.0</b>	<b>1,234.0</b>	<b>1,367.2</b>	<b>2,135.2</b>	<b>1,373.3</b>	<b>1,278.3</b>	<b>1,392.0</b>
<b>Expenses</b>	<b>983.3</b>	<b>1,249.0</b>	<b>1,230.0</b>	<b>1,250.0</b>	<b>1,076.5</b>	<b>1,105.2</b>	<b>1,153.9</b>	<b>1,141.3</b>	<b>1,131.3</b>	<b>1,160.0</b>
Base Expenditure	405.4	440.4	445.4	450.4	455.4	460.4	465.4	470.4	475.4	480.4
Unprogrammed Expenses	95.0	95.0	95.0	95.0	95.0	95.0	95.0	95.0	95.0	95.0
Programmed Expenses	298.0	517.4	473.0	472.4	283.0	302.4	333.0	302.4	283.0	302.4
Depreciation	184.9	196.3	216.6	232.3	243.1	247.5	260.5	273.6	277.9	282.3
<b>Capital Expenditure</b>	<b>314.8</b>	<b>1,603.0</b>	<b>1,382.0</b>	<b>332.0</b>	<b>157.5</b>	<b>262.0</b>	<b>981.3</b>	<b>232.0</b>	<b>147.0</b>	<b>232.0</b>
Renewals	92.8	1,081.0	310.0	85.0	40.0	85.0	40.0	85.0	40.0	85.0
Capital Growth	77.0	117.0	77.0	117.0	77.0	117.0	77.0	117.0	77.0	117.0
Capital Increased LOS	145.0	405.0	995.0	130.0	40.5	60.0	864.3	30.0	30.0	30.0
<b>3538 Heritage, Landscape, Local Trees</b>	<b>80.0</b>									
<b>Expenses</b>	<b>80.0</b>									
Programmed Expenses	80.0	80.0	80.0	80.0	80.0	80.0	80.0	80.0	80.0	80.0
<b>3540 Walkways</b>	<b>1,086.7</b>	<b>273.0</b>	<b>321.5</b>	<b>230.1</b>	<b>252.3</b>	<b>310.8</b>	<b>259.4</b>	<b>241.5</b>	<b>299.3</b>	<b>287.8</b>
<b>Expenses</b>	<b>243.2</b>	<b>258.8</b>	<b>212.3</b>	<b>215.9</b>	<b>218.0</b>	<b>221.6</b>	<b>225.1</b>	<b>227.3</b>	<b>230.0</b>	<b>233.6</b>
Base Expenditure	111.7	113.7	115.7	117.7	119.7	121.7	123.7	125.7	127.7	129.7

Account	2018/19 Est	2019/20 Est	2020/21 Est	2021/22 Est	2022/23 Est	2023/24 Est	2024/25 Est	2025/26 Est	2026/27 Est	2027/28 Est
Unprogrammed Expenses	13.0	13.0	13.0	13.0	13.0	13.0	13.0	13.0	13.0	13.0
Programmed Expenses	78.0	78.0	28.0	28.0	28.0	28.0	28.0	28.0	28.0	28.0
Depreciation	40.4	54.0	55.6	57.1	57.3	58.8	60.4	60.6	61.3	62.9
<b>Capital Expenditure</b>	<b>843.5</b>	<b>14.2</b>	<b>109.2</b>	<b>14.2</b>	<b>34.2</b>	<b>89.2</b>	<b>34.2</b>	<b>14.2</b>	<b>69.2</b>	<b>54.2</b>
Renewals	19.5	4.5	19.5	4.5	19.5	4.5	19.5	4.5	19.5	4.5
Capital Growth	15.0	9.7	49.7	9.7	14.7	44.7	14.7	9.7	49.7	9.7
Capital Increased LOS	809.0	0	40.0	0	0	40.0	0	0	0	40.0
<b>3590 Sports Parks</b>	<b>2,346.4</b>	<b>2,399.9</b>	<b>2,709.8</b>	<b>2,750.7</b>	<b>2,621.6</b>	<b>2,219.2</b>	<b>2,182.4</b>	<b>2,557.1</b>	<b>2,233.2</b>	<b>2,370.4</b>
<b>Expenses</b>	<b>2,115.4</b>	<b>2,042.9</b>	<b>2,052.8</b>	<b>2,141.7</b>	<b>2,099.6</b>	<b>2,068.2</b>	<b>2,070.4</b>	<b>2,070.1</b>	<b>2,111.2</b>	<b>2,078.4</b>
Base Expenditure	987.4	987.4	987.4	987.4	987.4	987.5	987.5	987.5	987.5	987.5
Unprogrammed Expenses	105.0	94.0	94.0	94.5	100.0	94.0	94.0	94.5	135.0	100.0
Programmed Expenses	427.1	359.1	362.8	440.1	386.1	360.1	361.6	360.1	360.1	361.6
Depreciation	595.9	602.4	608.6	619.7	626.0	626.7	627.4	628.0	628.7	629.4
<b>Capital Expenditure</b>	<b>231.0</b>	<b>357.0</b>	<b>657.0</b>	<b>609.0</b>	<b>522.0</b>	<b>151.0</b>	<b>112.0</b>	<b>487.0</b>	<b>122.0</b>	<b>292.0</b>
Renewals	202.0	227.0	177.0	79.0	502.0	112.0	92.0	467.0	102.0	272.0
Capital Growth	10.0	10.0	10.0	20.0	10.0	10.0	10.0	10.0	10.0	10.0
Capital Increased LOS	19.0	120.0	470.0	510.0	10.0	29.0	10.0	10.0	10.0	10.0
<b>3642 Natureland</b>	<b>298.0</b>	<b>170.0</b>								
<b>Expenses</b>	<b>248.0</b>	<b>170.0</b>								
Base Expenditure	248.0	170.0	170.0	170.0	170.0	170.0	170.0	170.0	170.0	170.0
<b>Capital Expenditure</b>	<b>50.0</b>	<b>0</b>								
Capital Growth	50.0	0	0	0	0	0	0	0	0	0
<b>3657 Golf Course</b>	<b>302.6</b>	<b>268.0</b>	<b>268.0</b>	<b>268.0</b>	<b>268.0</b>	<b>14.4</b>	<b>14.4</b>	<b>14.4</b>	<b>14.4</b>	<b>14.4</b>
<b>Expenses</b>	<b>245.6</b>	<b>246.0</b>	<b>246.0</b>	<b>246.0</b>	<b>246.0</b>	<b>14.4</b>	<b>14.4</b>	<b>14.4</b>	<b>14.4</b>	<b>14.4</b>
Base Expenditure	177.8	177.8	177.8	177.8	177.8	1.2	1.2	1.2	1.2	1.2
Unprogrammed Expenses	13.0	13.0	13.0	13.0	13.0	0	0	0	0	0
Programmed Expenses	42.0	42.0	42.0	42.0	42.0	0	0	0	0	0
Depreciation	12.8	13.2	13.2	13.2	13.2	13.2	13.2	13.2	13.2	13.2
<b>Capital Expenditure</b>	<b>57.0</b>	<b>22.0</b>	<b>22.0</b>	<b>22.0</b>	<b>22.0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>
Renewals	37.0	22.0	22.0	22.0	22.0	0	0	0	0	0
Capital Increased LOS	20.0	0	0	0	0	0	0	0	0	0
<b>3695 Play Facilities</b>	<b>518.3</b>	<b>504.4</b>	<b>1,178.6</b>	<b>609.5</b>	<b>804.8</b>	<b>652.1</b>	<b>611.2</b>	<b>496.0</b>	<b>708.8</b>	<b>413.7</b>
<b>Expenses</b>	<b>170.6</b>	<b>204.4</b>	<b>213.6</b>	<b>249.5</b>	<b>269.8</b>	<b>292.1</b>	<b>326.2</b>	<b>316.0</b>	<b>323.8</b>	<b>333.7</b>
Base Expenditure	52.6	57.6	57.6	59.6	59.6	61.6	61.6	63.6	63.6	65.6
Unprogrammed Expenses	28.5	28.5	28.5	28.5	28.5	28.5	28.5	28.5	28.5	28.5

Account	2018/19 Est	2019/20 Est	2020/21 Est	2021/22 Est	2022/23 Est	2023/24 Est	2024/25 Est	2025/26 Est	2026/27 Est	2027/28 Est
Programmed Expenses	12.0	32.5	13.0	13.5	14.0	14.5	35.0	15.5	16.0	16.5
Depreciation	77.5	85.9	114.5	147.9	167.7	187.6	201.1	208.4	215.8	223.1
<b>Capital Expenditure</b>	<b>347.7</b>	<b>300.0</b>	<b>965.0</b>	<b>360.0</b>	<b>535.0</b>	<b>360.0</b>	<b>285.0</b>	<b>180.0</b>	<b>385.0</b>	<b>80.0</b>
Renewals	90.0	200.0	200.0	80.0	100.0	80.0	100.0	150.0	200.0	50.0
Capital Growth	237.7	100.0	765.0	280.0	435.0	280.0	185.0	30.0	185.0	30.0
Capital Increased LOS	20.0	0	0	0	0	0	0	0	0	0
<b>4069 Saxton Field Capital Works</b>	<b>2,977.7</b>	<b>2,212.3</b>	<b>1,990.0</b>	<b>1,992.5</b>	<b>1,655.6</b>	<b>1,269.5</b>	<b>1,415.4</b>	<b>1,790.4</b>	<b>1,325.3</b>	<b>1,897.3</b>
<b>Expenses</b>	<b>2,212.7</b>	<b>1,177.3</b>	<b>1,880.0</b>	<b>1,202.5</b>	<b>1,145.6</b>	<b>1,154.5</b>	<b>1,160.4</b>	<b>1,175.4</b>	<b>1,215.3</b>	<b>1,457.3</b>
Base Expenditure	158.9	158.9	158.9	158.9	158.9	159.0	159.0	159.0	159.0	159.0
Unprogrammed Expenses	45.0	45.0	45.0	45.0	45.0	45.0	45.0	45.0	45.0	45.0
Programmed Expenses	1,358.9	312.9	1,009.5	317.0	242.0	242.0	242.0	242.0	267.0	498.7
Depreciation	649.9	660.5	666.6	681.6	699.6	708.5	714.4	729.4	744.4	754.7
<b>Capital Expenditure</b>	<b>765.0</b>	<b>1,035.0</b>	<b>110.0</b>	<b>790.0</b>	<b>510.0</b>	<b>115.0</b>	<b>255.0</b>	<b>615.0</b>	<b>110.0</b>	<b>440.0</b>
Renewals	625.0	880.0	0	20.0	380.0	0	0	0	0	50.0
Capital Growth	90.0	90.0	90.0	90.0	90.0	90.0	90.0	90.0	90.0	90.0
Capital Increased LOS	50.0	65.0	20.0	680.0	40.0	25.0	165.0	525.0	20.0	300.0

## **ix. Asset Management Practices**

Asset Management Plans are reviewed every three years to align with the Council's Long Term Plan. On average the portfolio of assets is operating at the 'Basic' level in asset management terms. This Plan aims to progress the portfolio towards the 'Core' level in the medium term.

A key initiative undertaken through the development of this Plan has been to review the levels of service against best practice guidelines, to ensure relevance and measurability.

## **x. Improvement Programme**

An important component of this Asset Management Plan is the recognition that it is a "live" document in need of monitoring, change and improvement over time. Measures to move the AMP towards a higher level of management and efficiency are outlined below.

- Continue introducing the assets to recognised industry standards of asset management from NZ Asset Management Support (NAMS) in line with the International Infrastructure Management Manual (IIMM).
- Set up robust systems for capturing data that measure level of service performance, and incorporating this data into the information system (Infor).
- Develop a more robust framework and methodology for the identification of critical assets, and integrate criticality into the ongoing operation, maintenance, renewals and capital programme.
- Develop high level strategy work to help determine future capital investment needs across the wider region.
- Provide more information in future AMP asset inventories e.g. age, condition.
- Improve management of information relating to hard surfaces.
- Improve linkages to other AMPs.
- Expand sustainable practice throughout parks and reserves activity.
- Consider developing an AMP that includes all Parks and Recreation Facilities (combining the Parks and Reserves AMP and the park facilities component of the Property and Facilities AMP) with other Council property assets sitting in a separate plan.
- Consider developing an AMP for all of Saxton Field, including facilities, to be jointly produced by the Tasman and Nelson councils.
- Develop more accessible systems e.g. centralised condition information across all parks.
- Investigate reporting processes and procedures from Infor and maintenance contractors to ensure that the appropriate levels of service and asset management reporting is available.
- Continue to improve asset information, e.g. including irrigation, turf types and mountain bike grades in GIS, and improve data capture processes

- Provide better guidance within renewal budgets to guide the Operations Team in terms of priorities.
- Improve focus on level of service development and monitoring. A first step has been undertaken in that levels of service have been reviewed to ensure measurability and target relevance.
- Improve environmental and user monitoring e.g. trail and reserve use, key species.
- Document an inventory of relationship arrangements between Council and sporting codes.
- Provide better information on sportsground lighting condition and ownership.

# 1. Introduction (why we need a Plan)

## 2.1 Background

### 2.1.1 Purpose of the Plan

An Asset Management Plan (AMP) establishes levels of service for assets and activities in the most cost effective manner for present and future customers. It achieves this by assessing trends and forecasting future demand and seeks to demonstrate responsible management, communicate and justify funding requirements and show compliance with regulatory requirements.

The purpose of this AMP is to guide Nelson City Council in its provision and management of parks and reserves to achieve the following objectives:

- To provide open space including sport and recreational opportunities for the city at a level and of a quality which meets the needs of the present and future community
- To provide services in the most cost effective manner and to ensure standards of provision are sustainable over time
- To assist Council in achieving its community outcomes.

Although this Plan is described as an Asset Management Plan it is inclusive of not merely the assets but also references the activities and services in and around the assets. Although it is often the activities that contribute directly to community outcomes, the two, the activity and the asset often go hand in hand. It is not always essential for Council to own the asset to meet the needs of the activity. In some cases such as the provision of city backdrop, this need can be met through provisions in the Nelson Resource Management Plan or through covenants or other agreements.

Asset Management Plans are normally reviewed every three years. This Plan will be reviewed in 2020 to align with the Nelson Long Term Plan process, with implementation beginning in July 2021.



Figure 8: Grampians Reserve

### 2.1.2 Relationship with other planning documents

The key documents this Plan relates to include:

- Nelson 2060
- Iwi Management Plans
- the Nelson Resource Management Plan and Regional Policy Statement (presently under review through the Nelson Plan project)
- the Nelson Land Development Manual 2010
- Long Term Plans, Annual Plans and Annual Reports
- other Asset Management Plans, particularly the Property and Facilities AMP
- Reserve Management Plans
- Bylaws, particularly the Urban Environments Bylaw, Control of Dogs Bylaw and the Freedom Camping Bylaw
- Council strategies including the *Out and About – On Tracks* strategy, Tasman Nelson Regional Pest Management Strategy (and Draft Regional Pest Management Plan), Nelson Biodiversity Strategy and the Infrastructure Strategy.

### 2.1.3 Infrastructure assets included in the Plan

The services and facilities delivered to the community by Council's network of open spaces provide a varied range of benefits. This Plan includes all of the city's Public

Gardens, Neighbourhood Parks, Sportsgrounds, Conservation Reserves, Landscape Reserves and Esplanade and Foreshore Reserves. In addition it includes focus areas on play facilities, trees, and walking and cycling.

The following items are not included in this Plan. They relate to the provision of parks and reserves activities but are included in the Property and Facilities Asset Management Plan:

- cemeteries and the crematorium
- camping grounds
- community centres and halls
- swimming pools
- buildings and other significant property assets such as toilets, changing facilities and bridges
- the Trafalgar Centre and Trafalgar Pavilion
- the Marina
- production forests

The key exception to the above exclusions is Saxton Field. All of these assets, including Saxton Stadium and Saxton Oval Pavilion, are included within this Plan. Funding for Saxton Field is split between the Tasman and Nelson councils, and keeping all assets together enables practical reference to the entity as a whole.

#### **2.1.4 Key partners and stakeholders**

Council's iwi partners have a particular interest in how Council manages some of its open space assets. For this reason Council engages with iwi on all new reserve management plans, which are the plans that set out how Council will manage its groups of parks and reserves. This Plan also provides for controlled cultural harvest by iwi of traditional materials. Iwi management plans express the importance of using Te Reo Māori, and increasing efforts are being made through reserve naming and bilingual signage to maximise everyday use of te reo Māori while acknowledging original place names and areas of cultural significance.

Stakeholders include parks users, recreational representation groups (including formal sports codes as well as other reserve users such as walking groups and clubs such as the Nelson Mountain Bike Club), schools, event organisers, leaseholders and concessionaires, volunteer community groups (e.g. Friends groups and trapping or planting groups) and other Government agencies in particular the Department of Conservation. Resident groups and neighbouring properties are considered stakeholders when developments occur in nearby reserves.

#### **2.1.5 Organisation structure**

The Parks and Facilities team sits within the Community Services group at Council. Council employs a Manager Parks and Facilities, below which sits an asset management team and two operations teams (one for parks and one for facilities). These teams are led by a Parks and Facilities Asset Manager, Team Leader Parks and Team Leader Facilities respectively.

Maintenance and some renewal work are carried out by external contractors. More significant renewals and capital work is managed by the Council's Capital Projects team, where physical works are also generally outsourced.

## **2.2 Goals and Objectives of Asset Ownership**

### **2.2.1 Reasons and justification for asset ownership**

Council owns and manages its open space assets because of the degree of public benefit derived from the provision of parks and reserves and the need to ensure continued free public access. There are also a number of other providers of open space and recreation areas, such as schools and the Department of Conservation, whose role has been taken into account when setting levels of service for Council.

### **2.2.2 Links to organisation vision, mission, goals and objectives**

Councils are required by the Local Government Act 2002 to have community outcomes, which are a statement of the goals Council is working to achieve in meeting the current and future needs of our community.

Levels of service within this Plan have been developed with the objective of assisting Council in achieving the community outcomes by:

- maintaining a beautiful natural environment within our city
- providing a wide range of healthy, accessible and safe recreation opportunities that meet community needs and improve wellbeing
- ensuring open space assets are well planned and accessible
- managing our open space resources in a sustainable manner and protecting and enhancing important assets, such as the heritage and biodiversity present in our reserves, for future generations.

### **2.2.3 Plan framework and key elements of the Plan**

This Plan is presented in three broad sections.

The first section covers matters that traverse all or most of open space within Nelson. Assets such as lighting and hard surfaces are addressed and commonalities regarding maintenance and renewals across the city discussed.

The second section addresses focus areas, which are generally the various reserve categories as well as some other high interest activities such as walking and cycling, and playgrounds. The focus areas are grouped as follows:

- Parks
  - Public Gardens
  - Neighbourhood Parks
  - Play facilities
  - Trees

- Walking and Cycling
- Sports facilities
  - Sportsgrounds
  - Saxton Field
  - Saxton Stadium
  - Saxton Oval Pavilion
- Conservation
  - Conservation Reserves
  - Landscape Reserves
  - Esplanade and Foreshore Reserves

The third section provides financial information for the ten years 2018-2028.

For ease of reference all the levels of service are grouped together in a single table following the introduction.

### **2.3 Asset Management Maturity**

Asset Management is recognised as a critical component of Infrastructure Management globally and this sector has benefited from initiatives to formalise the practice of asset management since November 1996. The Association of Local Government Engineering New Zealand (Inc.) and the Institute of Public Works Engineering of Australia have led the development of the International Infrastructure Management Manual (IIMM) that forms the basis of Infrastructure Asset Management Practices at Nelson City Council.

The International Infrastructure Management Manual (IIMM) provides an Asset Management Maturity Index. The Nelson City Council Asset Management Policy sets the level of maturity per activity. Refer to the Plan Improvement and Monitoring – Status of Asset Management Practices section of this Plan for details about this activity’s current maturity status and target levels of maturity.

## 2. Levels of Service

Asset Management Plans set out the level of service Council seeks to provide the community for the respective activity.

Levels of service are the standards Council aims to meet when providing a facility or service in support of community outcomes. They are the measurable effect or result of a Council service, described in terms of quality, quantity, reliability, timelines, cost or similar variables.

It should be noted that levels of service are not intended as a formal customer contract, rather, Council's responsibility is initially to aim to achieve these levels and then to achieve them more cost effectively through a process of improvement where it can be met within current budgets.

This section defines the levels of service provision for the Parks and Reserves activity, the current performance, and the measures and targets by which these will be assessed. Performance measures that are included in the Long Term Plan are reported on annually, through the Annual Report. In addition to these measurable targets the focus areas within this Plan describe broader expectations for those areas, drawing on NZ Recreation Association (NZRA) guidance where relevant and referring to other documents where established policies can also set expectations around service provision (e.g. Reserve Management Plans or the Land Development Manual). Appendix 5 of this Plan summarises development standards and highlights any gaps.

Council uses the Significance and Engagement Policy to determine the level of engagement required for a particular issue e.g. levels of service change.

### 2.4 Customer Research and Expectations

While the Long Term Plan consultation process incorporates the levels of service associated with the Parks and Reserves activity, Nelson City Council has also undertaken a range of consultation processes in the past specifically targeted at gathering information on preferred levels of service or the extent of infrastructure that Council has/will be required to install. The extent of the historical and additional proposed consultation is detailed in Table 5 below.

Table 5: Historical and proposed consultation

Consultation Processes	Date/Frequency	Reasons for Consultation	Extent of Consultation	Applicable to which Customer Value
<b>Historical and Proposed</b>				
Heart of Nelson	2009, one off	Community expectations for city centre.	Public feedback sought through a range of means	Sustainability Responsiveness
Residents' Survey	Most years since 1998	Rate satisfaction with services provided by Council.	300-400 residents surveyed by telephone.	Responsiveness
Long Term Plan	Every 3 years	Legislative requirement of Local Government Act 2002.	Public, business and industry submissions invited. Advertising in local papers and website.	Sustainability Reliability Capacity Responsiveness

Consultation Processes	Date/ Frequency	Reasons for Consultation	Extent of Consultation	Applicable to which Customer Value
Annual Plan process	Each year that changes to the Long Term Plan are proposed	Legislative requirement of Local Government Act 2002.	Public, business and Industry submissions requested. Advertising in local papers and website.	Sustainability Reliability Capacity Responsiveness
Reserve Management Plan process	Whenever engaging on plans	As required under Local Government Act 2002/ Reserves Act 1977.	Submissions requested. Advertising in local papers and website.	Reliability Capacity Responsiveness
Non-regulatory strategy and plans	Whenever engaging on plans	To seek community input into proposed strategy/policy.	Feedback requested. Advertising in NCC publications and website.	Dependent on strategy or policy

### Residents' Survey

The purpose of the Residents' Survey is to get statistically representative resident feedback on Council performance which is used to report on performance measures and identify areas for improvement.

Nelson City Council has been conducting annual surveys of residents since the late 1990s, covering a range of topics. Where possible, questions are repeated to enable comparisons over time. Council's current approach to annual residents' surveys is to run a long (20 minute) survey every three years, timed for the year before the Long Term Plan (LTP), for example, 2017. This allows a wider range of topics to be covered to inform LTP decision-making. In the intervening years, such as in 2016, shorter surveys (up to 10 minutes) are undertaken. These focus on collecting data to report on LTP performance measures and to inform Asset and Activity Management Plans.

Each year the survey asks respondents for their satisfaction across Council activities, and the Parks and Open Space activity has consistently been rated highly, with a 10% increase in satisfaction since 2010. In 2016 the survey changed the way the question was asked, and stopped asking about *Parks and Open Space* independent of *Recreation and Leisure*, with the 2016 survey simply asking about 'Parks and Recreation'. Figure 9 tracks resident satisfaction with Parks and Open Space up until 2014, and with Parks and Recreation until 2016 (with the previous years showing the average result across both questions).

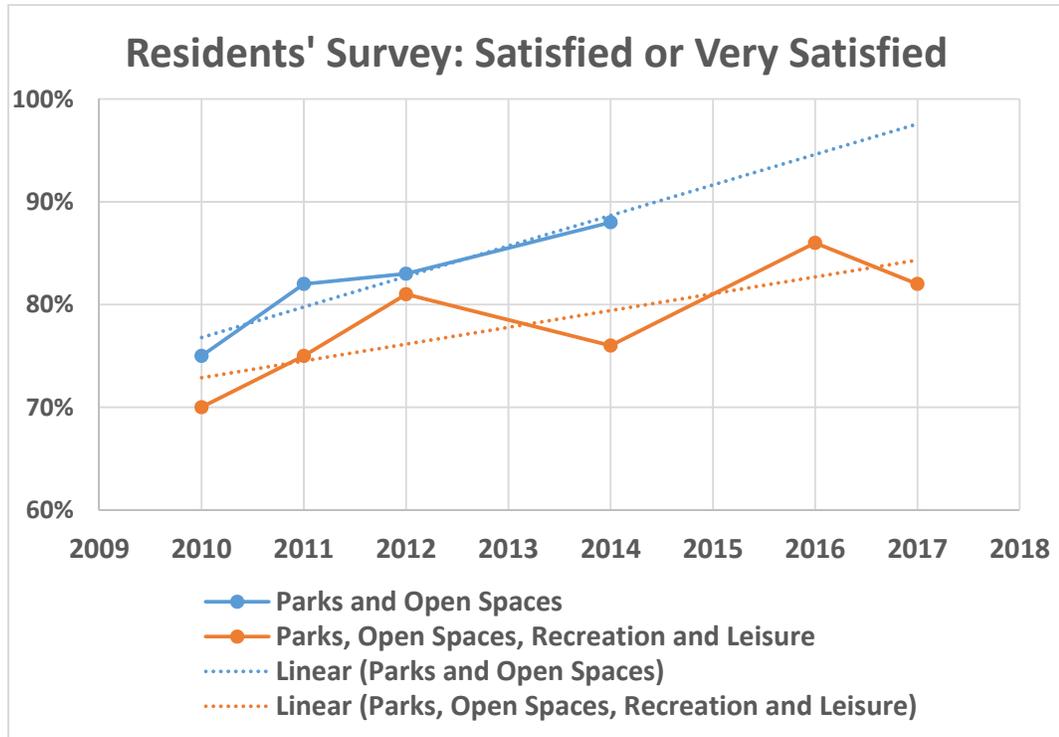


Figure 9: Resident satisfaction with Parks and Recreation

**2010 Residents' Survey**

The 2010 survey recorded 75% of resident as satisfied or very satisfied, and asked a number of questions about the use of public gardens and local parks. Four out of five respondents indicated that they visited their local park and that the park was less than a 10 minute walk away from their home. Slightly less than half of respondents who visit their local park do this on a weekly basis or more often. Walking and use of playgrounds are the main reasons for visiting the local park. Other reasons are to enjoy nature, and for botanical interest. Almost all respondents stated that it would matter to them if local parks weren't there. The majority stated that they would be prepared to walk anywhere between six and 30 minutes from their home to visit a park.

**2012 Residents' Survey**

The 2012 survey recorded 83% of residents as satisfied or very satisfied with parks, but did not ask any further questions in relation to the activity.

**2014 Residents' Survey**

Eighty eight per cent of residents were satisfied with parks and open spaces. Stoke residents were more likely to be dissatisfied with parks and open spaces (7% compared to 3% of all respondents), while residents aged over 65 were more likely to be very satisfied with parks and open spaces (48% compared to 37% of all respondents). Dissatisfaction responses were not coded due to small base sizes but responses included aspects such as poor maintenance, not enough parks for children, and dogs at the parks.

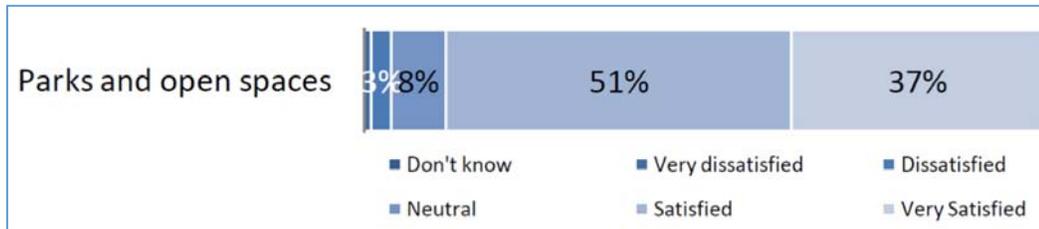


Figure 10: Resident survey satisfaction with Parks and Open Spaces (2014)

The 2014 survey asked questions specific to playgrounds. Sixty two per cent of Nelson residents had used playgrounds and play equipment in the area. Playground users were asked if they were in favour of or opposed to a range of different types of playground equipment. Traditional equipment received the strongest level of support, with 89% of playground users in favour (26%) or strongly in favour (63%) of this type of equipment. Eighty three per cent were in favour (27%) or strongly in favour (56%) of modern equipment, and 77% were in favour (28%) or strongly in favour (49%) of natural equipment. These results are discussed further in the focus area on play facilities (Section 6.3).

### 2016 Resident’s Survey

The majority of residents are satisfied (48%) or very satisfied (38%) with parks and recreation (86% total). Comparisons to previous years are indicative only, as in previous years this was asked as two questions about parks and open spaces, and recreation and leisure. Compared to results from 2014, there has been a 10% increase in satisfaction. Indicative comments for reasons for dissatisfaction with parks and recreation pertain to dissatisfaction with Council decisions around spending and maintenance of park and recreational facilities.

The 2016 Residents’ Survey was conducted by Versus Research in May 2016<sup>6</sup>.

### 2017 Resident’s Survey

The majority of residents (82%) are satisfied (45%) or very satisfied (37%) with parks and recreation, including gardens, sportsgrounds, sports venues, pools, playgrounds and reserves. A further 11% are neither satisfied nor dissatisfied, and 6% are dissatisfied (4%) or very dissatisfied (2%). One per cent of residents were unsure how to answer this question. These results remain fairly similar to last year’s survey results.

## 2.5 Strategic and Corporate Goals

Councils are required by the Local Government Act 2002 to have community outcomes, which are statements of the measures of success that Council is working to achieve for the community. Council’s community outcomes are set out in the Long Term Plan 2018–2028.

The community outcomes relevant to the parks and reserves activity are listed in Table 6.

<sup>6</sup> Survey conducted by Versus Research involved a phone survey of 400 randomly selected Nelson residents. Overall results have a maximum margin of error of +/-4.8% at the 95 percent confidence interval, meaning 95% confidence the results are true of all Nelson residents, give or take 4.8%.

Table 6: Community outcomes relevant to parks and reserves.

<b>Community Outcome</b>	<b>How this Council activity contributes to the outcome</b>
<p>Our unique natural environment is healthy and protected</p>	<p>Parks and Reserves have a key role in improving the health of waterways through riparian planting which filters nutrients, reduces river water temperature and helps to control erosion from coastal and river processes.</p> <p>Pest and weed control programmes help to protect and enhance our biodiversity, including in the ultramafic zone where a number of species endemic to the region occur. The Nelson City Council’s policy is to use the least toxic chemical necessary to destroy unwanted weeds and organisms. All chemical applications are carried out by Growsafe certified staff.</p> <p>Council manages some land as Landscape Reserves, to protect and enhance the City’s unique backdrop.</p> <p>Over 10,000 hectares of backcountry is managed by Council, much of it in native forest and accessible for walking, running and mountain biking.</p>
<p>Our urban and rural environments are people-friendly, well planned and sustainably managed</p>	<p>Council strives to ensure reserves acquired through subdivision are appropriately located, well connected and on suitable land.</p> <p>Council leverages off the region’s favourable climate and provides well distributed play equipment across the city, and continues to develop cycling and walking connections across and through our reserves.</p>
<p>Our infrastructure is efficient, cost effective and meets current and future needs</p>	<p>High quality playing surfaces and facilities are integral to attracting national and international sporting events, which require a sound condition assessment and renewal programme to reduce whole of life costs.</p> <p>Hard surfaces are developed and monitored using industry best practice. A priority through this Plan will be incorporating road assessment and maintenance management.</p>
<p>Our communities have access to a range of social, educational and recreational facilities and activities</p>	<p>A wide range of healthy, accessible and safe recreation opportunities are provided that meet community needs and improve wellbeing.</p> <p>Council’s reserves support a wide range of sports and recreation facilities for all ages, including youth and older residents. We protect, enhance and interpret Nelson’s human heritage and historic sites.</p> <p>Use of reserves for community events is encouraged, such as the blossom festival and race unity day.</p>

<b>Community Outcome</b>	<b>How this Council activity contributes to the outcome</b>
Our Council provides leadership and fosters partnerships, a regional perspective, and community engagement	<p>The Council's Parks team works with a range of Trusts, Clubs, Codes and Community Groups and often undertakes development through co-funding agreements.</p> <p>Saxton Field continues to be developed in partnership with Tasman District Council.</p>
Our communities have opportunities to celebrate and explore their heritage, identity and creativity	<p>Many of Council's reserves have significant heritage value including the Queen's Gardens, other Public Gardens which include historic houses, and the Brook Conservation Reserve which has important pakohe (argillite), copper and chromite mine workings, the route of the country's first railway line and Nelson's first municipal water supply.</p> <p>Council reserves provide venue for a range of festivals and events that showcase the region's creativity, often in a unique setting.</p>
Our region is supported by an innovative and sustainable economy	<p>Quality reserves and recreation opportunities enhance quality of life, and thus forms a key part of making Nelson a better place, which in turn encourages new residents to the region.</p> <p>Council recognises the importance of activities that use reserves for generating tourism and encouraging settlement in the region. Parks have a key role in providing venues and other support for recreational and sporting opportunities, from formal developments at Saxton Field to support for entities such as the Nelson Mountain Bike Club.</p>

## 2.6 Legislative Requirements

The legislative requirements form the minimum level of service, as Council is required to comply with these. The Parks and Reserves activity is influenced by a number of legislative requirements. Key enactments are described below (a more extensive list of statutes and policies affecting parks and reserves is provided in Appendix 3).

### **The Local Government Act 2002**

This Act defines the purpose of local authorities as enabling local decision-making by and on behalf of the community, and gives local authorities the power of general competence. The Nelson City Council is a local authority established under the Local Government Act 2002 (the Act) with its purpose and responsibilities set out in the Act, in particular: 10(1)(b), 10(2) and 14(1)(h).

### **Resource Management Act 1991**

The Nelson Resource Management Plan (NRMP) is the document that regulates both district and regional activities under the RMA, which is presently under review

through the Nelson Plan project. Council seeks to operate the current network in alignment with the NRMP objectives and policies. Council holds a range of resource consents for both global and site specific activities. Examples relate to weed control, groundwater takes and maintenance of protected trees. A full list of resource consents requiring monitoring that relate to the Parks and Reserves Network is provided in Appendix 10.

### **Reserves Act 1977**

The Reserves Act 1977 has three main functions. These are:

- preserve and manage (for the benefit and enjoyment of the public) areas possessing some special feature, or values such as recreational use, wildlife, landscape amenity or scenic value
- preserve representative natural ecosystems or landscapes and the survival of indigenous species of flora and fauna
- preserve access for the public to the coastline, islands, lakeshore and riverbanks and to encourage the protection and preservation of the natural character of these areas.

The Act requires Council to prepare reserve management plans for all reserves classified under the Act. Reserve management plans outline Council's general intentions for the use, development, maintenance, protection and preservation of its reserves through a series of policies and objectives. Full public consultation including with iwi/Māori is required. This process sets the authority for the setting of the Levels of Service.

A full list of existing and proposed Reserve Management Plans is included in Appendix 4.

### **Te Tau Ihu Settlement Acts 2014**

The Ngāti Kōata, Ngāti Rārua, Ngāti Tama ki Te Tau Ihu, and Te Ātiawa o Te Waka-a-Māui Claims Settlement Act 2014, Ngāti Apa ki te Rā Tō, Ngāti Kuia, and Rangitāne o Wairau Claims Settlement Act 2014 and the Ngati Toa Rangatira Claims Settlement Act 2014 (The Acts) provide statutory obligations for Council in respect to general decision making processes. The Acts are the culmination of Central Government's resolution of claims lodged by the eight iwi for redress of past wrongs and provides for Cultural, Relationship and Financial redress.

Statutory acknowledgments may impact works programmes within the Asset Management Plan and the eight iwi will potentially be considered as affected parties under section 95E of the Resource Management Act, which is provided for in the settlement legislation. The proposal to establish a Freshwater Advisory Committee under the settlement legislation has the potential to be an effective tool for achieving a forum to involve the iwi of Te Tau Ihu in the development of future asset management planning, infrastructure strategies and Long Term Plans.

### **Health and Safety at Work Act 2015**

Council must ensure the safety of the public and all workers (including contractors) when carrying out works.

## **Biosecurity Act 2012**

The role of regional councils (which NCC holds as a unitary council) is to undertake monitoring and surveillance of established pests and to prepare and implement regional pest management strategies.

Both NCC and TDC have resolved to prepare a new plan to replace the existing Strategy, and a regional Pest Management Joint Committee has been established to oversee this process. That Joint Committee considered the draft Plan Proposal on 2 August 2017 and decided to recommend it to their respective councils for public notification and submissions. The draft Plan is required in order to maintain access to Biosecurity Act powers to manage regionally significant pests, and is described further in Appendix 3.

## **2.7 Current Level of Service**

A review of levels of service has been undertaken in the development of this AMP. The Parks and Reserves Asset Management Plan 2015 describes an overall level of service, which is summarised as follows:

*Provide a network of parks and reserves throughout the city protecting and enhancing the natural environment and providing enjoyment, leisure and a range of informal, formal, passive and active recreation opportunities for both residents and visitors of all ages and abilities.*

This is closely aligned to levels of service recommended by the New Zealand Recreational Association (NZRA) and so is similar to those used by a number of other councils around the country. The measures associated with this level of service related to the amount of open space provided and resident satisfaction, which were achieved. While this statement remains relevant in the present Asset Management Plan, levels of service have been generally reviewed, with the overall number of measures reduced and many of the statements refined to ensure measurability and relevance.

A number of the 2015 levels of service related to regulatory compliance, which is an inherent requirement and not considered appropriate as levels of service. A number of other measures didn't clearly relate to the levels of service they sought to record. Current levels of service for parks and reserves activities are discussed in more detail in the focus areas.

## **2.8 Desired Level of Service**

The levels of service included in this Plan do not seek any significant increase or decrease in service, rather they aim to better quantify expectations in a measurable and reportable way, and ensure clear and transparent linkages between levels of service and measured targets.

The level of service statement described in Section 2.7 is still relevant, and Council remains committed to providing a parks network that protects and enhances the natural environment and provides enjoyment, leisure and recreation for all residents and visitors. The level of service for the overall network has been reworded to provide a level of service that meets or exceeds residents' expectations. This is still measured through the annual residents' survey with the same target of 80% satisfaction. Expected levels of service are discussed within the individual focus areas in this Plan, with specific agreed performance measures listed in the following table:

Table 7: Levels of service for parks and reserves 2018-28

Parks and Reserves network over all			Performance Targets				
Community outcomes	Level of service	Performance measure	Previous/ current	18/19 (Year 1)	19/20 (Year 2)	20/21 (Year 3)	21-28 (Yrs 4-10)
Our communities have access to a range of social, educational and recreational facilities and activities	Provide an overall level of parks and recreation service that meets or exceeds residents' expectations	Residents survey satisfaction with parks and recreation	Achieved since 2011 82% in 2017	80%	80%	80%	80%

Public Gardens			Performance Targets				
Community outcomes	Level of service	Performance measure	Previous/ current	18/19 (Year 1)	19/20 (Year 2)	20/21 (Year 3)	21-28 (Yrs 4-10)
Our urban and rural environments are people-friendly, well planned and sustainably managed Our communities have opportunities to celebrate and explore their heritage, identity and creativity	Public gardens provide a high quality visitor experience	Residents survey satisfaction with public gardens	New measure	80%	80%	80%	80%

Neighbourhood Parks			Performance Targets				
Community outcomes	Level of service	Performance measure	Previous/ current	18/19 (Year 1)	19/20 (Year 2)	20/21 (Year 3)	21-28 (Yrs 4-10)
Our urban and rural environments are people-friendly, well planned and sustainably managed Our communities have access to a range of social, educational and recreational facilities and activities	Sufficient open space is provided in the City	Hectares of Neighbourhood Park per 1,000 residents	1.7Ha (New measure)	1.7Ha	1.7Ha	1.7Ha	1.7Ha
	Neighbourhood parks are conveniently located	Percentage residential properties within 800m walking distance (approximately 10 minutes' walk) of open space <sup>7</sup>	99% (Amended measure <sup>8</sup> )	99%	99%	99%	99%

<sup>7</sup> Defined as Neighbourhood Park, Public Garden or Sportsground (excluding Trafalgar Park)

<sup>8</sup> A 500m radius was used in the 2015 Asset Management Plan. Council achieved 97% against this measure.

Play Facilities			Performance Targets				
Community outcomes	Level of service	Performance measure	Previous/current	18/19 (Year 1)	19/20 (Year 2)	20/21 (Year 3)	21-28 (Yrs 4-10)
Our urban and rural environments are people-friendly, well planned and sustainably managed Our communities have access to a range of social, educational and recreational facilities and activities Our region is supported by an innovative and sustainable economy	A range of playground experiences are provided in the City	Percentage new and renewed playground equipment that incorporates diversity in equipment type (modern, traditional, natural)	(New measure)	90%	90%	90%	90%
	Shade and seating is provided at playgrounds	Percentage of new and renewed playgrounds where shade and seating provision is considered	New measure	100%	100%	100%	100%
	Play facilities are conveniently located	Percentage of residential properties within 1,000m walking distance (approximately 15 minutes' walk) of a playground <sup>9</sup>	97% (New measure)	95%	95%	95%	95%

Trees			Performance Targets				
Community outcomes	Level of service	Performance measure	Previous/current	18/19 (Year 1)	19/20 (Year 2)	20/21 (Year 3)	21-28 (Yrs 4-10)
Our urban and rural environments are people-friendly, well planned and sustainably managed	Council maintained trees are well managed	Inspection frequency for Council managed urban trees	Reactive (New measure)	3 yearly	3 yearly	3 yearly	3 yearly

Walking and Cycling			Performance Targets				
Community outcomes	Level of service	Performance measure	Previous/current	18/19 (Year 1)	19/20 (Year 2)	20/21 (Year 3)	21-28 (Yrs 4-10)
Our communities have access to a range of social, educational and recreational facilities and activities	Walking and cycling tracks and trails are provided for a range of abilities	Commencement date for construction of specific Grade 2 trails	New measure	n/a	P59 Saxton wetland	P60 Branford North Side	P7 Boulder Bank (2022/23)

<sup>9</sup> Defined as having 3 or more pieces of play equipment

Sportsgrounds			Performance Targets				
Community outcomes	Level of service	Performance measure	Previous/current	18/19 (Year 1)	19/20 (Year 2)	20/21 (Year 3)	21-28 (Yrs 4-10)
<p>Our infrastructure is efficient, cost effective and meets current and future needs</p> <p>Our communities have access to a range of social, educational and recreational facilities and activities</p> <p>Our Council provides leadership and fosters partnerships, a regional perspective, and community engagement</p> <p>Our region is supported by an innovative and sustainable economy</p>	A sufficient area of sports grounds provided in the City to meet the needs of the community	Hectares of sports grounds per 1,000 residents	2.5ha	2.2-2.8ha	2.2-2.8ha	2.2-2.8ha	2.2-2.8ha
	Sportsground facilities are managed to meet the recreational needs of the community	Residents survey satisfaction with Sportsgrounds	(New measure)	85%	85%	85%	85%

Saxton Buildings			Performance Targets				
Community outcomes	Level of service	Performance measure	Previous/current	18/19 (Year 1)	19/20 (Year 2)	20/21 (Year 3)	21-28 (Yrs 4-10)
<p>Our infrastructure is efficient, cost effective and meets current and future needs</p> <p>Our communities have access to a range of social, educational and recreational facilities and activities</p> <p>Our Council provides leadership and fosters partnerships, a regional perspective, and community engagement</p>	Fit for the intended purpose	Council leased buildings exterior and essential services are maintained to condition rating as per target.	Achieved (Grade 3)	Grade 3	Grade 3	Grade 3	Grade 3
	Fit for the intended purpose	Council operated buildings on average are maintained to condition rating as per target.	Achieved (Grade 3)	Grade 3	Grade 3	Grade 3	Grade 3
	Fit for the intended purpose	Saxton Oval buildings support the NZC WOF for international matches.	New measure	100%	100%	100%	100%
	Saxton Stadium is well utilised	The Stadium usage rate achieve targets for hours used.	Achieved	1,450 hrs	1,450 hrs	1,450 hrs	1,450 hrs

Conservation Reserves			Performance Targets				
Community outcomes	Level of service	Performance measure	Previous/current	18/19 (Year 1)	19/20 (Year 2)	20/21 (Year 3)	21-28 (Yrs 4-10)
Our unique natural environment is healthy and protected Our communities have access to a range of social, educational and recreational facilities and activities Our communities have opportunities to celebrate and explore their heritage, identity and creativity	Conservation Reserves are managed to protect biodiversity values	Percentage of Conservation Reserve land being managed to reduce the impact of animal and plant pests <sup>10</sup>	93%	93%	94%	95%	95%

Landscape Reserves			Performance Targets				
Community outcomes	Level of service	Performance measure	Previous/current	18/19 (Year 1)	19/20 (Year 2)	20/21 (Year 3)	21-28 (Yrs 4-10)
Our unique natural environment is healthy and protected Our communities have access to a range of social, educational and recreational facilities and activities	Landscape areas that form the Nelson city centre backdrop are protected	Percentage of priority areas protected	Achieved	Maintain or increase beyond 2012/13 baseline			
	Weed species are controlled in Landscape Reserves	Percentage of Landscape Reserve land being managed to reduce the impact of plant pests	New measure	Year on year increase			

Esplanade and Foreshore Reserves			Performance Targets				
Community outcomes	Level of service	Performance measure	Previous/current	18/19 (Year 1)	19/20 (Year 2)	20/21 (Year 3)	21-28 (Yrs 4-10)
Our unique natural environment is healthy and protected Our communities have access to a range of social, educational and recreational facilities and activities	Esplanade and Foreshore Reserves are managed to protect and enhance ecological values	Number of additional riparian trees and shrubs planted annually on the Maitai Esplanade Reserve	Achieved	2,000	2,000	2,000	2,000

<sup>10</sup> Includes areas where active control is no longer required as the threat has been reduced, but surveillance programmes are in place.

Heritage and Culture			Performance Targets				
Community outcomes	Level of service	Performance measure	Previous/ current	18/19 (Year 1)	19/20 (Year 2)	20/21 (Year 3)	21-28 (Yrs 4-10)
Our communities have opportunities to celebrate and explore their heritage, identity and creativity	Iwi heritage is recognised in parks and reserves	Percentage of new reserves and renewed reserve naming signs identified with Māori name where one exists	Amended measure <sup>11</sup>	100%	100%	100%	100%

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<sup>11</sup> Signage also included in measure

### 3 Future Demand (Planning for the future)

#### 3.1 Demand Drivers

The key factors influencing demand for parks and reserves include population and demographic forecasts, visitor numbers and changes in recreation trends.

This information is primarily available from the Sport NZ Insights tool and Statistics New Zealand.

#### 3.2 Demand Forecasts

##### Population and demographics

The following information on Nelson’s population projections for the next 10 years is calculated using the Statistics NZ high series projections. Projections are not predictions and should be used as an indication of the overall trend, rather than as exact forecasts.

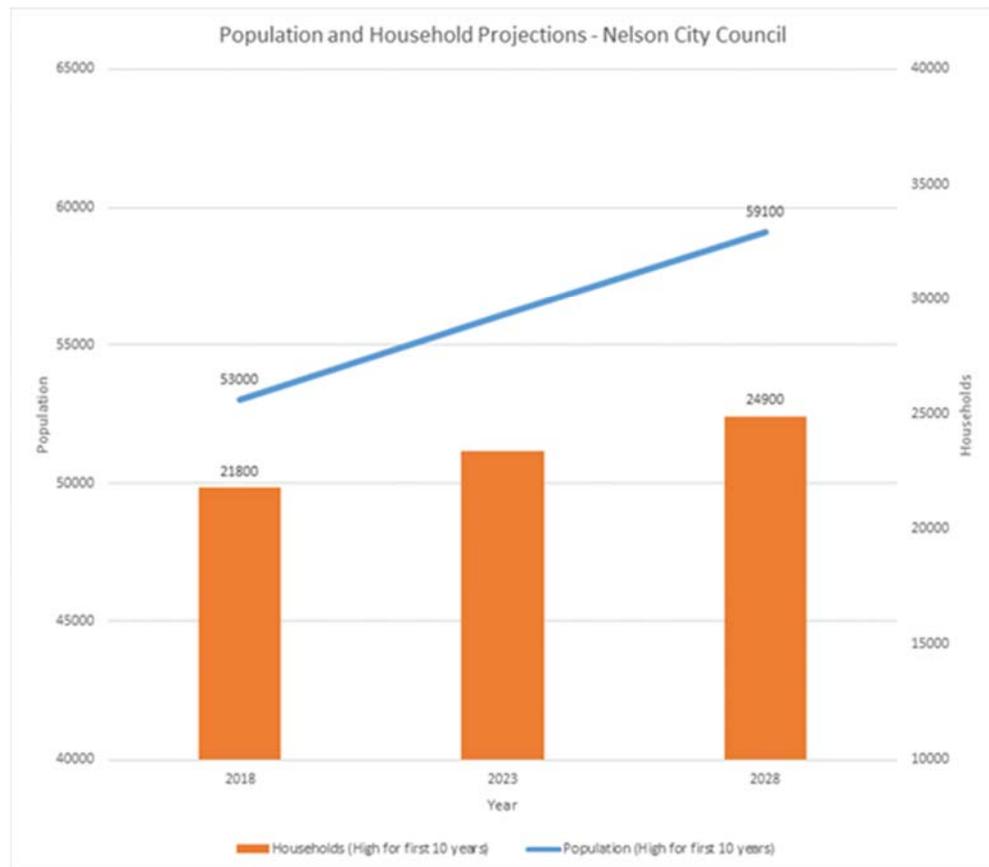


Figure 11: Population and household projections (high series), 2018-2048, Nelson (Statistics NZ)

Figure 11 shows that, under the high growth scenario, population is projected to increase by 6,100 residents between 2018 and 2028 and the number of households in Nelson will increase by 3,100 households between 2018 and 2028.

One of the key issues facing Nelson is the aging of its population. An aging in the population has a significant impact on what sort of services Council will be required to provide and the ability of future residents to pay rates.

Overall there is expected to be a trend towards smaller households with nearly all the growth being one-person households and couple-without-children households.

Figure 12 shows the projected trends for each age group from 2018-2028.

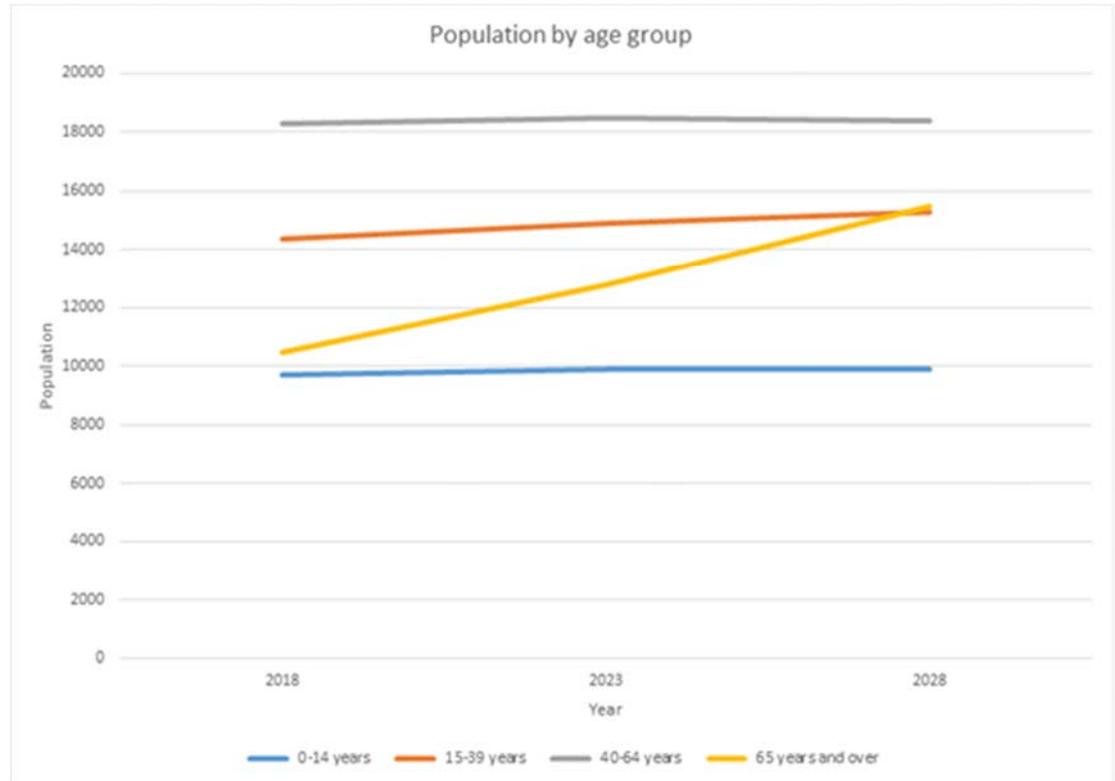


Figure 12: Population projections by age groups (high series), 2018-2048, Nelson

The proportion of the population aged under 15 years is expected to decrease from 18% in 2018, to 16% in 2028 and to 14% by 2048.

Three quarters of Nelson’s population growth and over half of the housing growth over the next 30 years is projected to be in Stoke, based on current information about available residential land. From 2031 there are expected to be more people living in Stoke than in the Nelson Central area.

Areas in Nelson (Nelson North, Nelson Central, Tahunanui and Stoke) are further divided into the following area units:

- **Nelson North:** Atawhai, Clifton, Glenduan and Whangamoa
- **Nelson Central:** Grampians, Toi, Washington, Britannia, Port Nelson, Broads, Kirks, Bronte, Trafalgar, The Brook, Atmore, Maitai, and The Wood
- **Tahunanui:** Nelson Airport, Tahunanui, and Tahuna Hills

- **Stoke:** Saxton, Ngawhatu, Langbein, Isel Park, Nayland, Maitlands, and Enner Glynn

Where relevant, these area units are referred to in the demand discussions within the individual focus areas of this Plan.

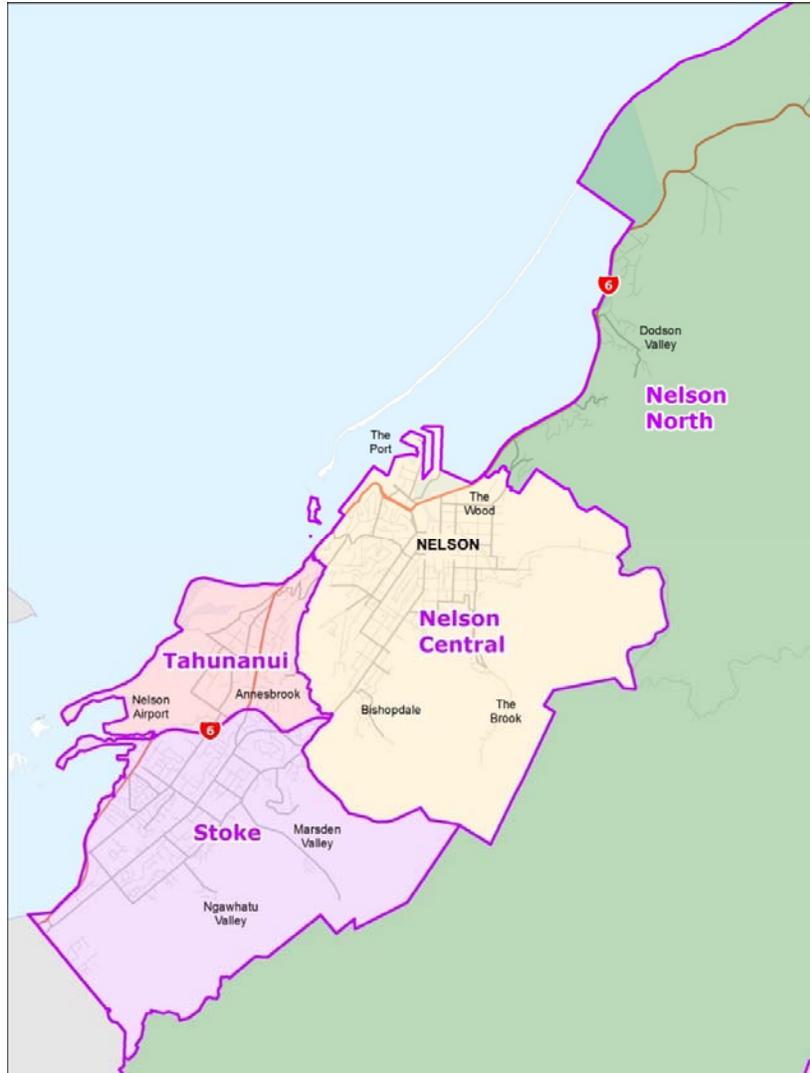


Figure 13: Nelson Areas used by Statistics NZ

The ethnic mix is also changing in Nelson with an expected increase in the proportion of Māori, Pacific and Asian residents<sup>12</sup>. The numbers of those identifying as Asian in particular are expected to more than double from 5% in 2013 to 12% in 2038. The proportion of those identifying as Māori is expected to increase by a third from 10% to 15%. Given many of Nelson’s recreational facilities cater to the wider region, it is noteworthy that Tasman District is also expected to see an increased proportion in Māori (from 8% to 13%), Pacific (1% to 3%) and Asian (2% to 4%) residents by 2038, although the increases are not as evident as in Nelson.

<sup>12</sup> Statistics NZ Subnational Ethnic Population Projections

## **Projected demand for urban development capacity**

The National Policy Statement for Urban Development Capacity (NPS-UDC) requires local authorities to ensure there is sufficient development capacity to meet demand plus an additional margin (Nelson is a medium/high growth urban area):

- in the short term (within 3 years) + minimum 20%
- medium term (3-10 years) + minimum 20%
- long term (10-30 years) + minimum 15%

The location of actual growth will depend on where there is capacity for residential growth (residential zoning and infrastructure servicing) and where development is feasible. Residential growth areas and the sequencing of urban development capacity in the short, medium and long term is outlined in Appendix 12.

## **Visitor numbers**

Visitors are also relevant to this activity, as they often seek out parks and reserves for recreation activities and to use facilities (e.g. toilets or playgrounds). Nelson is a popular destination with the domestic market over summer, particularly with families, and the Tahunanui Holiday Park is fully booked during peak times. The region is also popular with independent international tourists and during the 2016/17 summer season the region saw significant numbers of freedom campers, with up to 260 vehicles recorded per night in the Akersten Street site alone.

Between 2012 and 2017 the wider Nelson Tasman region received a steady increase in annual guest nights, from 1.2 million to nearly 1.5 million. The Commercial Accommodation Monitor (CAM), which shows a subset of total visitor numbers, reflected a similar pattern with visitor numbers rising 19% between 2009 and 2016 (a 16% increase in international visitors and 20% increase in domestic). International visitors make up around 36% of the total visitor numbers recorded in the CAM.

Regional projections are not produced by the Ministry of Business, Innovation and Employment but with international visitor arrivals forecast to reach 4.9 million by 2023 (a 39% increase from the 3.5 million in 2016)<sup>13</sup>, and New Zealand's population projected to reach between 5 and 5.5 million by 2025<sup>14</sup>, there is no reason to doubt this trend will continue.

An increasing trend is visitors coming to the region for sporting tournaments, which will increase as additional facilities at Saxton Field continue to come on stream. These visitors often travel to Nelson with families and are of great economic value to the region.

## **Recreation trends**

The Sports New Zealand Insights tool researches participation in recreation activity and produces expected participation rates for each region.

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<sup>13</sup> MBIE New Zealand Tourism Forecasts 2017-2023

<sup>14</sup> Statistics NZ National Population Projections: 2016-2068

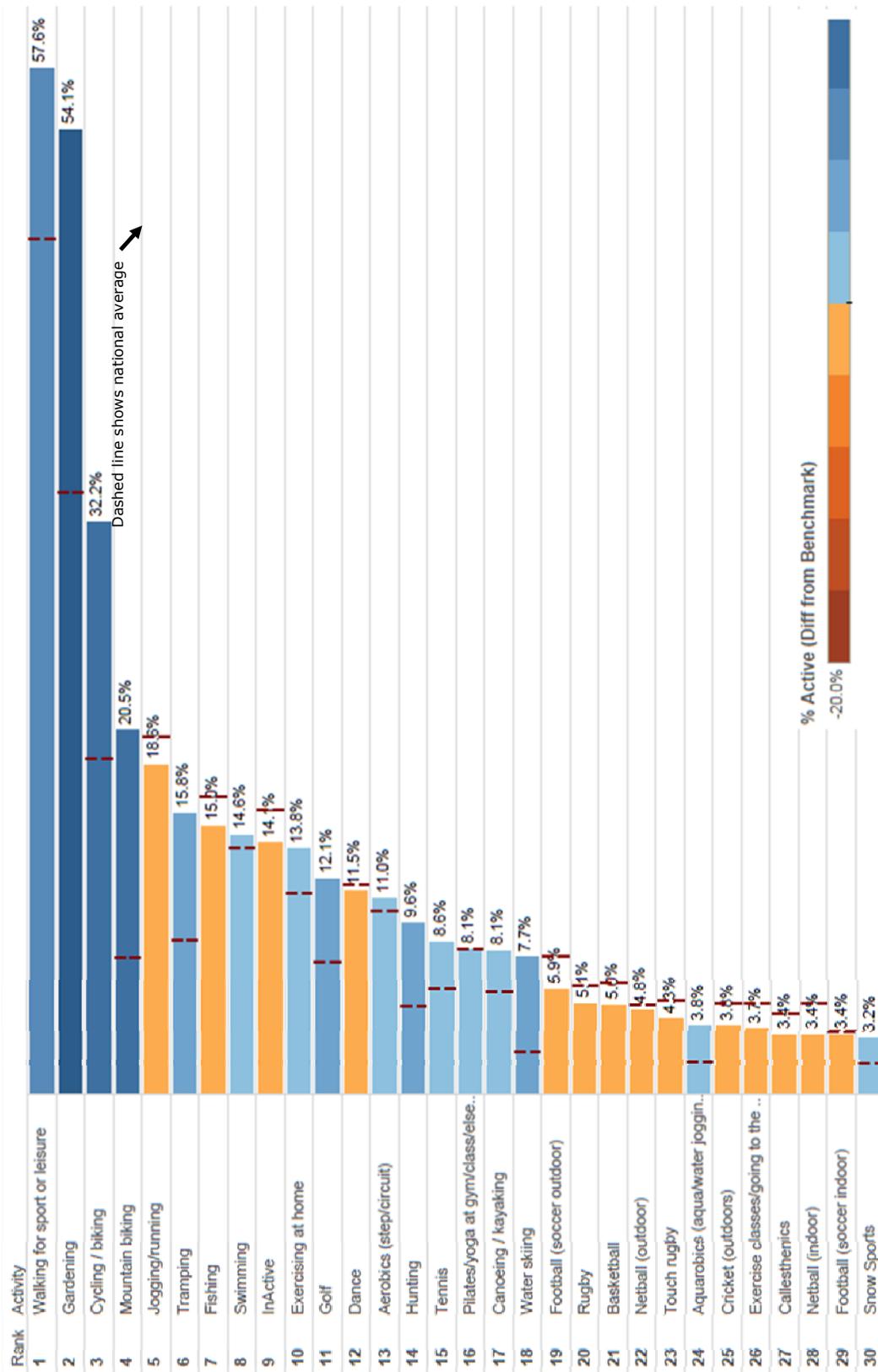


Figure 14: Top 30 expected participation activities for Nelson (Sport NZ Insights, 2017) Refer Appendix 9 for full chart.

Nelson is well above the national average for more informal activities, particularly walking and cycling, including mountain biking which is ranked fourth and where the region sees more than double the national average participation. Traditional codes such as rugby, football and cricket are below the average participation rates (with the exception of netball which is about average). The top 30 activities by participation rate are shown in Figure 14, with the full chart provided in Appendix 9.

Trend information was not available on the *Sport NZ Insights* tool for the Nelson region, however both the Tasman and Marlborough regions support the pattern of movement toward informal activities. The tool ranks activities against likely future participation over the next six months, and both councils showed above average results for informal pursuits such as walking and cycling, with traditional codes generally below average.

### **Submissions and feedback**

Council also gauges demand from the community through feedback and submission channels, for example engagement with reserve user groups and through more formal processes like the Annual Plan, Reserve Management Plan, Nelson Plan, and other non-regulatory strategies such as the Out and About strategies.

Some of the key themes have included:

- requests from sport codes and interest groups for specific facilities
- concern over control of weeds
- management of conflict between users on trails
- support or opposition for specific activities in reserves e.g. the Brook Waimarama Sanctuary, Natureland, Modellers Pond
- support for mountain biking and associated infrastructure e.g. trail head facilities.

### **3.3 Demand Impacts on Assets**

Various demand drivers influence the need for open space in different ways. For example Neighbourhood Parks are valued for their convenience, therefore as more households are developed new parks are required. Similarly play facilities are appreciated and receive better use when within walking distance, however the number of children in the catchment also needs to be assessed. Similarly, the recreation needs of different ethnic groups will need exploring as our society changes its demographic mix.

Nelson's ageing population means it will be important to consider the different functions open space may need to fulfil in the future. Issues such as accessibility, seating, shade and the range and type of recreational opportunities provided need to be considered.



*Figure 15: Outdoor gym equipment at Saxton Field*

This trend, together with the projected slowing of growth, means large investments need careful investigation through a business case lens to confirm that longer term demand exists, and ensure an element of flexibility within the asset. This is particularly important for large sporting investment, given national trends away from organised sport and local participation rates favouring more informal, independent pursuits. This is a matter included in the criteria used to evaluate requests from sporting codes, discussed further in the chapter relating to Sportsground capital investment (Section 6.6.4.5).

An ageing population has wider implications for the region, for example the financial impact of growing numbers of retirees with a proportionately smaller workforce. It is therefore important that Council balances consideration of these projections with the need to attract younger people to the region to live, work and play. To this end Nelson offers a wonderful environment to raise a family, and the region's parks and reserves have a key role in attracting new residents by promoting a high quality of life through its recreational opportunities. These include play and skate spaces, river and beach esplanades, walking and cycling trails (including mountain biking trails), off road access to schools, venues to attract sports tournaments and entertainment acts, and high quality amenities in proximity to those opportunities.

It is also important to look at the types of tourism Nelson attracts, as visitors provide important economic benefits to the region, and parks and reserves assets are often crucial to the visitor experience. Over the summer months visitor numbers result in a bustling city centre, when pressure is placed on facilities at Tahunanui Beach. In addition there is increased usage of cycling (including mountain biking) and walking trails. Visitors naturally seek out open space when travelling, engage in recreation activities and use facilities such as public toilets and playgrounds. The recent redevelopment of Rutherford Park presents a fantastic open space asset in close proximity to the CBD, and with the Nelson city centre largely empty of play opportunities Council plans to investigate options for a play space in this location.

### **3.4 Demand Management**

Responses to these demand drivers are discussed in each of the focus areas, and also in the Property and Facilities Asset Management Plan where demand impacts on facilities such as public toilets.

The main areas where non-asset solutions are employed are in Sportsgrounds, where demand and supply are carefully planned to maximise asset use. Altering booking times, increasing turf maintenance frequency and working across multiple facilities to support large events are all good examples where Council works to optimise the assets' capability.

Council also frequently partners with community groups, schools, other agencies and NGOs to carry out planting, litter collection and weed clearing programmes. This helps to address requests (and criticism) through submissions and other feedback, provides an efficient means of progressing necessary works and creates buy-in and ownership from the community.

Reserve Management Plans, together with non-regulatory plans and strategies provide guidance and policy in relation to open space. For example the *Out and About* strategies have helped address conflict on shared trails.

#### **Future parks strategy and policy opportunities**

For the Parks and Reserves activity, a gap exists between the Council's community outcomes and tactical documents such as this AMP. In addition to reviewing existing (and developing new) reserve management plans, the community would benefit from a high level parks and reserves strategy to guide future policy, plans and investment. This would provide clear objectives and expectations around matters such as sportsground provision and allocation, playground provision, floodlighting, signage, freedom camping and development of significant assets and facilities e.g. Trafalgar Park and Saxton Oval.

### **3.5 Asset Programmes to Meet Demand**

A variety of programmes are proposed to meet demand across the breadth of parks and reserves assets. This includes adding neighbourhood parks, developing new and existing reserves, enhancing weed control programmes, investigating options for additional and improved sporting facilities and working with a range of clubs and community groups. Details are provided in the Focus Areas in Section 6.

## 4 Lifecycle Management (How we provide the service)

### 4.1 Background Data

#### 4.1.1 Physical Parameters

Nelson's Parks and Reserves network occupies approximately 11,250 hectares, which represents over 25% of the total land area of the Nelson region, and over 97% of all Council-owned land. The reserves are grouped into six main categories based on their primary purpose. The following table details the types and current supply of open space in Nelson (refer Appendix 1 for a full inventory of reserves).

Table 8: Categories of parks and reserves in Nelson

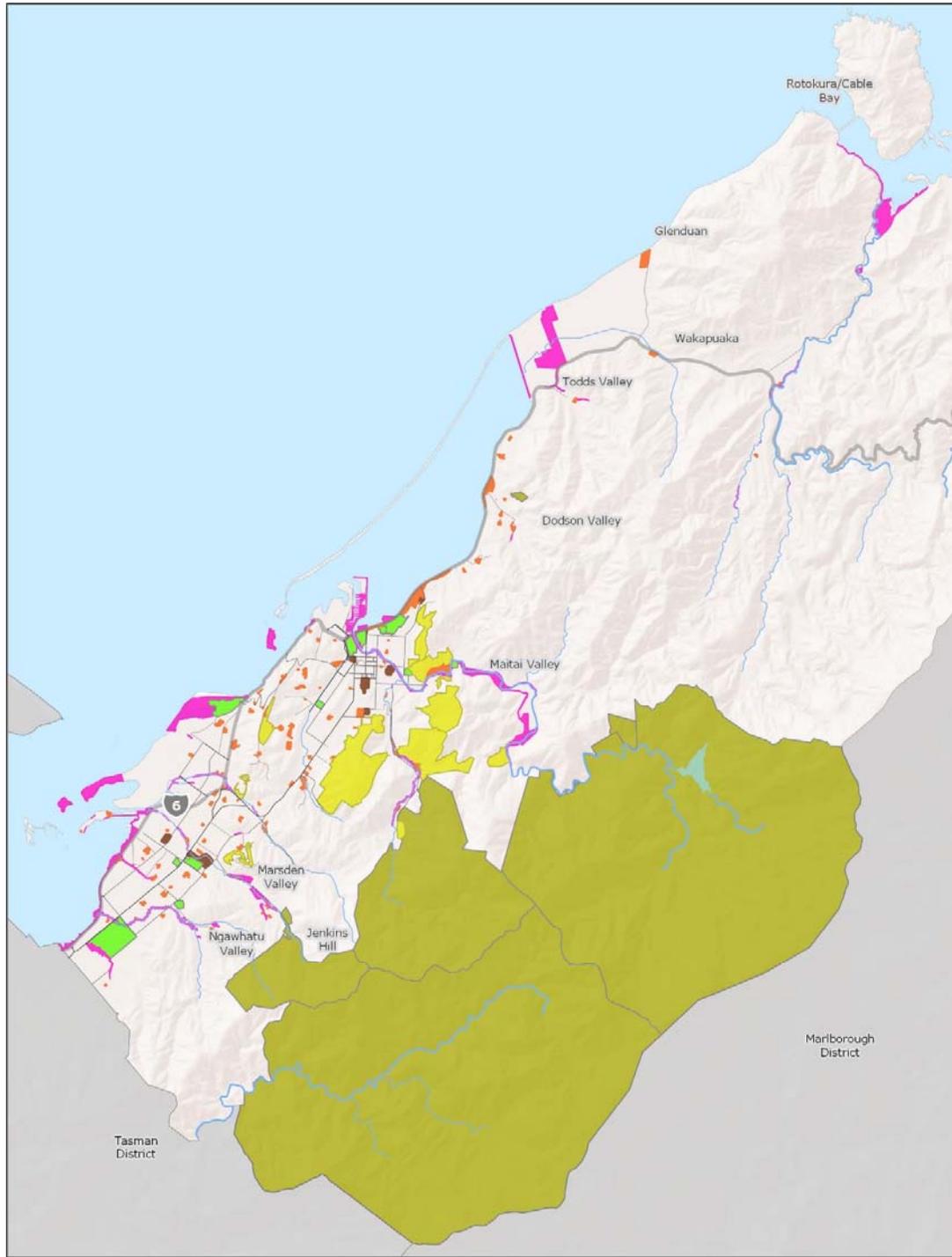
Category	Primary purpose	Number	Area
Public Gardens	Preserving heritage plantings, botanical display and accessible for passive recreation	7	18 ha
Neighbourhood Parks	Accessible informal recreation close to home, primarily for play and social interaction and enhancing the amenity of residential areas	98	83 ha
Sportsgrounds	Organised sports such as football, rugby, cricket, tennis, bowls and athletics and providing larger areas for informal recreation	12	121 ha
Conservation Reserves	Water supply catchment protection, biodiversity and heritage conservation, providing opportunities for informal recreation such as mountain biking and walking	6	10,269 ha
Landscape Reserves	Protecting the city's back-drop and landscape characteristics and providing high quality opportunities for informal recreation	12	461 ha
Esplanade and Foreshore Reserves	Protecting waterways and the coast, and providing ecological linkages and walking/cycling corridors between the city's open spaces	31	282 ha

In addition there are 83 walkway reserves, which cover a total of approximately 25 hectares.

This AMP includes a variety of assets within these reserves such as:

- hard surfaces such as roads, paths and car parks
- walking and cycling paths including mountain bike trails
- seating, signs, fences
- lighting
- sports and play equipment
- trees, shrubs and other planted areas.

Buildings and structures, with some exceptions, are managed through the Properties and Facilities Asset Management Plan, as are cemeteries and camping grounds. The Parks network across the region is shown in Figure 16. A summarised inventory of parks assets is included in Appendix 2.



The map is an approximate representation only and must not be used to determine the location or size of items shown, or to identify legal boundaries. To the extent permitted by law, the Nelson City Council, their employees, agents and contractors will not be liable for any costs, damages or loss suffered as a result of the data or plan, and no warranty of any kind is given as to the accuracy or completeness of the information represented. Nelson City Council information is licensed under a Creative Commons Attribution 4.0 International License, and the use of any data or plan or any information downloaded must be in accordance with the terms of that licence. For more information please contact us. Cadastral information derived from Land Information New Zealand. CROWN COPYRIGHT RESERVED.

**Parks and Reserves Network**  
Parks and Reserves Asset Management Plan

**Legend**

Conservation Reserve	Esplanade/Foreshore Reserve
Neighbourhood Park	Landscape Reserve
Sportsground Reserve	Public Garden

Nelson City Council  
te kaunihera o whakatū

June 2018

0 1 2 3 4 km

File Ref: A1998748  
SER: Original map size A4.

PO Box 645 Nelson 7040 New Zealand PH 03 5460200 www.nelson.govt.nz

Figure 16: Parks and Reserves Network

Parks asset data is stored in Council's Asset Information System (INFOR) which can also be accessed and analysed through the internal GIS system (nMap). A version of this GIS with reduced layers is accessible to the public at [www.topofthesouthmaps.co.nz](http://www.topofthesouthmaps.co.nz). Refer Appendix 6 for more information on the INFOR system.

Key Parks information groups in nMap relate to:

- park category e.g. Sportsground, Neighbourhood Park
- landscape e.g. garden, grassland, pathway etc.
- furniture
- tracks and trails
- other structures and appurtenances e.g. rubbish bins, barbeques, playground equipment, bridges, signs, lights, fences.

This information is continually updated and improved, and is registered based on management requirements so that staff and contractors have ready access to relevant information (e.g. condition rating) which can be inputted against specific items.

Council's provision of open space is unusual as it includes large areas of water catchment including the Maitai, Roding and Brook catchments. Without these backcountry areas Nelson's provision reduces from around 11,250 hectares to approximately 1,350 hectares which equates to 26.6 hectares per 1,000 residents. Yardstick, the national Parks benchmarking tool, recorded a national average of 20.9 hectares per 1,000 residents for 2017. However, comparisons with Yardstick are not straightforward given the inherent limitations within the various councils' data. These include fluctuations in calculation methods between organisations (for example if Nelson included all its Parks land including all of its backcountry the result would be 222 hectares/1,000 residents) as well as limited participation across local authorities. This is evident in the fluctuations in Yardstick results over recent years: the average was 19.3 Ha/1,000 residents in 2013, in 24.9 Ha in 2015 and 36.6 Ha in 2016. Perhaps the best means of evaluation is by looking at all four years' Yardstick results and comparing against an 'average of averages' which is 25.4 Ha, a figure similar to Nelson's non-water catchment result of 26.6 Ha. With that in mind, Nelson's overall provision of (non-backcountry catchment) parks is on par with the rest of New Zealand.

A description of the functionality of the INFOR Asset Management System is provided in Section 8.1 (Status of Asset Management Practices). Council's main user interface for asset information is via the nMap GIS system, and Operations staff are able to link directly to IPS8 from nMap to create work orders. The same data is also available for officers on a separate GIS web map system where the data tables can be filtered so that specific information can be displayed or exported, for example just rubbish bins, or only Landscape Reserves (see Figure 17).

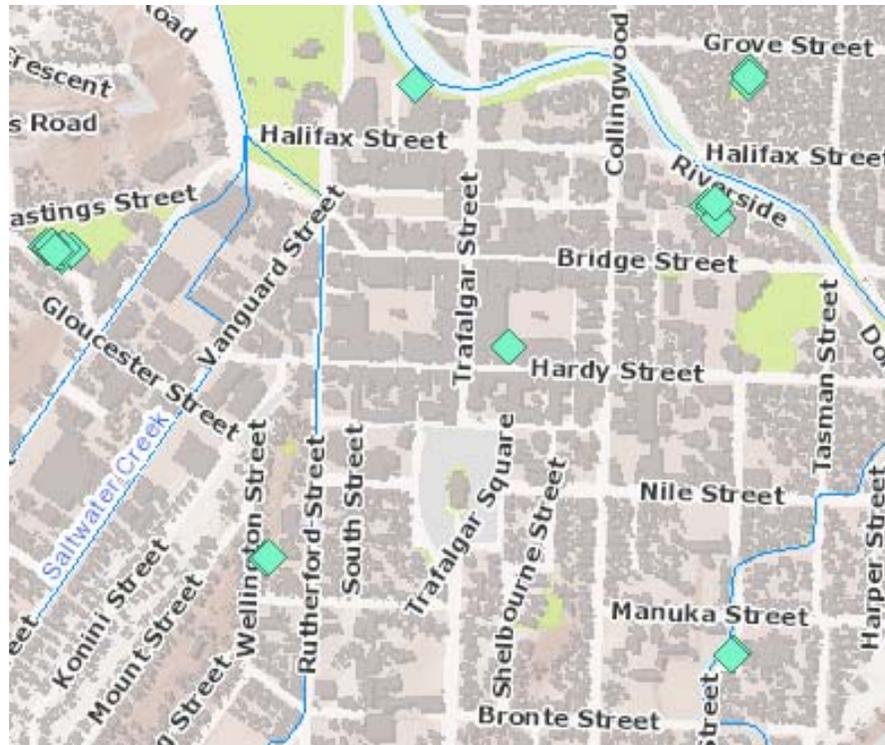


Figure 17: Example from the internal web map: play equipment near the City centre

#### 4.1.2 Asset capacity/performance

Usage and capacity vary considerably across the different park categories, which have very different consumer needs (e.g. play facilities, Sportsgrounds, Esplanade Reserves). This is therefore discussed further in the focus areas.

#### 4.1.3 Asset condition

Council has a scheduled programme of condition assessments for parks and reserves assets. Assets are divided into groups according to the potential level of risk they present and the size of investment involved. These groups are summarised as follows:

- Level 1: Buildings and major structures, (now included in the Properties and Facilities AMP) and play equipment
- Level 2: Minor structures, retaining walls and paved roads/paths
- Level 3: Unpaved roads/car parks/paths, firebreaks, boat ramps, fountains, ponds
- Level 4: Signs, park furniture, fencing, sports field equipment, bike stands, drinking fountains
- Level 5: Trees, planted areas, sites with natural or historic values.

The frequency and degree of detail for assessments is determined by this hierarchy and statutory requirements, and is detailed in Appendix 8.

Level 1 assets have a relatively intensive programme of assessments including external Independent Qualified Person checks (IQP) whereas Level 4 or 5 assets may rely on maintenance contractor assessments, and renewals may be carried out on a reactive basis, for example where a litter bin is

vandalised. Results of condition assessments inform work programmes and renewals/replacement scheduling.

The table below shows the grading used to assess all Parks and Reserves assets. Assets are generally maintained to a level 3 or better condition.

*Table 9: Grading used to assess parks and reserves assets*

Grade	Condition	General Meaning
0	Non Existent	Asset absent or no longer exists.
1	Excellent	Sound physical condition. No work required.
2	Good	Acceptable physical condition; minimal short term failure risk but potential for deterioration. Only minor work required (if any).
3	Average	Significant deterioration evident; failure unlikely in near future but future deterioration likely. Work required but asset is still serviceable.
4	Fair	Failure likely in short term. Substantial work required in short term, asset barely serviceable.
5	Poor	Failed or failure imminent / safety risk. Major work or replacement required urgently.

Where available, asset condition information is described within the individual focus areas. Some assets however are common across most parks so are best discussed collectively, and these are described below. Generally park furniture is not required to be regularly assessed as for this size of asset (level 4) there is no requirement for an extensive condition assessment programme other than via regular two monthly maintenance contractor checks and replacement of items as needed.

However, an assessment has recently been carried out for a number of Level 4 assets. Condition information is recorded in INFOR, and summarised results for fences, seating, signs and rubbish bins assessed between 2014 and 2017 follows.

#### **Fences and barriers**

The majority of the 2,000 fence records are in average condition (82%), with 3.9% in above average condition and 2.3% below average and 11.6% are recorded as unknown.

#### **Park seating**

80% of seating was recorded in average condition, 13.6% above average (including 11.6% in excellent condition) and less than 1% in below average condition, while 5.6% of the 1,064 records were shown as unknown.

#### **Park signs**

An assessment of Council's 214 Parks and Reserves signs showed 64% in average condition and 16.4% above average, 2.3% were below average, with 17.3% unknown.

Of those signs, 90 are interpretation signs. 80% of these were in good or excellent condition with 8% in poor condition.

Opportunities are explored at the time all signs are created or renewed to incorporate Te Reo Māori into signage.

#### **Rubbish bins**

Almost all (99%) of Parks and Reserves rubbish bins that were assessed were in average or better condition, with 17.7% recorded as excellent. Less than 1% were in below average condition, with 9% recorded as unknown.

#### **Hard surfaces**

Parks and reserves hard surfaces were last assessed in 2008 with 93% being in average or better condition. Hard surfaces that were in average, poor or very poor condition had defects noted and were prioritised for repair and/or replacement.

Renewal information for much of Council's hard surface infrastructure are stored in the Road Assessment and Maintenance Management (RAMM) database, which records a range of information e.g. material and construction date. There are efficiencies to be made from including Parks surfaces in RAMM, so that renewals can be effectively planned for. This is a complex process and funding is included in Year 1 to undertake this work.

#### **Park lights**

Information on street lights in Parks is included in RAMM and renewals are able to be forecast with relative certainty. Non-invasive tests on the oldest thin-steel poles is presently ongoing and will help to refine the condition outlook. However, until this work is completed the age profile is the best means for planning. Currently, 11% of Parks and Reserves steel poles are older than their design life of 25 years (i.e. 45 poles) and 41% of concrete poles are older than their design life of 35 years (i.e. 29 poles). A renewals programme for light poles is discussed further in section 4.3 (Renewals).

#### **4.1.4 Asset valuations**

The valuation of parks assets is currently based on historical cost less depreciation.

Under the transition to International Financial Reporting Standards, all parks assets underwent a one-off revaluation in 2005 at the depreciated replacement cost, which became the deemed cost at that date. The asset valuations were completed in-house, by Council staff, based on Council's Hansen Asset Management System and peer reviewed by property valuers Duke and Cooke Limited.

The purpose of the valuation was to obtain three results for each asset: the Replacement Value, the Depreciated Replacement Value and the Annual Depreciation. The procedure is outlined below:

- Determine the appropriate component level to which the valuation needs to be broken down. This needs to be down to a level such that all components within that level have the same base life, i.e. they will be replaced together. However there may be restrictions due to the available information, in which case assumptions will be made and stated.
- Obtain the quantity of each component from databases or other sources

- Obtain replacement costs of the modern day equivalent of the assets. These will allow for any costs to remove the old asset, any residual value of the old asset and installation. Multiplying the replacement cost by the quantity gives the replacement value (RV).
- Decide on the base life (BL) of the asset, based on the National Asset Management Manual and Council experience from renewals of parks assets.
- Calculate the remaining economic life (REL) of the asset, being the base life less the age. Where the asset has exceeded its nominated base life, then a minimum residual life of 2 years is assumed.
- Calculate the depreciated replacement value (DRV) using straight line depreciation:  $DRV = RV * REL / (REL + AGE)$
- Annual depreciation is then equal to  $DRV / REL$ .

Since the 2005 revaluation, Parks assets have been valued at the 2005 cost less annual depreciation. A summary of the book value of Parks assets by park category is provided in Section 7.3 (Valuation Forecasts).

## **4.2 Operations and Maintenance Plan**

### **4.2.1 Operations and maintenance plan/strategies**

Specifications for reserve maintenance work are defined in the contract. Prior to July 2018 separate contracts held by Nelmac applied as follows:

- 2553: Horticulture Parks
- 2626: General Maintenance North
- 2643: General Maintenance South
- 2697: Sports Parks
- 2681: Conservation Reserves
- 2930: Isel and Broadgreen maintenance contract
- 2644: Community housing grounds maintenance

These have now been pulled together into one contract, with an expiry date of June 2023. The contract specifies standards for routine maintenance which vary depending on the activity area.

Maintenance budgets are typically provided in the form of set contract amounts, with separate budgets for programmed and unprogrammed maintenance. Programmed maintenance is prioritised and planned out for the coming year, and decisions on unprogrammed maintenance (day works) are generally made on a reactive basis in response to requests/complaints from the public or other unplanned work.



*Figure 18: Unprogrammed maintenance required following a high tide storm at Tahuna Beach*

Council manages its maintenance contract through its Asset Management system with work orders being directed straight to the contractor (or through the Council's electronic purchase order system). The Council's service request system can also be directed to the contractor.

Contract monitoring is in place, with Parks staff auditing contractor performance through regular site visits. No external monitoring or auditing of contractor performance is carried out. The Parks maintenance contracts are currently under review with the aim to create greater efficiencies in maintenance.

Operations budgets have remained relatively steady over recent years, and in some cases have been increased in this Plan to ensure they keep pace with increasing asset inventories. An example is increasing funding through the life of the plan for tree maintenance to reflect the greater numbers and maturity of street trees.

Council and its contractors endeavour to employ sustainable practices in their operations. Examples include introducing telemetry to control irrigation water use, selection of suitable turf species, reuse of roof water from buildings, reserve design to promote active transport and management practices to minimise chemical inputs e.g. increased use of mulch which has significantly reduced the need for herbicides.

There are a number of industry standards and guidelines that affect this activity. The Parks operations areas that are considered to carry risk and where compliance with industry standards or guidelines is in place are:

- NZS 8409:2004 Management of Agrichemicals
- NZS 5828:2004 Playground Equipment and Surfacing (and previous standards that applied at the time of construction)
- SNZ HB 8630:2004 Tracks and Outdoor Visitor Structures

- NZS 3910:2003 Conditions of Contract for Building and Civil Engineering Construction
- NZS 8603:2005 Design and Application of Outdoor Recreation Symbols
- NZRA Guidelines.

Faults or requests for service reported by the public are dealt with by Customer Services staff and referred to the reserves contractor for action if required, or referred to the Parks and Facilities staff responsible for the area or activity as appropriate, for action. Inspection and remedial work is carried out within the following response times:

- urgent (public safety issues): 2 hours
- priority: 24 hours
- standard: 5 working days
- non urgent: 15 working days

Minor faults or requests for service received after hours are referred directly to the appropriate contractor, who has authority to take the appropriate action required (within the limits specified in their contract).

#### **4.2.2 Summary of future costs**

The tables within Section 7 (Financial Summary) show funding for anticipated planned and unplanned operation and maintenance expenditure requirements over the next ten years to ensure delivery of the specified levels of service.

### **4.3 Renewal/Replacement Plan**

Renewal expenditure can be major work which does not increase an asset's design capacity but restores, rehabilitates, replaces or renews an existing asset to its original capacity.

#### **4.3.1 Renewal identification**

Council becomes aware of the need for renewals as a result of a range of information sources. For larger assets, renewals are initially planned for and depreciation collected based on asset life, with condition assessments confirming renewal dates as the end-of-life date approaches. At the lower end of the spectrum, minor assets wear out or become damaged and Council renews them on a reactive basis, generally in response to customer or contractor feedback. The condition of more substantial assets is assessed and monitored on a more formal basis, e.g. park light poles are registered and managed in RAMM.

A project is underway to check and update all asset group information in the asset register and processes are being developed to ensure new assets are recorded. A more proactive approach to asset renewals will be implemented in future, based around a programme generated from the asset management database.

### **4.3.2 Renewal strategies**

Currently the renewals budget is set based on the known condition of the asset and predictions around when the asset will need to be replaced. However a full renewal plan for all Parks assets has not been developed to date and renewal planning has often been on a reactive basis.

Unless indicated otherwise in the focus areas, renewals funding has been projected until 2028 based on historic data.

Given the relatively small size of most of the Parks assets, and the small number of larger assets, renewal planning will be undertaken without predictive modelling.

### **4.3.3 Summary of future costs**

The tables within Section 8 (Financial Summary) show funding for anticipated planned and unplanned operation and maintenance expenditure requirements over the next 10 years to ensure delivery of the specified levels of service.

As this Plan develops in maturity more accurate renewals forecasts are expected. For many of the Parks assets funding has been projected until 2028 based on historic data, however in some cases forecasts are based on more accurate information. Examples of renewals that span all or most Parks (and are therefore not discussed in focus areas) are provided below.

#### **Hard surfaces**

Funding is included for hard surface renewals based on historical requirements. As discussed in Section 4.1.3 (asset condition) it is proposed that Parks hard surfaces be included in RAMM, so that renewals can be effectively planned for in future. It is therefore expected that the next AMP will include a more accurate forecast for hard surfaces.

#### **Park lights**

Currently, 11% of Parks and Reserves steel poles are older than their design life of 25 years (i.e. 45 poles). Renewing 10 poles each year from Years 1-5, and eight poles per year from Years 6-10 will bring all steel poles to within their design life at the end of the 10 year period.

Currently, 41% of Parks and Reserves concrete poles are older than their design life of 35 years (i.e. 29 poles). Renewing seven of these poles each year from Years 1-6, and seven poles per year from Years 7-10 will bring all concrete poles to within their design life at the end of the 10 year period.

Non-invasive testing will help to refine the condition outlook. This work is ongoing but until completed the age profile is the best means for planning. Some poles may not need to be renewed, but the funds can instead be used to repaint these poles and thereby extend their lives.

Pole renewals are covered by general services renewals budgets, which include a nominal amount for replacing the existing luminaires with more energy efficient LEDs.

Table 10: Parks light pole renewal programme based on age profile

Year	Steel	Concrete	Total
1	10	7	17
2	10	7	17
3	10	7	17
4	10	7	17
5	10	7	17
6	8	7	15
7	8	5	13
8	8	5	13
9	8	5	13
10	8	5	13

An assessment of Sportsground floodlighting is planned to be undertaken during the first year of the Plan.

#### 4.4 Creation/Acquisition/Augmentation Plan

Planned capital work or purchase is based on asset needs to meet levels of service requirements and development standards (see Appendix 3). The following criteria are considered when developing capital projects.

Primary criteria:

- How the project relates to policy or plan objectives
- health and safety risk or requirement
- legislative requirement
- existing Council obligation

Secondary criteria:

- replacement or renewal of an existing asset
- degree of community needs, expectation or use
- financial risk of deferring work
- cost range
- ongoing cost per annum.

Criteria for new assets are often included within individual Reserve Management Plans. Additional criteria are also used for assessing requests for new facilities from sporting bodies (see Section 6.6, Sportsgrounds).

The completion of a project management PID (project initiation document) is required to ensure that new significant projects are delivered and implemented consistently. Significant projects also require justification through a business case.

Specific procedures and criteria for the acquisition of new assets are described in the relevant focus area. For example new land to meet the level of service for Neighbourhood Parks may be vested in Council through the subdivision process or as particular allotments come available that may provide better access or an improved frontage. Similarly, criteria are described in the Sportsgrounds section to guide new community investment, and standards are identified for the construction of new trails in the Walking and Cycling section.

From time to time members of the public offer to donate an item of furniture, usually with a recognition plaque (often in memorial of a loved one). Council generally supports this where there is a need for the item, and prefers items to be of a standard design for ease of maintenance. That said, unique items of furniture create interest and foster diversity, so quality, professionally constructed designs may be considered. The surrounding context should always be assessed when installing such items, with particular thought as to how many other donated items are in the immediate vicinity. A donated item does not infer any ongoing entitlement to that site or object, and donors should not reasonably expect an item to remain beyond 10 to 15 years. Plaques remain the property and responsibility of the donor.

For full financial projections of capital spend over the next ten years see Section 7 (Financial Summary).

#### **4.5 Disposal Plan**

Disposal of parks and reserves assets will be considered where these are not required to meet target levels of service within this Plan. In all cases disposal processes must comply with Council's legal obligations under the Local Government Act 2002 and the Reserves Act 1977 and meet requirements to involve the public in significant decisions.

The sale of surplus assets can be beneficial to Council either by using proceeds to pay debt and hence reducing loan servicing costs or by improving services and facilities by investing the sale proceeds in new projects, which are of direct benefit to the community.

Any proposals for the disposal of significant assets will be referred to Council and the community for their consideration and comment.

## 5 Risk Management Plan

This section describes the risk management procedures used in the Parks and Reserves activity.

Applying risk management procedures enables decisions to be made about the best use of limited resources to achieve as much as possible of the Council's objectives from the maintenance and development of Parks and Reserves assets.

Threats and opportunities are assessed against Parks and Reserves objectives and levels of service.

Risk management is not simply about uncertain events with a downside (such as financial loss or legal proceedings). The process can also be used to identify and decide on the merits of uncertain opportunities for the Council to do things more innovatively, sustainably and effectively.

### 5.1 Critical assets

#### 5.1.1 How critical assets are identified and managed

For practical purposes it is helpful to separately identify critical assets to the delivery of the Parks and Reserves activity.

The asset manager applies professional judgement based on experience, considering risk of failure and lifelines evaluation to identify critical assets. Generally critical assets are considered to be those assets for which the consequence of failure is unacceptable given the difficulty of repair and/or the strategic role they play, and would result in a major disruption or failure in meeting one or more levels of service.

A more robust framework for identification of critical assets is noted in the improvement programme.

Assets that are considered critical within the Nelson City Council Parks and Reserves activity are outlined below.

- Water supply catchments areas in Conservation Reserve
  - retain catchment areas in Council ownership
  - continue to maintain forestry cover and manage in accordance with Reserve Management Plan to prevent inappropriate activities
  - RMA planning designation maintained by Water Assets team.
- Trafalgar Park and Saxton Oval sporting venues
  - turfs are renewed and maintained as required to ensure satisfactory drainage and performance e.g. during televised matches
  - stand areas maintained and structurally sound
- Play equipment

- play equipment is manufactured and installed in compliance with the relevant playground standards
- regular inspections against standards
- five yearly comprehensive audit by industry expert
- two-hour target response times for urgent requests for service (relating to public safety issues).
- Street Trees
  - Three-yearly inspections followed by any required remedial works.
- Reserve Trees
  - High use reserves receive two-yearly inspections.

Playgrounds are included as a critical asset not because of their potential to disrupt a vital network service to the community, but because of the high level of trust users must place on their safety. The condition of playgrounds is monitored on a regular basis in accordance with NZS 5828:2015.

In addition, Saxton Field Stadium, the Saxton Field Cricket/Rifle building and the football clubrooms have been identified for potential use as civil defence centres, although at the time of writing this was as yet unconfirmed. Areas of open green space could also be used as potential staging, triage, muster points or welfare areas (no parks have been specifically identified to date).

Parks structural assets, such as bridges, platforms and safety barriers are also considered critical assets, and are included in the Property and Facilities Asset Management Plan.

All assets receive an inspection following a major adverse event such as a flood or earthquake.

At any stage a more detailed inspection or more frequent return visit can be nominated following a routine inspection.

By contrast, non-critical assets are relatively quickly and easily repaired or replaced and their failure does not disrupt a significant number of customers.

Monitoring and intervention strategies are therefore quite different for both categories of asset. Critical assets attract a greater level of monitoring and ongoing condition assessment, with physical investigations taking place at a much earlier stage. Conversely non-critical assets can be expected to undergo a higher level of repair before complete replacement is considered.

The following diagram shows the nature and timing of interventions for both critical and non-critical assets.

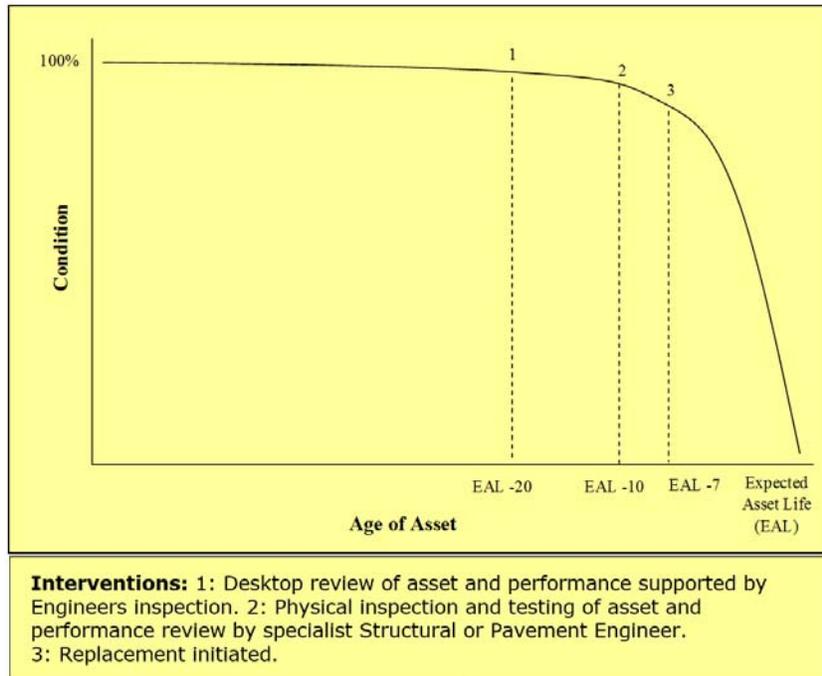


Figure 19: Interventions for Critical Assets

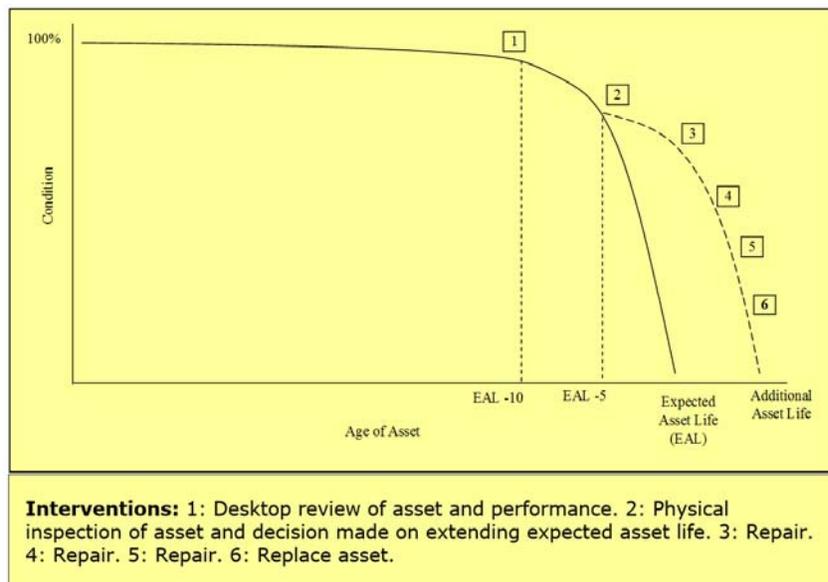


Figure 20: Interventions for Non-Critical Assets

The effect of criticality on an asset is highlighted in the following areas:

- operation and maintenance planning
- proactive or scheduled maintenance
- priorities for collecting and determining the required level of reliability of data for Asset Management systems

- priorities for undertaking condition assessments
- adjustments to economic lives with respect to renewal profiles
- priorities/deferral renewals
- priorities for expenditure
- priorities for levels of service reviews

A methodology for determining asset criticality to a component level, along with options, will be determined to integrate criticality into the ongoing operation, maintenance, renewals and capital programme for the Parks and Reserves activity.

## **5.2 Risk Assessment**

### **5.2.1 Approach for assessing risks**

The Council's risk management policy provides for assessing risk by:

- clearly identifying the objectives for which achievement may be uncertain
- identifying events which could make the achievement of one or more objectives uncertain
- using best available information for each event (including considering the quality of that information and the controls already in place to manage the risk) to estimate the scale of consequence for an objective if the event happened and estimating a corresponding likelihood. Consequences and likelihoods are estimated using Council's agreed risk criteria. See Appendix 7.
- selecting the likelihood consequence combination the Council's criteria giving the largest risk for the event.

As this Asset Management Plan is developed it will progressively apply the criteria required by the Council's updated risk management policy (formally adopted in August 2017) to managing risks. These criteria follow principle (g) of the international standard codifying good risk management practice (ISO 31000:2009) and tailor this generic process to the Council's specific circumstances. It is the organisation's intention to progressively align the risk management practices used in asset management with Council's Policy and Criteria and to apply generally accepted good practice.

Alignment with the new framework is in progress. The identified and assessed risks are not all derived by this process. Some are historical and may be based on a different framework and may have been ranked using criteria other than those adopted by Council in August 2017. It is our intention to review and update the risks set out in the risk register in Appendix 7 so that the information is all provided on a consistent basis.

## 5.2.2 Top risks and how these will be managed

The level of risk established from the assessment process (formally called residual risk) is compared with Council's residual risk tolerance as set out in Appendix 7, Table 37.

The table sets out priorities for action and at what level Council decisions should be taken to either accept (tolerate) the risk or take further actions to manage the risk to achieve a more acceptable risk level.

In many cases risks have already been acted on by officers in the course of the normal work of managing the Parks and Reserves activity and no further action is required.

In other cases specific decisions may be required to either accept the current level of risk or include actions in this Plan to reduce the level of risk.

### **Objectives: Parks and Reserves Risk Register**

- Provide an overall level of parks and recreation service that meets or exceeds residents' expectations.
- Public gardens provide a high quality visitor experience.
- Sufficient open space is provided in the City.
- Neighbourhood parks are conveniently located.
- A range of playground experiences are provided in the City.
- Shade and seating is provided at playgrounds.
- Play facilities are conveniently located.
- Council maintained trees are well managed.
- Walking and cycling tracks and trails are provided for a range of abilities.
- A sufficient area of sports grounds are provided in the City to meet the needs of the community.
- Sportsground facilities are managed to meet the recreational needs of the community.
- Saxton buildings are fit for the intended purpose.
- Saxton Stadium is well utilised.
- Conservation reserves are managed to protect biodiversity values
- Landscape areas that form the Nelson city centre backdrop are protected.
- Weed species are controlled in Landscape Reserves.

- Esplanade and Foreshore Reserves are managed to protect and enhance ecological values.
- Iwi heritage is recognised in parks and reserves.

The following table provides an indication of areas of high residual risk and some information about how these could be further treated (i.e. further controls implemented or choices made to reduce risk levels). Refer Appendix 7 for the full risk register and information on the consequence ratings and tolerances.

Table 11: Areas of high risk for parks and reserves

Identification			Analysis: Residual Risk				Response	Treatments
Event Description	Asset Group	Consequence	Existing Controls	Consequence	Likelihood	Current Risk Level		
Wind event damages trees	All, but particularly Public Gardens	Tree damage and subsequent property damage or personal injury	Monitor weather forecasts. Regular condition assessment to identify treatment actions and high risk trees.	Major (4)	Likely (4)	High (16)	Accept	Ongoing condition assessment to identify treatment actions, Maintain assessment frequency. Tree maintenance/ removal to minimise risks
Coastal erosion at Tahuna Back Beach cause by natural coastal processes (littoral drift in Tasman Bay deflecting the mouth of the Blind Channel to the east)	Esplanade and Foreshore Reserves	Loss of reserve land	Planting sand-binding grasses. Trapping windblown sand. Controlling pedestrians. Technical work underway.	Major (4)	Possible (3)	High (12)	Accept	Managed retreat. Continue with existing controls to mitigate erosion speed. Continue with technical work to identify highest risk areas.
Fire caused by dry conditions, accident or arson	Landscape Reserves, Conservation Reserves.	Damage or destruction of vegetation or property. Personal injury.	Rural fire management guidelines, fire break management, weed control, firefighting water supply. Identify high risk areas.	Major (4)	Possible (3)	High (12)	Reduce	Procedures to close areas, provide warnings and prevent public access. Weed management plans.
Bike riding injury on tracks caused by inadequate maintenance, poor design or construction, riding tracks unsuitable for skill level, collisions	Walkways, Landscape Reserves, Conservation Reserves, Esplanade and Foreshore Reserves	Personal injury	Regular maintenance. MTB track grading and signage. Out and About On Tracks strategy to manage conflict.	Extreme (5)	Unlikely (2)	High (10)	Accept	Appropriate track design, construction and grading. Regular inspection and maintenance. Channelling.

Identification			Analysis: Residual Risk				Response	Treatments
Event Description	Asset Group	Consequence	Existing Controls	Consequence	Likelihood	Current Risk Level		
Accident associated with water bodies (built water areas) e.g. caused by unfenced areas, deep water, difficult exit, entrapment etc.	All	Drowning.	Design guidelines for max depth, visibility, exit points. Maintenance to keep edges clear of vegetation and entrapment hazards.	Moderate (3)	Likely (4)	High (12)	Accept	Record and report all management actions
Injury at playground (as a result of normal activity, misuse or equipment design or failure).	Play facilities	Injuries or death	Compliance with NZS 5828. Prioritise high use sites.	Moderate (3)	Likely (4)	High (12)	Accept	Inspections: Monthly – contractor (internal). Five yearly independent review.
Council loses control of weeds	Landscape Reserves, Conservation Reserves , Esplanade and Foreshore Reserves	Loss of native biodiversity. Proliferation of unwanted species.	Ongoing monitoring and awareness.	Moderate (3)	Likely (4)	High (12)	Reduce	Weed management plans. Utilise Nelson Nature opportunities. Communication between Forestry and Parks operations. Improved monitoring

## **5.3 Infrastructure resilience approach**

### **5.3.1 Emergency Management**

#### **Civil Defence and Emergency Response Plans**

The following documents are available for guidance in Civil Defence and Emergency Management:

- Nelson Tasman Civil Defence Emergency Management Plan.2018
- Nelson City Council Emergency Procedures Manual - exercises are carried out on a six monthly basis to ensure all staff are familiar with the procedures.

Section 64 of the Civil Defence Emergency Management Act 2002 includes the following requirements:

#### ***64 Duties of local authorities***

- (1) *A local authority must plan and provide for civil defence emergency management within its district.*
- (2) *A local authority must ensure that it is able to function to the fullest possible extent, even though this may be at a reduced level, during and after an emergency.*

#### **Local Civil Defence Emergency Management Arrangements**

Nelson-Tasman Civil Defence Emergency Management Group is a joint committee of both Nelson City Council and Tasman District Council.

The Nelson Tasman Civil Defence Emergency Management Group Plan provides for an 'all hazards' approach to emergency management planning and activity within the Civil Defence Emergency Management Group area for Nelson City and Tasman District. The Civil Defence Emergency Management Group Plan outlines the civil defence emergency management structure and systems necessary to manage those hazards, including the arrangements for declaring a state of emergency in the Group's area. The Group Plan is the primary instrument whereby the community identifies and assesses its hazards and risks, and decides on the acceptable level of risk to be managed and how it is to be managed.

Saxton Field Stadium, the Saxton Field Cricket/Rifle building, the football clubrooms and the new Greenmeadows facility have been identified for potential use as civil defence centres, although at the time of writing this was as yet unconfirmed. In addition, while no parks have been specifically identified to date, areas of open green space could be used as potential staging, triage, muster points or welfare areas.

### **5.3.2 Succession Planning**

Succession planning within any business is considered necessary to reduce the risk associated with staff leaving the organisation. Succession planning allows institutional knowledge to be passed on, and assists in ensuring continuity of organisational culture.

Currently succession planning is largely by way of multiple staff members being involved in administering the activity and detailing strategies for the future in asset management plans. In order to ensure greater effectiveness there is a need to improve planning and recording of strategies over the next three years.

## 6 Focus Areas

### 6.1 Focus Area 1: Public Gardens

#### 6.1.1 Introduction

Public Gardens (formally known as Horticultural Parks) are the significant 'flagship' reserves of Nelson. Council currently owns seven areas of land as Public Gardens, these are Anzac Memorial Park, Broadgreen Gardens, Church Hill (Pikimai), Isel Park, Melrose Gardens, Miyazu Japanese Gardens and Queens Gardens (including Huangshi Chinese Garden).

Public Gardens form an important part of the city's identity and heritage and are used by high numbers of residents and visitors. They contain well established grounds that protect, enhance and showcase a wide range of plants, including several collections such as the rhododendron collection in Isel Park and the rose collection at Broadgreen Gardens. Public gardens also feature numerous listed trees.

By their nature Public Gardens represent the older, more established parks within the city and in several cases they serve as the grounds of historic homes and are the original gardens of the first European settlers in Nelson.

With their tall trees Public Gardens are occasionally subject to damage from high winds, particularly Isel Park. A key issue is ensuring the effective establishment of replacement trees following such weather events.

Over recent years a number of activities and events have been attracted to Public Gardens due to their high amenity setting. Such community uses are generally supported and encouraged where assets and vegetation are not at risk, and they are on a temporary basis. Examples include the Isel Twilight Market, Isel in Bloom, Cherry Blossom Festival and Light Nelson. Any damage from such events is relatively minor and typically related to grass or low vegetation, which is able to be remedied relatively quickly. The events often draw thousands of people into the gardens, often to view them at their best or in a highly unique manner.

Care needs to be taken in these reserves to ensure the desired amenity is preserved. Competing objectives can occasionally cause tensions and need to be carefully balanced, so that the special values that the community appreciates are protected. An example is a need to consider Crime Protection by Environmental Design (CPTED) principles when planning new planting or development. CPTED certainly needs consideration, but its application needs to be practical. For example it is not necessarily appropriate to open up a Public Garden to be highly visible from the street as this may significantly detract from the sense of tranquillity and peace that users seek within these parks. Consideration of developing a Reserve Management Plan for Public Gardens would be beneficial in this regard to establish policies and guidelines for future.

An example of an activity that may require ongoing monitoring in terms of compatibility with the values of a Public Garden is the establishment of permanent disc golf infrastructure in Isel Park. While there is no question over the popularity of the activity, the discs can compromise the establishment of replacement trees and disturb other users of the park who

may be seeking quieter, more contemplative leisure. Similarly, Light Nelson takes place in Queens Gardens and is a highly successful event, but does carry risks given the large number of people in a carefully planted area during darkness. A reserve management plan is needed to provide certainty and to clarify expectations.



*Figure 21: Disc golf at Isel Park*

Two of the ponds at Miyazu Japanese Gardens have required remedial works to the foundations which were causing significant water loss. Investigation into restoring the third pond, including potentially upgrading the filtration system, will be required during the life of this Plan.

An opportunity to increase usage of central city Public Gardens in future is increasing the availability of adjacent car parks. Queens Gardens in particular has very limited supply in this regard due to there being only a small area of time limited parking along the adjacent stretches of Bridge and Hardy Streets (Tasman Street has no time limits), and the consequent occupation of the majority of car parks by commuters. Officers intend working with the Transport team to explore options next time the Parking and Vehicle Control Bylaw is amended to consider introducing time limits in these areas. The recent realignment of the internal pathway and addition of a pedestrian refuge on Rutherford Street has improved access to Anzac Park from Wakatu Carpark (although this has required the removal of some of the metered parking). However, unlimited parking along Halifax Street and Haven Road still presents an issue due to its proximity to the city centre, and resulting all-day use by commuters.

An enduring issue for flagship reserves will be endeavouring to meet the needs of the community (and visitors) while remaining affordable. Measures have been undertaken in recent years to reduce maintenance costs (see Section 6.1.4.2 for more details).

### **6.1.2 Level of service**

The primary focus for Public Gardens is to create a place of beauty and tranquillity through high quality horticultural design and maintenance and other features as appropriate to the park's character.

The aim is to provide high quality Public Gardens in key locations with opportunities for horticultural displays, education and contemplative leisure experiences. Public Gardens are therefore developed and maintained to a high standard, and expected to provide a high quality visitor experience. A resident survey target of 80% satisfaction with these reserves is sought. This is a new measure and there is no data specific to Public Gardens from recent surveys.

Whilst acknowledging the need for a high quality experience, measures to reduce expenditure have been undertaken in recent years including limiting the number of bedding display gardens.

The levels of service that have been established for setting and measuring targets through this Asset Management Plan are listed in Section 2.8.

The New Zealand Recreation Association (NZRA) also provides useful guidance and recommendations for the administration of Public Gardens. While these are not adopted as formal levels of service by Nelson City Council, they are aligned to the way Nelson's Public Gardens are managed, so are summarised for reference in Appendix 11.

In terms of provision, the NZRA benchmark recommends 0.1-0.2 hectares of Public Gardens per 1,000 residents. Nelson currently has approximately 0.35 hectares per 1,000 residents, and is therefore well supplied.

### **6.1.3 Future demand**

Specific feedback on Public Gardens was sought during Council's annual residents' survey in 2010. The majority of respondents had visited a Public Garden in the last two years. Queens Gardens, Isel Park and Anzac Park are the parks that most respondents had visited. Only one-third of respondents stated they had visited Melrose Gardens in the last 10 years. It is expected that the provision of a cafe within Melrose House has greatly increased visitors to Melrose House however data to support this is not available at this time. Exercise (49%) was the most common reason for visiting public gardens. Other reasons were for family activities and for sitting/quiet enjoyment. Almost all respondents stated that it would matter to them if Public Gardens were not there.

The main factors influencing demand for Public Gardens into the future will be an ageing population and increasing visitor numbers. However, this is not expected to require any major change in delivery approach in these reserves, as they are already highly accessible and in good supply. Indeed, given the area of Public Gardens in Nelson is well above the NZRA benchmark, no further Public Gardens are expected to be required over the life of this Plan.

Rather than new reserves, the key responses to demand changes in Public Gardens is likely to be in the provision of associated facilities such as toilets, cafes, seating and accessible paths.



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**Public Gardens**  
Parks and Reserves Asset Management Plan

**Legend**  
Public Garden

**Nelson City Council**  
te kaunihera o whakatū

June 2018

0 0.5 1 1.5 2 km

File Ref: A1598780  
SER. Original map size A4.

PO Box 645 Nelson 7040 New Zealand PH 03 5460200 nelson.govt.nz

Figure 22: Distribution of Public Gardens across Nelson

## **6.1.4 Lifecycle Management**

### **6.1.4.1 Background data**

Background data for parks generally is described in Section 4.1. An inventory of park asset information is provided in Appendices 1 and 2.

Nelson has seven Public Gardens distributed across the city (see Figure 22). Four are in close proximity to Nelson city centre and two are close to Stoke's centre. Miyazu Gardens is the only one not in easy walking distance to a centre, being around 2km from the Nelson CBD.

### **6.1.4.2 Operations and maintenance**

Operations budgets are split broadly into contracted works, programmed maintenance and unprogrammed maintenance (day works). In addition separate budgets are provided where required, for example for the maintenance of the Cathedral Steps and for replacement planting. At the time of writing contracts were being revised which will have a bearing on the achievable specifications in relation to existing budgets.

Maintaining Public Gardens can incur high costs as a result of the intensive management required for garden bedding displays, and the age and size of the trees which require specialised maintenance.

The Council has been implementing measures to reduce costs, including new approaches to plant selection (e.g. selecting perennials or more drought tolerant plants for flower beds that require less watering). Recently, low energy lighting has been installed in the Queen's Gardens. Further work is ongoing to investigate other options for reducing labour and resource costs, although this needs to be balanced with maintaining the high level of service expected of Public Gardens.

Maintaining quality is particularly important where Public Gardens have high heritage values. At the time of writing the Queen's Gardens were proposed for heritage scheduling in the reviewed Nelson Resource Management Plan following an assessment by a heritage consultant. The Queen's Gardens were formally opened in 1892 to celebrate the jubilee of Queen Victoria. The site has rich history both for Māori and colonial settlers, and the Gardens as a whole are listed with Heritage New Zealand as a Category 2 Historic Place, with some individual items listed in the Nelson Resource Management Plan. The historic features of the Queen's Gardens need to be protected together as a single ensemble. The Queen's Gardens and the neighbouring Albion Square have a shared civic history that could be better explained and appreciated. It is expected that heritage scheduling will provide a catalyst to formalise existing guidance to ensure heritage values are protected when maintenance, new plantings and developments are being planned. The development of a Reserve Management Plan for Public Gardens will provide further opportunity for heritage to be managed appropriately. In the interim, projects and works within the Queen's Gardens should refer to the information, guidelines and recommendations contained within the following sections of the Landscape Conservation Plan (Beaumont, 2011):

- Section 2.1: Summary
- Section 4.3: Significance

- Section 6: Conservation Policy

There are no significant changes anticipated in relation to Public Gardens' operations costs.

Council's contractor operates in accordance with an environmental management policy which requires reduction in chemical use e.g. use of non-toxic weed control where possible.

#### **6.1.4.3 Renewals**

Other than vegetation and planting displays, key renewals include bridges, furniture, lighting and hard surfaces. These are discussed in the general renewals and replacements section (Section 4.3).

A key priority will be renewing bridges as they reach the end of their lives, and these are discussed further in the Property and Facilities Asset Management Plan.

#### **6.1.4.4 New Capital Investment**

No new Public Gardens are proposed during the life of this Plan.

Investigation into capital investment at Miyazu Japanese Gardens is required to restore the foundation of one of the ponds. Cracking of the foundation has occurred due to the settling of the underlying historical landfill, causing significant water loss. Two of the ponds have so far been restored resulting in a significant saving in water.

An opportunity exists to work with the Nelson Diocesan Trust Board to enhance the area at the top of the Cawthron (Cathedral) Steps. Presently this area offers superb views north down Trafalgar Street and out to the Haven, but is currently underused. The addition of some seating and landscaping would greatly improve the experience for both visitor and residents.

Options to broaden passive use of the gardens may be explored to draw in a wider audience. An example might be investigating the provision of Wi-Fi in Queens Gardens, ANZAC Park and/or Isel Park over the summer months to enable visitors a unique experience of undertaking their communications in a unique garden setting. As Wi-Fi<sup>33</sup> can attract freedom camping activity, a daytime only service should be considered.

At the time of writing a public toilet was being designed for the Queen's Gardens, and construction is proposed for the early years of this Plan.

#### **6.1.4.5 Disposal**

Disposal of assets in parks and reserves generally is discussed in Section 4.5 (Disposal).

#### **6.1.4.6 Risk management**

Risk management in parks and reserves generally is discussed in Section 5 (Risk Management) above.

## 6.2 Focus Area 2: Neighbourhood Parks

### 6.2.1 Introduction

Neighbourhood Parks aim to provide safe, passive and active informal recreational use and enjoyment for the Nelson community. The provision of local green space also helps to break up the built environment, offer visually attractive natural surroundings and provides ecological corridors for wildlife to move about the city. Neighbourhood Parks also help to improve community cohesion and health by acting as a meeting place for people in the neighbourhood, and serving to encourage exercise.

In recent years Neighbourhood Park design has moved well beyond trees, grass and traditional play equipment. Careful selection of sites and well planned landscaping design enable these spaces to provide great opportunities for a wide range of recreation and play, as well as promoting biodiversity restoration through the re-establishment of native plants (including in riparian margins). The parks serve not only as destinations for physical activity but in many cases are (or will be) linked via esplanade reserve corridors, enabling partial or even continuous off-road journeys. This further fosters sustainable transport choices, encouraging outdoor experiences and promoting exercise.

Care needs to be taken at the design stage to seek a balance between providing recreation opportunities and creating a destination, as 'over catering' can create issues for the immediate residents in terms of parking and generate the need for amenities such as toilets.



Figure 23: Well-planned planting in Neighbourhood Parks offer nature play opportunities

The main focus concerning Neighbourhood Parks is ensuring appropriate supply. The primary means for this is through the land development process, where suitable land is vested in Council, and funded through development contributions.

In addition, analyses of current supply are undertaken to ensure existing reserves are optimised to provide for surrounding areas as demographics and development patterns change. This includes ensuring reserves are highly visible to maximise visual amenity, safety and provide open space benefits for the surrounding community. Purchasing additional land or upgrading existing reserves is occasionally required to meet levels of service.

### **6.2.2 Level of service**

Neighbourhood Parks are provided within walking distance of residential homes, and generally provide play opportunities, open space and amenity values.

The levels of service that have been established for setting and measuring targets through this Asset Management Plan are listed in Section 2.8. Council aims to ensure 99% of households in the Residential Zone are within 800m walking distance (approximately 10 minutes' walk) of open space (defined as a Neighbourhood Park, Public Garden or a Sportsground). The rationale for expanding the analysis beyond Neighbourhood Parks is that Public Gardens and Sportsgrounds share many of the same characteristics, in that they are accessible, well maintained and offer similar recreation opportunities. Where a gap in this supply exists that needs addressing, it would most likely be filled by a Neighbourhood Park.

The average ideal size for a Neighbourhood Park is considered to be from 3,000 to 5,000m<sup>2</sup>. They generally contain some flat grassed land, plantings of trees and shrubberies, paths, seating areas and just under half of Neighbourhood Parks have playground equipment.

GIS analysis shows that currently 97% of Neighbourhood Parks are within a 500m radius of residential properties, therefore the level of service in the 2015–25 Asset Management Plan (95%) is achieved. The present measure represents a change from the 2015–25 AMP where a '500m radius' was used. The 500m radius didn't take into account possible barriers to reaching a park such as fences, indirect routes or cul-de-sacs. Walking distances can be generated using GIS and give a better indication of actual convenience, although there are still some limitations that aren't picked up such as steep streets and the need to cross busy roads.

The measure is to ensure that open space is provided within easy access for the community, to ensure opportunities for relaxation and activity are available close to home.

Present analysis shows 99% of households in the Residential Zone are within 800m walking distance of open space. Figure 24 shows the current open space provision for the Residential Zone.

The common benchmark result from Yardstick for provision of Neighbourhood Parks is a range from 1.0-1.75 hectares per 1,000 residents. Nelson is presently within this range, at 1.65 hectares per 1,000 residents. A target has also been set to maintain the level of service at 1.65 hectares per 1,000, which also helps to guide an appropriate levy for development contributions.

The NZRA also provides useful guidance and recommendations for the administration of Neighbourhood Parks. While these are not adopted as formal levels of service by Nelson City Council, they are aligned to the way

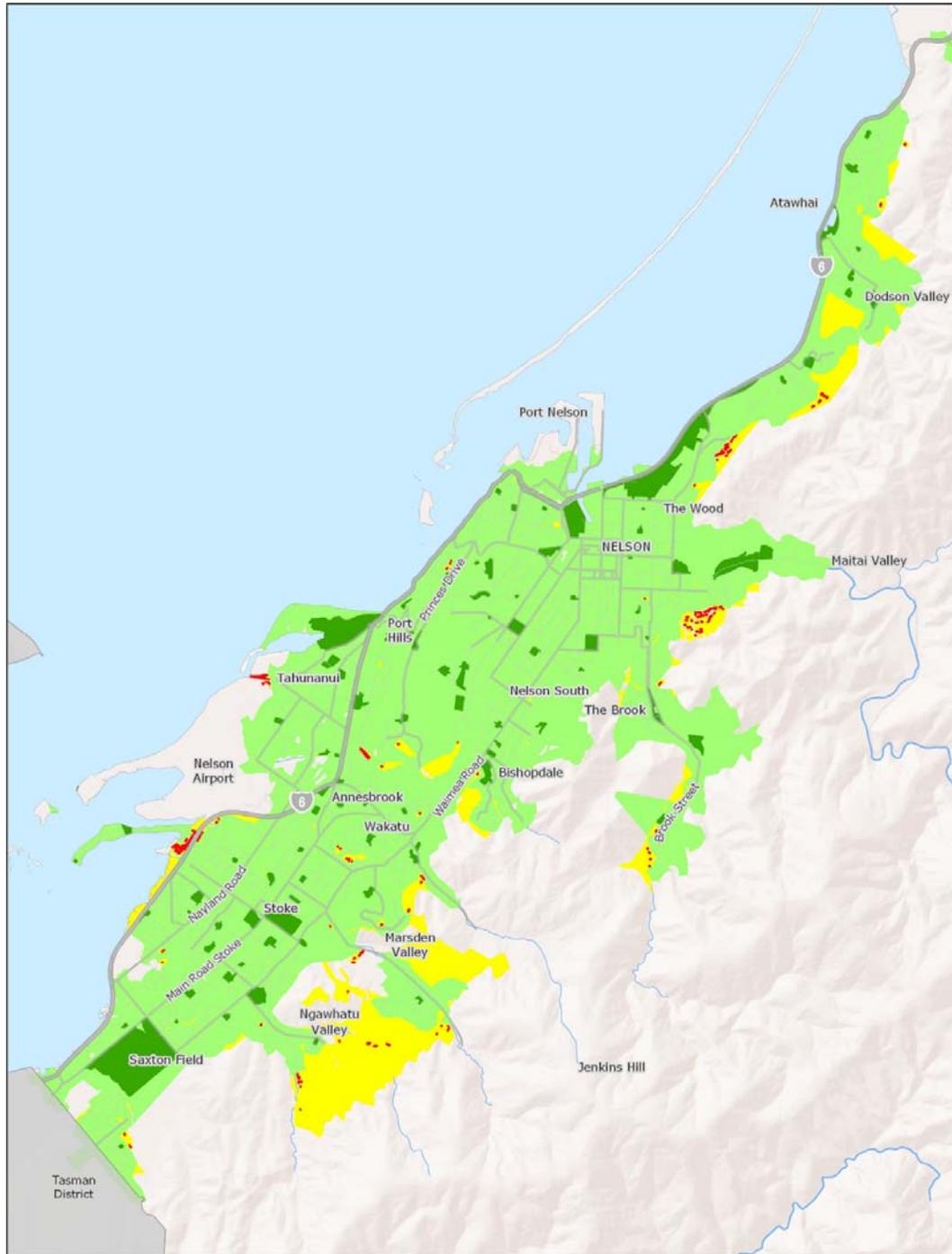
Nelson's Neighbourhood Parks are managed, so are summarised for reference in Appendix 11.

### **6.2.3 Future demand**

The key driver for Neighbourhood Park demand is increased residential development. A secondary factor that affects the parks is changes in demographics, and in Nelson the main trend is an ageing population. It is important to consider the different functions Neighbourhood Parks may need to fulfil in the future. Issues such as accessibility, seating, shade and the range and type of recreational opportunities provided need to be considered.

The 2010 Residents Survey asked a number of questions about the use of Neighbourhood Parks. Four out of five respondents indicated that they visited their local park and that the park was less than a 10 minute walk away from their home. Slightly less than half of respondents who visit their local park do this on a weekly basis or more often. Walking and to use the playgrounds are the main reasons for visiting the local park. Other reasons are to enjoy nature, and for botanical interest. Slightly less than half of respondents who do not visit their local park stated there was another park they visit, primarily for walking to enjoy nature. Almost all respondents stated that it would matter to them if Neighbourhood Parks weren't there. The majority stated that they would be prepared to walk anywhere between 6 to 30 minutes from their home to visit a park.

Occasionally the design of a Neighbourhood Park draws the public from outside the immediate catchment, and in these cases it is important to consider the need for adequate car parking and toilet facilities. While quality is encouraged, care is generally needed so as not to 'over-design' Neighbourhood Parks which can result in inadvertently creating a destination space which generates additional demand for resources.



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**Provision of Parks**  
Parks and Reserves Asset Management Plan

**Legend**

- Parks (Public Gardens, Neighbourhood Parks, Sports Grounds)
- Areas within 800m walk of a park
- Residentially zoned homes more than 800m walk from a park
- Residentially zoned land more than 800m walk from a park

**Nelson City Council**  
te kaunihera o whakatū

Analyses: Aug 2017     June 2018

0 0.5 1 1.5 2 km

N

File Ref: A1783691  
SER. Original map size A4.

PO Box 645 Nelson 7040 New Zealand PH 03 5460200 nelson.govt.nz

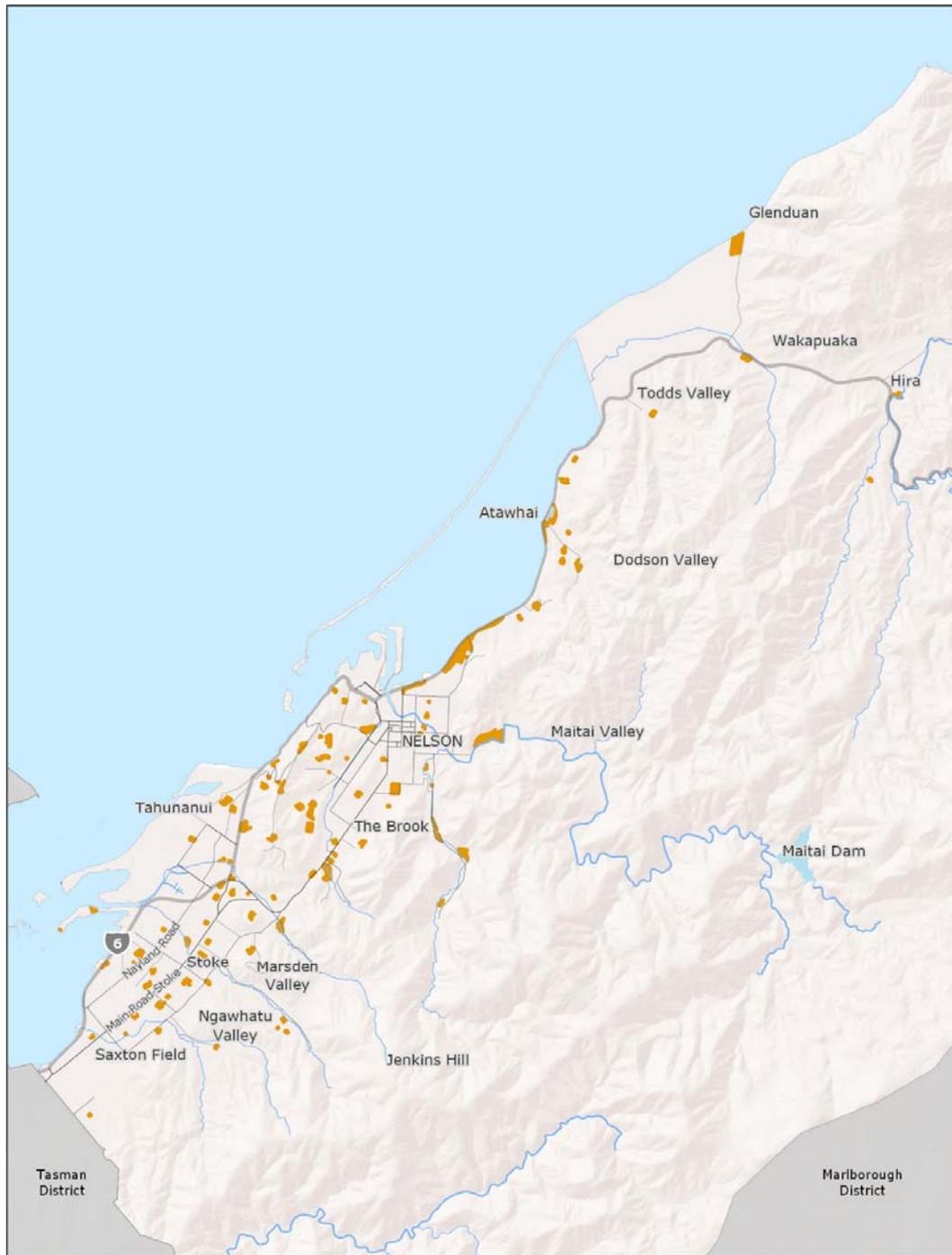
Figure 24: Residentially zoned homes within 800m walk of Parks (Public Gardens, Neighbourhood Parks and Sports Grounds)

The new level of service measure seeks that residential homes are within 800m walking distance of a park<sup>15</sup> and 99% of households in Nelson meet this target (see Figure 24). In addition there are some properties on the fringe of the city that are outside of the 800m walking distance (often only just outside of 800m). It would not be reasonable to expect 100% compliance with the level of service, and these homes sit within the 1% margin provided. The main clusters outside of 800m walking distance areas are describe below.

- **Monaco:** A number of households at the base of Monaco peninsula are not within 800m of a park. They are however in very close proximity to Poorman Stream Esplanade and Monaco Foreshore reserves. Esplanade and Foreshore reserves are not included in the level of service calculation because they are not a reliable source of suitable recreation space. In this case however these are flat areas that provide ample recreation opportunity, therefore Council does not consider an additional Neighbourhood Park to be warranted.
- **Atmore:** This is a relatively new area of development on hilly terrain in the vicinity of Atmore Terrace and City Heights. The area is not well served by accessible flat park land, however is in very close proximity to Atmore Reserve (a Landscape Reserve) and Jacks Track, which offers easy grade walking opportunities. The Maitai Esplanade Reserve provides another opportunity within an 800m walk, with Botanical Hill a little further afield. The Botanic Sportsground is just outside of 800m and it is acknowledged that the route is hilly and windy. Given the other recreational opportunities the area is not seen as a priority for a new Neighbourhood Park, but could be considered in future if development progresses and demand increases.
- **Tahunanui:** A small cluster of houses at the end of Parkers Road sit outside of the 800m distance, however being next to the beach the area has abundant recreation opportunity, including an off-lead dog area. There are also open space opportunities at the adjacent golf course as well as the proposed shared path which will be provided by the Great Taste Trail connection.
- **Atawhai:** Some houses on the fringe of the residential area are outside of the 800m walking distance. Some of these will be remedied through new pedestrian routes coming online as development progresses, such as the Walters-Davies Walkway. Some new or residential fringe properties will be outside of the level of service distance as provided by the 1% tolerance margin, and this is accepted.

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<sup>15</sup> Defined as a Public Garden, Neighbourhood Park or a Sports Ground.



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**Neighbourhood Parks**  
Parks and Reserves Asset Management Plan

**Legend**  
 Neighbourhood Park

**Nelson City Council**  
te kaunihera o whakatū

June 2018

0 1 2 3 4 km

File Ref: A1998778  
SER. Original map size A4.

PO Box 645 Nelson 7040 New Zealand PH 03 5460200 nelson.govt.nz

Figure 25: Neighbourhood Parks in Nelson

## **6.2.4 Lifecycle Management**

### **6.2.4.1 Background data**

Background data for parks generally is described in Section 5.1. An inventory of park asset information is provided in Appendices 1 and 2.

Nelson has 98 Neighbourhood Parks across the city that cover a total area of around 83 hectares. The parks range in size from around 300m<sup>2</sup> up to around a hectare in size. Figure 25 shows the distribution of Neighbourhood Parks across Nelson.

A full park condition assessment for all Neighbourhood Parks was commenced but has not been completed due to resource constraints (to date 30% of parks have been audited). This work is primarily a condition assessment on park assets, but it also provides a commentary on aspects of safety, usability and accessibility if they have been identified as an issue. The main factors affecting accessibility, usability and safety are gradient and size of park restricting recreation use, limited street frontage reducing accessibility, and residential surveillance (safety).

Some of the suggestions to improve safety and accessibility are to purchase houses to improve street frontage and move community buildings to the rear of the park to improve safety and accessibility. Burrell Park was extended in 2015 but Grove Reserve, Ranui Reserve, Poets Park, and Waimea North Reserve are examples of Neighbourhood Parks with restricted visibility.

### **6.2.4.2 Operations and maintenance**

Operations budgets are split broadly into contracted works, programmed maintenance and unprogrammed maintenance (day works). In addition separate budgets are provided where required, for example for condition assessments and replacement planting.

Council often works alongside community groups which includes efforts to plant fruit trees in reserves. The community group acquires the trees through sponsorship arrangements and looks after the plants through their early years. More than 25 areas have now received community fruit tree planting, with recent examples including Wolfe Reserve and Bishopdale Reserve where walnuts were planted. Persimmon, apple, avocados and citrus trees are planned for future reserves including Centennial Park and Corder Park.

More information on parks maintenance is provided in Section 4.2.1 (Operations and Maintenance).

### **6.2.4.3 Renewals**

Other than vegetation and planting displays, key renewals include furniture, lighting and hard surfaces. These are discussed in the general renewals and replacements section (Section 5.3).

### **6.2.4.4 New Capital Investment**

The primary driver for new Neighbourhood Park acquisitions is growth as a result of development. While it is possible to anticipate where development will occur it is not practical to accurately predict budgets or timing as the available land is not yet known and the planning and subdivision process is so

inherently uncertain. Funding (to be largely if not completely funded from development contributions) is therefore included in this Plan with an element of flexibility anticipated to enable purchase of land when it becomes available.

It is not practical to list all areas where new capital will be deployed due to uncertainty around development and the need for such investment to be confirmed (or not) through the business case process. However, likely areas where investment may occur, based on expected development and community feedback include:

- Ngawhatu Valley (Montebello)
- Daelyn (Mako Street)
- Marsden Valley (Plumtree Lane)
- Tahunanui e.g. Paddy's Knob (review of Neighbourhood Park space being used for car parking)
- Atawhai (e.g. Corder Park, Bay View subdivision)
- Bishopdale Reserve
- Tasman Heights subdivision

The Land Development Manual provides standards and guidance for the acquisition and development of new neighbourhood reserves. These include parameters in relation to location, size, access, visibility, orientation, amenity, safety, vegetation and management responsibility.

As new reserves are designed an assessment of suitability for freedom camping should be undertaken based on the matters outlined in section 11(2) of the Freedom Camping Act 2011. This information will be used to inform any review of the Freedom Camping Bylaw.

#### **6.2.4.5 Disposal**

Disposal of assets in parks and reserves generally is discussed in Section 4.5 (Disposal).

#### **6.2.5 Risk management**

Risk management in parks and reserves generally is discussed in Section 5 (Risk Management).

### **6.3 Focus Area 3: Play Facilities**

#### **6.3.1 Introduction**

Play Facilities provide opportunities for families and communities to enjoy recreation together. Nelson has 40 playgrounds including one destination playground (the Tahunanui Lions playground) which is the largest in the city and is an attraction for both local and visiting families. In addition to play equipment being installed in new Neighbourhood Parks, further play spaces are planned for Rutherford Park and Saxton Field.

Play uses the body and mind and is fun, accessible, challenging, social and repeatable. It differs from sport and other recreational activities in that it is intrinsically motivated (spontaneous, happens anywhere and is performed for no external goal or reward), personally directed (has limited or no adult involvement) and freely chosen (is self-determined and has no predetermined outcome)<sup>16</sup>.

Play supports cognitive development and the learning of many skills needed in adult life, including the ability to think creatively, make decisions, problem-solve, manage stress and aggression, negotiate and build relationships, assess personal safety and manage risks. Active forms of play (walking, running, jumping and climbing) support physical health through developing basic motor skills, exercising, reducing the incidence of obesity and providing a foundation for participation in other sport and recreation.

The provision of play facilities also supports social cohesion in the community by enabling interactions between neighbours, exposure to (and tolerance of) people with different backgrounds and beliefs and encouraging community participation by disabled people and vulnerable groups<sup>17</sup>.

The following are key focus areas for playgrounds:

- ensuring diversity in equipment type and if needed replacing some traditional equipment with natural play features as they reach the end of their useful life
- developing a play space at Rutherford Park
- continuing to provide shade, seating and drinking water at playgrounds
- ensuring new and renewed playgrounds provide opportunities to include children with disabilities
- development of play opportunities for 10-14 year olds
- developing guidance in the form of strategy and policy, and implementing a playground hierarchy
- assessing the existing network and considering new equipment in gap areas
- develop a playground strategy to guide investment and level of service

A key sustainability initiative over the life of this Plan will be an increase in the proportion of natural play features. Play opportunities such as logs, boulders and recycled materials have a shorter useful life, but have low impact in terms of disposal and come at a significantly reduced cost compared to traditional or modern equipment.

All playgrounds in Nelson are smoke free.

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<sup>16</sup> Tākaro – Investing in Play Discussion Document (Auckland Council 2017)

<sup>17</sup> United Nations, 2013; National Playing Fields Association, 2000; Play England, 2006

### **6.3.2 Level of service**

Nelson currently exceeds the development standard of one playground for every 300 children as it is providing one playground for every 148 children<sup>18</sup>. Yardstick also shows Nelson's provision is high compared to the national average, with 7.9 playgrounds per 1,000 children compared to an average of 4.5. A number of factors need considering however when assessing playground provision against these measures.

One factor is that Nelson has developed a pattern of more frequently distributed smaller playgrounds rather than a lesser number of larger ones. This complements Nelson's sunny climate where it could be expected that residents would be more willing to walk a small distance to a minor facility, compared to a wetter region where less of an outdoor lifestyle is practical. This is supported by Yardstick's analysis of playground maintenance costs per playground, where Nelson sits at \$1,401 per playground, well below the average of \$2,235. The level of service relating to proximity seeks that 95% of homes are within 1,000m walking distance of a playground. The 5% margin acknowledges that Nelson is relatively well served with regards to convenience.

While quantity of play equipment for young children may be high compared to the national average, it is acknowledged that equipment or play opportunities for older children (10-14 year olds) is limited.

A new level of service for this Plan is to provide a range of playground experiences in the City, with the measure being 90% of new and renewed playground equipment incorporating diversity in equipment type (modern, traditional, natural). This means that as equipment comes due for renewal, an assessment will be made of the space as a whole and a different type of play equipment may be installed if required to increase diversity.

The levels of service that have been established for setting and measuring targets through this Asset Management Plan are listed in Section 2.8. In the past Council has used a 500m radius distance from playgrounds to measure convenience, which comes with limitations (as described in the Neighbourhood Parks section). For this AMP a 1,000m walking distance is used which is a more accurate indicator of convenience. Gaps in provision are described in Section 6.3.3 (Future Demand).

An external audit of play facilities is planned for 2018.

### **6.3.3 Future demand**

The key factor influencing demand for play facilities is the number of children in the relevant catchment. However, visitor numbers are also relevant, particularly at more visible sites such as commercial centres, Tahunanui and sporting hubs like Saxton Field. A less significant but still relevant need is for Nelson's ageing population to have access to play areas when grandchildren visit (as well as supporting amenity such as seating and shade).

Given the decline in physical activity nationally (58% of New Zealand children spend more than four hours a day in front of a screen each weekday, and

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<sup>18</sup> 62 playgrounds; 9,200 people aged 0-14 (Stats NZ)

63% during the weekend<sup>19</sup>), Council has a leadership role in creating attractive opportunities that encourage youngsters to visit play spaces to develop healthy habits and enjoy being active. Forty-six per cent of children between the ages of eight to 12 years are not playing every day. Between 50% and 70% of children do not regularly experience 'real' play activities such as tree climbing, messy play (involving paint, mud, dirt, sand and water) and the use of hand tools, props or found natural materials<sup>20</sup>. As Nelson's population ages, the proportion of Nelson residents in the 0-14 age group is predicted to decline from 17.9% in 2018 to 14.9% in 2043 (9,200 children dropping to 8,300)<sup>21</sup>. While it is therefore prudent to balance playground budgets against other areas of need it is important to still consider accessibility, inclusion and quality of play areas which will continue to be a key factor in making Nelson appealing for families, both to settle and to visit. Nelson is a popular destination for visitors (including families) with the wider Nelson Tasman region receiving a steady increase in annual guest nights from 1.2 million in 2012 to nearly 1.5 million in 2017<sup>22</sup>.

Exceptions to the small downward trend in the 0-14 age bracket are expected to occur in the Enner Glynn and Isel Park area units, which correspond with Marsden and Ngawhatu Valleys where considerable residential development is occurring.

Playgrounds can also place demands on peripheral services and recent play spaces using a mixture of equipment types have proved highly popular, and at times created tensions among nearby residents. Careful planning is required to ensure acknowledgement of the existing environment including facilities and resources (e.g. existence of car parking or toilets).

One of the levels of service for Play Facilities is that they are conveniently located, with a target of 95% of residential properties being within 1,000m walking distance of a playground. Currently 97% of properties are within this distance. Figure 26 shows GIS analysis that identifies residential homes outside of the 1,000m walking distance. Gaps in provision are shown to occur in the areas below.

- **Daelyn area:** Council proposes to install equipment in the new neighbourhood park at Mako St. New connections to Saxton Field are also underway which will give access to existing and proposed play opportunities there.
- **Ngawhatu and Marsden Valleys:** play equipment is proposed to be installed as new reserves are developed.
- **Tahuna Hills:** an acknowledged gap area exists and opportunities for play equipment will be explored where practical.
- **Tasman Heights:** opportunities for play equipment will be explored as subdivision progresses.

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<sup>19</sup> Tākaro – Investing in Play Discussion Document (Auckland Council 2017)

<sup>20</sup> Nestle Ltd, 2011; Human Potential Centre, Auckland University of Technology, 2015

<sup>21</sup> Statistics NZ Nelson Population Projections for 0-14 year olds by Area Unit

<sup>22</sup> Statistics NZ Commercial Accommodation Monitor: March 2017 – Nelson-Tasman

- **Bishopdale:** opportunities for play equipment in Bishopdale Reserve will be explored during the life of this Plan.
- **The Brook:** there is an opportunity to include some natural features in the reinstatement of Andrews Field.
- **Atmore:** this is a relatively new area of development on hilly terrain in the vicinity of Atmore Terrace and City Heights. The area is not well served by accessible flat park land, however there is significant opportunity for natural play given its proximity to the Maitai River. There is an existing swing at Hanby Park, and if residents voice concerns that this is insufficient further provision can be considered in the future.
- **Atawhai:** two main areas in Atawhai are outside of the 1,000m walking distance. One is immediately to the east of Wakapuaka Cemetery and the other at the top of Bay View Road, in an area that has been gradually developed over the last decade. Both of these areas are relatively close to Montrose Reserve 'as the crow flies', however a poorly planned subdivision pattern of cul-de-sacs means there is no road or pedestrian connection, and the reserve needs to be accessed via Atawhai Drive. Further analysis of options for these areas is required.

Responses to these gaps are discussed further in Section 6.3.4.4 (New Capital Investment).

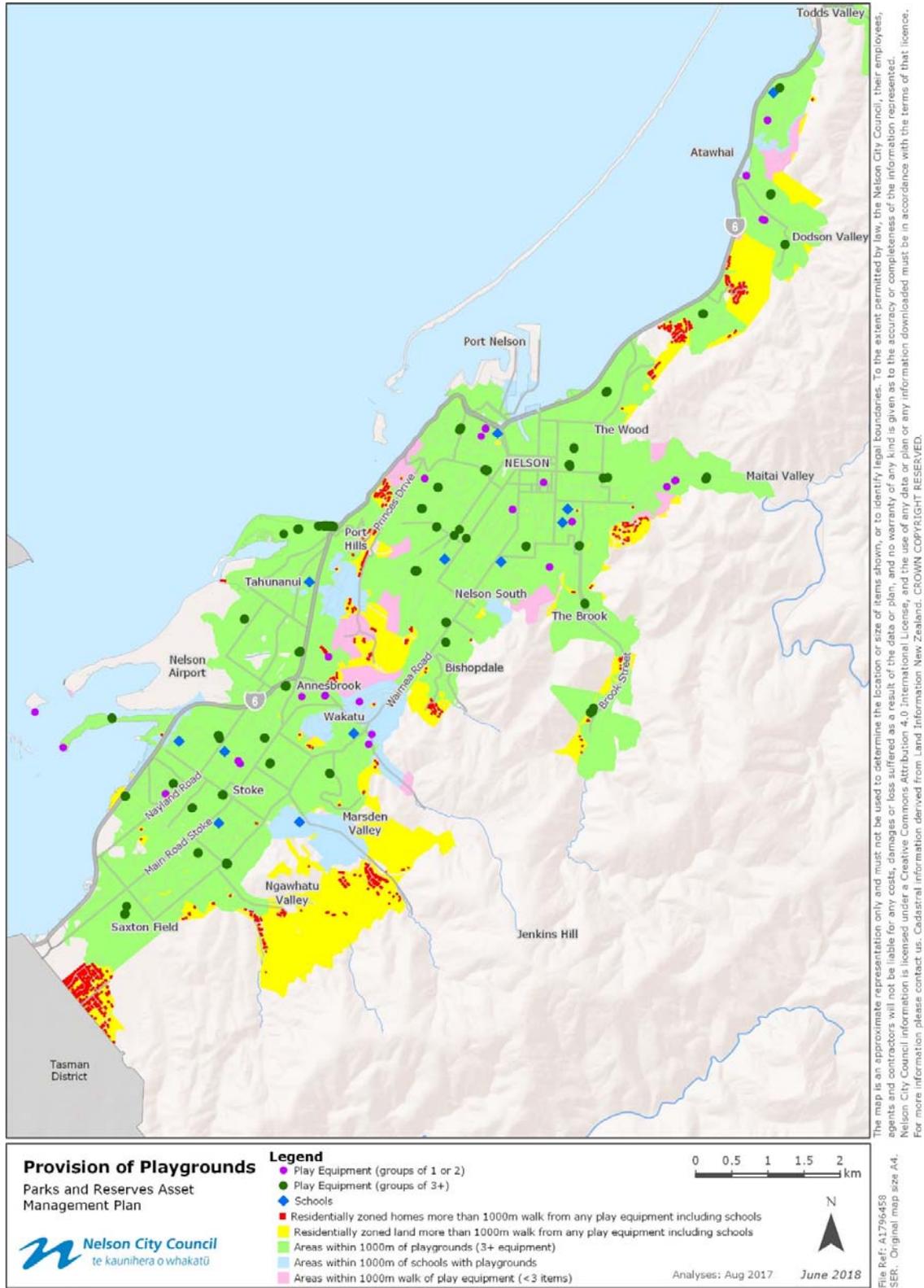


Figure 26: Provision of playgrounds in Nelson

## Natural play features

Customer feedback from the 2014 residents' survey asked people who were playground users whether they were in favour of, or opposed to, three broad types of play equipment:

- **traditional** manufactured play equipment such as swings, slides and see-saws
- **modern** manufactured play equipment such as climbing structures
- **natural** or recycled equipment such as logs, mounds and tyres.

Traditional equipment received the strongest level of support at 89%, followed by modern equipment at 83% and natural equipment at 77% (see Figure 27).

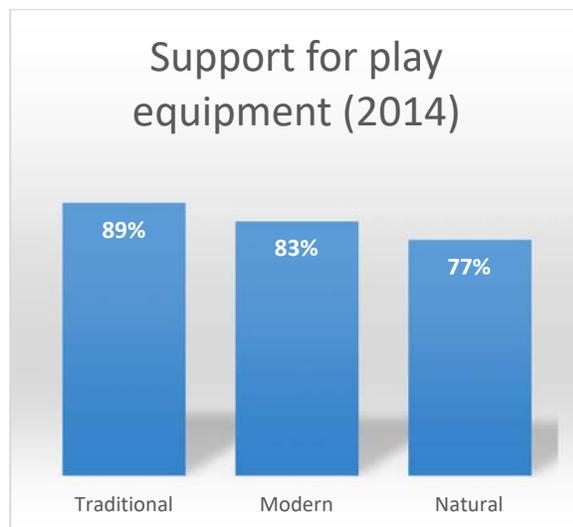


Figure 27: Support for different types of play equipment (In favour, or Strongly in Favour, NCC Residents Survey, 2014)

While natural equipment scored lowest, 77% still shows considerable support and is only marginally behind modern equipment, which comes at a substantially higher cost.



Figure 28: Natural play feature, Hockey Reserve

As shown in Figure 29, a desktop analysis of existing equipment in Nelson shows a stock of around 56% traditional, 39% modern and 5% natural.

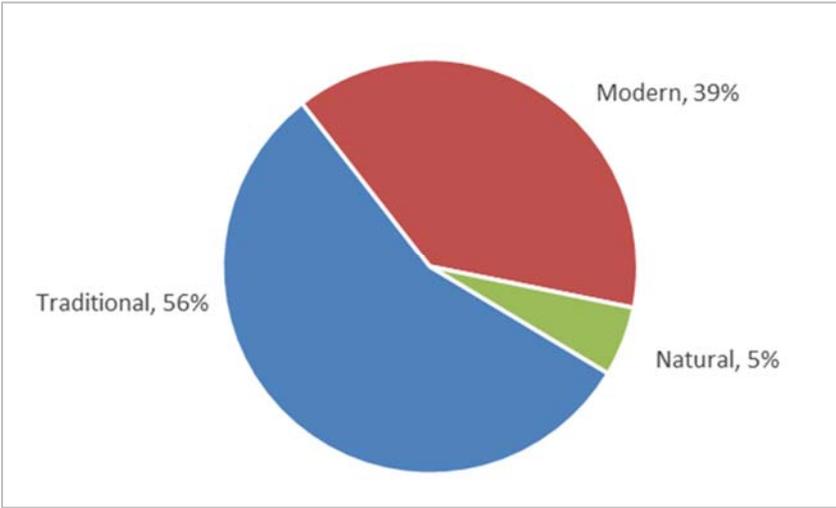


Figure 29: Present provision of play equipment in Nelson

A more even three-way split of play equipment types would better align the equipment with the demand indicated through the residents' survey. A significant opportunity therefore exists in replacing some traditional equipment with natural features as they come due for renewal. Using more natural play features and placing less reliance on equipment has cost advantages as well as addressing criticism of homogeneity among our playgrounds by giving each playground a unique feel and greater individuality.

Council is also committed to ensuring new and renewed playgrounds have shade incorporated into their design, in order to reduce exposure to the sun.

### **6.3.4 Lifecycle Management**

#### **6.3.4.1 Background data**

Nelson has 265 items of play equipment (e.g. a swing, a slide) and 40 'playgrounds' (defined as a play area with three pieces of equipment). Play equipment is plotted on Figure 26, with those within a playground shown as green. The majority of equipment is traditional or modern, with around 5% natural features.

Schools also provide playgrounds and where these are accessible to the public they are included in the level of service calculations.

Condition information is not currently stored in Infor, however the intention is for this to be incorporated as a priority.

#### **6.3.4.2 Operations and maintenance**

Operations budgets are split broadly into contracted works, programmed maintenance and unprogrammed maintenance (day works). At the time of writing contracts were being revised which will have a bearing on the achievable specifications in relation to existing budgets.

Council undertakes regular playground safety checks through its contractor. Any major risks or issues are reported to Council, and they are recorded and prioritised in the work programme.

All Council playgrounds are due to be audited by an external playground assessor in 2018, and additional budget is included to fund this audit, as well as for any remedial work required following the inspections.

With regards to weed control, Council's contractors use *Biosafe* sprays in proximity to playgrounds.

#### **6.3.4.3 Renewals**

The age and condition of play equipment across Nelson was assessed in 2016, and replacement dates and values estimated. As can be seen in Figure 30 a significant 'bubble' is approaching in Year 3 of this Plan, and again in Year 9.



Figure 30: Play equipment renewals forecast

Options to smooth this cost include reassessing the condition of those items at the time to see whether they can be renewed later, and renewing with lower cost play equipment instead of 'like for like' (this option may also enable renewing earlier than needed).

Council is seeking to increase diversity in play equipment, which is reflected in the desired levels of service. As individual pieces of equipment reach the end of their life, the immediate surrounding playground will be assessed and equipment replaced with natural features where an opportunity exists. This will reduce the cost of renewals and help to reduce the burden during years 3 and 9. Rather than budgeting for the full cost of renewals in this Plan, a figure of 80% or below has been included to acknowledge reassessments nearer the time, renewing earlier or later to smooth out the cost, and the proposed replacement with more cost effective equipment in some cases.

To assist planning for renewals, a hierarchy is proposed to be developed that will identify areas where different equipment could be installed. The top level of the hierarchy would include a limited number of high quality 'destination' play spaces potentially located at Tahuna, Stoke and in the City centre area to serve a regional or city-wide catchment. The second tier, distributed evenly throughout the City, and reasonably accessible from all homes, will provide a small number of pieces of equipment, maybe three or four, chosen from a wide selection. The third tier may provide very simple facilities, perhaps using landscape or natural features and very little, if any, formal equipment. Such a hierarchy may be considered as part of a wider parks strategy.

#### 6.3.4.4 New Capital Investment

The following checklist is used by staff as a guideline when considering the need for new play equipment.

- Is the proposed site in a gap area i.e. outside of 1,000m walk to an existing playground?

- Is the proposed location in a high deprivation area?
- Has the community expressed views on play needs?
- How does local traffic impact on accessibility to this location and other nearby playgrounds? Is another playground needed for walkability reasons?)
- Are there natural areas within a 1,000m walk which provide alternative play options?
- Can existing or planned landscape play elements be used to reduce the number of pieces of equipment?
- What amenities or facilities are in the vicinity that may have a bearing on the size of the playground e.g. car parking, barbeques, toilets.

### **Proposed new play equipment**

A number of new play facilities are proposed as a result of growth, and are largely funded from development contributions.

As new reserves come online (e.g. Marsden and Ngawhatu Valleys, Mako St) new playgrounds will be established to meet the existing level of service. In addition play facilities will be provided in places where gaps exist, as described in Section 6.3.2 (Level of Service).

Future playgrounds are proposed within neighbourhood parks in both Marsden and Ngawhatu Valleys. However, development of a playground in the Ngawhatu Valley is not planned for the immediate years, so the Octopus Gardens play space (within the Ngawhatu Sportsground) is being upgraded in the interim. The Isel Park catchment has relatively high socioeconomic deprivation<sup>23</sup> and the number of children in this area is projected to increase (the area already has the highest number of children in Nelson).

To meet the level of service in the Tahuna Hills area, play facilities are planned for Paddy's Knob to provide local children with play opportunities without having to cross the State Highway to reach the Tahunanui facilities. This is likely to occur as part of a wider review of Paddy's Knob. The Tahuna Hills area unit is well above the median in terms of numbers of resident children.

Corder Park is another area raised through submissions as needing improved play opportunities, and options will be investigated during the early years of this Plan. The wider area has seen significant development in recent years and the park is now traversed by an important shared path. Corder Park currently has a rocktopus, and is well within 1,000m of both Te Ata Reserve and Werneth Reserve which both have play equipment (and is just outside of 1,000m of another, Frenchay Reserve) so will need assessing within the context of other gaps in Atawhai.

The Rutherford Park development plan includes provision of a play space alongside the Maitai River. This was a concept originally recommended

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<sup>23</sup> Environmental Health Indicators NZ. <http://www.ehinz.ac.nz/indicators/population-information/socioeconomic-deprivation-profile/#NewZealandIndexofDeprivationNZDep>

through the Heart of Nelson Strategy which was adopted by Council in 2009 and identified gaps in play equipment near the city centre:

*Adventure play areas result in an attraction that people are willing to spend time at, therefore increasing their time in the CBD. The benefits of this are numerous including increased inner city vibrancy and more importantly, encouraging retail spend in ancillary services such as cafes.*

Presently one swing is provided in the Old Bank Lane and another beside the Maitai (next to the Elma Turner Library), and the next closest play opportunity to the city centre is adjacent to Riverside Pool. Funding has been included to investigate and construct a destination play space in Rutherford Park, and the aim is to create a unique destination that celebrates the namesake of the park through science and creativity.

Council acknowledges a gap in provision of facilities for youth (who are not sports focussed) in the Stoke area. The area needs recreational facilities for youth that provide relevant hang out spaces to meet, communicate (with Wi-Fi if feasible), engage in music and arts activities and recreate. One of the reasons for this gap is that many of the natural features that young people use in the right season are not present in Stoke, for example the Maitai River and Tahunanui Beach are very well used but not as accessible to young people from Stoke due to transport issues. Council has identified the development of a youth facility in Stoke as a priority, and preliminary work is already underway to investigate options, in conjunction with the wider *Spotlight on Stoke* project. Funding for this investigation is provided in the early years of this Plan.

A destination playground is included in the Saxton Field development plan, but this is not seen as an immediate priority. In the interim, several satellite playgrounds within the reserve are proposed, which should provide good benefits to users in having play facilities located closer to the sporting venues (the equipment will often be used by families who have children waiting whilst others are playing sport). Recently installed outdoor fitness equipment will complement the proposed play equipment.

There are many sites throughout the city, including parks and areas of road reserve, which could be modified with the addition of a piece of simple play equipment e.g. skating elements or natural features. Areas include the CBD (including Montgomery Carpark should the upgrade project be revisited), the Stoke Railway Reserve, Maitai Walkway, Pepper Tree Reserve, Bishopdale Reserve and the Neale Skate Park, which would also benefit from investigation into its current capacity for general use.

Maintenance budgets incrementally increase over the life of this Plan to cater for growth in equipment, however the proposal to replace some traditional play equipment with more cost effective replacements when due for renewal is likely to somewhat mitigate this.

#### **6.3.4.5 Disposal**

The cost of disposal of play equipment is included in the renewals budgets. Opportunities are occasionally explored for salvage but this is typically not feasible given the condition the equipment once it has reached the end of its life, and the safety implications of reuse.

A move to using more natural features such as boulders and logs will reduce disposal costs and impacts on the environment.

Playground matting has a compliance life of 10 years which adds to the expense of play areas. Bark is used as the preferred safety surface, but requires greater ongoing maintenance costs.

Disposal of assets in parks and reserves generally is discussed in Section 4.5 (Disposal).

### **6.3.5 Risk management**

NZ Standards for playgrounds are not part of the levels of service, although that does not imply any reduction in the importance of safety in our playgrounds. Standards are one of a range of tools to be used in assessing playgrounds, however too great a preoccupation with meeting them leads to compliance becoming the main focus rather than play quality. Another tool to ensure safety in playgrounds is to employ a risk management process that is well documented, reasonable and practical so that staff can stand behind their decisions. The present maintenance/audit schedule provides such a process. This Plan aims to make the key focus of playgrounds accessibility and quality, with safety being a key component of quality.

Liability to Council is forefront in any discussion around risk concerning play equipment. Play is however inherently risky, and protecting against all forms of risk is difficult and costly. Bumps, bruises and even broken bones are to be expected as part of play and learning.

Council-owned playgrounds are developed and maintained to minimise the risk of serious injury occurring and all playground equipment is inspected regularly and required to comply with the relevant New Zealand Standards. Research shows that the actual risk of injury in playgrounds is considerably lower than is perceived. Taking on challenges and risks is fundamental to a child's development, and some risky play allows children to develop their own risk perception skills and enhances their ability to avoid injury<sup>24</sup>.

A programme of providing shade at playgrounds is ongoing, and fencing is provided where this is seen as necessary (recent examples being at Riverside Reserve and Pioneers Park playgrounds). Consideration is given to the need to cross busy roads when analysing supply and, together with the Transport team, specific safety measures are taken where warranted (e.g. provision of pedestrian refuges, improvements to parking).

All playgrounds were assessed by an external auditor in 2008 and again in 2013. It is proposed that the next external audit be in 2018.

Risk management in parks and reserves generally is discussed in Section 5 (Risk Management).

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<sup>24</sup> Auckland University of Technology, 2015; Bond, D., 2013; Brussoni, M, et al, 2014; Louv, R., 2008; Solomon, S., 2014; Wyver, S. et al, 2010.

## **6.4 Focus Area 4: Trees**

### **6.4.1 Introduction**

This section relates to Council's management of street trees, parks trees and trees listed in the Nelson Resource Management Plan, which are either listed as Heritage, Landscape or Local. Heritage and Landscape trees require resource consent to carry out significant works or for removal, while Local trees do not providing Council has been advised in writing in advance. At the time of writing the Nelson Resource Management Plan was being reviewed and the Local tree category is likely to be proposed for removal.

Funding is provided through this Asset Management Plan for the management of trees within parks (3524 Park Trees) and protected trees (3538 Heritage, Landscape and Local Trees). Funding for the management of street trees is provided in the Transport Asset Management Plan. However, vegetation on legal road is managed by the Parks team, so discussion on street trees is included in this focus area.

Trees have many benefits and contribute to the city environment in many ways. They provide oxygen, absorb carbon dioxide, create habitats and food sources for birds and other animals, help reduce traffic noise, increase property values and provide heat reduction, visual amenity, shade and shelter from rain. Trees can also have significant heritage value.

Issues posed by trees include nuisance (e.g. leaves clogging gutters and drains, unwanted shading) and risk (perceived and actual) of the consequences of failure.

For management purposes trees are broadly separated into either Council owned or privately owned, with the latter group including all listed trees that sit on land not owned by Council (including publicly administered land such as schools and the Nelson Marlborough District Health Board).

A priority for Council is developing guidance in the form of strategy and policy to assist in the management of trees. This will pull together relevant legislation, existing policies, plans and guidelines, and set goals for the planting, maintenance, protection and promotion of the network of trees managed by the Council.

### **6.4.2 Level of service**

Levels of service are listed in Section 2.8.

Council seeks to manage its trees well. Protected trees are inspected every two years and other Council owned urban trees are also moving towards a regular inspection regime (three yearly). In addition considerable staff time is spent dealing with enquiries relating to trees.

The Land Development Manual 2010 provides standards and guidance for street trees, and Council produces street tree guidelines which are organised by area or eco-zone (coastal flats, hill country etc.). A range of interpretive resources are also produced including plaques on listed trees, publications such as *Living Heritage* (a guide to growing native plants in Nelson produced in conjunction with the Department of Conservation) as well as printed flyers e.g. the Isel Park Tree Walk.

### 6.4.3 Future demand

Clear information on demand for trees is not readily available, but it is generally accepted that trees in parks are expected and welcomed, and street trees are generally appreciated for the amenity they provide, both in visually softening the urban surrounds and providing shade in summer (the trees are deciduous so allow the winter sun through). It is anticipated the City Tree Strategy will articulate demand as well as appropriate species and provision.

Issues reported to Council generally relate to nuisance factors, e.g. problems with leaves, branches coming into contact with buildings, shading or occasionally concerns around safety. The majority of issues are able to be resolved and there is not understood to be any wholesale desire for a reduction in the provision of trees. However the residents' survey could be used in future to obtain a better gauge on this.

Council often receives submissions of support for its provision of trees, and receives regular nominations for new protected trees.

### 6.4.4 Lifecycle Management

#### 6.4.4.1 Background data

Council oversees around 2,000 street trees and 926 listed trees (397 Heritage, 404 Landscape and 125 Local). Listed trees can either be privately owned or Council owned (around 70 of the 2,000 street trees are also listed). For efficiency, non-protected trees within parks are not individually identified, rather all the trees in one park are inspected at one time and decisions on maintenance carried out on that basis.

Tree condition information is fed into the INFOR Asset Management System. Around 75% of street trees are in average or better condition, with 11.7% logged as 'fair' and 2.5% in 'poor' condition.

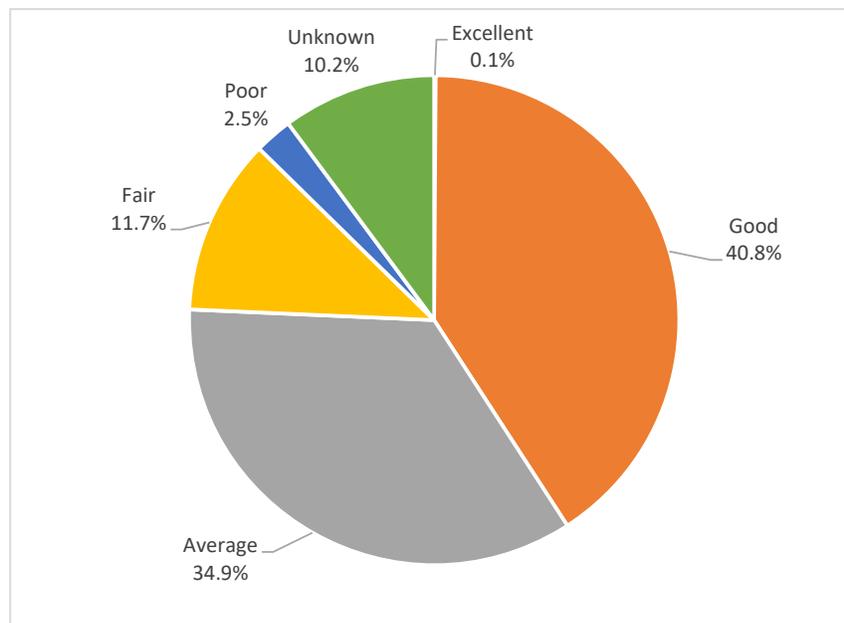


Figure 31: Street tree condition at July 2017

#### **6.4.4.2 Operations and maintenance**

Maintenance is carried out by Council's contractor and undertaken on an ongoing basis. Protected trees are inspected every two years and any remedial works carried out. At the time of writing street trees were inspected on a reactive basis, however Council is working towards a three year inspection cycle (as well as in response to specific requests).

Considerable work is required following storm events and in some cases areas are closed while remedial works are undertaken. Significant storms enable alternative contingency funding (not identified in this Plan) to be accessed, however Parks budgets are required for clean up after lesser storm events.

Due to the unpredictability of such events, any unspent budget is generally carried forward into subsequent years to enable works to be carried out when required.

This Plan introduces a change to the way maintenance budgets function. Previously all funding was provided as programmed works, however this didn't properly reflect actual practice. Operations are now split into unprogrammed and programmed work, with the majority of funding being available for unprogrammed works.

#### **6.4.4.3 Renewals**

Replacement planting is generally undertaken on a reactive basis, due to the uncertainty around timing. Efforts are made to preserve heritage values, for example propagating from originals where possible.

Street trees were planted in the city centre during the late 1980s and early 1990s, and a renewals plan is required so that succession planting occurs and the existing pleasant, treed environment is maintained. This will be addressed through the proposed policy discussed in Section 6.4.1.

#### **6.4.4.4 New Capital Investment**

Funding is included within each reserve for new planting, with the largest budget allocated for Esplanade and Foreshore Reserves. These reserves have a key environmental role in protecting riparian corridors by filtering nutrients, reducing erosion and providing shade to reduce water temperature and improve aquatic habitat conditions.

The majority of trees planted in Esplanade and Foreshore Reserves are natives. Most if not all exotic trees are planted in Public Gardens, Neighbourhood Parks, Sports Grounds and as street trees.

The Land Development Manual 2010 provides standards and guidance for new street trees including size, location and dimension information. These standards refer to Street Tree Guidelines for species relative to City area and berm width.

#### **6.4.4.5 Disposal**

Removal of large trees requires specialist equipment and technical expertise, and is therefore expensive. From time to time trees do require removal, for example where a safety issue is present, and in these cases opportunities are always sought to recover costs wherever possible.

High quality timber is made available for crafts people, and on occasions Council is able to utilise the resource, for example for use as natural play features or furniture as was done in Isel Park following a wind event in 2008.



*Figure 32: Table in Isel Park made from heritage tree timber following a storm event*

Where trees are removed, new trees are planted as long as conditions allow (such as consideration for underground services).

It is unlikely that a street tree will be able to reach its mature size before it outgrows the space available and creates damage to infrastructure such as footpaths, kerbs or underground services. Street trees are therefore actively managed through a cycle of removal and replanting. The timeframe for the trees in the City centre is a cycle of about 25–30 years, with the first of these tree ‘renewals’ taking place in recent years.

For the reasons above (damage to infrastructure) street trees that have been planted within berms less than 1.5m in width will be successively removed and not replanted.

#### **6.4.5 Risk management**

The primary risk to Council is one of liability should a tree cause damage to a person or to property. This is presently mitigated by regular inspections and maintenance works.

The present Section 17A review, together with the proposed Tree Strategy, will also make an assessment of the best approach for Council in terms of risk.

## **6.5 Focus Area 5: Walking and Cycling**

### **6.5.1 Introduction**

While walking and cycling are quite different activities the asset used is generally the same. There are some exceptions, for example where paths have steps and are not suitable for cyclists or where steep downhill tracks have been dedicated to mountain bike use to avoid safety issues with pedestrians.

Nelson's walkways offer an important recreation and transport network, are well-patronised and are associated with high levels of ratepayer satisfaction. There is ongoing demand for expanding the walkway network, and new opportunities often rely on land acquisition by purchase or via development contributions at the time of subdivision. Easements over private land also provide options.

The maintenance and development of walkways both within and outside parks and reserves (such as street-to-street connections) is currently shared between the Parks and Facilities and Transport teams, with Parks and Facilities mainly responsible for the green assets (planting development, grass and tree maintenance), furniture and lighting and Transport responsible for the hard surfaces, signs and handrails.

Council seeks to take a leadership role in providing walking and cycling facilities, which encourages active travel and reduces vehicle trips. With demand already high, and the future cost of construction and fuel uncertain, Council sees establishing walking and cycle routes as a priority.

Walkways in parks and reserves are an important part of achieving the 2005 Pedestrian Strategy's vision "to increase walking in Nelson". They also contribute to achieving the vision of "healthy, efficient and sustainable communities where people choose to walk" as set out in the International Charter for Walking which Council became a signatory to in 2008.

In 2015 the Council adopted *Out and About*, an active travel and pathway-based recreation policy. This policy recognises the growth Nelson has seen in walking and cycling over the past decade, and sets objectives around consistency, classification of route types, channelling (e.g. setting certain trails aside for exclusive use) and courtesy among users. Following the adoption of this policy, Council developed *Out and About – On Tracks*, an off-road tracks strategy which prioritised trail development projects and sought to address concerns around conflict between users by creating a track hierarchy, identifying specific trails where separation or exclusive use is required and prioritising trail development. A key focus over the life of this plan will be implementing the solutions identified in the *Out and About – On Tracks* strategy.

The track hierarchy should reduce conflict between different users which is an issue that needs continuing attention, particularly between cyclists and walkers on dual purpose paths. There are obvious cost advantages to shared paths but it is recognised that at times it is necessary to separate the two activities for safety reasons. The width of paths in high traffic areas and maintenance of adjacent plantings to avoid narrowing of the usable space due to encroachment are also factors in the effective working of shared use paths.

Lighting of paths is another important safety issue for both pedestrians and cyclists. Paths are assessed on a case by case basis to determine whether the level of use warrants lighting and whether the inclusion of lights would be likely to improve safety. Routes serving the arterial cycle network, such as the Railway Reserve, are addressed as Transport assets and included in the Transport Asset Management Plan.

In 2017 Council engaged BERL to undertake research into the economic benefits of mountain biking for the region. The study concluded that \$8.5 million of new and retained spending occurred annually as a result of the mountain bike trails in Nelson City, and that spending will in the first instance generate \$4.5 million in GDP and provide employment for 79 FTEs. Once multiplier effects are taken into account, the activity was considered to generate a total of \$14.5 million in expenditure, \$7.5 million in GDP and total additional employment of 106 FTEs. The study anticipated that in 10 years' time, direct expenditure would measure \$21.7 million, with \$11.3 million of direct GDP being generated in the City and the employment of 202 FTEs. Once multiplier effects are taken into account, the total annual economic impact in 10 years' time was expected to be \$19.1 million in GDP and the total employment of 270 FTEs. Providing support for mountain biking is a key area of attention during the life of this Plan.

A particular focus will be ensuring Nelson has an adequate provision of lower grade mountain biking trails to enable access for learner riders and children, and progressing the mountain biking hubs identified in the *Out and About – On Tracks* strategy. There are also significant opportunities for working with the Mountain Bike Club to improve signage and marketing through third party resources such as the Trailforks phone app.

At the time of writing, a private group was investigating the feasibility of a gondola on Fringed Hill. Should this project progress, it would have a significant impact on the scope of the proposed recreational hub in the Maitai Valley.

Another focus will be working towards finalising walking and cycling connections in Stoke and Tahunanui (including Poormans Stream and Jenkins Stream shared paths), throughout Saxton Field reserve and contributing towards the completion of the Great Taste Trail.

Recently completed walkway projects include the Maitai Walkway (Akerston Street to Trafalgar Street), a link through Pipers Park from Emano Street to Princes Drive and the Orchard Stream esplanade shared path.

## **6.5.2 Level of service**

Council seeks to provide a connected network of walking paths and tracks that are accessible and visible, and that cater for a range of riding abilities. The levels of service that have been established for this Asset Management Plan are listed in Section 2.8.

The focus for this AMP concerns provision of tracks and trails at an entry level, and sets targets for the commencement of construction on a number of specific Grade 2 trail projects (Saxton Field wetland, Branford Park north side and the Boulder Bank connection). Provision of lower grade tracks is needed to better develop mountain biking locally for families and children.

Mountain biking trails are constructed in accordance with the Ministry of Economic Development's *Cycle Trail Design Guide* (MED 2011) and the International Mountain Biking Association's *Trail Solutions* trail building guidelines (IMBA 2004). This ensures best practice methodologies for construction and drainage and other environmental effects such as erosion and sediment loss.

Maintaining mountain bike trails at lower grades can be expensive, and a particular challenge for Council is maintaining the Dun Mountain Trail to the NZ Cycle Trail standard (Grade 3/4). It is acknowledged however that keeping this ride accessible is important, particularly for attracting visitors, and funding is provided by NZ Cycle Trail to assist with maintaining this level of service.

Walking and shared pathways through reserves are constructed in concrete where possible, to avoid weed incursions that typically create maintenance issues with asphalt, particularly *cynodon dactylon* and *cenchrus clandestinus*.

### **6.5.3 Future demand**

Sport New Zealand regularly surveys New Zealanders' activity behaviours to learn about residents' interests and preferences. Its Insights tool shows walking for sport or leisure is the most popular form of physical activity for adults in the Nelson district with 57.6% participation, well above the national average of 48%. Cycling/biking was third at 32.2% (average 18.8%) and mountain biking fourth at 20.5%, which is almost three times the national average of 7.7%.

The growth rate in cycling activity in Nelson has been on average 3.4% per annum since 2001, and growth in walking activity has been 4.4% per annum<sup>25</sup>. The 2013 Census identified that 18.3% of Nelson residents walked and cycled to work, and a target in the *Out and About* policy is to have this increase to 25% by 2018 (midyear results for 2017/18 were still showing a relatively static trend at 19%).

Feedback received in relation to mountain biking in the Conservation Reserves suggests Nelson's backcountry is heavily used for informal recreation such as mountain biking, walking, jogging and enjoyment of the natural environment and there is a desire to see reserves enhanced for these activities with improved tracks and facilities. This, combined with the trend away from organised sports and a significant growth in informal recreation such as walking, running, cycling and mountain biking, suggests a need to continue improving provision of recreational facilities for these activities, such as tracks and signs, to meet this demand.

Nelson is well positioned geographically to become a key destination and springboard for walking and cycling activities. The city already boasts an extensive network including the Dun Mountain Trail and the Great Taste Trail (part of Nga Haerenga, the New Zealand Cycle Trail network), abundant world class mountain biking trails such as the Codgers network and well used off-road shared routes like the Railway Reserve. The hills close to the City also offer plentiful walking opportunities with stunning views over the Richmond Ranges, Tasman Bay and beyond. The region is in close proximity

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<sup>25</sup> NCC *Out and About* policy, 2015

to Abel Tasman, Nelson Lakes and Kahurangi National Parks as well as the Mount Richmond Forest Park through which the Te Araroa Trail passes. In addition to tramping opportunities these parks offer world-class mountain biking including the Heaphy Track, Old Ghost Road, Queen Charlotte Walkway, Kaiteriteri Mountain Bike Park, Silvan Forest, Wairoa Gorge and the Great Taste Trail. There is therefore a significant opportunity for Nelson to not only market itself as a destination on its own, but to leverage off neighbouring attractions to capture more of those visitors that might otherwise be passing through.

The trend towards more informal, flexible recreation, together with the quality of the trail network and commitment of the Nelson Mountain Bike Club (whose membership now exceeds 3,000 members) has seen significant growth in the popularity of mountain biking in Nelson among local residents and visitors. Council recognises that this presents some potentially major regional development opportunities, particularly in the form of tourism, both in terms of informal visitors and those coming for events.

Formal submissions, as well as engagement with the walking group, show strong support for the completion of links and investigation of new routes. The Curtis Street footbridge was raised by several submitters in the 2017/18 Annual Plan, as was the completion of the Poormans Stream shared path to Main Road Stoke. Heritage Nelson (formally Nelson Heritage Advisory Group) submitted, seeking that Council work with the Department of Conservation to investigate improving access and amenity in the Albion Square historic reserve.

## **6.5.4 Lifecycle Management**

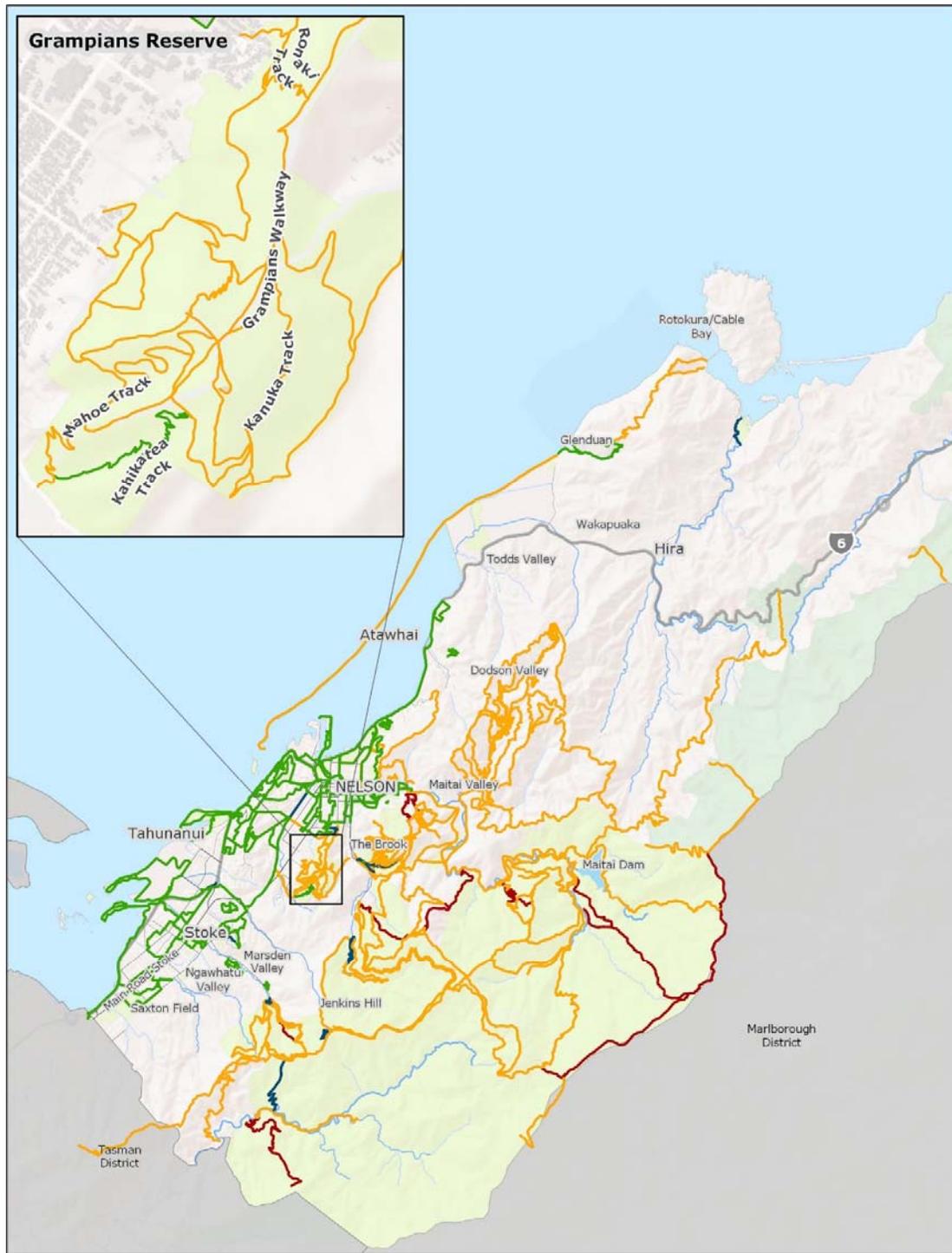
### **6.5.4.1 Background data**

Figure 33 and Figure 34 provide maps of walking and mountain biking trails in Nelson.

All Council owned tracks are recorded in the GIS. This provides the following data: track lengths, plotted locations, information on track grades and condition assessments.

Nelson's mountain bike tracks are mostly located in the Conservation and Landscape Reserves, with a small number in Esplanade and Foreshore Reserves. Most tracks are dual use walking and mountain biking, with several single use tracks for exclusive walking or cycling only.

Mountain biking occurs on both Council land and privately owned land, with a significant degree of the latter owned by Ngāti Koata. While it is between the Mountain Bike Club and other owners to build relationships and form agreements over access, Council takes a wider view of the network and, for example, identifies trails in its GIS regardless of underlying tenure, and may provide funding for Mountain Biking projects on non-Council land. There are administrative benefits to encouraging trails on other land, including health and safety obligations and savings from other ongoing responsibilities such as maintenance. In relation to maintaining trails, Council works closely with the Mountain Bike Club and a shared approach is taken.



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**Walking Tracks**  
Parks and Reserves Asset Management Plan



**Nelson City Council**  
te kaunihera o whakatū

**Legend**

- Short Walk (88)
- Walking Track (27)
- Easy Tramping Track (182)
- Challenging Tramping Track (15)

N

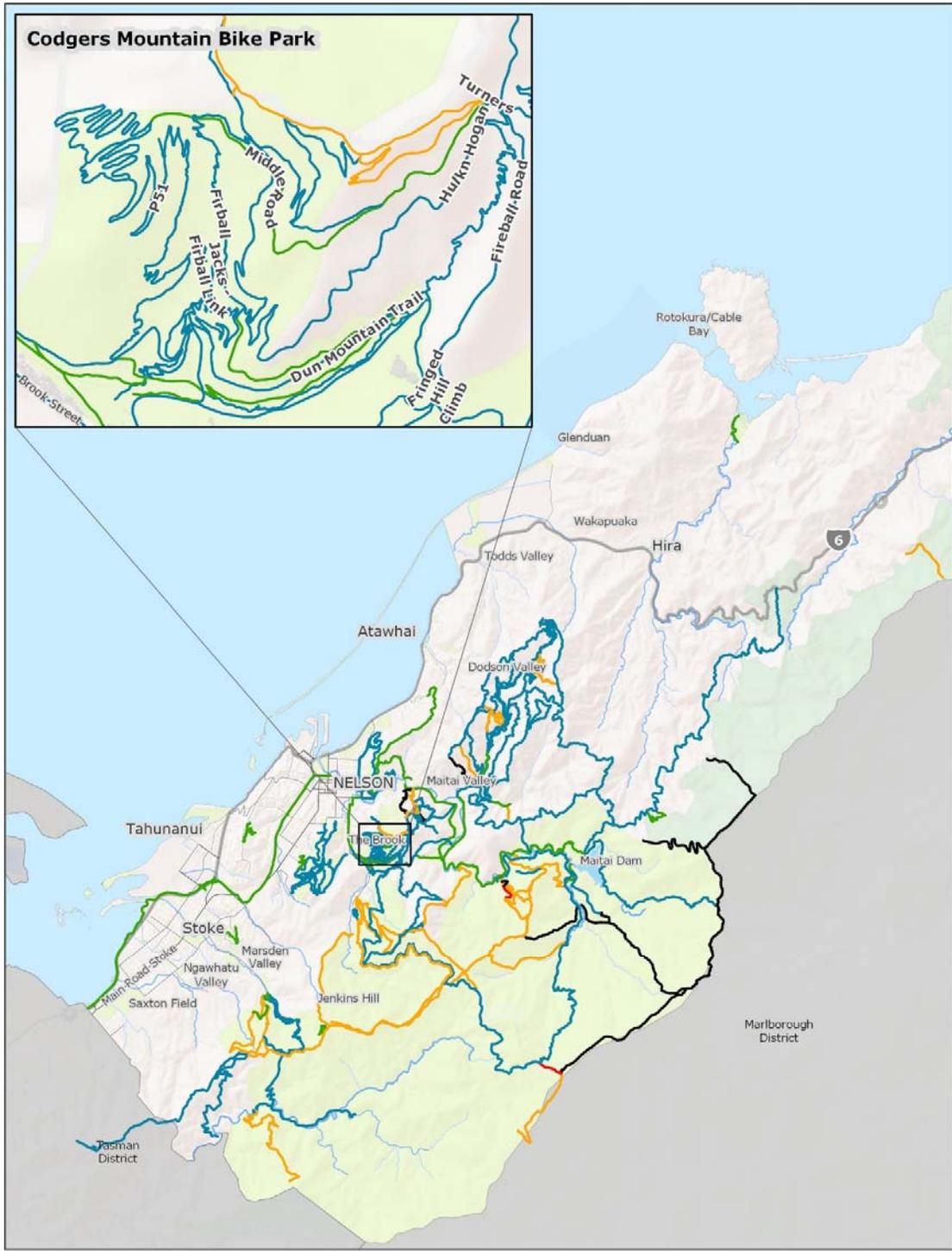
June 2018



0 1 2 3 4 km

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Figure 33: Walking tracks in Nelson



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**Mountain Bike Tracks**  
Parks and Reserves Asset Management Plan

**Legend**

- Easy (39)
- Intermediate (117)
- Advanced (35)
- Expert (10)
- Extreme (2)

**Nelson City Council**  
te kaunihera o whakatū

June 2018

0 1 2 3 4 km

File Ref: A1896800  
SER - Original map size A4.

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Figure 34: Mountain bike trails in Nelson

#### **6.5.4.2 Operations and maintenance**

Budgets for the maintenance of walking and cycling trails sit within the relevant reserve category, and are typically embedded within wider budgets for maintenance contracts, programmed maintenance and unprogrammed maintenance (the term 'Walkways' relates to those physical management areas as shown on Council's GIS system, therefore the Walkways budget group in the Financials section of this Plan relates only to those assets that physically sit within Walkway areas).

Expectations for the maintenance of mountain bike trails are established through a partnership agreement between the Nelson Mountain Bike Club and Council. Under this agreement certain trails are maintained by the Club, with the responsibility for the remainder of trails on NCC land sitting with Council. The cost of ongoing trail maintenance is a factor for consideration when new trails are constructed.

Maintaining the more remote trails can pose particular challenges for Council. In 2010, the Government provided funding of \$500,000 to develop the Dun Mountain Trail as part of the National Cycleway Project. The 43km trail is an intermediate cycle track which begins in the Brook and extends through the ultramafic zone and into the Maitai Valley. In particular, maintaining the section where it descends into the Maitai Valley from Coppermine Saddle is difficult due to the geology which is prone to crumbling and slippage. Investigation into realigning some sections may be undertaken in future if required. Council receives annual funding from the NZ Cycle Trails Trust to assist with maintenance of the Dun Mountain Trail, as well as assistance in the form of counters to monitor use. Nelson and Tasman councils have resolved to allocate \$50,000 each per year towards a trail manager for the Great Rides. This Plan includes funding for the remediation of a significant slip that closed the lower section of the Dun Trail 2017.

The majority of mountain bike trails are on land presently in plantation forestry, and Council is aware of the disruption harvest activities can cause, not just for informal use of trails but for events which are typically planned long in advance. Council is working towards developing better systems to alert stakeholders of proposed harvest areas.

#### **6.5.4.3 Renewals**

Funding is included within each reserve category for renewals through general maintenance budgets.

#### **6.5.4.4 New capital investment**

In ranking and prioritising walking and cycling investment, Council is guided by existing policies and strategies, together with submissions from the public and consultation with user groups. The Parks team also works closely with the Transport team to investigate priorities and explore opportunities for subsidised funding.

Key focus areas for investment include implementation measures identified in the *Out and About – On Tracks* strategy (including recreation hubs and furthering entry level trails), esplanade share path connections, completing Saxton Field internal active transport routes and supporting the development of the Great Taste Trail.

One of the key projects proposed in the *Out and About – On Tracks* strategy is a significant recreational hub in the Maitai Valley, which will be investigated for development. This would include car parking, bike wash down, toilets, showers, information and potentially office space, retail and hire facilities. Opportunities exist to work with the Maitai Camping Ground, Groom Creek Wetland and local iwi to develop a comprehensive destination. Satellite facilities in the Brook and Marsden Valley are either underway or planned. At the time of writing a private entity was investigating the feasibility of establishing a gondola on Fringed Hill. The Maitai Hub project would be highly interrelated with such a venture and so the exact nature of its development will be dependent on the outcome of this investigation.

Nelson is expecting to host a number of high profile events in the coming years, including an Enduro World Series (EWS) Qualifier in 2018/19, an EWS Continental in 2019/20 and a Global EWS event in 2020/21. Future Global EWS events are also planned. Considerable funding has been included in the first three years for the development of new mountain biking trails and facilities in preparation for these events.

A key priority shared path project is completing the Poormans Stream Esplanade shared path from Neale Ave to Main Road Stoke.

Recently the Almond Tree ford structure was removed to improve fish passage in the Maitai River. A number of submissions were received on the Annual Plan 2017/18 requesting a bridge be constructed as the crossing point was well used by residents, families, mountain bikers and walkers to gain access to the Maitai Track. This is included as a priority project.

A walking route raised in submissions by the Heritage Nelson group, and that Council sees value in pursuing, is the interface between the Queen's Gardens and Albion Square. Albion Square is classified as historic reserve and owned by the Department of Conservation, with a part of it leased to Corrections (to provide for the Courthouse). A deferred settlement option is presently under consideration by Ngāti Apa however this would result in a change in tenure only, as the lease to Corrections would be a requirement of the acquisition. One option is to simply create a better connection between the two reserves, while another is to explore options to create a pedestrian route and enhanced green space between Bridge and Hardy Streets (this option would involve negotiating the removal of some of the off street car parking). This could create an historic walking connection and high value green space close to the city centre, that could be used informally by workers (e.g. at lunchtimes) but also as an outdoor performance venue. Albion Square is the location of the original Provincial Government Buildings and a key heritage location for Nelson, with several listed heritage items including a trout hatchery, original fire station house, powder magazine, survey standard and a number of protected trees. A management plan is needed for Albion Square before any works are undertaken, which needs to be led by the Department of Conservation as landowner.

Table 12 summarises proposed walking and cycling projects. "High" priority represents construction expected within the first three years, with "low" indicating years seven and beyond. Budget information is included in the Financials section of this Plan, for the purposes of the below table, "\$" (in the indicative cost column) indicates an expected cost of less than \$100,000, and "\$\$\$" signals likely investment greater than \$500,000. The full list of off-road

trails, as per the *Out and About – On Tracks* strategy, are not included here, as many are projects not being led by Council. Table 13 lists projects that Council considers strategic priorities, but has less control over timing due to the work relying on future subdivision development.

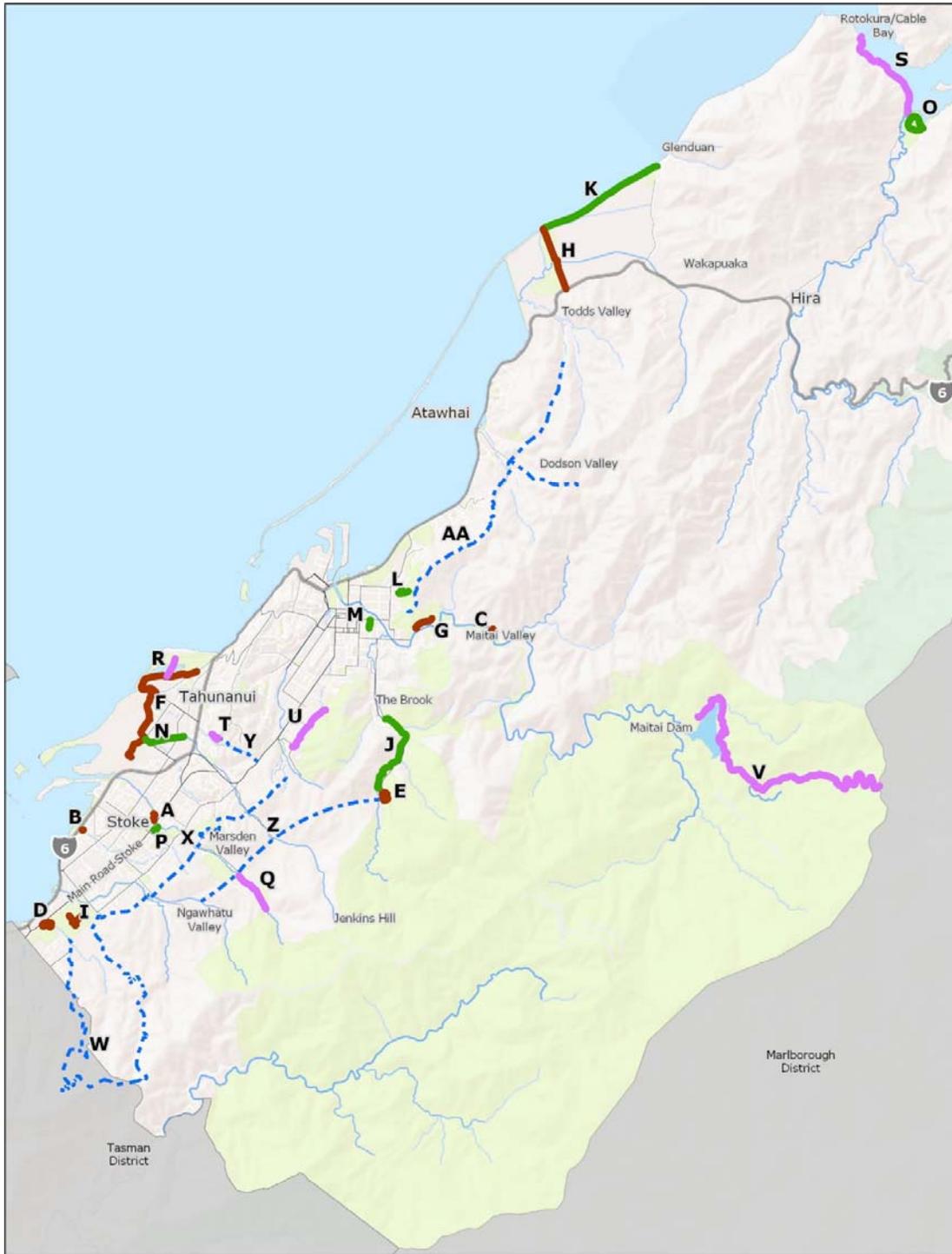
The reference column relates to the walkways identified in Figure 35.

*Table 12: Walking and cycling priorities (subject to support through business case)*

<b>Ref</b>	<b>Project</b>	<b>Priority</b>	<b>Indicative cost</b>
A	Poormans walkway (Main Rd - Neale Ave)	High	\$\$\$
B	Manu Kau Reserve link to Curtis St	High	\$\$
C	Almond Tree ford replacement bridge	High	\$\$
D	Saxton wetland mountain bike trail (P59)	High	\$
E	Eureka Park walkway	High	\$\$
F	Great Taste Trail connection (funding only)	High	\$\$\$
G	Branford Park north side mountain bike trail (P60)	High	\$
H	Wakapuaka Sandflats bridges and walkway	High	\$
I	Saxton Field connections and links	High	\$\$\$
J	Brook Esplanade walkway	Medium	\$\$
K	Boulder Bank shared use trail (P7)	Medium	\$\$
L	The Wood (Cambria St) to Sir Stanley Whitehead track	Medium	\$\$
M	Albion Square/Queen's Gardens connection (including investigation into historic walking route from Bridge St to Hardy St)	Medium	\$\$
N	Jenkins Stream (Pascoe to Airport)	Medium	\$\$\$
O	Paremata Flats boardwalk	Medium	\$\$
P	Walkway to connect Poorman Stream to Greenmeadows	Medium	\$\$
Q	Poorman Stream walkway connection Plumtree Lane to upper Marsden Valley Rd	Low	\$\$
R	Boardwalk Tahuna camp to beach (align timing with Great Taste Trail if feasible)	Low	\$\$
S	Paremata Flats to Cable Bay	Low	\$\$
T	Maire St to Heemskerck Place via Tasman Heights Reserve	Low	\$\$
U	Bishopdale to Nelson College (along the foot of the Grampians)	Low	\$\$
V	Maungatapu cycle trail connection	Low	\$\$

Table 13: Walking and cycling projects dependent on subdivision development

Ref	Project	Description
W	Saxton Creek path (Champion Dr - Saxton field)	Provides an esplanade link from Saxton Field to Champion Road, enabling off road access to the reserve from the surrounding newly developed and developing neighbourhoods, and a route to mountain biking opportunities in the Barnicoat Range.
X	Outer fringe walkway – Bishopdale to Saxton Field through Ngawhatu Valley	This is the continuation of a programme establishing walkways to connect streets along the outer fringe of the city from Bishopdale through to the Ngawhatu Valley and Saxton Field as subdivisions continue.
Y	Maire Street to Bishopdale	Links from Annesbrook to Bishopdale as an alternative to Whakatu Drive will become possible as subdivision proceeds.
Z	Brook Valley to Enner Glynn, Marsden Valley and Ngawhatu Valley	A future linkage between the Brook Valley through to Enner Glynn, Marsden Valley and Ngawhatu Valley would provide a loop track incorporating the Involution Trail at the head of Marsden Valley and the Dun Mountain Walkway. Private land at this time.
AA	Todd Valley – Dodsons Valley – Brooklands – Sir Stanley Whitehead Park	As subdivision occurs it will be important to ensure that a pedestrian linkage is maintained along the rear of the residential areas between Todd Valley and the city. Current informal use is high. Future road may also assist in providing part of this connection. Once completed, investigation into a link between Dodson’s Valley and Sharland’s Road should be carried out. Currently there is a covenanted reserve area on Sharland’s Road with a link easement to the ridge top. Formalising access to this point from the Atawhai side would increase the access opportunities for residents of this area.



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**Walkway Development Opportunities**  
Parks and Reserves Asset Management Plan

**Walkway Priorities**

- High priority
- Medium priority
- Low priority
- - - Dependent on development

**Nelson City Council**  
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June 2018

0 1 2 3 4 km

File Ref: A1812261  
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Figure 35: Future walkway opportunities in Nelson



Figure 36: Mountain biker descending Firball

In addition to the provision of paths and trails, ancillary features such as seating and drinking fountains will be investigated.

#### **6.5.4.5 Disposal**

No significant walking and cycling assets are proposed for closure or disposal. Disposal of assets in parks and reserves generally is discussed in Section 4.5 (Disposal).

#### **6.5.5 Risk management**

Key risks concerning walking and cycling include:

- Conflict between users on shared paths
- Harm from high risk users e.g. mountain biking
- Risk of damage to the network from natural hazards, e.g. floods and slips

The chief mechanism for managing user conflict is implementing the measures in the *Out and About - On Tracks* policies. Separation of user groups is occasionally required, a recent notable example being the section of Maitai Walkway between the Nile Street and Clouston bridges where cycling has been disallowed. While there was a degree of objection from the cycling public, this is a rare area close to town frequented by the elderly and children, and has some dangerous drop offs. Council will continue to monitor use of this stretch of path and reassess demand as necessary in future.

Council's approach to managing high-risk use of trails is to focus on delivering the safer, lower grade, trails and leave responsibility for the higher grade routes to the Mountain Bike Club who are best equipped with the appropriate

knowledge and expertise. Riders taking on the more challenging trails on Council land accept the inherent risk that such an adventure sport brings. Council provides the land for use, and so endeavours to support the sport at all levels.

Risk from natural hazards is mitigated by careful planning at the design stage, with appropriate drainage and adherence to relevant standards. The Council accepts some risk however, as designing to eliminate all risk in all areas is not practical, and remedial works to the network are undertaken following events where necessary (often funded from insurance and other sources not identified in this Plan).

Risk management in parks and reserves generally is discussed in Section 5 (Risk Management).

## **6.6 Focus Area 6: Sportsgrounds**

### **6.6.1 Introduction**

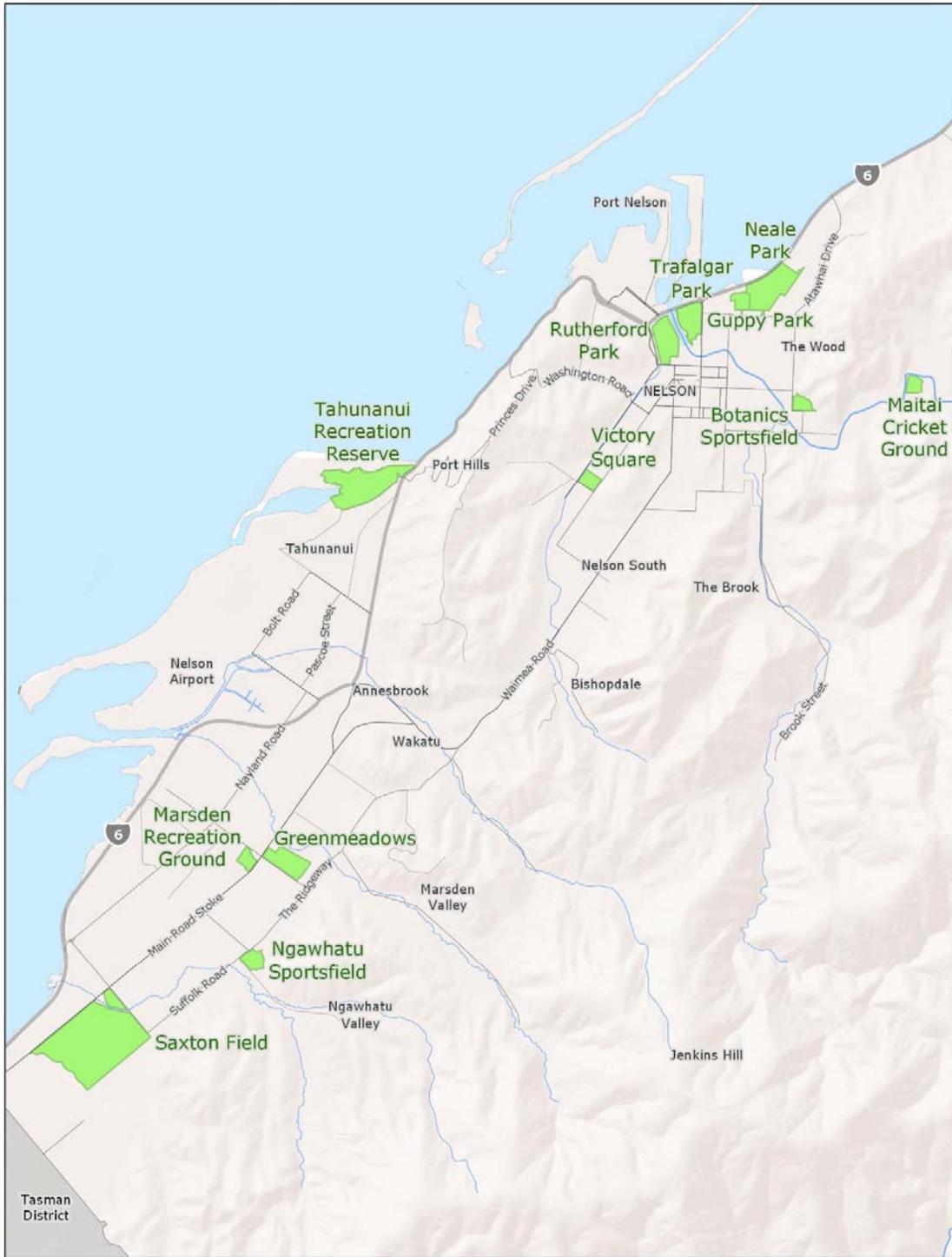
The Council's premier Sportsgrounds are at Saxton Field and Trafalgar Park with other major reserves at Neale Park, Tahuna Beach Reserve, Greenmeadows Reserve and the Waahi Taakaro Golf Course. Saxton Field is included in two separate focus areas below. Some Sportsground areas have exclusive leases including the Centennial Bowling Club on Cattlemarket Reserve, the Tahuna Bowling Club on Tosswill Reserve, the Maitai Bowling Club on Trafalgar Park at Kinzett Terrace, the Nelson/Hinemoa Croquet Clubs on Rutherford Park and the Stoke Tennis Club.

Sportsgrounds, like other reserves, attract a range of recreation activities including formal and informal sport and tournaments, as well as festivals, shows and performances. Trafalgar Park is the City's major outdoor performance venue and is available for most major outdoor events. Council also encourages events at the newly developed Rutherford Park, which has recently become the new home of the Wednesday Farmers Market.

In addition to sports related infrastructure such as turf, drainage, seating and irrigation, Sportsgrounds encompass a range of other assets including barbecues, play facilities, furniture, lighting and hard surfaces.

Participation in organised sport provides many benefits to the community including improved health, social and economic outcomes. Recognising this, Council has traditionally supported sports codes through the provision of facilities such as Sportsgrounds, changing rooms, stadiums etc. Codes contribute a percentage towards the capital cost, maintenance and renewals of such facilities, as specified in the Council's Funding Policy.

The trend is towards more centralisation of Sportsgrounds but with local provision to service larger communities elsewhere in the district. Saxton Field, Trafalgar Park and to a lesser extent Neale Park and Greenmeadows are the major sporting venues in Nelson and the majority of Council expenditure on Sportsgrounds has gone into these fields over recent years (as well as the Rutherford Park development).



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**Sportsground Reserves**  
Parks and Reserves Asset Management Plan

**Legend**  
 Sportsground Reserve

**Nelson City Council**  
te kaunihera o whakatū

N  
June 2018  
0 0.5 1 1.5 2 km

File Ref: A1598766  
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Figure 37: Sportsground Reserve Provision in Nelson

This Plan excludes all associated clubrooms, changing rooms, toilets and other built structures on Sportsgrounds including the Trafalgar Centre and Trafalgar Pavilion. The Parks and Reserves Asset Management Plan determines the need to make best use of the Sportsgrounds but the management of these facilities is conducted through the Properties and Facilities Asset Management Plan.

Compared to other reserves, Sportsgrounds are expensive assets to maintain and renew. Council's policies in relation to cost recovery are discussed in Section 6.6.4.2 (Cost recovery for Sportsgrounds).

Council allocates grounds to each sporting association (rather than to individual clubs) to manage its use. Since 2014 Council has monitored actual games played per ground to obtain a more accurate picture of their use. Council officers are then able to assess the impact of use and more accurately assess the capacity of each ground. This identifies fields that are either overused or underused and enables improved management of Sportsgrounds by Council. This has led to the reallocation of grounds, which is likely to occur again in the future.

The Waahi Taakaro Golf Course is located on Sportsgrounds land and provides a nine-hole course (which offers 18 holes through sharing fairways and greens on a varied second round) primarily for green fee players. The course is maintained by Council's Parks and Reserves maintenance contractor. Council also contracts a custodian to manage and promote the course, who operates the golf shop and offers coaching. The current custodian is the Waahi Taakaro Golf Club which is operated as a separate entity to Council and owns the clubroom. The Club has exclusive use of the course every Saturday morning from 1 April until 31 October, and has exclusive use of the course for a maximum of two full days and four half days per year, to hold a tournament or event. An incentive commission is paid to the custodian on all course access income.

Following the development of the Rutherford/Trafalgar Parks Reserve Management Plan in 2010, a Development Plan to guide the implementation of the vision set out in the Reserve Management Plan was completed in 2013. In fulfilling the vision of the Reserve Management Plan, which focuses on the space becoming an active urban space with multiple-use recreation facilities, the range of activities in the area is expected to expand beyond sports and to attract a wide range of active and passive recreation users.

Some of the challenges for the Rutherford Park space include improving the connections to surrounding areas (including better small craft access to the Maitai River), increasing the number of people using the park so that it feels safe, better managing the ecological values of both the Maitai River and Saltwater Creek, achieving car parking requirements without compromising other park values and balancing the built environment with open space.

Trafalgar, Rutherford and Neale Parks are built on historic landfill sites. A December 2012 study by Tonkin and Taylor (Maitai Walkway Extension – QEII Bridge, ground contamination investigation) identified contaminants in the soil in Rutherford Park below 0.5m. Resource consent will therefore be required for activities triggered under the National Environmental Standard for Assessing and Managing Contaminants in Soil to Protect Human Health

(significant earthworks etc). Monitoring of methane gas emissions will also be required over the life of the Plan.



*Figure 38: Junior football, Neale Park*

Within the wider Tahuna sportsground area are a number of concessionaires and lessees, including Natureland to which the Council provides operational funding support.

### **6.6.2 Level of service**

The levels of service that have been established through this Asset Management Plan are listed in Section 2.8. Council seeks to provide sufficient Sportsground capacity to meet reasonable demand, and manage facilities to meet the recreational needs of the community.

Council's level of service is in relation to provision and seeks between 2.2ha and 2.8ha per 1,000 residents, therefore the present level of provision (2.5ha) is considered appropriate. Note that Saxton Field is included in this calculation, but described in a separate chapter below.

Nelson provides a generally high level of service for Sportsgrounds. Over time, provision of Sportsgrounds has evolved beyond basic mown parkland provision and now ranges from providing facilities of varying standards through to highly specialised surfaces such as cricket wickets, croquet lawns and sand carpet turfs with associated social rooms and other buildings. Nelson has two premier outdoor sporting facilities in Trafalgar Park and Saxton Oval (discussed in Section 6.7).

While the level of Sportsground provision is average at 2.48 hectares per 1,000 residents (Yardstick average was 2.5 hectares per 1,000 residents in 2016, and the NZRA benchmark is 1.5 to 3 hectares per 1,000 residents), Nelson's grass Sportsground maintenance cost per 1,000 residents is high at \$21,072 compared to an average of \$9,908.

A significant proportion of this cost goes into the preparation of cricket wickets, and Council has been working with the Nelson Cricket Association to explore options for artificial wickets (see Section 6.6.4.3). It is expected that

over the life of this Plan the level of service required by Council for cricket will reduce as more artificial wickets come on stream. In the case of cricket wickets, artificial surfaces provide significant cost savings compared with clay wickets, particularly in terms of maintenance. In addition they allow all-week play and some varieties can literally be 'rolled up' to enable other codes to use the field.

Schools frequently provide playing fields but these are generally only used within school hours. An increasing amount of school sport is played on Council fields, including most junior sport.

While there would be benefits to upgrading Neale Park to provide another high quality Sportsground in Nelson City, a needs analysis is required and the full costs (including environmental costs) for further development need careful consideration as they are expensive assets and the field sits on historic landfill. In 2017 Council engaged Global Leisure Group to assess the supply of Nelson's winter sports field against demand. The overall demand modelling indicated that there was a shortfall of mid-week capacity to meet the demand for training, but sufficient capacity for weekend demand, mainly for competition play. Options for better meeting this demand were suggested including more effective use of existing fields (optimising code allocation, altering the competition/training balance, changing sports schedules e.g. playing more competition games on Friday evenings), increasing the capacity of existing fields (e.g. drainage, irrigation, lighting) and using more dedicated training areas.

The NZRA provides useful guidance and recommendations for the administration of the Sports and Recreation category of reserves. While these are not adopted as formal levels of service by Nelson City Council, they are aligned to the way Nelson's Sportsgrounds are managed, so are summarised for reference in Appendix 11.

A reserve management plan for Rutherford and Trafalgar Parks was adopted in 2010 and the policies set within that plan also describe levels of service that can be expected from Council for those reserves. Council intends developing a reserve management plan for the remaining Sportsgrounds during the life of this Asset Management Plan.

### **6.6.3 Future demand**

Nelson City Council continues to support, as a principle, Council ownership of Sportsgrounds and associated facilities, as this allows Council greater control over usage and demand in order to ensure that the grounds are used sustainably and meet community needs.

Council receives regular requests for funding and investment from Sportsground users, and assessments are guided by agreed criteria (refer Section 6.6.4.5).

The trend away from organised sport towards more flexible, informal recreation options has been noted internationally and within New Zealand. A question was asked in the 2008 resident's survey on the use of reserves for organised sport versus informal recreation, and 56% of respondents reported using Council parks and reserves for informal active recreation at least weekly compared to 22% who used parks and reserves for organised sports;

52% said they never participated in organised sports, while only 6% said they never took part in other forms of active recreation.

Nelson generally experiences participation levels well above the average in informal activities such as walking, gardening, cycling and mountain biking, however is slightly below average when organised sport participation is compared to the rest of the country (traditional codes such as football, rugby, cricket, basketball) with the exception of netball which is very close to average<sup>26</sup>, as shown in Figure 14.

Demographics are changing in New Zealand and Nelson is no exception. A key trend is the ageing of the population, and by 2025 it is expected that a quarter of Nelson residents will be 65 years or older. This population group is traditionally a very low user of Sportsgrounds and associated facilities. The ethnic mix is also changing in Nelson. As described in Section 3.1 (Demand Drivers) an increase in the proportion of Māori, Pacific and Asian residents is expected. The Asian group in particular is expected to more than double from 4% in 2013 to 10% in 2038. Recreation needs that cater for these groups will need exploring.

Sport Tasman has noted that 'pay as you play', modified sport (e.g. indoor netball, indoor cricket) has high participation levels in the region. This represents a shift from traditional codes in favour of informal and modified versions. Additionally, at secondary school level, there has been a shift from team to individual sporting activities e.g. multisport, water sports.

Submissions through the Annual Plan process have often highlighted the alternative uses that reserves classed as Sportsgrounds receive. For example Victory Sportsground serves an important neighbourhood function. Large trees provide shade and there are several play areas. Recent submissions sought better management of the barbeques, and Council has elected to take over the cleaning responsibilities from the Victory Community Group. Similarly the Botanics and Ngawhatu Sportsgrounds are important neighbourhood hubs and may be considered for upgraded amenity during the life of this Plan

## **6.6.4 Lifecycle Management**

### **6.6.4.1 Background data**

Nelson has 12 Sportsgrounds covering around 120 hectares, including over 60 hectares of grass playing surface. The premier sporting facilities are located at Saxton Field (discussed in the next chapter) and Trafalgar Park. Trafalgar Park has a premier grade sand carpet turf and is available for bookings from any sports code or event. Sportsground distribution in the city is shown in Figure 35.

There are a variety of relationship arrangements between Council and sporting codes, ranging from formal lease agreements (some for exclusive use) through to informal, casual bookings. Because of the level of diversity, it is not feasible to comment generally on management practices. As part of ongoing asset management improvements, these arrangements are planned to be documented in coming years with the aim to include details in the next

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<sup>26</sup> Sport NZ Insights Tool (2017)

Asset Management Plan. General details regarding cost recovery are included in the next section.

An inventory of current Sportsground provision (including Saxton Field) is provided in Table 14, below.

Table 14: Sportsground provision

Sport	Provision
Athletics	1 all-weather track and field (fenced). Changing rooms and operations control room. Storage shed.
Cricket	1 premier wicket block 5 club grade wicket blocks 9 junior wicket blocks 2 artificial wickets 1 premier practice block 3 club practice blocks 1 indoor practice facility
Croquet	5 association croquet lawns 4 golf croquet lawns
Cycling	1 track at Trafalgar Park 1 velodrome
Football (summer)	20 fields (60x40m)
Football (winter)	12 senior grounds 31 junior grounds (intermediate, junior, midget) 4 training grounds
Golf	1 x nine hole course (catering for 18 holes through a different layout on the second round)
Hockey	2 water turfs & shared pavilion/function centre
Netball	13 outdoor courts
Petanque	2 x 4 terrains
Rugby	7 senior grounds & 1 premier ground 4 training grounds
Rugby League	1 senior ground
Softball	4 skin diamonds
Touch	10 grounds
Tennis	12 courts (plus restricted use of 9 leased courts)

Most sports equipment, goals, nets etc, on Council reserves is owned and maintained by the sports codes themselves. The Council's maintenance contractor has a role in identifying safety or compliance issues with the equipment.

#### 6.6.4.2 Cost recovery for Sportsgrounds

Sports grounds need additional developments such as levelling, drainage and irrigation and additional turf care such as more frequent mowing, rolling, additional fertiliser and mole ploughing. These higher levels of service usually mean additional cost and Sportsgrounds user charges have in general

evolved incrementally and have been set on an ad hoc basis to recover part of this additional cost from the user.

A review of Council's current charging policy for recreation services was undertaken in 2017/18, and another area for investigation is working towards a more equitable charging regime for codes. Presently Council seeks to recover 10% of maintenance costs from codes. The experience elsewhere has been that such a system prompts sports codes to seek the most efficient mix of grounds in the most affordable manner possible, moderating the demand for more grounds and for premier quality grounds. It is noted however there are varying relationship arrangements and codes have a wide range of needs meaning it is not always easy to determine the final cost to Council and code, particularly when renewals are considered. According to Yardstick around 76% of Councils apply fees and charges for Sportsgrounds.

Charges for casual use also apply. Typically, casual sport use is where an organised group wishes to hire a Sportsground for its exclusive use for a period of time. Commonly these are church, work or extended family groups. Hirers will meet the percentage cost recovery set in the Long Term Plan. There are also a range of events hosted on Council's Sportsgrounds such as sports tournaments and community festivals through to circuses and craft fairs.

The charging regime for use of sportsgrounds and facilities is established and reviewed regularly by Council. Current charges for bookings are available on the Council's website and include rates for Trafalgar Park and Saxton Oval and other grounds and facilities. The nature of events can vary greatly and variations may be agreed by negotiation. The impact of the event on the field varies depending on the nature of the event and the weather and ground conditions at the time. Therefore the remedying of damage to the field caused by the event can be minimal or substantial, and will be factored into the negotiation of fees. Additional charges for field reinstatement and additional services provided by Council will be added as necessary. Sports grounds fees and charges are reviewed annually.

*Table 15: Sports maintenance costs recovered*

Sporting Code	No. of playing areas	Total cost to Council for sport	Council charge to sport	% maintenance cost recovered	10% cost maintenance recovery
<b>Athletics</b>	1	\$2,487	\$9,495 (includes 10% depreciation of track)	10%	Achieved
<b>Croquet</b>	1	\$23,440	\$2,344	10%	Achieved
<b>Cricket</b>	6	\$375,819	\$37,581.90	10%	Achieved
<b>Rugby</b>	4	\$116,932	\$11,693.20	10%	Achieved
<b>Football (Summer Neale)</b>	1	\$20,700	\$2,070	10%	Achieved
<b>Football (Summer Saxton)</b>	1	\$20,700	\$2,070	10%	Achieved
<b>Football (Winter)</b>	7	\$118,720	\$11,872	10%	Achieved
<b>Softball</b>	1	\$1,084.86	\$108.50	10%	Achieved

Sporting Code	No. of playing areas	Total cost to Council for sport	Council charge to sport	% maintenance cost recovered	10% cost maintenance recovery
<b>Tennis</b>	1	N/A	N/A	N/A	N/A
<b>Touch</b>	1	\$10,500	\$1,050	10%	Achieved
<b>Hockey</b>		N/A	N/A	N/A	N/A
<b>Rugby league</b>	2	\$11,000	\$1,100	10%	Achieved

Use of ancillary facilities is optional. Council charges for the use of changing facilities as a contribution towards the energy costs of water heating. The charge only applies for use on Saturdays during the competition season. Generally clubs are not charged for use on training nights. Council also seeks to recover costs from the use of lights. The model for future floodlighting administration is presently being reviewed.

#### 6.6.4.3 Operations and maintenance

Maintenance operations on Sportsgrounds are directed at a high level by Council's Contract Supervisor Facilities, and carried out by a contractor. Additional programmed and unprogrammed maintenance is directed as necessary.

The Council withdraws activity on major grass Sportsgrounds for potentially up to eight weeks a year to allow it to carry out renovations in order to maintain the quality and usability of the Sportsground network. This typically occurs at the end of code seasons, for example at Trafalgar Park when football ends in autumn and when rugby ends in spring.

Where grounds are used for both training and competition games, the field is managed to prioritise quality for competition games. Grounds are therefore not available from time to time due to weather conditions.

The cost to Council of maintaining Sportsgrounds can be significant, and a focus area over the life of this Plan will be looking for efficiencies in this area. Figure 39 shows maintenance costs over the 2016/17 year for Nelson's Sportsgrounds (including specific facilities within Saxton). Locations with grass/clay cricket wickets (Saxton Oval, Victory Square, Ngawhatu, Greenmeadows, Botanics and Marsden Recreation Reserve) show high costs. Conversely Maitai Cricket Ground, which has a concrete artificial wicket, is relatively inexpensive.

The Nelson Cricket Association has been proactive in recognising these costs and is working towards phasing in a number of artificial cricket wickets, which will be owned by the Association. These wickets not only greatly reduce expenditure compared to the maintenance required for traditional wickets, but also have other advantages including allowing play throughout the week and their ability to be uplifted at the end of the season (which benefits other codes).

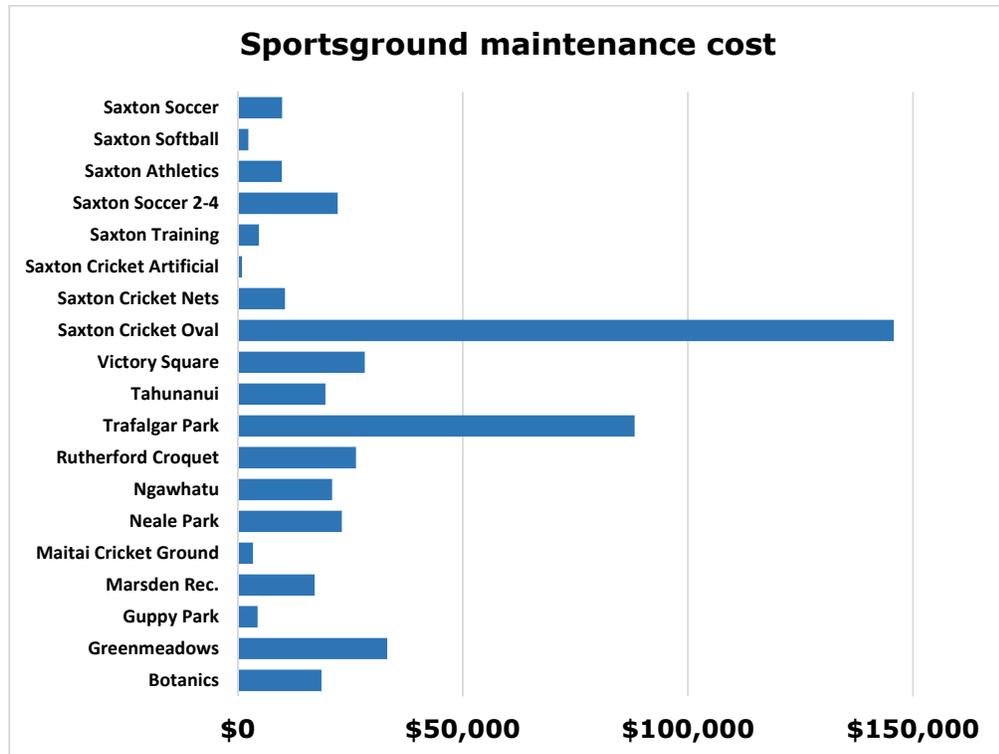


Figure 39: Sportsground maintenance costs 2016/17

Another high ongoing cost is maintaining the Trafalgar Park sand carpet, which requires regular topdressing with sand and coring to ensure drainage.

Maintenance may be better guided in the future if Council chooses to classify Sportsgrounds (e.g. premier, lower level) and link them to quality and expected level of service.

Sportsgrounds are managed as sustainably as possible, including the use of efficient watering systems, choice of most suitable turf species and management practices to minimise chemical inputs. Designs for larger built infrastructure on Sportsground reserves, including Saxton Field, are required to consider passive solar gain, solar water heating, water recycling and other sustainability measures. Minimising built infrastructure through more effective sharing of facilities by codes can be the most sustainable option of all.

Funding is included in Year 1 of this plan to include all significant hard surfaces (e.g. roads and car parking) into the Road Assessment and Maintenance Management (RAMM) database, to enable clearer life cycle planning for these assets.

#### 6.6.4.4 Renewals

Minor renewals of Sportsground equipment and surfaces are generally undertaken under the direction of Council’s operations team, while more significant work is often tendered to third parties, particularly where specialist knowledge is required. Normally these projects are overseen by Council’s capital projects team.

Larger renewals generally relate to playing surfaces (including drainage), hard surfaces and lighting.

Council engages the NZ Sports Turf Institute to carry out condition assessments as playing surfaces near the end of their useful lives. The Trafalgar Park sand carpet was renewed in 2017/18 as it had reached the end of its expected life and developed significant ponding issues due to organic matter build up.

As noted, Neale Park lies on a historic landfill site and as such is subject to gradual settling over time, so work is periodically required to remedy the undulating levels. Funding has been allocated in each of the first three years of the Plan to improve the playing surface and renew consistency.

A condition assessment is planned for all Sportsground floodlights in the first year of this Plan, so that a renewals programme can be developed in time for the next Asset Management Plan.

An ongoing issue is the water quality in the Modellers Pond within the Tahuna Sportsground. The water quality in the pond has been poor, particularly during the summer months. Sunlight, warm temperatures and high nutrient content encourage weed and algal growth which causes odours, attracts insects and restricts the movement of model boats. The pond also serves an important stormwater detention function. Investigations into a solution are ongoing.

#### **6.6.4.5 New capital investment**

New investment in Sportsgrounds is initiated out of a range of needs, including requests from sports codes, recommendations in expert reports, meeting a desired level of service or to complete transport connections.

Council is presently working together with neighbouring councils, Sport Tasman and Sport NZ to develop a Top of the South Regional Spaces and Places Strategy, which aims to address the sport and recreation spaces and places needs for the region. The outcome of this and other strategic work will inform the need and timing of specific projects e.g. future developments at Trafalgar Park.

Both the rugby and football associations have expressed a desire for an artificial turf to be installed in Nelson. Global Leisure Group's recent assessment of the supply of, and demand for, winter sports fields in Nelson included specific recommendations relating to artificial turf. Overall it was considered that while an artificial turf has the potential to add to the supply, it would be difficult to justify the investment at present given the current surpluses in capacity. Careful consideration is required, as these turfs are expensive assets and have a limited life, after which they require disposal which has considerable environmental impacts. Further work is planned to investigate where there is a genuine need for such a turf in Nelson, and if so where it would be best located.

Funding is also included to complete the remaining actions in the Rutherford Park Development Plan, which includes investigation into toilet facilities.

Sports lighting will be another focus area, and it is planned to assess the condition of all floodlighting during the first year of this Plan, which will inform the future renewal programme.

A key issue to be considered is the appropriate level of provision of Sports ground reserves and their associated facilities given requests from codes and changing community needs. The Council needs to ensure that facilities provided now will still be meeting community needs in 50 years' time or have the flexibility to adapt.

Council receives regular requests for funding and investment from Sportsground users, and assessments are guided by the following criteria:

**Participation**

- The number of people directly benefiting from the request (based on current participation numbers / national - local participation trends).
- Accessibility – does the project reduce barriers to participation or increase likelihood of a wider range of users in future.

**Money required/requested:**

- Whole of life costs of project (including ongoing maintenance and renewals, staff resources etc) and availability of future funding for these.
- Amount of money requested from Council.
- Who other funding partners are.
- What and how the code would contribute to the project.

**Sharing of facility/improvements:**

- How the facility would be made available to be used by other sporting codes and/or recreational activities and/or the community.
- How often the facility would be used on a daily/weekly basis.
- Adaptability to future/changing community requirements.

**Wider economic benefits and potential**

- How the request would benefit the region economically.
- The facility's fit with regional planning needs e.g. what is required within the district, and Sport NZ advice on location of major facilities.
- Contribution to Nelson City vibrancy/uniqueness.

**6.6.4.6 Disposal**

As Sportsground assets are typically renewed rather than decommissioned, disposal costs are included within renewal forecasts and budgets.

Disposal can present significant environmental issues and costs to Council and efforts are made to reuse materials where possible. However, often

(particularly with proprietary equipment) the asset is exhausted by the end of its life and unable to be recycled. An example of reuse is the removed organic matter from Trafalgar Park (around 500m<sup>3</sup>) which has been redistributed to Neale Park.

At some point consideration as to the future of the old eastern stand at Trafalgar Park will be needed. The stand is currently hidden under the 'temporary' stand and is taking up space that could be used for other purposes. That said, it does offer shelter from the sun and rain and also provides a barrier from the street. Given it is structurally sound there isn't an immediate need for its removal, although the condition of the wooden seats will need ongoing monitoring to ensure splinters don't become a safety issue. The grandstand does pose a potential fire risk. Any removal should be part of a wider investigation into the future requirements of the park.

Disposal of assets in parks and reserves generally is discussed in Section 4.5 (Disposal).

### **6.6.5 Risk management**

Council seeks to comply with all relevant NZ Standards to minimise unnecessary risk on Sportsgrounds wherever possible.

Risk management in parks and reserves generally is discussed in Section 5 (Risk Management).

## **6.7 Focus Area 7: Saxton Field**

### **6.7.1 Introduction**

Saxton Field represents a major recreation asset for the people of the Nelson/Tasman region, and is separated out in this Plan due to its co-governance structure with Tasman District Council. Nelson City Council acquired the first land in the complex in 1977, motivated by growing problems of overcrowding of sports in grounds closer to the city. In 1979 Nelson City Council and Richmond Borough discussed the future use of the land around Saxton Field as a green belt separating the urban areas of Richmond and Nelson. It was not until 1999 that Tasman District Council purchased its first land at Saxton Field as part of a regional sports facility.

Saxton Field has been developing at a rapid pace in recent years. The first 20 years of its development were mainly about land acquisition and preparing playing fields. Since then a great deal of infrastructure has been added, including the stadium, pavilions, specialised surfaces and more playing fields and surfaces. This growth has put pressure on staff resources to manage both the assets and the interactions between the two councils and user groups. Development of policies and processes to guide an increasingly complex set of assets has not kept pace with the physical works, and is a priority.

Saxton Field is jointly owned by Nelson City Council (55.37ha) and Tasman District Council (TDC) (17.7 ha) with Radio NZ LTD also owning 7.14 hectares around the radio mast which it leases to Nelson City Council (previous attempts to purchase the land and find an alternative site for the mast having been unsuccessful). The two councils, through the Saxton Field Working Party, developed the Saxton Field Reserve Management Plan in 2008, which

provides the overall direction for ongoing management of Saxton Field through a series of objectives and policies. The vision, as set out in the Reserve Management Plan, is that: *'Saxton Field provides an iconic regional park and green space'*.

The management plan also has a series of aims which include balancing the needs of organised sport against informal/passive recreation, being flexible enough to cope with changing sport and recreation needs, making sure development is eco-friendly, and maximising the amount of green space to buildings.

The recent establishment of the Saxton Field Committee is a major step forward for the future governance of the reserve. A key endeavour over coming years will be to develop high level strategy and policy that sets out expectations for relationships between the councils and user groups. This will improve clarity for those wanting space at the reserve and enable better alignment and equity in relation to fees and responsibilities.

At roughly 1.5km long Saxton Field covers a large area of land, and as such provides important walking and cycling linkages, both for those attending sporting fixtures and for others using the reserve for informal recreation or as a through route. Completing the network of shared paths is therefore a priority, but also comes at significant cost due to the lengths involved. Construction of off-road walking and cycling routes linking the various facilities and to the Nelson/Tasman cycling connection and the Railway Reserves started in 2014/15.

Given the significant investment in Saxton Field by both councils it will be important to encourage maximum use of the facilities. Anecdotal feedback from the public suggests it is seen as a purely organised sports space and the level of informal use is not great. Given our ageing population and declining participation in organised sport it will be important to widen the range of uses, recognising also that this is part of the wider vision for Saxton Field.

In order to maximise the return on investment for both the councils and the local economy there are advantages in better branding and marketing of Saxton Field to attract more events from outside Nelson. The councils are working towards Saxton Field having its own website with maps, information on facilities and centralised booking functionality. Local sports codes have often been successful in attracting events to Nelson, helped by the high quality sports facilities on offer at Saxton Field. Sport Tasman employs an events manager who seeks to attract further events to Nelson.

A resource consent was obtained in 2012 to control noise emissions from up to three events held annually where sound complies within a specified sound limit at any residential site in the area.

Opportunities for encouraging wider use of the area will come as the network of walk/cycleways is extended, the two ponds are landscaped and picnic/playground areas are developed. In future, new play facilities will be developed, not only because the reserve is often a destination for families where just one sibling is engaged in sporting activities, but also to draw in people during times when sport isn't occurring.

It has been helpful to have Sport Tasman onsite (with sports code representatives) at Sports House playing an important role in encouraging

wider use. Making Saxton Field a viable location for community and non-sporting events will also help introduce a wider group of users.

The construction of the velodrome further emphasises the need for the entrance from Champion Road, which will be completed in the first years of this Plan. Ensuring an adequate level of car parking is provided with new facilities needs to remain a focus, as informal parking on grass and green spaces at Saxton Field has become an issue and resources may need to be allocated to addressing this in future.

### **6.7.2 Level of service**

Saxton Field aims to provide an iconic regional park and green space. Covering such a large area and with such a diverse range of use, the levels of service provided are also variable and comparable to those discussed in Sportsgrounds generally. At the top end the Oval enables the community to enjoy international cricket matches and the stadium provides a venue for indoor netball, basketball and volleyball. At the lower end are open fields available for informal use and as an outdoor concert venue. The level of service is often determined and managed by the codes themselves, a good example being Hockey, which leases its area from Council and ensures the turf is in good condition and meets the required standards.

Sports grounds for rugby, football, cricket and softball are maintained at a level 1 (senior or premiere club field), 2 or 3.

Refer also to Sections 2.8 and 6.6.2 for Sportsgrounds levels of service generally.

A reserve management plan for Saxton Field was adopted in 2008, and the policies set within that plan also describe the levels of service that can be expected from Council. This Plan is now due for review but needs to be assessed for priority against other reserve management plans.

### **6.7.3 Future demand**

Demand for sports generally is described in the Sportsgrounds section (6.6.3).

Bookings show that Saxton Field is well used. As an example the hockey turf is used five days a week in summer from 3.30-8pm, and seven days a week during winter. When the juniors play on Thursday nights the turf provides a venue for over 600 children. It is also used informally for hockey in between those times, and often booked by out of town groups. In addition the turf is used from time to time for other codes' training including rugby and football.

While participation levels in traditional sporting codes are below average in Nelson, a venue like Saxton Field has great potential to draw in national tournaments. Engagement with sporting codes has highlighted the opportunities Nelson presents with its central location and mild, dry climate and there are numerous examples of South Island and national championships recently being hosted at Saxton Field and attracting thousands of participants. These tournaments are highly valuable in tourism terms as families often combine the trip with a wider visit to the region.

There is strong demand from sporting codes for future development, and new codes wanting to set up or have a base at Saxton Field. These demands are assessed against the criteria described in Section 6.6.4.5, and discussed further in the demand section below.



Figure 40: Saxton Field layout and indicative proposed developments

## **6.7.4 Lifecycle Management**

### **6.7.4.1 Background data**

Saxton Field covers 73 hectares of land which is gazetted Recreation Reserve. Part of the NCC owned land is zoned Open Space in the Nelson Resource Management Plan with the remainder, including the TDC portion, still zoned Rural, and designated for open space purposes. It is expected that the entire area will be zoned for Open Space through the Nelson Plan process.

Assets are owned by the respective landowners (i.e. NCC owns assets on its land and TDC on theirs) and from July 2018 all development costs will be shared between the councils 50-50 (less contributions from sporting groups as per Council's funding policy). The mix of assets covers a range of sporting and ancillary facilities, including various turfs, buildings, roading, car parking, share pathways, signage and lighting. At present there is great variation in the responsibilities between the two councils, leaseholders and codes. Clarifying and rationalising these arrangements will be a focus in the near future.

The following facilities/users are based at Saxton Field (see also Figure 40).

- Athletics: has an artificial track, four long jump pits, a steeple chase (water pit), pole vault track, hammer throw cage and discus cage. Athletics share the adjoining Saxton Oval Pavilion with cricket and football.
- Archery: has an area beside the athletics track.
- Basketball: shares courts within the new Saxton Stadium.
- Cricket: has a ground and shared Saxton Oval Pavilion, media and practice facilities and a training block. In the area next to Main Road Stoke there is potential to establish two more cricket grounds amongst shared open grounds. Cricket also has an artificial wicket on the Circus Oval for junior and social sport.
- Cycling: a recently completed velodrome includes a 333m long embanked track with a sealed surface width of 7m and banking ranging from 7 degrees to 21.3 degrees.
- There's also an inner warm up track and learn to ride area. The inner area of the track is accessed by an underpass that leads the public under the main track.
- Football: there are seven junior Sportsgrounds on the leased area around the radio mast, one large training ground, and three competition level fields with a pavilion. The field between hockey and Saxton Rd has change rooms and public toilets. The field inside the athletics track is fenced and can be used as a charge ground. There is also provision, in the adjacent open area next to Main Road Stoke, to establish further shared grounds available for football. It also shares the Saxton Oval Pavilion with cricket and athletics.

- Hang gliding/Paragliding: key landing site from the Barnicoat Range take off point.
- Hockey: has two water turfs and shares a pavilion with softball. There is also a grass turf which is used for warm ups. The grass field is marked for junior gridiron in summer and marked for football in winter.
- Netball: there are 13 outdoor courts and netball shares use of five indoor courts at the new Saxton Stadium. Netball has office space at the Saxton Stadium - a tournament office in the old part of the stadium and administration offices in the new stadium
- Playground: near the netball courts.
- Softball: has 4 skin diamonds and shares a pavilion with hockey.
- Table Tennis: Has a 20 table annex as part of the Saxton Stadium.
- Volleyball: shares courts at the new Saxton Stadium.

There are currently sufficient fields for Rugby League elsewhere in the City. However, if the sport gains in numbers there is space available for future provision. Major Rugby League fixtures would be held at Trafalgar Park.

#### **6.7.4.2 Operations and maintenance**

Maintenance operations at Saxton Field are coordinated between the two councils. Historically each council was typically responsible (financially) for maintaining the facilities located on the land it owned. However, from July 2018 this has moved to a 50-50 model, where the cost of all maintenance activities are shared. Relevant sporting codes are expected to contribute 10% towards maintenance costs. At Nelson, operations are directed at a high level by Council's Contract Supervisor Facilities, and carried out by a contractor. Additional programmed and unprogrammed maintenance is directed as necessary. In many cases sporting codes undertake a degree of their own maintenance, although this is not consistent due to the variation in specialist equipment types and knowledge required.

As with other Sportsgrounds the Council withdraws activity on major grass areas as required to allow for renovations or due to weather conditions. Where grounds are used for both training and competition games, they are managed to prioritise quality for competition games.

Over the life of this Plan, maintenance costs will increase as new facilities are developed and come online.

#### **6.7.4.3 Renewals**

With the majority of significant initial capital investment completed the Councils are now entering a period of significant renewals. Renewals funding is provided by the two councils, with relevant sporting codes contributing 20% of the total component.

Turf condition assessments are generally carried out by the NZ Sports Turf Institute as they approach the end of their useful life, and renewals scheduled as required. One of the artificial Hockey turfs has reached the end of its life,

and will require replacing during Year 1 (this was deferred one year in agreement with Hockey). Another significant cost is the Athletics Track which is programmed for resurfacing during year 2.

Park light assets (as opposed to sports field floodlights) are presently recorded in the Roading Asset Management Manual (RAMM) which dictates timing of condition assessments and renewals. These are discussed in the general renewals section (4.3).

Saxton Field includes a significant area of hard surfaces including roads and parking. These will be included in RAMM during Year 1 of this Plan, which will enable clear planning into the future.

#### **6.7.4.4 New capital investment**

Saxton Field is a highly desirable place for regional sports codes to establish and there are a number of requests from codes to be granted a base and space at the Field. These requests need to be guided by the Reserve Management Plan, and be balanced against the vision, principles and aims for Saxton Field.

The majority of the initial capital development at Saxton Field is now complete. However, a number of projects which entail significant funding are required to complete the development plan. The councils also receive a number of competing requests from sports groups seeking space at the reserve or requesting facilities.

Officers from the two Councils meet regularly to discuss demands and budgets. Governance matters relating to Saxton Field are considered and prioritised by the Saxton Field Committee, which is comprised of Councillors from both Councils and an independent Chair, which subsequently makes recommendations to each Council. Ultimately the Long Term Plan and Annual Plan processes dictates what funding will be allocated.

Following the completion of the velodrome there have been requests for a pavilion facility to be constructed nearby. However, with the Avery Field amenities block in close proximity, the completion of car parking and the connection to Champion Road is the immediate priority for this area. Funding has been included in the Long Term Plan for the investigation into future pavilion needs in years 2026 and 2027.

The capital funding split for new facilities between the two councils has moved from around 53% NCC and 47% TDC, to 50-50. 20% is recovered from the relevant sporting codes for new capital works.

Table 16 summarises projects proposed for Saxton Field. "High" priority represents construction expected within the first three years, with "low" indicating years seven and beyond. Budget information is included in the Financials section of this Plan. For the purposes of the below table, "\$" (in the indicative cost column) indicates an expected cost of less than \$100,000, and "\$\$\$" signals likely investment greater than \$500,000.

Table 16: Saxton Field capital priorities

<b>Project</b>	<b>Priority</b>	<b>Indicative cost</b>
Velodrome car parking/Champion Drive connection	High	\$
Hockey Turf No 1 resurfacing (renewal)	High	\$\$\$
Velodrome landscaping	High	\$
Athletics Track resurfacing (renewal)	High	\$\$\$
Mountain Bike track development (P59)	High	\$
Oval embankment steps/accessibility stand	High	\$
Complete tree planting (Alliance and Champion)	High	\$
Hockey electronic scoreboards	High	\$
Courtside lighting and seating for outdoor netball courts	Medium	\$\$
Shared path development as per plan	Medium	\$\$
Playground development	Medium	\$\$
BMX track development and asphalt track	Medium	\$\$
Cricket block renewal	Medium	\$\$
Cricket oval surface renewal	Medium	\$\$
Alliance Green levelling, irrigation and drainage (includes working with Transport and Utilities teams to address water backing up along Main Rd Stoke drain)	Medium	\$\$
Alliance Green cricket wicket blocks x2 (artificial)	Medium	\$
Fitness trail	Medium	\$
Velodrome lighting and shade	Medium	\$\$
Alliance Green toilets and pavilion	Low	\$\$
Alliance Green car park and paths	Low	\$\$\$
Flood lighting and power for concert area	Low	\$\$
Harrier/cross country running tracks with trestles etc	Low	\$
Path from indoor nets to football pavilion with bridge/culverts on two swales	Low	\$
Hockey Turf No 2 resurface (renewal)	Low	\$\$\$
Future pavilion facility	Low	\$\$\$
Cycle link to Hill Street	Future	TBC
Softball flood lighting	Future	TBC
Inline skate track/criterium racing	Future	TBC
Saxton Oval spectator bank modifications (retaining/seating for perimeter, reshaping bank)	Future	TBC
Oval gladiator seat extensions either side of pavilion	Future	TBC
Parking for North Champion Green	Future	TBC
Stonewalls and signage at entrances	Future	TBC
Contractors compound (Alliance Green)	Future	TBC
Toilets and picnic facilities	Future	TBC
Install artworks	Future	TBC
Oval night lighting	Future	TBC
Extend and seal car park on Circus Green	Future	TBC

#### **6.7.4.5 Disposal**

As Sportsground assets are typically renewed rather than decommissioned, disposal costs are included within renewal forecasts and budgets. Council is mindful of the cost of sending material to landfill, in both economic and environmental terms.

An example of a renewal planned for Year 1 that may require considerable volume to landfill is the hockey turf. These are matters that need consideration at the initial business case stage, and a balance sought between the benefits gained from anticipated years of use and the financial and environmental costs. Options for reuse of the turf will be investigated.

Disposal of assets in parks and reserves generally is discussed in Section 4.5 (Disposal).

#### **6.7.5 Risk management**

Completion of the off road shared path network will provide safer options for active travel, including by children.

The Property and Facilities Asset Management Plan addresses matters relating to the stadium pavilion and other buildings.

Perhaps a broader risk to be mindful of in the longer term is over-capitalising in the face of changing demographics. This is addressed through the criteria developed to assess new developments which specifically seeks adaptability in the infrastructure to enable flexibility for future changes in community requirements.

Risk management in parks and reserves generally is discussed in Section 5 (Risk Management).

### **6.8 Focus Area 8: Saxton Field buildings**

#### **6.8.1 Introduction**

The assets within this focus area have a natural fit with the Property and Facilities Asset Management Plan. However given the co-governance and dual management approach with Tasman District Council it is practical to keep these facilities within the same plan as the remainder of the Saxton Field assets. This will also ensure a smoother transition should Council wish to move to a single, shared Asset Management Plan for Saxton Field between the two councils in future.

Saxton Field buildings include Saxton Stadium, Saxton Oval Pavilion, the Saxton Oval utilities building, the hockey/softball pavilion, the original hockey building, netball pavilion, football pavilion and the shared indoor cricket and indoor shooting building.

A number of sustainability actions and initiatives are implemented including roof water at Saxton Stadium being used for secondary water needs such as toilet flushing, regular servicing of air conditioning to maintain efficiency, and the central location of the sports park facility which supports efficient vehicle use and enables good public transport for large events.

The following paragraphs summarise some of the key issues relating to these buildings.

Saxton Stadium is well used during peak periods (mainly evenings and Saturday mornings) with most use in the winter. Outside of these times the facility is often under-utilised. The current management contractor is exploring new opportunities to attract new users during off peak periods.

Sporting codes such as basketball and volleyball (which are eligible for preference bookings) are the predominant users of Saxton Stadium. The tight peak use periods of evenings and Saturdays means that conflict can arise with other codes making advanced bookings.

The stadium foyer and vacant rooms on the mezzanine floor of Saxton Stadium presents an opportunity for additional services and potential new revenue. With the stadium often at full capacity during peak periods a sporting hub could be encouraged with 'pop up' services such as food providers, sport therapy or sport equipment providers introduced to support sporting events. Council, with the management contractor, will investigate the feasibility and implications of such services.

Saxton Oval Pavilion's high quality architectural design primarily serves first class and international cricket events. This high quality aspect makes it vulnerable to impacts from general use. Council is working closely with organisations to uphold the quality of the building.

The old hockey building has become a storage facility for Sport Tasman and Ride On (a cycle skills training organisation). The old change rooms are not used and the toilet is maintained as a public toilet. The building is still a useful asset and will be maintained, but its long term use needs consideration.

Outside of netball matches the Saxton Netball Pavilion is underutilised. The stadium lift was closed for three years which reduced access for a small number of bookings. Current off-peak use relates mainly to passive recreation activities such as yoga. The Greenmeadows Centre, scheduled for opening in 2018, may have a further impact on future bookings. Council has identified this facility as one that could be better utilised.

All of the public toilets provided at Saxton Field are attached to sports buildings, and for reserve users it is not obvious which toilets are available for public use. Council will review the supply of public toilets at Saxton Field and assess how it can be improved.

The temporary grandstand, installed at the Saxton Oval to meet World Cup Cricket standards, is not designed to be a permanent installation and requires ongoing checks and maintenance. Options need exploring including the stand being deconstructed and managed as a hireable regionally facility.

### **6.8.2 Level of service**

The levels of service that have been established for setting and measuring targets through this Asset Management Plan are listed in Section 2.8. The levels of service relate mostly to the Council owned and operated buildings, such as Saxton Stadium, Saxton Oval and Saxton Netball Pavilion. Consideration is given to leased buildings, but the services provided at these

locations are at the discretion of the sporting organisation. Council does have duties as a landlord of the leased buildings. These responsibilities are accounted for in its level of service for buildings.

### **6.8.3 Future demand**

The building facilities supplied at Saxton Field meet a diverse range of needs. In many cases the buildings are specialised and can be considered nationally as top grade facilities. The current delivery of buildings more than meets local needs and allows the sporting associations to encourage participation and develop athletes to a high level. The buildings complement the specialised playing fields and surfaces and are generally designed to meet the specific needs of the sports activity. Council does get requests for additional services but where possible these are catered for through existing assets or development plans.

#### Saxton Stadium

Volleyball and basketball are the predominant users. Sports tournaments, schools and programmed classes make up the additional users. In terms of use the stadium is quiet during the day with peak use in the evenings and weekends. Council is working with the management contractor to identify new opportunities to maximise the day use of the facility. For example space has been created for fitness equipment and classes are being run for sport injury rehabilitation and cross fit training. Another aspect Council will explore with the contractor is how to utilise the foyer space and vacant rooms better to promote a sports based hub and increase potential revenue. The stadium receives more than 200 users during regular bookings, so the potential for new 'pop up' vendors may exist.

Council would like to attract regular national tournaments to Saxton Stadium. Establishing it as a reliable venue is important and in its current form it has received good feedback from event managers. The constraint for attracting tournament bookings is working around local user priorities. The management contractor works with parties to maintain a fair booking system and includes larger tournaments where possible.

The Saxton Stadium was used for 1,540 hours between July 2015 and June 2016. Individual visitors numbered 230,000.

Saxton Stadium also acts as an administrative base for various sporting codes which occupy space at Saxton Field. Codes sublease space from Sport Tasman which manages the Stadium on Councils behalf.

#### Saxton Netball Pavilion

Similar to the Saxton Stadium the peak usage for this facility occurs during the winter netball season. Saturday is very busy and the pavilion is used by officials and for catering.

The large lounge area and commercial grade kitchen also attracts a small amount of bookings for private events. The age of the interior does make it less attractive for corporate events. Council will explore options with the management contractor to increase usage of this facility.

## Saxton Oval Pavilion

The main users of the Oval Pavilion are cricket and athletics. Nelson usually attracts at least one international cricket match each year, and a New Zealand Cricket Warrant of Fitness is required to stage these matches. During the winter the fields on either side of the buildings are used for soccer. The lounge area is available for private bookings around cricket and athletic events. However, block bookings for potential premier matches can have an impact on the feasibility of some other potential uses (e.g. weddings).

A programme to monitor electricity use at the Stadium and improve efficiency is proposed.

### **6.8.4 Lifecycle Management**

#### **6.8.4.1 Background data**

##### **Description of assets**

Table 17 lists the buildings and facilities at Saxton Field.

*Table 17: Saxton Field building assets*

<b>Building</b>	<b>Opened</b>	<b>Info</b>
Saxton Stadium	2009	Primarily a participation facility rather than for major events although can be adapted for events as required. The Stadium includes court space, offices, and changing facilities as well as Sports House and adjacent table tennis facility. Sports House is an administrative facility and is home to Sport Tasman which makes office space available to many sporting and recreation codes.
Original Hockey Building	1989	The building has unused change rooms and storage space. Toilets available for general public.
Netball Pavilion	1992	Serves the 13 netball courts. Social/meeting rooms, kitchen. Change rooms and public toilets on ground floor.
Football Pavilion	2008	Serves three full sized football grounds. Arrangements for a lease being discussed with the football organisations. A public toilet is available for general public.
Saxton Oval Utilities Building	2010	Serves the cricket oval for media requirements and other operations during events. Provides a base for maintenance contractor. Public toilets available during events.

Building	Opened	Info
Saxton Oval Pavilion	2011	Serves the cricket oval, athletics track and football ground. Available for other community functions. Includes high quality changing facilities. Athletics control room and meeting room leased to Top of the South Athletics Trust. Lounge is available for hire and is a popular venue for events e.g. weddings. Public toilets are available during park opening hours.
Hockey/Softball Pavilion	2010	Serves the 2 synthetic hockey surfaces and 4 softball skin diamonds. Leased to Nelson Hockey Association and Nelson Softball Association.
Indoor Cricket and Indoor Shooting	2017	A new facility that provides specialist leased space for two separate organisations: Nelson Cricket and the Nelson Smallbore Rifle Association. Includes shared toilet facilities with split areas for indoor cricket and rifle range.

The Netball Pavilion was originally jointly owned by Suburbs Football and the Nelson Netball Association. Ownership of the building transferred to Council as part of the agreements put in place during discussions and the construction of the Saxton Stadium. Netball has rights of occupation under an agreement. Additional bookings are managed through the management contractor.

The current funding arrangement is that all revenue comes to Nelson City Council. The shortfall between revenue and expenditure is split between Tasman District Council and Nelson City Council. A reconciliation is carried out annually and where necessary Tasman District Council is invoiced.

Area specific management practices are documented in the Nelson City Council Procedure Library. This includes guidance on the following activities:

- Book the Use of Saxton Stadium
- Invoice for Use of Saxton Stadium
- Report on the Use and Maintenance of the Saxton Stadium
- Maintain Facilities at Saxton Stadium
- Charge Tasman District Council Annually for Operating Costs for Saxton Field and Saxton Stadium

#### **6.8.4.2 Operations and maintenance**

The Saxton Stadium, Saxton Netball Pavilion and the Saxton Oval Pavilion are Council managed facilities. The other buildings are Council owned but leased to the sports organisations.

The Saxton Stadium is managed on a day to day basis under contract with Council responsible for the structural integrity and any required capital works. The Management Contractor organises bookings, provides qualified instructors for equipment management, training and the running of exercise programmes. The contract also covers bookings for the Saxton Oval and Saxton Netball Pavilion.

*Table 18: Saxton Stadium, Saxton Netball Pavilion and Saxton Oval Pavilion: Key contractual service levels measures and targets*

#### **Key contractual service levels measures and targets**

Fewer than 2% service complaints monthly on number of bookings

98% offensive graffiti removed in 2 hours

Emergency maintenance within 24 hours

85% of non-programmed maintenance completed in five working days

95% of customer complaints responded to in five working days

Public toilet cleanliness audits show 85% cleanliness rating

**Council owned but leased:** The management and maintenance of leased buildings at Saxton Field is determined under the terms and conditions of the lease agreements.

Typically the lessee is to maintain the interior and fit out. Council is responsible for basic infrastructure (supply of services) and exterior. Renewals and structural maintenance is the responsibility of Council.

**Council owned and managed:** Council is responsible for building maintenance costs and determines requirements and budgets for this work through a condition assessment process (completed in 2016 for Council managed buildings).

Saxton Stadium is in good condition and presented well. The main sprung floor and the exterior steel is due for re-coating. The roof and cladding design is low maintenance and presented well. Large scale cleaning is required to retain its presentation.

Saxton Oval Pavilion is unique and high quality, but it does have some complexities associated with its maintenance. Because it is used by a variety of user types the impact on the quality finish needs to be managed. Regular cleaning is required to retain its presentation.

Saxton Netball is in reasonable condition after a 2016 programme of repainting the roof and interior. Regular maintenance is required to retain good presentation against the neighbouring Saxton Stadium.

#### **6.8.4.3 Renewals**

Building and equipment renewals are the responsibility of Council. There is a need to determine renewal management for other buildings under respective leases.

Low level renewals are required for Saxton Stadium and Saxton Oval, which are generally restricted to fittings and joinery. The Saxton Stadium lift was replaced in 2017 and there are number of commercial grade appliances in the

Saxton Oval kitchen that will need monitoring and updating as components fail.

The Netball Pavilion is entering a phase of increased maintenance and subsequent renewals. Joinery, carpet and furnishings require renewals. The change rooms and the large number of toilets on the ground floor also require regular maintenance to keep them in good order.

#### **6.8.4.4 New capital investment**

These needs are discussed in the Saxton Field focus area. Buildings that are proposed over the life of this plan include toilets and a pavilion at Alliance Green, an investigation into future pavilion needs, and other toilets as determined through further investigation.

#### **6.8.4.5 Disposal**

No significant disposals are planned.

Disposal of assets in parks and reserves generally is discussed in Section 4.5 (Disposal).

#### **6.8.5 Risk management**

The risks associated with these buildings are associated with general issues such as fire, asbestos exposure and hazardous substances (e.g. LPG). These risks are regulated through legislation and are manageable through compliance.

Risk management in parks and reserves generally is discussed in Section 5 (Risk Management).

### **6.9 Focus Area 9: Conservation Reserves**

#### **6.9.1 Introduction**

Conservation reserves are managed primarily for their current or potential biodiversity values, landscape, and historic values, and the recreational opportunities they provide.

In terms of land area, Conservation Reserves are by far the largest in the district. At over 10,000 hectares these reserves comprise more than 90% of the total land managed under this Plan. Much of the land is in back country water catchments and covered in vegetation, making it a valuable resource for carbon sequestration.

A major issue facing Council in its provision of Conservation Reserves is an escalating pest plant and animal problem which is, in some reserves, causing loss of biodiversity and creating a large management burden. This is a particular concern in the unique ultramafic zone where wilding conifer incursion has become a problem. This issue will be mitigated in future by Council's recent decision to harvest all Douglas fir in the short term. However, this presents its own weed control challenges on the harvested land.

A lack of robust data on the size of the pest problem is preventing a planned management approach to be developed at present and will need to be the

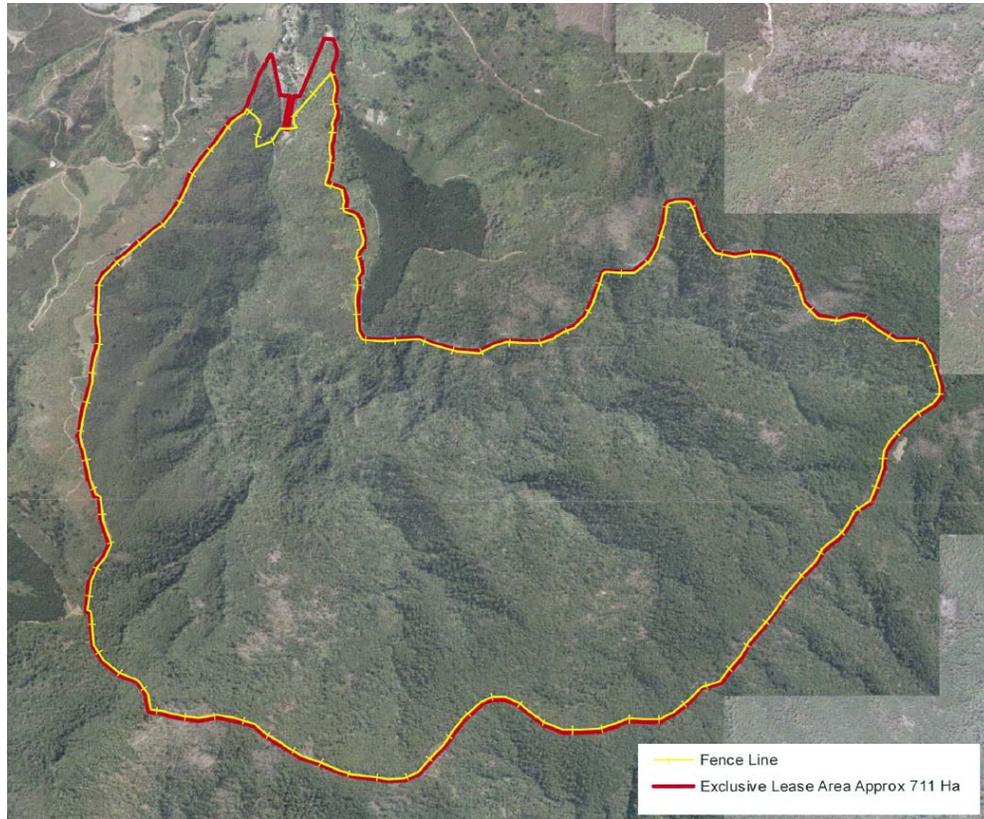
focus of future work. Council is now seeking more in-depth eradication data from its pest plant control contractors and the Parks team is working with other programmes such as Nelson Nature to develop weed management programmes.

The Nelson Nature programme sets strategic direction, priorities and actions to improve biodiversity in the region, operating in partnership with the Department of Conservation which provides technical advice. The project began in 2015 with funding of \$6 million over ten years. A key focus for Nelson Nature in the first three years of this Plan will be helping to address weed and pest issues in the ultramafic zone, as well as in streams and in the coastal environment.

It is anticipated that significant resources to deal with pest plants and animals will be required in the life of this Plan, both through Nelson Nature and the wider Parks operations programme.

There is potential to further develop partnerships with community groups to assist with pest control and pest monitoring but these opportunities will need to be balanced against the staff resource available to manage such partnerships.

Between 2013 and 2015 Council allocated over \$1 million as a capital grant for a predator fence in the Brook Conservation Reserve, a project led by the Brook Waimarama Sanctuary Trust. Poison drops were carried out during September and October 2017 to eradicate pests within the Sanctuary. The Trust holds a 33 year lease over 711 hectares of the Brook Conservation Reserve (around 65% of the total reserve area), which expires in 2047. Further funding has been allocated to the project subject to successful completion of a Memorandum of Understanding between Council and the Trust, and achievement of outcomes as set out in a funding contract.



*Figure 41: Brook Waimarama Sanctuary lease area and fence location*

Another issue for Council will be investigating alternative uses for retired forestry blocks located in Conservation Reserves, and progressing work to undertake those alternatives. It is expected that around 140 hectares of land will be retired from forestry, which means that other management approaches need considering.

The Conservation Reserves contain a rich history from Nelson's past extractive industries. The fringes of the mineral belt are an abundant source of pakohe (argillite) which was a key source of trade for Ngāti Kuia, who have lodged a management plan in relation to this resource with Council. In later years the wider mineral belt was the scene of widespread copper and chromite mining, and significant evidence remains today, most obviously the route of the Dun Mountain Railway from Brook Street to Coppermine Saddle. Recognising this heritage is discussed further in the risks section below.

A key issue for recreational users will be managing competing uses, in particular mountain biking with walking. This is discussed further in the Walking and Cycling chapter.



*Figure 42: Dun Mountain Trail ultramafic zone near Windy Point, Brook Conservation Reserve*

### **6.9.2 Level of service**

Conservation Reserves provide and protect natural environments to enable opportunities for people to experience nature through outdoor recreation activities. They provide for a range of passive, active and adventure-based recreation options that require large areas of land. These reserves encourage education and promote the enjoyment of natural, landscape and historic values. In general terms low impact activities will be encouraged and a relatively low level of service is provided, particularly in the reserves furthest from urban areas. These are primarily in the areas of trail maintenance (including the Dun Mountain Trail, a Great Ride), signage and pest and weed control (including wilding conifer control).

The levels of service established through this Asset Management Plan are listed in Section 2.8. The percentage of the area being managed to reduce the impact of animal and plant pests is considered to be a good measure of Council's efforts in Conservation Reserves.

The New Zealand Recreation Association (NZRA) provides useful guidance and recommendations for the administration of the Natural and Outdoor Adventure reserves categories. While these are not adopted as formal levels of service by Nelson City Council, they are aligned to the way Nelson's Conservation Reserves are managed, so are summarised for reference in Appendix 11.

A reserve management plan for Conservation (and Landscape) Reserves was adopted in 2009, and the policies in that plan also describe the levels of service that can be expected from Council.

See Appendix 5 for development standards in Conservation Reserves.

### **6.9.3 Future demand**

Feedback in relation to Conservation Reserves was received during consultation on the Conservation and Landscape Reserves Management Plan, Long Term Plan, Annual Plan, Nelson Regional Growth Strategy, Heart of Nelson Strategy and the *Out and About - On Tracks* strategy. Feedback shows that people:

- use the reserves for informal recreation such as mountain biking, walking, jogging and enjoyment of the natural environment and would like the reserves to be enhanced for these activities with improved tracks and facilities.
- would like improved information and signs in the reserves.
- would like to see measures in place to help resolve conflicts between different user groups e.g. walkers and mountain bikers.

In particular, submissions on the 2017/18 Annual Plan and 2018-28 Long Term Plan sought increased funding for mountain biking developments. Mountain biking is a growth sport in Nelson and participation is very high compared to the national average. Sport is now the main driver for people using Conservation Reserves for recreation, and this is discussed further in the Walking and Cycling Chapter.

The above feedback, combined with a trend away from organised sports and a significant growth in informal recreation such as walking, running, cycling and mountain biking, suggests a need to continue improving provision of recreational facilities for these activities, such as tracks and signs, to meet this demand.

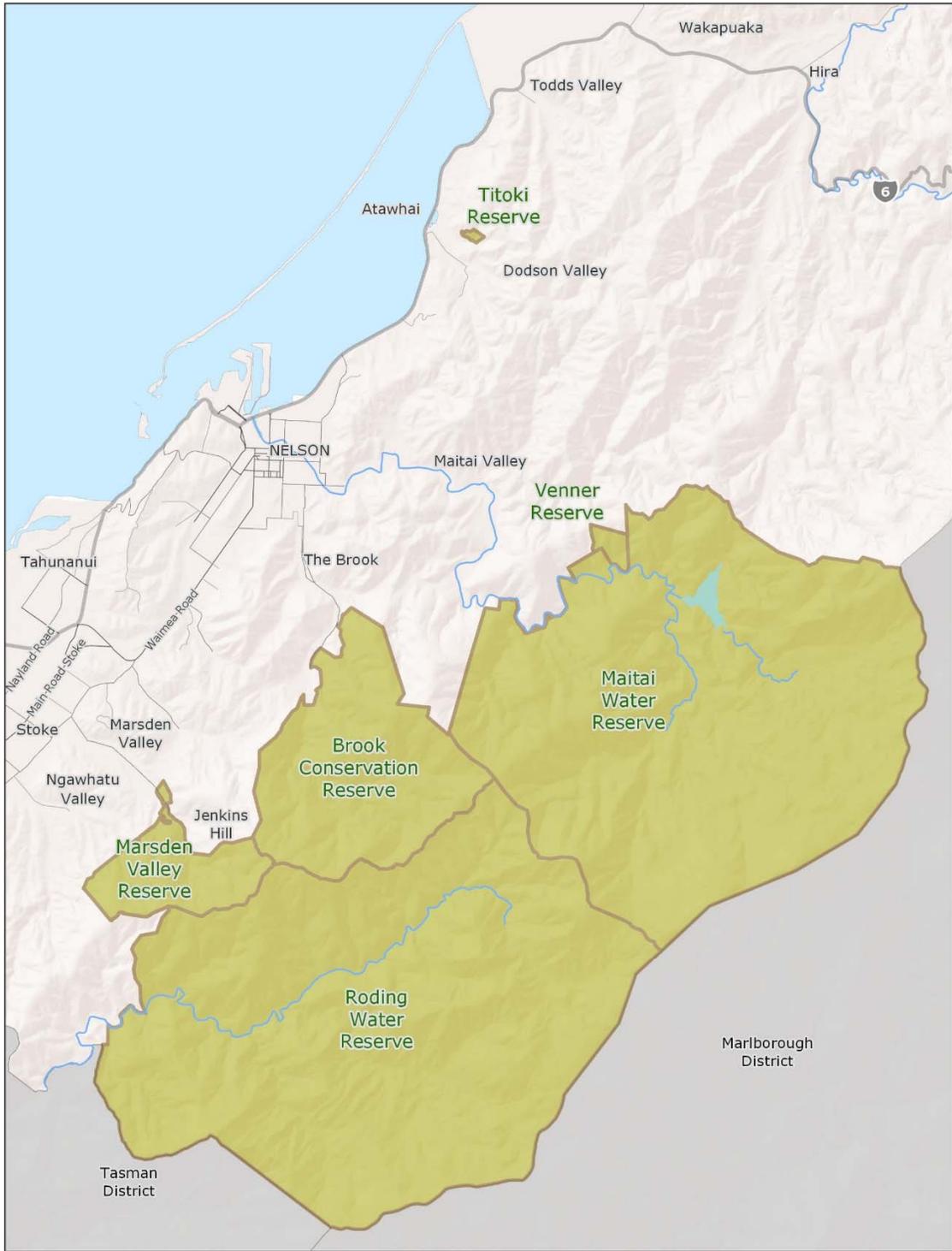
Other elements in the Conservation Reserves are the flora and fauna which benefit from the minimal development and pest and weed control efforts in these areas. The mineral belt is of particularly high value in this regard having a number of plants endemic to this location.

### **6.9.4 Lifecycle Management**

#### **6.9.4.1 Background data**

Council currently owns six areas of land managed as Conservation Reserves, covering 10,269 hectares. Most of the land is in large water supply catchments in the ranges behind the city. However, Titoki Reserve is outside of this area, and is much smaller at 4.7 hectares.

This Asset Management Plan shows one less Conservation Reserve than its 2015 predecessor. Due to the limited scale of remnant bush, and therefore the limited conservation values within Pukatea Reserve, it has been re-categorised as a Walkway Reserve. There were no issues regarding contracts or maintenance budgets as a result of this change.



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**Conservation Reserves**  
Parks and Reserves Asset Management Plan

**Legend**  
 Conservation Reserve

**Nelson City Council**  
te kaunihera o whakatū

N  
June 2018

0 1 2 3 4 km

File Ref: A1998782  
SER. Original map size A4.

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Figure 43: Conservation Reserves

These are conservation reserves that contain important biodiversity, heritage, landscape, recreation and amenity values. They also play a key role for the city in protecting Nelson's water supply catchment. The reserves provide opportunities for a range of recreational activities, contain commercial forestry stands and contribute to the diversity and beauty of the Nelson area.

Trails are categorised in the *Out and About – On Tracks* strategy as having either shared or exclusive use for walkers and mountain bikers.

#### **6.9.4.2 Operations and maintenance**

A significant change in this Plan will be bringing a greater degree of maintenance activities within the contracted works. Prior to this most of this work was carried out under unprogrammed maintenance, which sits outside of the contracted works and so is more expensive and comes with a high administrative burden for Contract Supervisors needing to create numerous work orders. This Plan therefore has a much higher budget for the maintenance contract, and a much lower budget for other unprogrammed maintenance.

Maintenance works in Conservation Reserves generally relate to track maintenance and pest and weed control. As discussed in the Walking and Cycling focus area, trail maintenance responsibility is shared with the Nelson Mountain Bike Club. Control of weed species in these reserves, including wilding conifers, is also delivered through the Nelson Nature programme.

#### **6.9.4.3 Renewals**

Budget is included for periodic renewals of furniture, signage, fencing, buildings and structures, access ways and car parks. Renewals are typically prioritised on an annual basis based on condition inspections carried out by contractors.

#### **6.9.4.4 New capital investment**

There is generally little need for significant capital investment in Conservation Reserves, with construction of new tracks, fences, signage and planting being the most visible to users. An example is the track in Titoki Reserve which is proposed to be extended to create a loop.

A review of the Council's forestry operations was undertaken in 2016 by the Catalyst Group, and a number of stands were recommended to be taken out of rotation. Alternative uses for these areas, which may be up to 140 hectares, will need to be investigated and may require significant resources e.g. for planting and weed control if replanted in natives.

Over recent years the Parks team has worked closely with other teams within Council to ensure the reserves' rich heritage and biodiversity stories are shared. For example the Dun Trail is now well supplied with interpretative information. Further opportunities exist particularly in working with iwi to better acknowledge the importance of the pakohe quarries.

#### **6.9.4.5 Disposal**

Disposal of Conservation Reserve assets is typically infrequent and low impact. Significant planning is therefore not warranted and disposals are carried out on a reactive basis.

Two huts that sit within Conservation Reserve will need to be evaluated during the life of this Plan. If they serve an ongoing need they will either require refurbishing or removing and replacing with another option such as portable facilities.

Disposal of assets in parks and reserves generally is discussed in Section 4.5 (Disposal).

#### **6.9.5 Risk management**

The potential to lose control of the escalating pest and weed problem is a concern, and steps are being taken to address this, including the removal of Douglas Fir from Council crop plantations and efforts to remove wilding conifers.

A key area of risk within Conservation Reserves is land instability, in particular following weather events. The steep land around the Dun Mountain Trail is prone to slippage and this creates uncertainty for maintenance budgets.

The risk of fire is of moderate concern, particularly during dry conditions although the risk is mitigated by the extensive native forest cover. The risk is generally lower than in Landscape Reserves where a greater source of flammable vegetation occurs, and in closer proximity to residential areas. The greatest risk of fire would be within plantation forestry areas, where Nelson has a very liberal recreational access policy compared to other regions. Council's forestry managers (PF Olsen) are highly experienced and have extensive risk management processes, including in relation to fire.

High winds can cause significant damage to trees, which have the potential to cover tracks and cause damage to infrastructure. Council has strong communications procedures and warns against recreational use during periods of high wind.

The incline section of the Dun Mountain Trail that runs from Brook Street to the Coppermine Saddle is largely within the Brook and Roding Water Conservation Reserves. This section of trail has high historic value being the first railway line in New Zealand, and retains many original features including culverts and sleepers. Due to its construction and use prior to 1900, it is subject to the provisions of the Heritage New Zealand Pouhere Taonga Act 2014, meaning that any works that may disturb the archaeology require authority to modify from Heritage New Zealand. In particular, it is important that any physical works to the trail (e.g. for forestry harvest operations) seek to restore the bench width to its original scale, rather than allowing permanent widening e.g. to enable vehicle access. Where possible, sections of the trail that have been modified should be restored to their original character. Nelson has strong community support for heritage and a number of groups are active in restoration and advocacy work. Council needs to have a leadership role, and officers and contractors must be mindful of the region's history, or they may risk destroying features and be subject to enforcement

measures. A number of other historic features are present within Conservation Reserves including pakohe (argillite) quarries and workings, copper and chromite mines and associated trails and abandoned equipment. The review of the Nelson Resource Management Plan seeks to better highlight these areas and features.

## **6.10 Focus Area 10: Landscape Reserves**

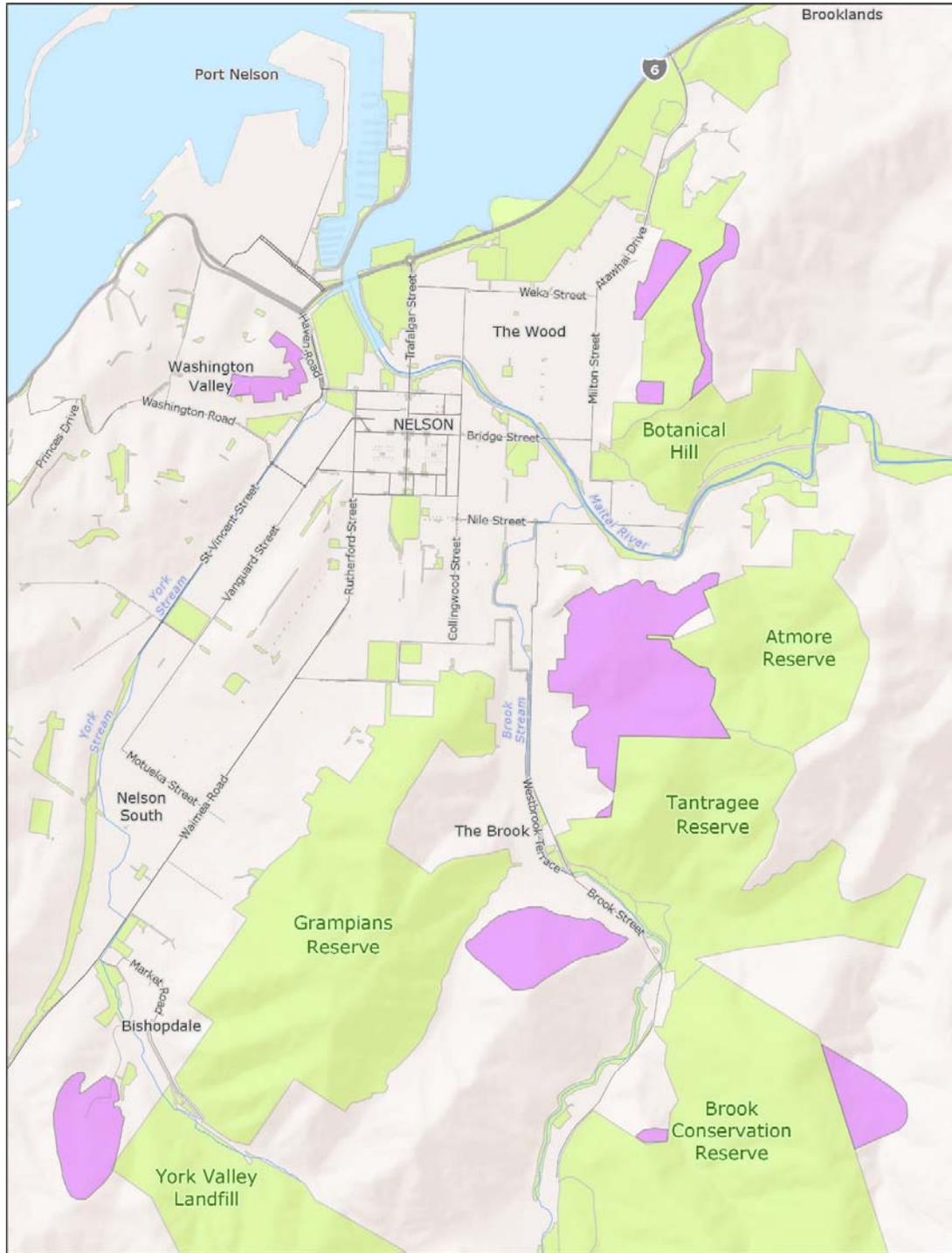
### **6.10.1 Introduction**

Much of the City's immediate backdrop is held as Landscape Reserves. These are managed for their landscape and amenity/recreation values. While there may be opportunities for biodiversity enhancement in Landscape Reserves, their management regime does not attempt to restore them to their original native plant cover, as they are accepted as having a more highly modified environment than Conservation Reserves.

The key issue for Landscape Reserves is planning and establishing an effective weed control programme, and managing the network of tracks and trails within the reserves.



*Figure 44: Grampians Reserve*



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**Nelson City Backdrop - Priority Landscape Areas**  
Parks and Reserves Asset Management Plan

**Legend**

- Priority landscape areas needing protection
- Nelson City Council owned Parks and Reserves

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0 0.2 0.4 0.6 0.8 km

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Figure 45: Priority landscape areas

### 6.10.2 Level of service

Landscape Reserves provide for a range of outdoor recreation opportunities requiring larger areas of land, often with impressive and immediate views over the City and region. They encourage education opportunities and promote enjoyment of natural, biodiversity and landscape values in relatively close proximity to the City.

In general terms low impact activities will be encouraged and services are focussed in the areas of weed control, track maintenance, furniture and signage.

Protecting the backdrop of the City is a key driver for Landscape Reserves and Council has identified priority areas that are of high value (see Figure 45). The levels of service that have been established for setting and measuring targets through this Asset Management Plan are listed in Section 2.8, and for Landscape Reserves the target seeks to ensure the amount of protected priority landscape areas is maintained or increased, for example through mechanisms such as covenants, Council ownership and by involvement in the current review of the NRMP. There has been no change in the percentage of these protected areas in the preceding three year period. Technical work undertaken through the Nelson Plan project is remapping the City backdrop landscape overlay. This work will be represented in the Nelson Plan and will be a useful reference for future analysis of landscape value.

Existing development standards have been carried over from previous AMPs and Council continues to protect significant natural areas through the purchase of land as Landscape Reserves, including the eastern extension to the Grampians Reserve. The Reserve Management Plan for Conservation and Landscape Reserves is intended to guide the management direction for the areas of land owned or administered by Council, including improved provision for recreational activities.

Pest and weed control is planned and carried out to enhance biodiversity and support the amenity landscape characteristics of the reserves. Gaps to meet target development standards including the need for a pest plant and animal control programme for areas most at risk of biodiversity loss, were partially addressed prior to the preceding Plan, with the introduction of a new prioritisation process and programmes aligned to this. Further work is underway to control weeds (for example old man's beard, climbing asparagus, banana passionfruit, gorse, broom, barberry) including the development of ecological restoration plans which may lead to the reintroduction of stock in some areas. Additional funding has been allocated for this over the life of the Asset Management Plan, and a new level of service measure introduced that requires year on year increases in the percentage of land area being managed to reduce the impact of plant pests.

The NZRA provides useful guidance and recommendations for the administration of the *Outdoor Adventure* category of reserves. While these are not adopted as formal levels of service by Nelson City Council, they are aligned to the way Landscape Reserves are managed, so are summarised for reference in Appendix 11.

A reserve management plan for Landscape (and Conservation) Reserves was adopted in 2009, and the policies set within that plan also describe levels of service that can be expected from Council.

See Appendix 5 for development standards in Landscape Reserves.

### **6.10.3 Future demand**

The following feedback in relation to Landscape Reserves was received during consultation on the Conservation and Landscape Reserves Management Plan, Long Term Plan, Annual Plan, Nelson Regional Growth Strategy, Nelson Plan, Heart of Nelson Strategy and the *Out and About - On Tracks* strategy.

People:

- value the green backdrop to the city and would like to see this maintained, restored and protected
- use the reserves for informal recreation such as mountain biking, walking, jogging and enjoyment of the natural environment
- would like improved information and signs in the reserves
- would like to see measures in place to help resolve conflict between different user groups e.g. walkers and mountain bikers
- would like to see greater efforts related to weed management

Improved signage is incrementally being rolled out through the Landscape Reserves with positive feedback received in relation to new signage in the Grampians.

Informal recreation opportunities in Landscape Reserves are discussed in further detail in the Walking and Cycling chapter.

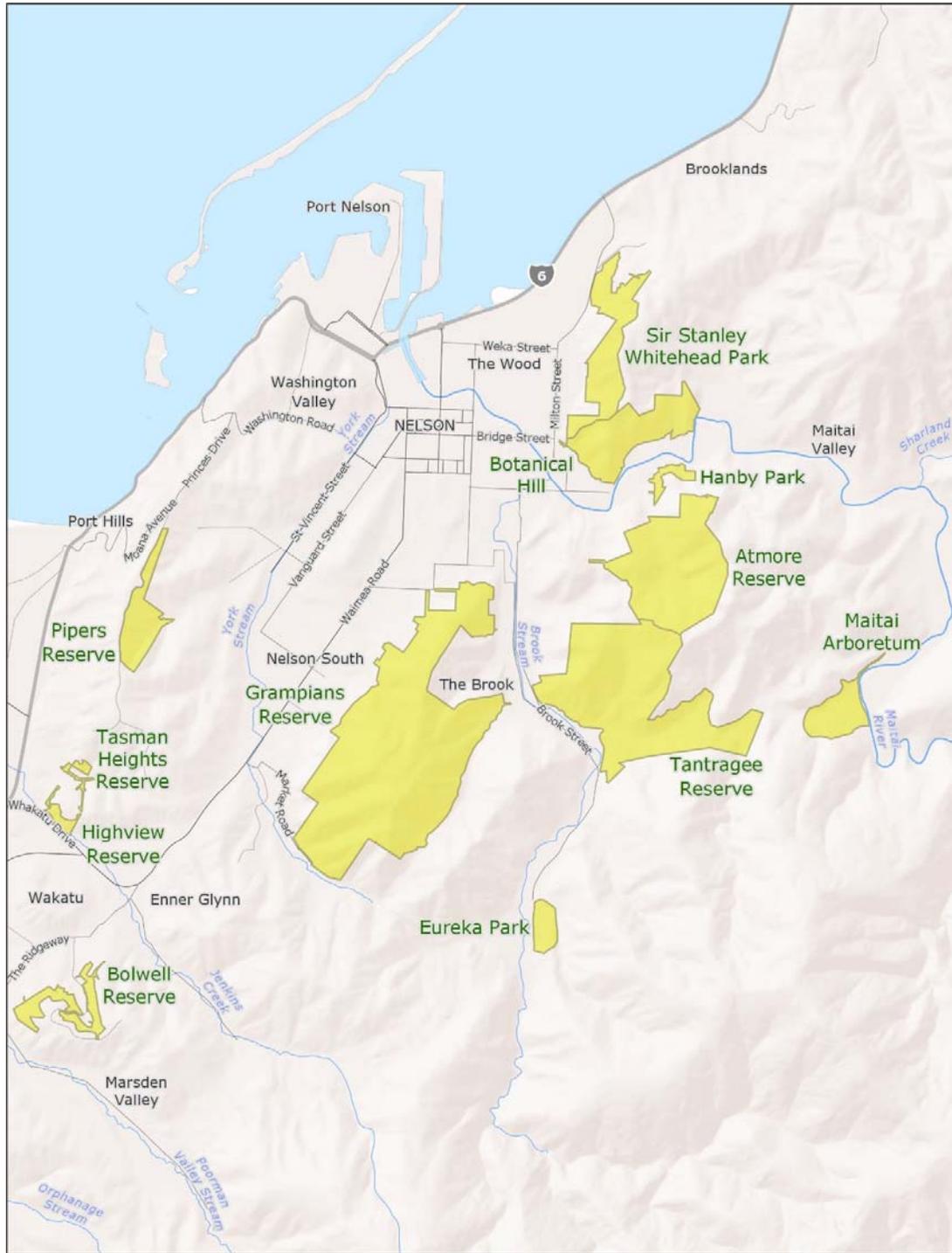
### **6.10.4 Lifecycle Management**

#### **6.10.4.1 Background data**

Council currently owns or administers 12 areas of land as Landscape Reserves, which at approximately 460 hectares represent the second largest category after Conservation Reserves (see Figure 46). The land ranges from areas of open space within suburbs to large, elevated reserves in the hills behind the city. They comprise parcels of land with reserve status under the Reserves Act 1977, unclassified reserve lands and freehold land held by Council.

These are reserves that contain important biodiversity, landscape, recreation and amenity values. The reserves form part of the scenic backdrop to the city, contain commercial forestry plantings, provide opportunities for a range of recreational activities and contribute to the diversity and beauty of the Nelson area.

Two new areas have been categorised as Landscape Reserve that were shown as other reserve types in the preceding Asset Management Plan, because their characteristics lend themselves to the management issues seen in Landscape Reserve contracts. Eureka Park was previously part of the wider Brook Conservation Reserve, and Hanby Park was classified as a Neighbourhood Park (the hilly section has become Landscape Reserve and the balance incorporated into the adjacent Maitai Esplanade Reserve).



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**Landscape Reserves**  
Parks and Reserves Asset Management Plan

**Legend**  
 Landscape Reserve

 Nelson City Council  
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 June 2018  


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Figure 46: Landscape Reserves in Nelson

#### **6.10.4.2 Operations and maintenance**

The key focus for Council in Landscape Reserves is weed control, and ongoing efforts to improve tracks and signage will continue. However, a change in the approach to managing weeds is underway. This involves developing ecological restoration plans that set weed control priorities for the reserves. Where appropriate, some units may be fenced off for the reintroduction of stock. If suitable, once an area is sufficiently grazed it will be systematically planted out, with continued weed control as required. In areas where stock is present Council may look to communicate voluntary on-lead areas for dogs on a temporary basis, as in the past dogs have created significant issues through worrying (and killing) sheep, which is a major disincentive for stock management contractors in an area already difficult to graze.

In the early stages of these efforts, nearby planting programmes will be temporarily suspended so the funding can be used to develop operational plans. This will enable more strategic weed control and consideration of future plantings. In some areas of Landscape Reserves, gorse clearance will be necessary prior to introducing stock. Opportunities to work together with neighbouring landowners and other stakeholders (e.g. Ngati Koata, forestry operators and Network Tasman) to improve opportunities for weed control will be explored.

As with other reserves, maintenance budgets are divided into contracted works as well as programmed and unprogrammed maintenance. For Landscape Reserves a separate budget is also included for weed control, recognising the scale of the issue.

#### **6.10.4.3 Renewals**

Budget is included for periodic renewals of tracks, signage, fencing, structures, furniture access ways and car parks. Renewals are typically prioritised on an annual basis based on condition inspections carried out by contractors.

#### **6.10.4.4 New capital investment**

The majority of budgeted capital investment is allocated to planting and revegetation, with other funding provided for track building, furniture and signage. As residential development intensifies in proximity to reserves (e.g. adjacent to Tasman Heights Reserve) construction of track connections and furniture installations will be undertaken. Walkway connections are discussed further in the Walking and Cycling section.

A specific project has been established for planning and implementing the staged development of Eureka Park in recognition of Nelson's Sister City in California. This area contains several large semi mature redwoods (*sequoia sempervirens*) native to Northern California and would readily convert to a natural forest walk. The site is currently used for mountain biking but conflicts can be avoided with careful track design.

For convenience, funding for mountain biking infrastructure is shown against one account, that being Landscape Reserves, given so many of the popular trails are within these reserves (e.g. Codgers). Funding for the development of the mountain biking infrastructure is discussed in the Walking and Cycling section.

Funding is included for a new section of zig zag track to be constructed along the main Grampians ridge walkway. This is a steep area that becomes dangerous after rain.

#### **6.10.4.5 Disposal**

Disposal of Landscape Reserve assets is typically infrequent and low impact, but will be considered on occasion e.g. where a reserve is particularly unsuitable or unnecessary and/or presents an overly cumbersome management burden. Disposal of assets in parks and reserves generally is discussed in Section 4.5 (Disposal).

#### **6.10.4.6 Risk management**

The potential to lose control of the escalating pest and weed problem is a major problem and, as discussed, steps are underway to better manage the problem through smaller weed management areas and the removal of Douglas Fir.

The risk of fire is of concern, particularly during dry conditions in areas of long grass and scrub in proximity to residential areas. Together with improved biodiversity, reducing fire risk is a key driver for the weed control efforts described above. Scheduled fire break maintenance will be included in the revised maintenance contracts.

Risk management in parks and reserves generally is discussed in Section 5 (Risk Management).

### **6.11 Focus Area 11: Esplanade and Foreshore Reserves**

#### **6.11.1 Introduction**

Esplanade and Foreshore Reserves are grouped together in this Plan as they have similar characteristics and issues. Both represent corridors at the interface between land and water environments, and are managed to protect the special and distinctive ecosystems, habitats and landscapes that are found where land, freshwater and the sea meet. They also provide for a range of recreational opportunities for the community to enjoy. This includes a popular off lead area for dogs at the Tahuna Back Beach.



*Figure 47: Sand, sea and sticks: dog heaven at the Tahuna Back Beach off-lead area*

Riparian and coastal areas are required under the Resource Management Act 1991 (RMA) to be set aside as esplanade reserve or strip when the adjacent area is subdivided. The Nelson Resource Management Plan identifies riparian and coastal areas with priority values and indicates the specific width of an esplanade reserve or strip that Council is able to acquire.

Since the Parks and Reserves Asset Management Plan 2002, additional Esplanade Reserve areas have been added in the majority of Nelson's catchments. The continual addition of new Esplanade and Foreshore Reserves does create an increasing management burden, particularly given that the reserves tend to need intensive management for weed and pest control due to their typically long shape and corresponding ease of incursion.

Esplanade and Foreshore Reserves allow for public access to the coast, rivers and other water bodies, provide important ecological corridors and form part of the city's walkway and cycleway network. Council can also look to acquire priority riparian or coastal areas outside of RMA requirements where land may not become available through subdivision for some time or the land is needed to complete connections, or contributes to wider open space values.

The key issues in relation to these reserves are around environmental enhancement, both on land and in relation to the water bodies they adjoin. For example control of weeds is an important issue in riparian areas, however this needs to be balanced with guardianship of freshwater habitats. Spraying options are therefore necessarily limited, and other weed control methods are often required.

Parks operations have a key role in improving freshwater quality, with riparian planting programmes providing shade which helps to moderate water temperatures and support aquatic life, as well as improve filtration of nutrients and contaminants from land.

Iwi have a particular interest in how Council manages some of its open space assets, particularly in proximity to freshwater resources, and have advised that they would like access to further watercress and puha sites growing in

clean environments. Sites currently harvested include esplanade reserves at the top of Marsden Valley, the Maitai Valley and Dodson Valley. Flax is grown and harvested in an area adjacent to the Whakatū Marae.

Delaware Estuary is a popular location for launching boats, however tensions exist between the need for access and the environmental impacts on the estuary and conflict with cultural values. Work towards developing a solution is presently underway and funding is included for implementation in the short term.

The Tahunanui Foreshore Reserve will require a review of land use in the near future to evaluate the appropriate provision of new lease-space car parking in the fun park area. This review is likely to be carried out as part of a wider review of the Reserve Management Plan. This will also need to examine options to manage the high pedestrian movement between the Holiday Park and the beach, where estuarine vegetation is subject to damage.

Also at Tahuna, erosion has now reached the edges of the last two car parks at the Back Beach, which frequently fill with sand and become inundated. At the time of writing one of the three car parks was closed, and funding is included for exploring alternative parking options in the short term.



*Figure 48: Sand encroaching into a Tahuna back beach car park*

Esplanade and Foreshore Reserves, particularly along the Maitai River and at Tahuna Beach, are naturally favoured sites by freedom campers. Nelson has recently adopted a Freedom Camping Bylaw which prohibits freedom camping in those areas. It is too early to comment on the effectiveness or consequential impacts of the Bylaw.

A development plan for the future of the Wakapuaka Sandflats is required to safeguard the ecological features of the sandflats alongside an appropriate recreational use.

A Reserve Management Plan was adopted for Esplanade and Foreshore Reserves in 2008. This sets out the objectives and policies for managing the

reserves and how these will be achieved. This Plan is due for review. In addition Tahunanui Reserve and Haven Holes (which is owned by the Department of Conservation but managed by the Council) have their own management plans. These plans are a significant resource, allowing consistent everyday management and future planning by Council.

### **6.11.2 Level of service**

Esplanade and Foreshore Reserves seek to provide open space that enhances the environment and provides ecological and recreational linkages.

Council operations vary across reserves depending on usage. For example one of the popular picnic areas might have picnic tables, mown grass and rubbish bins whereas a less accessible stretch of coastline or river would receive less attention. Weed control is an area where the level of service has slipped in recent years due to resourcing constraints. However, increased weed clearing and planting efforts are now underway. A more formalised system for monitoring key species and habitats is currently being developed and will be implemented in the short term.

The levels of service that have been established for setting and measuring targets through this Asset Management Plan are listed in Section 2.8. The measure for Esplanade and Foreshore Reserves is the number of additional riparian trees and shrubs planted in the Maitai Esplanade Reserve. A target of 2,000 plants per year is set, which aligns with previous years. This target shows good leadership by Council by providing a strong driver for improved freshwater quality, and has always been met in previous years.

The NZRA provides useful guidance and recommendations for the administration of the Recreation and Ecological Linkages category of reserves. While these are not adopted as formal levels of service by Nelson City Council, they are aligned to the way Esplanade and Foreshore Reserves are managed, so are summarised for reference in Appendix 11.

The Esplanade and Foreshore Reserves Management Plan 2008, as well as the earlier site specific management plans for Haven Holes (2006) and Tahunanui Reserve (2004) include certain policies that also describe levels of service that can be expected from Council.

### **6.11.3 Future demand**

Existing provisions within the Nelson Resource Management Plan identify the values for which riparian areas are to be protected, such as conservation, access, hazard mitigation or recreation.

Ongoing residential development continues to occur in and around the hill areas of the city where streams and rivers have their headwaters and the predicted population growth will increase pressure on these reserves, some of which already face significant problems with fly tipping (illegal dumping of waste) and encroachment of weeds from neighbouring development.

There is demand for use of the reserves as off road transport links as noted in submissions to the strategic planning process over recent years. Notable submissions relate to the completion of a footbridge over the lower reach of Orchard Stream to connect Manu Kau Reserve to Curtis Street, and connecting Main Road Stoke with Neale Avenue along Poormans Stream.

Submissions from both individuals and interest groups also show strong support for environmental improvements in these reserves, particularly in the river margins close to the urban area.

Council also receives requests for the establishment of a dog exercise area, which will be investigated further.

#### **6.11.4 Lifecycle Management**

##### **6.11.4.1 Background data**

Council currently owns or administers 31 Esplanade or Foreshore Reserves covering approximately 280 hectares in total. While there are 31 in total, by their nature individual reserves can often spread across a number of separate areas along a particular margin. See for a map showing Esplanade and Foreshore Reserves in Nelson.

The reserves encompass a mix of quality and usage. In some cases they are relatively inaccessible with bush and scrub cover, with other areas providing flat grassy reserves that serve a similar function to a Neighbourhood Reserve.

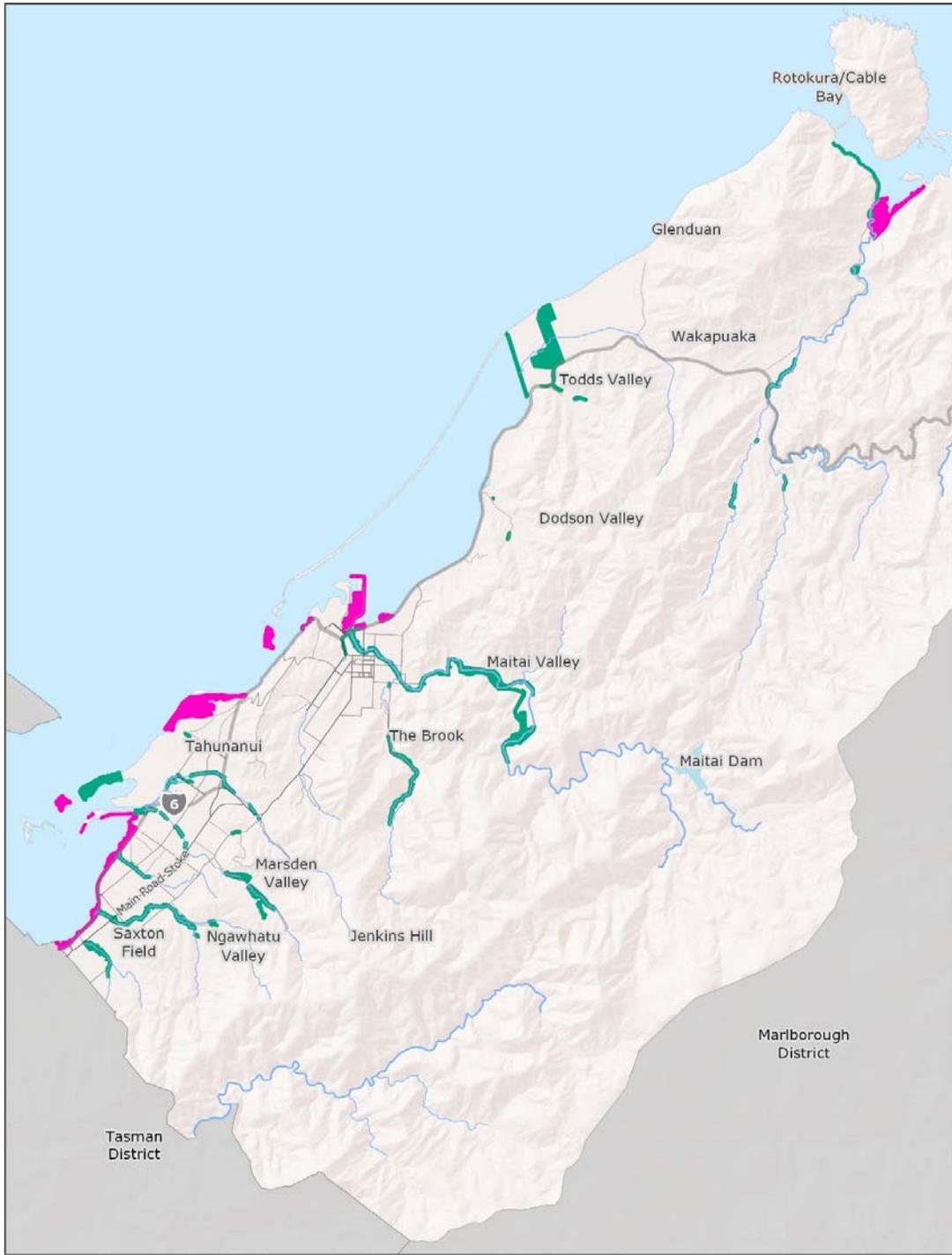
In some areas the reserves are highly modified and developed, for example the Marina, and in other areas reserves are largely undeveloped with regenerating natives, for example Haulashore and Oyster Islands. Oyster Island also has significant heritage values as it was a pakohe (argillite) working site.

The distribution of assets across Esplanade and Foreshore Reserves is varied with infrastructure provided where demand requires it. For example the Tahunanui Foreshore Reserve provides a range of furniture and amenities including rubbish bins, picnic tables, barbeques, doggie doo bag dispensers, toilets and showers whilst those reserves further afield such as Wakapuaka Reserve and Paremata Flats have minimal assets.

##### **6.11.4.2 Operations and maintenance**

Esplanade and Foreshore Reserves are managed to provide for a range of low impact activities and a relatively low level of facilities are provided. See Appendix 5 for the development standards for Esplanade and Foreshore Reserves.

Maintenance operations on Esplanade and Foreshore Reserves are directed at a high level by Council's Contract Supervisor Parks, and carried out by a contractor. In addition to contracted works, additional programmed and unprogrammed maintenance is directed as necessary and specific additional budgets are provided where needed, for example for Modeller's Pond maintenance, erosion work, replacement planting and river channel management.



The map is an approximate representation only and must not be used to determine the location or size of items shown, or to identify legal boundaries. To the extent permitted by law, the Nelson City Council, their employees, agents and contractors will not be liable for any costs, damages or loss suffered as a result of the data or plan, and no warranty of any kind is given as to the accuracy or completeness of the information represented. Nelson City Council information is licensed under a Creative Commons Attribution 4.0 International License, and the use of any data or plan or any information downloaded must be in accordance with the terms of that licence. For more information please contact us. Cadastral information derived from Land Information New Zealand. CROWN COPYRIGHT RESERVED.

**Esplanade and Foreshore Reserves**  
Parks and Reserves Asset Management Plan

**Legend**  
■ Esplanade Reserve  
■ Foreshore Reserve

**Nelson City Council**  
te kaunihera o whakatū

June 2018

0 1 2 3 4 km

File Ref: A1998769  
SES., Original map size A4.

PO Box 645 Nelson 7040 New Zealand PH 03 5460200 nelson.govt.nz

Figure 49: Esplanade and Foreshore Reserves in Nelson

The main activities concern environmental enhancement work including extensive weed clearance and planting. This includes numerous opportunities to work with other groups such as the successful programme undertaken in collaboration with local schools to plant sand-binding grasses on the Tahuna front beach dunes. Other examples include planting programmes undertaken by the Friends of the Maitai group, and lowland forest re-establishment work at Paremata Flats, where volunteers together with Forest and Bird have planted in excess of 80,000 plants.

A major issue facing Council in its provision of Esplanade and Foreshore Reserves is the presence of pest plants. This is a result of the generally long and linear nature of most esplanade reserves which provides a large boundary area where pests can easily access and take over the reserve. In addition, Esplanade Reserves tend to be at the back of properties where dumping of garden waste occurs, or in more remote areas and subject to fly tipping (particular problem areas are the Marsden and Maitai Valleys). Resources to deal with this issue and to improve Esplanade Reserve environments for stream water quality and recreational opportunities will be required in the life of this Plan.



*Figure 50: Fly tipping of green waste in the Maitai Esplanade Reserve*

Operations work will also be directed towards development plans for key Esplanade Reserves such as the Maitai (which requires ongoing planting and willow management) as well as a planting plan for the airport peninsula.

As part of the preparation of the Esplanade and Foreshore Reserves Management Plan each reserve in the network was visited and all items requiring action were listed. In addition, Landcare Research, with funding from Envirolink, prepared an assessment tool for Council to effectively prioritise activities in the Esplanade and Foreshore Reserve Management Plan in order to maximise biosecurity outcomes.

Priorities include:

- establishing a pest plant and animal control programme for reserves most at risk of biodiversity loss
- assessing user needs for walkways and signs (assessment currently underway)
- producing detailed development plans for reserves (e.g. Wakapuaka Sandflats)
- reviewing the Riparian and Coastal Margins Overlay (Appendix 6 of the Nelson Resource Management Plan) to ensure identification, protection of and public access to riparian walkways.
- working with the neighbouring farmer at Paremata Flats to prevent stock access to the Wakapuaka River adjacent to the reserve.
- working towards taking over the maintenance of the Forest and Bird plantings at Paremata Flats (over time it is planned to eventually cease grazing the open areas at the Paremata Flats Reserve and transition towards maintaining remaining grass through management methods other than grazing).
- initiating discussions with the landowner of the Delaware Sandspit, with the aim of working towards achieving public access to the esplanade reserve.

Revenue within Esplanade and Foreshore Reserves comes largely from the Tahuna Beach Fun Park, and the properties along Wakefield Quay which are managed through the Properties and Facilities Asset Management Plan.

#### **6.11.4.3 Renewals**

Routine renewal budgets are provided for furniture, structures, access ways and car parks which are typically prioritised on an annual basis based on condition inspections carried out by contractors.

Specific funding is included in this Plan for works to reinstate a section of sea wall adjacent to the Seafarers Memorial on Wakefield Quay which is severely degraded.

#### **6.11.4.4 New capital investment**

New Esplanade Reserves are either vested in Council through subdivision or purchased through negotiation where a property presents a strategic opportunity.

A good example for future investment is the lower reaches of the Wakapuaka River, particularly downstream of the Māori Pa Road bridge, to build on the success of the Forest and Bird native restoration project and further enhance this significant natural area. Opportunities will be assessed as subdivision occurs.

Work will also be required to investigate the provision and quality of public toilets in the Tahunanui Foreshore Reserve, a key destination for locals and

visitors. This is discussed further in the Property and Facilities Asset Management Plan.

The success of the front dune sand binding grasses at Tahuna Beach has seen the front dunes advance considerably, providing a buffer between the elements and physical assets. The dunes performed remarkably well during a 2018 storm surge with the tide breaching at one point only, at the Lions Playground, one of the few places where the beach access isn't at an angle. The advancing dune has developed an area of back dune that isn't suitable for sand binding native species. Native back dune species should be established to further enhance the environment and stability of these areas, with the continued removal of exotic scrub and tree species.



*Figure 51: Sand binding grasses on Tahuna beach foredunes (spinifex longifolius)*

A number of new walkways also need considering, including investigating a boardwalk (and toilet) at Paremata Flats to complement the Forest and Bird planting, continuation of the Marsden Valley shared path which presently ends at Sanctuary Drive, and other riparian linkages as discussed in the Walking and Cycling section (e.g. the walkways along the Brook, Jenkins and Poormans Streams). Funding is also included for the completion of a footbridge over the lower reach of Orchard Stream to connect Manu Kau Reserve to Curtis Street. These are discussed further in the Walking and Cycling focus area.



*Figure 52: New accessible boardwalk installed at Tahuna Beach*

An investigation into a dog exercise park will also be undertaken. Funding for this investigation is included in the Esplanade and Foreshore activity area in this Plan, however the need and location for such a park is yet to be determined.

#### **6.11.4.5 Disposal**

Disposal of Esplanade and Foreshore Reserve assets is typically infrequent and low impact. Significant planning is therefore not warranted and disposals are carried out on a reactive basis. Disposal of assets in parks and reserves generally is discussed in Section 4.5 (Disposal).

#### **6.11.4.6 Risk management**

Both river and coastal margins are susceptible to natural hazards, with the city's waterways subject to flooding during rain events and coastal erosion occurring at a fast rate in Tahunanui. Longer term, Council must be mindful of sea level rise and will need to plan accordingly as required under the NZ Coastal Policy Statement 2010.

Erosion at Tahuna Beach is a result of the littoral drift in Tasman Bay deflecting the mouth of the Blind Channel to the east. This requires management of the stream alongside Rocks Road and reshaping a section of the sea wall together with a community 'Coast Care' programme. The Coast

Care programme includes the control of pedestrian movement through the dunes, trapping of windblown sand and the planting of native sand binding plants, which has reversed the erosion along the front beach but is ineffective along the shoreline of the Blind Channel. Surveys show that the channel is moving eastwards at a rate of 3.85m per year and, if unchecked, could potentially deflect across the front beach to Rocks Road, which is the course it last had prior to 1875. The current Council policy is one of managed retreat, allowing nature to take its course, a policy it has held since the commissioning of the Tahunanui Beach Erosion Study by OCEL Consultants Ltd in 2000.

At the time of writing, technical work was underway as part of the Nelson Plan project to identify high risk areas susceptible to coastal erosion (including the Airport, the Nelson Golf Club, Tahuna Beach Holiday Park and Tahunanui Beach). This work reviews Nelson's coastal processes. A detailed assessment of likely rates of erosion over time, including as influenced by sea level rise, will be done for high risk areas once the initial study is completed. Work is also underway to identify areas likely subject to coastal inundation, again as exacerbated by sea level rise.

As a result of the erosion and tidal surges at the Tahuna back beach, it is likely that two of the car parks will need to be retired, and a new one created on higher ground. Currently, both car parks regularly fill with sand meaning cars become stuck. This also has a negative impact on the environment.

Risk management in parks and reserves generally is discussed in Section 5 (Risk Management).

## 7 Financial Summary

### 7.1 Financial Statements and Projections

A summary of ten year financial projections is provided in Appendix 13.

### 7.2 Funding Strategy

#### 7.2.1 How expenditure will be financially treated and funded

Councils overall funding strategy is contained in its Funding Policy within the Long Term Plan. The degree to which Council is willing to fund activities is based on a number of principles, as outlined in Table 19.

Table 19: Principles on which funding is based

Principle	Description
Beneficiary pays	Those that directly benefit should pay to a larger degree.
Public Good	Where there is overall public benefit Council should pay to a greater degree.
Intergenerational Equity	Council should recover costs of the provision of services from the generation that receives the benefit of each service or activity.
Exacerbator Pays	Where costs are incurred due to the negative effects of people's actions (or inaction) then these people should pay.

For most Parks and Reserves asset groups Council funds 100% due to the public benefits that accrue from the use of parks and reserves (health, wellbeing, environmental benefits) and the difficulty in charging users. Exceptions are set out in the Funding Policy e.g. sports code contributions towards sportsground development and maintenance.

Parks and Reserves operation and maintenance is funded directly from rates. Capital expenditure is funded with the Council's treasury management policy providing clear overall debt/rates ratio limit.

#### Revenue

Rates are the primary source of funds for Council to maintain parks and reserves for the community. There are a number of other sources of revenue such as rents, concessions, user charges, grants, donations and other sundry income. These all contribute to limiting the necessary rates take for each financial year.

The Local Government Act 2002 also enables Council to collect development contributions from subdivisions and other capital developments to provide for the development of community or recreational facilities associated with the use of a reserve. These contributions provide a significant source of funding for the acquisition of land and other capital improvement on reserves.

The chart below shows the development contributions Council has taken over the last decade, all of which has been spent.

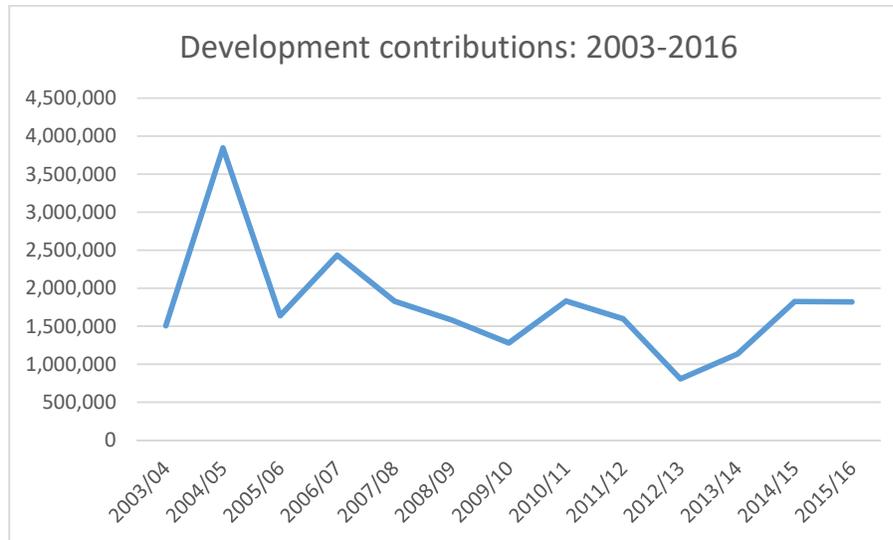


Figure 53: Development contributions collected 2003-2016

The funding approach sought for capital works within reserves is as follows:

- development contributions to fund new capital needs arising from an increasing population distribution or density (growth)
- depreciation to fund renewals
- loans to fund increases in levels of service provided to the community

Given the dynamic nature of the industry, accurate forecasting of development contributions is not possible. Therefore, forecasting of likely revenue streams has not been included within the financial information provided.

### **Development Contributions Policy 2018**

The Development Contributions and Financial Contributions Policy 2015 has been reviewed and some significant changes have been made in the Development Contributions Policy 2018, as outlined below.

- The removal of financial contributions for neighbourhood reserve land in respect of new developments (financial contributions need to be phased out by April 2022). However, Council considered there was merit in removing them earlier. Council will still be able to require developers to mitigate effects through resource consent conditions).
- Introduction of a development contribution of \$1,160/HUD<sup>27</sup> for general reserves and improvements.
- Introduction of a development contribution for neighbourhood reserve land based on either a land contribution of 40m<sup>2</sup>/HUD or the equivalent in cash based on local land values. This is proportionate to

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<sup>27</sup> Household Unit of Demand: this has the same meaning as Residential Unit in the Nelson Resource Management Plan. The HUD is equivalent to one residential title containing one residential unit.

the level of service provided by Nelson, rather than the previous land value based calculation for financial contributions.

- Introduction of a development contribution of \$280/HUD for community infrastructure (community centres, public toilets, and playgrounds on council reserves). Development contributions have not been previously levied for community infrastructure, but new developments have the cumulative effect of requiring the Council to expend capital to acquire additional community infrastructure.
- Introduction of a reduced development contribution for reserves of 25% for brownfield residential intensification (because the Council wishes to incentivise residential intensification in existing brownfield urban areas).

### 7.3 Valuation forecasts

A summary of the book value of Parks assets by park category as at 30 June 2018 is provided in Table 20.

Table 20: Book value of Parks assets at 30 June 2018

Park asset type	Book value as at 30 June 2017 (\$)	2017 Annual Depreciation(\$)
Public Gardens	2,369,536	91,454
Neighbourhood Parks	3,152,171	92,447
Play Facilities	786,375	72,408
Walkways	606,936	22,721
Sportsgrounds	17,073,667	606,504
Saxton Field	12,348,916	640,085
Saxton Stadium	11,537,080	264,513
Saxton Oval Pavilion	4,542,209	88,027
Conservation Reserves	645,789	18,212
Landscape Reserves	2,104,816	20,723
Esplanade and Foreshore Reserves	7,126,231	174,476
Golf Course	119,143	12,392
Park Art	528,265	19,233
Historic Cemetery	162,811	12,085
Marsden Cemetery	675,828	25,898
Street Gardens	738,839	-
<b>TOTAL</b>	<b>64,518,610.74</b>	<b>2,161,177.27</b>

The value and depreciation of the buildings and improvements for the three camp grounds, Tahuna Beach Holiday Park, Maitai and Brook Camps, are included in the Property and Facilities Asset Management Plan. Land is not depreciated so is not included in the above table.

In order to adequately provide for ongoing renewals of Parks assets, the use of replacement cost depreciation is preferred. However this requires regular valuation of assets and no further valuation of parks assets is programmed in the life of this Plan.

## 7.4 Key assumptions made in financial forecasts

### 7.4.1 Assumptions and uncertainties

Council is required to identify the significant forecasting assumptions it has made in preparing its 10 year Long Term Plan. Assumptions are necessary to allow Council to plan for expenditure and costs over the next 10 years. They are the best reasonable assessment made on the basis of currently available information.

The Nelson Long Term Plan details possible and actual significant forecasting assumptions and uncertainties relating to Nelson City Council activities.

All expenditure is stated in dollar values as at 2018 with no allowance made for inflation over the 10 year planning period.

The table below details the possible and actual significant forecasting assumptions and uncertainties relating to Nelson City Council's Parks and Reserves.

*Table 21: Significant forecasting assumptions and uncertainties*

No.	Assumption	Degree of risk or uncertainty	Likely impact if the assumption is (or is not) realised or is not acceptable
1	Interest rates for new loans raised or existing debt refinanced during the years are forecasted in the range of 7.5-8%.	Low	Level of debt is moderate. Interest costs are not expected to vary significantly.
2	Growth is based on figures provided by statistics New Zealand and Nelson City Council growth projections.	Low	Any significant increase in growth may require upgrading of reticulation to occur at an earlier stage than presently proposed.
3	The actual remaining lives of assets will not deviate significantly from those contained in the asset valuation.	Medium	Changes in estimated asset lives could lead to significant changes in asset renewal projections, depreciation and renewal budgets.
4	The replacement values are a realistic cost and have taken into consideration engineering fees, resource consents etc.	Low	Replacement values have gone through a review process.

No.	Assumption	Degree of risk or uncertainty	Likely impact if the assumption is (or is not) realised or is not acceptable
5	<p>Upgrade/capital estimates are as follows:</p> <p>Concept +/- 30%</p> <p>Initial &amp; Planning +/-10 to +/- 25%</p> <p>Delivery/Construction +/- 5%</p> <p>Projects of unusual complexity or presenting landowner / regulatory issues that cannot be quantified and such that estimating with accuracy is difficult, may lie outside these figures.</p> <p>Confidence levels in financial data projections decline from reliable over the first few years to less certain in years 7–10.</p>	Medium	Costs of upgrades are estimated only without detailed project planning.
6	Depreciation based on estimated useful lives not on condition.	Medium	If proposed condition assessments indicate that Council's mains have decreased useful lives, depreciation presently taken will be less than that required for replacement.

## 7.5 Forecast reliability and confidence

Until detailed design has been undertaken costings are unable to have a high degree of certainty, and estimates are either developed based on reference to known parameters (e.g. average cost per metre for a path) or based on past experience.

Current market conditions can have a significant impact on the cost of capital projects.

Confidence levels in financial data projections decline from reliable over the first few years to less certain in years 7–10.

Maintenance projections are based largely on historical cost units and levels of expenditure.

## 8 Plan Improvement and Monitoring

This section provides details on planning for monitoring the performance of the Asset Management Plan.

The goal of infrastructure asset management is to:

*Deliver the required level of service to existing and future customers in a sustainable and cost effective manner.*

A formal approach to the management of assets is essential in order to provide services in the most cost effective manner, and to demonstrate this to customers and other stakeholders. The benefits of improved asset management are:

- improved governance and accountability
- enhanced service management and customer satisfaction
- improved risk management
- improved financial efficiency
- more sustainable decisions

The key elements of Infrastructure Asset Management are as shown in Figure 54.



Figure 54: Key elements of infrastructure asset management

## 8.1 Status of Asset Management Practices

Asset Management Plans are reviewed every three years to align with the Council’s Long Term Plan. On average the portfolio of assets is operating at the level that is on the cusp between ‘Basic’ and ‘Core’ in asset management terms (see Figure 55). This Plan aims to progress the portfolio further into the ‘Core’ level in the medium term.

A key initiative undertaken through the development of this Plan has been to review the levels of service against best practice guidelines, to ensure relevance and measurability.

The Council uses the INFOR Asset Management System (Infor Public Sector 8 or ‘IPS8’) for Parks and Reserves assets which links to the nMap GIS system.

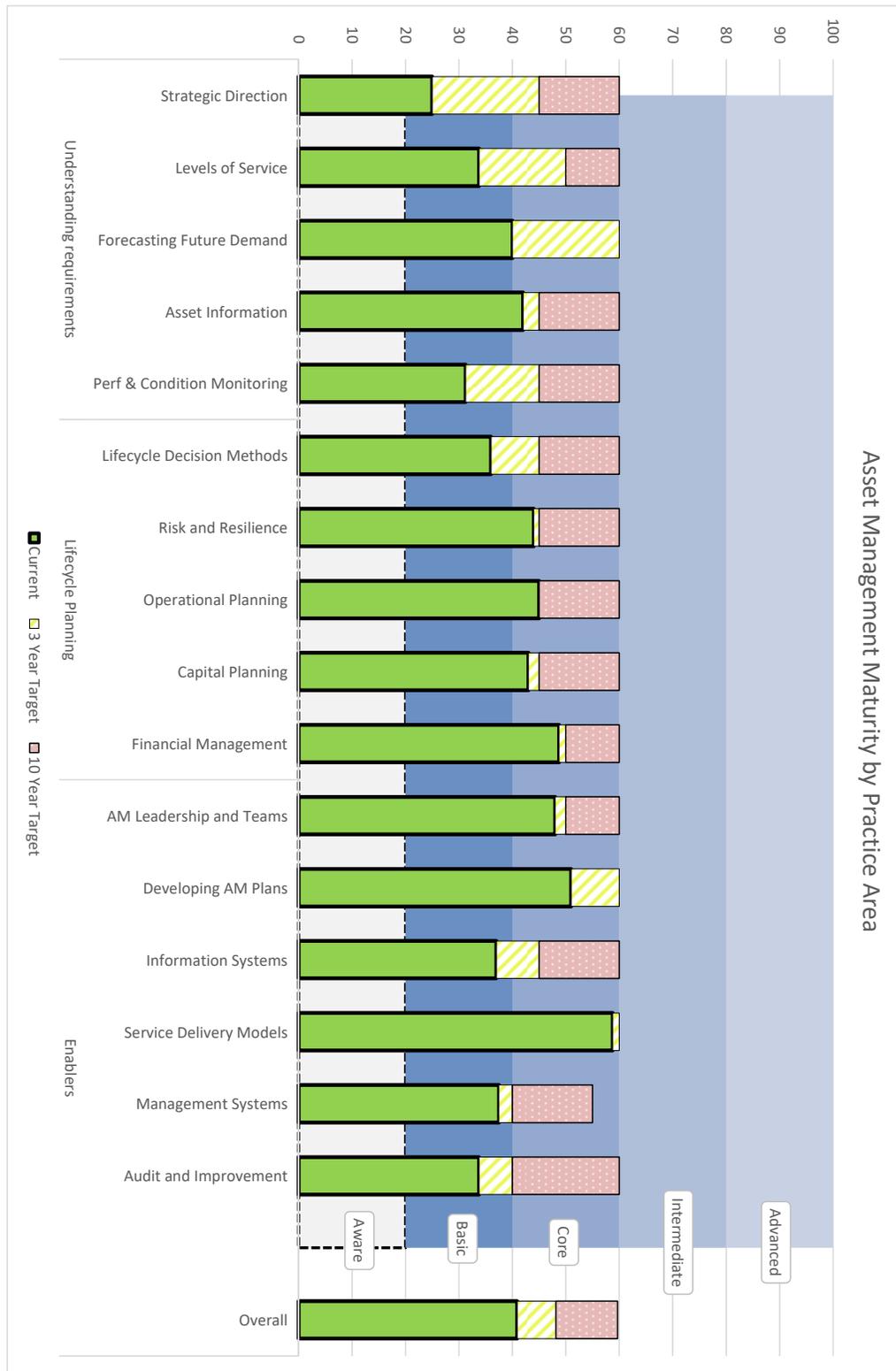


Figure 55: Asset management maturity

## 8.2 Improvement Programme

An important component of this Asset Management Plan is the recognition that it is a “live” document in need of monitoring, change and improvement over time.

The asset management maturity analysis, summarised in Figure 55, shows current performance was lowest in the following areas:

- establishing strategic direction
- monitoring asset performance and condition
- defining and measuring levels of service
- auditing and making improvement
- choosing life cycle methods
- choosing service delivery models
- establishing and maintaining information systems

The following improvement opportunities will be considered for development to move the AMP towards a higher level of management and efficiency.

- Continue introducing the assets to recognised industry standards of asset management from NZ Asset Management Support (NAMS) in line with the International Infrastructure Management Manual (IIMM).
- Set up robust systems for capturing data that measure level of service performance, and incorporating this data into the information system (Infor).
- Develop a more robust framework for the identification of critical assets.
- Determine a methodology for determining asset criticality to a component level (along with options) to integrate criticality into the ongoing operation, maintenance, renewals and capital programme.
- Develop high level strategy work to help determine future capital investment needs across the wider region.
- More information to be provided in future AMP asset inventories e.g. age, condition.
- Improve management of information relating to hard surfaces (funding included in this Plan to input this information into the RAMM database).
- Improve linkages to other AMPs.
- Expand sustainable practice throughout the Parks and Reserves activity.
- Consider developing an AMP that includes all Parks and Recreation Facilities (combining the Parks and Reserves AMP and the park facilities).

component of the Property and Facilities AMP) with other Council property assets sitting in a separate plan.

- Consider developing an AMP for all of Saxton Field, including facilities, to be jointly produced between Tasman and Nelson councils.
- Develop more accessible systems e.g. centralised condition information across all parks.
- Investigate reporting processes and procedures from Infor and maintenance contractors to ensure that the appropriate levels of service and asset management reporting is available.
- Continue to improve asset information e.g. including irrigation, turf types and mountain bike grades in GIS, including improvement of data capture processes.
- Better guidance provided within renewal budgets to guide the Operations Team in terms of priorities.
- Improve focus on level of service development and monitoring. A first step has been undertaken in that levels of service have been reviewed with a view to ensuring measurability and target relevance.
- Improve environmental and user monitoring e.g. trail and reserve use, key species.
- Document an inventory of relationship arrangements between Council and sporting codes.
- Provide better information on sportsground lighting condition and ownership.

As part of implementing the above improvements and other initiatives within this plan the Parks team will need to follow a programme of works that includes the following.

- Strategy development to guide decisions, investment, renewals and design for: trees, playgrounds, sport park lighting, joint management plan for Saxton field, Tahunanui foreshore reserve review, Esplanade and Foreshore Reserves management plan updates.
- Condition assessment process for Neighbourhood Parks, playgrounds.
- Investigate options for greater patronage of Saxton Stadium.
- Explore options for better utilization of the temporary stands at Saxton Oval.
- Review public toilet supply at Saxton Field.
- Implement a programme to monitor electricity use at Saxton Stadium and improve efficiency.

- Initiate discussions regarding the lease for the football pavilion at Saxton Field.
- Investigate alternative uses for retired forestry blocks located in Conservations Reserves.
- Evaluate two huts in conservation Reserves.
- Development of ecological restoration plans for conservation and landscape reserves.
- Improve tracks and signage in Landscape Reserves.
- Explore alternative parking options at Tahunanui.
- Develop a plan for the future of the Wakapuaka Sandflats.
- Investigate a dog park.

### **8.3 Monitoring and Review Procedures**

The Asset Management Plan is a living document, which is relevant and integral to daily asset management. To ensure the Plan remains useful and relevant, the following ongoing process of asset management monitoring and review activity will be undertaken.

- Formal adoption of the Plan by Council as at 20 September 2018
- Revise asset management plan annually to:
  - incorporate outcome of any service level reviews
  - update financial information and forecasting for operations based on the new budgets structure and actual impacts of growth and inflation.
  - update financial information relating to capital projects being added, or revised estimates.
  - update asset information relating to new land and asset acquisition.
- Review progress against the improvement plan, update Plan to reflect tasks completed, amend timeframes and record any new improvements identified.
- Asset Manager to meet quarterly in Year 1 with the Parks & Facilities team to discuss progress on the future work programme and improvement programme, and six monthly thereafter.
- Council will aim to continue to participate annually in the Yardstick parks benchmarking group which enables comparison against other councils around the country and to compare performance against industry 'best practice'.

Plan update: a full review and update of the Plan to be undertaken every three years in alignment with the LTP process. Next review is due 2020 for commencement of the new plan in 2021.

## **8.4 Performance Measures**

### **8.4.1 Outline of performance measures for the Asset Management Plan**

Benchmarking of the activity through Audit NZ, Local Government NZ and Yardstick is carried out at the request of these organisations to give increased understanding of efficiency, effects of any programmes instigated by the AMP and operating costs over the range of individual activities.

Examples of types of benchmarking that are to be considered include analysis of reserve provision and operational costs (i.e. \$/m<sup>2</sup> or \$/resident). As data is obtained and implications understood, the benchmarking can be used for additional or revised levels of service.

### **8.4.2 Measuring the effectiveness of the Asset Management Plan**

The effectiveness of the AMP will be monitored by reviewing financial expenditure projections prior to year-end, and operations and maintenance reports.

This will result in optimisation of expenditure through the asset lifecycle, service levels being actively monitored and reported on and the management of risk.

## 9 Appendices

### 9.1 Appendix 1: Inventory of parks and reserves by category

Table 22: Public Gardens – Reserve Inventory

RESERVE NAME	AREA (ha)
ANZAC MEMORIAL PARK	1.07
BROADGREEN GARDENS	1.76
CHURCH HILL	3.17
ISEL PARK	7.16
MELROSE GARDENS	0.95
MIYAZU JAPANESE GARDENS	1.67
QUEENS GARDENS	1.93
<b>TOTAL AREA</b>	<b>17.71ha</b>
<b>(7 PUBLIC GARDENS)</b>	

Table 23: Neighbourhood Parks – Reserve Inventory

RESERVE NAME	AREA (ha)
ABRAHAM HEIGHTS RESERVE	0.84
ALBION SQUARE RESERVE	0.06
ALDINGA RESERVE	1.24
ANDREWS FARM RESERVE	2.05
ANNESBROOK YOUTH PARK	0.54
BALLARD RESERVE	0.31
BAYVIEW RESERVE	1.16
BEATSON RESERVE	0.21
BETSY EYRE PARK	0.56
BISHOPDALE RESERVE	2.43
BISHOPS PARK	0.46
BISLEY RESERVE	0.12
BLACKWOOD EAST RESERVE	0.11
BLACKWOOD WEST RESERVE	0.14
BLEDISLOE NORTH RESERVE	0.49
BLEDISLOE SOUTH RESERVE	0.19
BOLT RESERVE	0.51
BRANFORD PARK	7.02
BROOK PARK	0.63
BRUNO RESERVE	0.13
BURRELL PARK	0.7
CATTLE MARKET RESERVE	0.15
CAWTHRON RESERVE	0.09
CENTENNIAL PARK	1.36
COMMODORE RESERVE	0.12
CORDER PARK	5.84
COVENT RESERVE	0.07
CUSTOM HOUSE RESERVE	0.22
DEVON RESERVE	0.20
EMANO EAST RESERVE	0.85
ENNER GLYNN NORTH RESERVE	0.29
ENNER GLYNN SOUTH RESERVE	0.62
ERIN RESERVE	0.17
FAIRFIELD PARK	2.63
FOSTER RESERVE	0.06
FOUNTAIN RESERVE	0.11
FRENCHAY RESERVE	0.79
FROST RESERVE	0.29
GLENDUAN RESERVE	6.06
GRAMPIAN OAKS RESERVE	0.31
GROVE RESERVE	0.24
HARFORD RESERVE	0.07
HIRA RESERVE	1.13
HOCKEY RESERVE	0.42

RESERVE NAME	AREA (ha)
KINGFISHER RESERVE	0.07
KOWHAI RESERVE	0.46
MAKO STREET RESERVE	0.13
MANSON RESERVE	0.84
MANU KAU RESERVE	0.33
MARYBANK RESERVE	0.82
MIYAZU RESERVE	3.01
MOANA RESERVE	0.11
MONACO RESERVE	0.83
MONCRIEFF RESERVE	0.79
MONTEBELLO RESERVE	0.26
MONTROSE RESERVE	0.29
MURPHY NORTH RESERVE	1.79
MURPHY SOUTH RESERVE	1.53
NEALE RESERVE	0.7
NGAIO RESERVE	0.33
NGAPUA RESERVE	0.45
NIKAU RESERVE	0.2
NORGATE RESERVE	0.29
ORCHARD RESERVE	0.64
PADDYS KNOB RESERVE	0.56
PEACE GROVE	1.34
PEPPER TREE PARK	0.03
PIONEERS PARK	1.72
PIPERS PARK RESERVE	0.63
PLUMTREE RESERVE	0.22
POETS PARK	0.35
POPLAR RESERVE	0.75
PRINCES LOOKOUT RESERVE	0.45
QUEEN ELIZABETH II RESERVE	9.24
RANUI RESERVE	0.86
RIVERSIDE RESERVE	0.16
RONAKI RESERVE	0.07
RUSSELL RESERVE	0.36
SANCTUARY RESERVE	0.17
SEQUOIA RESERVE	0.09
SONGER RESERVE	0.38
ST LAWRENCE RESERVE	0.06
STATION RESERVE	0.47
TE-ATA RESERVE	0.45
TOD RESERVE	0.62
TOKOMARU RESERVE	0.18
TOSSWILL RESERVE	1.81
TRESILLIAN RESERVE	0.29
VOSPER RESERVE	0.05
WAIMEA NORTH RESERVE	0.26
WAIMEA SOUTH RESERVE	0.51
WAKAPUAKA RESERVE	1.41
WARDS RESERVE	0.06
WATERHOUSE RESERVE	0.48
WELLINGTON RESERVE	0.19
WERNETH RESERVE	0.16
WIGZELL PARK	0.63
WOLFE RESERVE	1.41
WOODSTOCK RESERVE	0.64
<b>TOTAL AREA</b>	<b>83 ha</b>
<b>(98 NEIGHBOURHOOD PARKS)</b>	

Table 24: Sportsgrounds – Reserve Inventory

RESERVE NAME	AREA (ha)
BOTANICS SPORTSFIELD	2.3
GREENMEADOWS	7.33
GUPPY PARK	2.56
MAITAI CRICKET GROUND	2.16
MARSDEN RECREATION GROUND	2.26
NEALE PARK	12.9
NGAWHATU SPORTSFIELD	3.31
RUTHERFORD PARK	7.83
SAXTON FIELD	50.63
TAHUNANUI RECREATION RESERVE	20.54
TRAFALGAR PARK	6.46
VICTORY SQUARE	2.51
<b>TOTAL AREA (12 SPORTSGROUNDS)</b>	<b>121 ha</b>

Table 25: Conservation Reserves – Inventory

RESERVE NAME	AREA (ha)
BROOK CONSERVATION RESERVE	1,106.16
MAITAI WATER RESERVE	4,192.26
MARSDEN VALLEY RESERVE	358.76
RODING WATER RESERVE	4,573.43
TITOKI RESERVE	4.75
VENNER RESERVE	33.17
<b>TOTAL AREA</b>	<b>10,269 ha</b>
<b>(6 CONSERVATION RESERVES)</b>	

Table 26: Landscape Reserves – Inventory

RESERVE NAME	AREA (ha)
ATMORE RESERVE	63.23
BOLWELL RESERVE	12.09
BOTANICAL HILL	33.25
EUREKA PARK	6.54
GRAMPIANS RESERVE	173.43
HANBY PARK	3.65
HIGHVIEW RESERVE	2.69
MAITAI ARBORETUM	14.23
PIPERS PARK	16.5
SIR STANLEY WHITEHEAD PARK	29.81
TANTRAGEE RESERVE	103.35
TASMAN HEIGHTS RESERVE	2
<b>TOTAL AREA</b>	<b>461 ha</b>
<b>(12 LANDSCAPE RESERVES)</b>	

Table 27: Esplanade and Foreshore Reserves – Inventory

RESERVE NAME	AREA (ha)
AIRPORT PENINSULA ESPLANADE	18.01
AKERSTEN FORESHORE	1.16
ARAPIKI STREAM ESPLANADE	0.08
AWATEA PLACE ESPLANADE	0.12
BIGGSBURN STREAM ESPLANADE	0.59
BROOK STREAM ESPLANADE	7.13
CABLE BAY ESPLANADE	2.74
HAULASHORE ISLAND	6.59
HAVEN FORESHORE	4.61
JENKINS CREEK ESPLANADE	4.48
LUD VALLEY ESPLANADE	1.23
MAITAI RIVER ESPLANADE	41.72
MARINA	6.54

RESERVE NAME	AREA (ha)
MONACO FORESHORE	1.41
OLDHAM CREEK ESPLANADE	0.24
ORCHARD STREAM ESPLANADE	2.27
ORPHANAGE STREAM ESPLANADE	11.9
OYSTER ISLAND	5.23
PAREMATA FLATS FORESHORE	29.25
POORMANS STREAM ESPLANADE	15.18
SALTWATER CREEK ESPLANADE	0.29
SANCTUARY ESPLANADE RESERVE	1.21
SAXTON CREEK ESPLANADE	6.73
TAHUNANUI BEACH FORESHORE	41.17
TEAL VALLEY ESPLANADE	0.2
TOD VALLEY STREAM ESPLANADE	0.51
WAKAPUAKA RIVER ESPLANADE	4.06
WAKAPUAKA SANDFLATS ESPLANADE	51.35
WAKEFIELD QUAY GARDENS	15.05
WHAKATU DRIVE FORESHORE	0.67
WHANGAMOIA RIVER ESPLANADE	18.01
<b>TOTAL AREA</b>	<b>281.6</b>
<b>(31 ESPLANADE AND FORESHORE RESERVES)</b>	

Table 28: Walkway Reserves – Inventory

RESERVE NAME	AREA (ha)
ABRAHAM-QUEBEC WALKWAY	0.02
ALLAN-RONAKI WALKWAY	0.03
ALLPORT-SEAVIEW WALKWAY	0.01
APPLE LANE WALKWAY	0.02
ATAWHAI-IWA WALKWAY	0.01
ATAWHAI-NORTH WALKWAY	0.03
BEACHVILLE-FOUNTAIN WALKWAY	0.01
BEAVANS WAY WALKWAY	0.07
BERRY LANE WALKWAY	0.02
BISHOPDALE-CLIFFORD WALKWAY	0.02
BISHOPS WAY WALKWAY	0.09
BROADGREEN-COBHAM WALKWAY	0.01
CAMBELLDON-BEST WALKWAY	0.03
CAPE VIEW WALKWAY	0.02
CHAMPION-MARINO WALKWAY	0.04
CHAMPION-TARANAKI WALKWAY	0.03
CHAUCER LANE WALKWAY	0.02
COMMODORE-ZEEHAEN WALKWAY	0.2
DAELYN WALKWAY	0.02
DAYS TRACK WALKWAY	0.82
FELL-HARFORD WALKWAY	0.01
FERGUSON-NORRIE WALKWAY	0.06
FULLFORD-JOYCE WALKWAY	0.04
GORRIE-TOTARA WALKWAY	0.01
HIGHVIEW-PINNACLE WALKWAY	0.03
HOLCROFT-GLOVER WALKWAY	0.02
JENNER-MURPHY WALKWAY	0.14
KENDALL-HAMMILL WALKWAY	0.04
KERERU WAY	0.02
KERR-WELLINGTON WALKWAY	0.29
MAIN ROAD STOKE-BEST WALKWAY	0.03
MAIN ROAD STOKE-COVENT WALKWAY	0.03
MAIRE-ZEEHAEN WALKWAY	0.77
MANSON LANE WALKWAY	0.06
MANUKA STREET WALKWAY	0.23
MARINO-ITI WALKWAY	0.29
MARKET-FLAXMORE WALKWAY	0.01
MARSDEN VALLEY-ISEL WALKWAY	0.71
MARY ANN LANE WALKWAY	0.15
MERTON WAY WALKWAY	0.04

RESERVE NAME	AREA (ha)
MOUNT-LOCKING WALKWAY	0.09
MOUNT-WELLINGTON WALKWAY	0.04
NAYLAND-LIVERPOOL WALKWAY	0.08
NAYLAND-THETFORD WALKWAY	0.01
NEINEI LANE WALKWAY	0.02
NEWLANDS WAY WALKWAY	0.02
NEWMAN DRIVE WALKWAY	0.01
NGAIRE LANE WALKWAY	0.02
PIONEER-VALLEY HEIGHTS WALKWAY	0.11
POINT-MARTIN WALKWAY	0.04
PUKATEA RESERVE	0.45
QUEBEC-ARROW WALKWAY	0.39
QUEBEC-WATSON WALKWAY	0.14
RAILWAY RES-COBHAM WALKWAY	0.01
RAILWAY RESERVE WALKWAY NORTH	7.48
RAILWAY RESERVE WALKWAY SOUTH	8.57
RENWICK-KAWAI WALKWAY	0.09
ROCKS-BISLEY WALKWAY	0.02
ROCKS-MALCOLM WALKWAY	0.07
SONGER-ALDINGA WALKWAY	0.03
STAFFORD WALKWAY	0.05
STEPNEY LANE WALKWAY	0.1
STOKE SCHOOL-NIKAU WALKWAY	0.006
STURMER LANE WALKWAY	0.02

RESERVE NAME	AREA (ha)
SUFFOLK-CAROLINE WALKWAY	0.02
SUFFOLK-VINING WALKWAY	0.02
TAMAKI STREET WALKWAY	0.14
TAMAKI-PRINCES WALKWAY	0.19
THE RIDGEWAY-HAMPSHIRE WALKWAY	0.03
THE RIDGEWAY-MAITLAND WALKWAY	0.24
THE RIDGEWAY-SOMERSET WALKWAY	0.02
TORLESSE-ENNER GLYNN WALKWAY	0.01
TORLESSE-WATERHOUSE WALKWAY	0.01
TOWAI-ARAPIKI WALKWAY	0.03
TRAFALGAR-SHELBOURNE WALKWAY	0.003
TRENT WAY WALKWAY	0.02
VANGUARD-KONINI WALKWAY	0.15
VANGUARD-MATIPO WALKWAY	0.14
WAIMEA-BRUNNER WALKWAY	0.1
WAIMEA-LYNWOOD WALKWAY	0.02
WALTERS-DAVIES WALKWAY	0.04
WHAKATU-AIRPORT WALKWAY	0.16
WHAKATU-ANNESBROOK WALKWAY	0.25
WILLOW WALK	0.49
WILLWATCH WAY	0.1
WOLFE-MONTCALM WALKWAY	0.11
<b>TOTAL AREA (WALKWAY RESERVE)</b>	<b>24.7 ha</b>

## 9.2 Appendix 2: Inventory of reserve appurtenances at June 2018

Table 29: Reserve appurtenances

<b>Appurtenance</b>	<b>Quantity</b>
Seats/benches	700
Tables	160
Bins	329
Drinking fountains	36
Barbecues	6
Bike racks	48
Signs	1,472
Playgrounds	68

### 9.3 Appendix 3: Main statutes and policies affecting parks and reserves

#### Statutes

- Biosecurity Act 1993
- Building Act 2004
- Burial and Cremation Act 1964
- Crematorium Regulations Act 1973
- Conservation Act 1987
- Fencing Act 1978
- Freedom Camping Act 2011
- Health and Safety at Work Act 2015
- Heritage New Zealand Pouhere Taonga Act 2014
- Land Drainage Act 1908
- Local Government Act 2002
- Ngāti Apa ki te Rā Tō, Ngāti Kuia, and Rangitāne o Wairau Claims Settlement Act 2014
- Ngāti Kōata, Ngāti Rārua, Ngāti Tama ki Te Tau Ihu, and Te Ātiawa o Te Waka-a-Māui Claims Settlement Act 2014
- Ngāti Toa Rangatira Claims Settlement Act 2014
- Occupiers Liability Act 1962
- Reserves Act 1977
- Resource Management Act 1991

#### Te Tau Ihu Statutory Acknowledgements

A statutory acknowledgment is legal recognition of the particular cultural, spiritual, historical and traditional association of an iwi with an identified statutory area. The eight iwi of Te Tau Ihu to which these statutory acknowledgements and areas relate are:

- Ngāti Apa ki te Rā Tō
- Ngāti Kuia
- Rangitāne o Wairau
- Ngāti Kōata
- Ngāti Rārua
- Ngāti Tama ki Te Tau Ihu
- Te Ātiawa o Te Waka-a-Māui
- Ngāti Toa Rangatira

The statutory acknowledgments place obligations on local authorities which are explained in the statutory acknowledgements text document attached to the Nelson Resource Management Plan. The maps do not indicate all sites of importance to iwi. Other sites have been recognised through other redress instruments from the Crown.

## **Plans and Policies**

A number of Council and partner Plans and Policies have an impact on the Parks and Reserves Activity Management Plan.

### Iwi Management Plans

Iwi Management Plans are lodged by iwi authorities and received by Council under the Resource Management Act 1991. Once lodged with Council, they are planning documents that Council is required to take into account when preparing or changing RMA Plans (e.g. the Regional Policy Statement, Air Quality Plan or Nelson Resource Management Plan).

Iwi Management Plans document iwi worldview and aspirations for the management of resources, and help Councillors and staff to better understand those issues. Integrating the Iwi Management Plan into Nelson City Council's policy framework is part of Council's approach to statutory compliance and acting in partnership with local iwi.

The following Iwi Management Plans have been lodged with Council:

- Pakohe Management Plan 2015 (Ngati Kuia)
- Nga Taonga Tuku Iho Ki Whakatū Management Plan 2004 (Ngati Rarua, Rangitira, Te Atiawa, Ngati Koata, Ngati Tama)
- Iwi Management Plan 2002 (Ngati Koata)
- Te Tau Ihu Mahi Tuna (Eel Management Plan) 2000 (all iwi).

### Long Term Plan 2018-2028

The Nelson Long Term Plan is Council's 10 year planning document. It includes the Community Outcomes which were developed through public consultation and encapsulate the Nelson community's vision for how it wants the City to develop.

### Nelson Regional Policy Statement

Chapter seven of this document identifies the importance of natural and amenity values and the need to ensure adverse effects to these are avoided, remedied or mitigated. One means of protecting amenity values is through Council ownership of land or facilities with amenity values. The Regional Policy Statement is presently under review through the Nelson Plan project.

### Nelson Resource Management Plan

The majority of Nelson's parks and reserves are scheduled sites within the Open Space and Recreation Zone of the Nelson Resource Management Plan (NRMP). Any change from open space or recreation use of any site within this zone will be considered by way of a plan change. This affords parks and reserves a significant level of protection since any plan change requires a public consultation process to be undertaken. The Nelson Resource Management Plan is presently under review through the Nelson Plan project.

### Tasman-Nelson Regional Pest Management Strategy 2012-2017, and proposed Plan

The Tasman-Nelson Regional Pest Management Strategy has been prepared under the Biosecurity Act 1993. This strategy is a joint strategy between Tasman District Council and Nelson City Council. The strategy requires land occupiers to undertake control and management of plant pests on land for which they are responsible. Council, as occupier, is required to control pests on land it owns and administers in accordance with the strategy.

Both NCC and TDC have resolved to prepare a new Plan Proposal to replace the existing Strategy, and a regional Pest Management Joint Committee has been established to oversee this process. That Joint Committee considered the draft Plan Proposal on 2 August 2017 and decided to recommend it to their respective Councils for public notification and submissions. The draft Plan proposes five pest management programmes that will be used to control pests and any other organisms covered in the Plan. The intermediate outcomes for the five programmes are described below.

- 1 Exclusion Programme: to prevent the establishment of the pest, or an organism being spread by the pest, that is present in New Zealand but not yet established in an area.
- 2 Eradication Programme: to reduce the infestation level of the pest, or an organism being spread by the pest, to zero levels in an area in the short to medium term.
- 3 Progressive Containment Programme: to reduce the geographic distribution of the pest, or an organism being spread by the pest, in an area in the short to medium term.
- 4 Sustained Control Programme: to provide for ongoing control of the pest, or an organism being spread by the pest, to reduce its impacts on values and its spread to other properties.
- 5 Site-led Programme: that the pest, or an organism being spread by the pest, that is capable of causing damage to a place, is excluded or eradicated from that place, or is contained, reduced, or controlled within the place to an extent that protects the values of that place.

The principal measures used in the draft Plan to achieve the objectives are grouped in four main categories: requirement to act, Council inspection, service delivery and advocacy/education.

#### Nelson Biodiversity Strategy

The Nelson Biodiversity Strategy describes a vision for biodiversity management in Nelson City. This strategy has two broad goals, each with two objectives.

##### Goal 1: Active protection of native biodiversity

- ecological health, mauri and wairua of natural ecosystems are sustained
- native biological diversity is restored, enhanced and, where appropriate, connected.

##### Goal 2: Ecologically sustainable use of biodiversity

- biodiversity use is ecologically sustainable
- biodiversity resources are available for the community to prosper including tangata whenua customary use of nga taonga tuku iho.

NCC updated its Biodiversity Strategy in 2010, the International Year of Biodiversity. This strategy is based on aligned action by agencies through the Nelson Biodiversity Forum which has been established to implement the strategy. The Forum, which Council is a member of, has developed action plans for three environments, freshwater environments - terrestrial environments and coastal marine environments. The Strategy was reviewed again in 2013.

#### Nelson 2060

Nelson 2060 outlines Council's commitment to sustainability through the services it provides and the way it operates as an organisation. The policy is given effect through Council decisions, strategies, plans and actions. Its aims are to:

- demonstrate leadership in sustainability across the region
- provide accountability in Council performance
- provide accountability in service delivery
- measure progress and impact.

#### Out and About, and Out and About - On Tracks strategies

In 2015 the Council adopted *Out and About*, an active travel and pathway-based recreation policy. This policy recognises the growth Nelson has seen in walking and cycling over the past decade, and sets objectives around consistency, classification of route types, channelling (e.g. setting certain trails aside for exclusive use) and courtesy among users. Following the adoption of this policy, Council developed *Out and About – On Tracks*, an off-road tracks strategy which prioritised trail development projects and sought to address concerns around conflict between users by creating a track hierarchy, identifying specific trails where separation or exclusive use is required and prioritising trail development.

#### Social Wellbeing Policy 2011

The Social Wellbeing Policy aims to empower the Nelson community to participate towards the development of "a happy, healthy community where people have access to necessary services and facilities and feel connected to each other and to the city". Areas where the Council has a key responsibility in promoting social wellbeing include the physical environment, leisure and recreation, social connectedness, cultural identity, civil and political rights and safety. Parks and Reserves activities contribute to social wellbeing through:

- maintaining and developing a safe network of walkways and cycleways, with access for a wide range of ages and physical abilities
- providing and maintaining parks, reserves, gardens and recreational walkways, playgrounds and indoor recreational facilities, to the standards specified in the AMP.

#### Nelson-Tasman Physical Activity Plan 2006 (not adopted, guidance only)

The Nelson-Tasman Physical Activity Plan addresses how to assist people in Nelson-Tasman to get enough physical activity in their daily lives to maintain a healthy and enjoyable lifestyle. There are a number of actions recommended for Council's Parks and Reserves activity relating to signs, tracks, open space provision and playgrounds.

## 9.4 Appendix 4: Reserve Management Plans

The tables below show existing and proposed reserve management plans.

Table 30: *Adopted Reserve Management Plans*

<b>Reserves covered</b>	<b>Adopted</b>	<b>Review</b>
Saxton Field Reserve	October 2008	Due
Haven Holes Esplanade Reserve	May 2006	2020
Tahunanui Reserve	April 2004	Due
Rutherford and Trafalgar Parks	August 2010	2020
Esplanade and Foreshore Reserves	July 2008	Due
Conservation and Landscape Reserves	November 2009	2019
Brook Recreation Reserve Management Plan (Adopted in Principle)	October 2015	2025

Table 31: *Proposed Reserve Management Plans*

<b>Reserves covered</b>	<b>Date</b>
Sportsground Reserves	2018
Public Gardens	2020
Neighbourhood Parks	2022

## 9.5 Appendix 5: Development standards

Table 32: Development standards

DEVELOPMENT STANDARDS FOR THE OPEN SPACE NETWORK												
PARK OR ACTIVITY TYPE	ASSET TYPE	Paths & Tracks	Signs	Seating & picnic tables	BBQ areas	Drinking Fountains	Sports Equipment	Fencing	Lighting	Waste Disposal	Toilets	Carparks
All parks		All paths and tracks to meet NCC "Track and Road Category Standards - within Reserve areas"	All new signs to be in accordance with NCC standards and Outdoor Signs Manual					Boundary fences to be provided in compliance with the Fencing Act 1977 and Engineering Standards	In line with a sustainable approach, only consider lighting where there is no current alternative route	Consider installing recycling bins in high use reserves	Toilet provision will be a combination of permanent and temporary toilets. For full-year demand Council prefers the use of permanent toilets	
Horticultural Parks	Target Standard	Paths and tracks meeting NCC Track Standards 1-3 to be provided in all horticultural parks	All parks to have entrance signs at each entry point. Other directional and interpretation signs to be provided as required	To be provided in key locations in horticultural parks	Not provided	To be provided within central city horticultural parks	Not provided. Active sports to be discouraged	Additional fencing only to be provided when necessary	Not provided unless necessary in central city parks with high night-time use as a walkway linkage	To be provided in all parks	Toilet facilities to be maintained at Queens Gardens, Isel, Broadgreen, Myazu and Anzac parks	Short term parking to be provided in the vicinity of inner city parks
	Gap	No gap	No gap	No gap	No gap	No gap	No gap	No gap	No gap	No gap	No gap	Monitor poor parking availability at Queens Gardens and Anzac Park due to adjacent all day parking
Neighbourhood Parks	Target Standard	Paths and tracks to be provided in neighbourhood parks (e.g. link to walkways or playgrounds) where there is sufficient demand	All parks to have entrance sign at each entrance point. Other directional and interpretation signs to be provided as required	Seating to be provided in well used parks. Picnic tables to be provided in some parks	Not provided	Not provided unless there is a demand	Soccer goals provided in larger parks. Basketball hoops provided in some parks. Consider provision for other sports in larger neighbourhood parks (e.g. Frisbee Golf)	Additional fencing only to be provided when necessary	Not provided unless necessary in parks with high night-time use as a walkway linkage	To be provided at key entry points in high use parks. In smaller parks promote the 'take your rubbish home' message	Existing toilets to be continued at Monaco and Pioneers parks and retain toilet at The Glen. Existing toilets to remain only if the park is a larger rural or destination park	Not provided unless there is no street parking for larger destination parks
	Gap	New paths needed in Tresillian, Ballard, Murphy, Bishopdale, Neale and Fairfield Parks	16% of neighbourhood parks do not have any signs Interpretative sign to be provided at Woodstock Park	A number of new reserves do not have seating (e.g. Frenshay) 29% of neighbourhood parks do not have seating and 84% do not have picnic tables	A BBQ is provided at Bramford Park due to its high use as a destination park in the summer	No gap	No gap	No gap	Manson and Polstead parks need an assessment to see if lighting is needed 65% of neighbourhood parks do not have lighting	97% of neighbourhood parks do not have rubbish bins	Monaco and Hira toilets need upgrading, replace temporary toilet with a permanent toilet at The Glen	Consider parking at The Glen
Sportsfield Reserves	Target Standard	Paths and tracks to be provided from carparks to buildings or to provide links to walkways	All reserves to have entrance sign at each entrance point. Other directional and interpretation signs to be provided as required Smokefree logo on sportsfield signs (added as signs replaced)	Seating to be provided around main facilities and at charge grounds. Some codes have portable seating	Generally not provided	To be provided at high use reserves, currently Botanicus, Tahunanui, Saxton Field and Ngahawha	Codes to provide sports equipment. Council installs equipment and monitors compliance with standards. Council provides equipment for basketball and skate areas	Additional fencing only to be provided when necessary. Aim for open space but install fencing or bollards to keep vehicles off grounds	To be provided around main service and amenity buildings and along paths with high night-time use Training ground lighting installed and maintained by Council where demand warrants	To be provided in all reserves around key facilities	To be provided at high use reserves	Minimum 1 space/50m <sup>2</sup> of court area and 1 space/200m <sup>2</sup> of court for staff. Minimum 15 spaces/ha of path area and 1 space for staff parking However accept that a number of parks are not likely to meet the above standard
	Gap	No gap	No signs at Guppy Park	Maitai Cricket Ground and Guppy park do not have seating 54% of reserves do not have picnic tables	Possible opportunity for a BBQ area at Saxton Field	No gap	No gap	No gap	Lighting provided in all reserves except Maitai Cricket Ground and Neale Park	Guppy Park	Gap at Guppy Park and Southern Neale Park 54% of reserves not have toilets provided	New car parking part of Saxton Field redevelopment
Conservation and Landscape Reserves	Target Standard	A variety of paths and tracks to be provided in all reserves (e.g. dual use for walking and mountain biking, single use and tracks for a wide range of abilities).	All reserves to have entrance sign at each entrance point. Directional and interpretation signs provided as required in reserves where it is necessary to add to the visitor experience	To be provided at scenic locations in high use reserves closest to urban areas	Not provided	Not provided	Not provided	To be provided where stock fencing is required	Generally not provided. However, lighting currently provided in Pukatea Reserve as it functions as a walkway	Generally not provided	To be provided at high use reserves	To be provided at key access points, high use reserves or where there is demand
	Gap	Focus on establishing return loops and track connections Beginner mountain biking tracks	Pukatea and Tiroi reserves have no signs	67% of reserves do not have seating and 84% have picnic tables	No gap	No gap	No gap	Various locations, including Gramplains. Ongoing fencing audit has identified areas which need fence replacement	No gap	No gap	Marsden Valley Reserve	York Valley car park needs upgrading, Brock Reserve entrance, road end of Marsden Valley
Esplanade and Foreshore Reserves	Target Standard	Paths and tracks to be provided in reserves for a variety of uses (e.g. linkage tracks and recreation tracks)	All reserves to have entrance sign or identifier at each entrance point Directional and interpretation signs to be provided as required in reserves where it is necessary to add to the visitor experience	To be provided at scenic locations or at road linkages in high use reserves	Not provided	Not provided unless there is a demand	Not provided	Reserve boundaries to be clearly identified by posts, simple fence or planting to prevent encroachment from adjacent landowners	Not provided unless reserve is in the central city and receives high night-time use as a walkway linkage or only where there is no current alternative route	To be provided at high use reserves Doggy doo dispensers provided in established dog exercise areas	Provided at high use reserves or reserves in environmentally sensitive areas Permanent toilets provided and maintained by NCC at Maitai River and Bramford Park Temporary toilets provided at high summer use reserves	To be provided at high use reserves
	Gap	Gaps identified through the Track and Trails Strategy and priorities being addressed	Orchard Stream reserve does not have any signs	85% have seating and 80% have picnic tables	No gap	No gap	No gap	Reserve encroachment is occurring in several areas	Currently 70% of reserves do not have lighting	Currently 30% of reserves have one or more rubbish bins provided. Continue to monitor and adjust distribution as necessary.	Bramford park toilets need upgrading, Wakapauka Sandflats	Wakapauka Sandflats, Brook Valley, Maitai Aforeturn, Paremata Flats
Walking and Cycling	Target Standard	Paths suitable for walking and cycling to be provided	Direction signs to be provided at the beginning and end of all walkways and at any other access points 15% of walkways do not have signs	Provided at natural stopping or rest points	Not provided	Not provided	Not provided	Additional fencing only provided when necessary	Not provided unless walkway receives high night-time use and provides a street to street connection 70% do not have lighting	To be provided as necessary at ends of walkways, especially if it is the road end	Not provided	Not provided
	Gap	City end of Railway Reserve. Further gaps to be identified through the 'Making Tracks' GIS project	City end of Railway Reserve There are no tables provided and 80% of walkways do not have seating	City end of Railway Reserve There are no tables provided and 80% of walkways do not have seating	No gap	No gap	No gap	No gap	No gap	No gap	No gap	No gap
Playgrounds	Target Standard	Not provided	Smokefree logo to be provided on playground equipment or signs (added as signs replaced)	Provided in every playground	Not provided	Not provided	Occasionally a basketball hoop is provided	Safety fencing to be provided when playground borders road	Not provided	To be provided as necessary at playgrounds	To be provided at destination playgrounds	Not provided unless there is no street parking for larger destination parks
	Gap	No gap	No logo's on any playground	Gap to be identified based on presence of seating in the park where the playground is located and distance of seating from the playground	No gap	No gap	No gap	No gap	No gap	No gap	No gap	No gap

DEVELOPMENT STANDARDS FOR THE OPEN SPACE NETWORK		Infrastructure					Landscapes				
PARK OR ACTIVITY TYPE	ASSET TYPE	Irrigation	Buildings	Service Roads	Fire Breaks	Grassed Areas	Shade provision	Bedding Displays	Plantings	Hard Surfaces (excluding paths and tracks)	
All parks						Minimum 90% compliance with soft landscape maintenance standards as specified in maintenance contracts	Shade to be provided (in the form of trees or structures) where there is high exposure to the sun and people congregate				
Horticultural Parks	Target Standard	Irrigation to be provided at all horticultural parks	Storage sheds to be provided as required to assist with efficient servicing and maintenance of parks	To be provided only around service areas	Not provided	Turf to be maintained to a high standard as defined in the NCC parks maintenance specification	Adequate areas of shade to be provided in areas where people congregate. Preference is for trees as shade. Conduct an inspection of all trees every two years	To be provided in all parks that do not have a specific theme (e.g. Miyazu)	Plantings to be provided to fit the theme and landscape of the park	Hard surfaces are to intergrate with park theme and landscape	
	Gap	No gap	No gap	No gap	No gap	No gap	No gap	No gap	No gap	No gap	
Neighbourhood Parks	Target Standard	Not provided	New community owned buildings only to be located in parks if their activity requires outdoor space. The placement of new community buildings must comply with neighbourhood park accessibility criteria	Not provided	Not provided	Flat space in neighbourhood parks to be grassed	Adequate areas of shade to be provided in areas where people congregate	Not provided	To be provided in all parks. Plant in margins and on steep sloping sites, mostly native or productive use trees and non invasive species. Plant for the climatic conditions of the area and to assist screening and bird habitat	Generally not provided	
	Gap	No gap	No gap	No gap	No gap	No gap	Gap to be identified	No gap	Prioritise planting in new reserves that have limited or no planting Refer to the neighbourhood parks condition assessment for gaps	No gap	
Sportsfield Reserves	Target Standard	To be provided in all reserves	Storage sheds to be provided as required to assist with efficient servicing and maintenance of reserves	To be provided only around service areas	Not provided	Turf to be maintained to a high standard as defined in the NCC parks maintenance specification. Ensure grounds are useable in both winter and summer	Adequate areas of shade to be provided in areas where people congregate. Take care with species and placement of trees near sportgrounds	Not provided	To be provided in all reserves. Plant in margins and on steep sloping sites, mostly native or productive use trees and non invasive species. Plant for the climatic conditions of the area and for screening and defining spaces	Generally not provided	
	Gap	Upgrade irrigation to in-ground pop up system in high use parks with high irrigation requirements Maitai Cricket Ground does not require irrigation	No gap	No gap	No gap	More frequent maintenance (e.g. levelling) may be required for Neale Park given its historical origins as a landfill	Gap to be identified	No gap	Prioritise planting in new reserves or areas of development that have little or no planting	No gap	
Conservation and Landscape Reserves	Target Standard	Not provided	To be provided for management use, service huts and shelters. Buildings not to compromise conservation and landscape reserve values	To provide access to reserves for management purposes. Roads not to compromise conservation and landscape reserve values	Development and maintenance of strategic fire protection required to reduce risk to reserve values and other properties	Grassed areas not required	Provision of shade not a priority	Not provided	Plantings to be provided to enhance and restore native habitats, water quality, slope stability, and enhance landscape and amenity values	Not provided	
	Gap	No gap	No gap	No gap	Newly acquired blocks to be assessed	No gap	No gap	No gap	Ongoing work to remove pest plants and replace with appropriate plantings	No gap	
Esplanade and Foreshore Reserves	Target Standard	Not provided	Not provided unless high use reserve would benefit from building and it does not compromise reserve values	Access points to be provided as required for efficient servicing and maintenance of the reserves	Development and maintenance of strategic fire protection required to reduce risk to reserve values and other properties	To be provided as required to enhance visual amenity and safety and to enable efficient maintenance around any paths	To be provided as necessary, particularly on reserves that are serving a walkway/linkage function and where people congregate. Preference is for trees as shade	Not provided	Plantings to be provided to enhance and restore coastal and riparian habitats, water quality, erosion protection, and for screening and amenity Plantings to be designed and managed to meet public access and safety requirements and to enhance ecological c	Not provided	
	Gap	No gap	No gap	No gap	Newly acquired blocks to be assessed	No gap	No gap	No gap	Ongoing work to remove pest plants and replace with appropriate plantings	No gap	
Walking and Cycling	Target Standard	Not provided	Not provided	Not provided unless there is management difficulties in accessing the reserve	Not provided	Walkways to be grassed where usage does not require a hard surface	To be provided as necessary, particularly on open, longer walkways. Preference is for trees as shade	Not provided	Plantings designed and managed to meet public access and safety requirements and to enhance ecological corridors	Hard pathways provided for walking and cycling as necessary	
	Gap	No gap	No gap	No gap	No gap	No gap	No gap	No gap	No gap	No gap	
Playgrounds	Target Standard	No gap	Not provided	No provided	Not provided	Grassed areas not required	To be provided for all playgrounds	Not provided	Not provided	Surfaces that meet NZ Playground Standards to be used	
	Gap	No gap	No gap	No gap	No gap	No gap	Gap to be identified	No gap	No gap	No gap	

## 9.6 Appendix 6: Asset condition assessment programme

Table 33: Asset condition assessment programme

WHEN	MONTHLY	TWO MONTHLY	6 MONTHLY	ANNUAL	TWO YEARLY	THREE YEARLY	FIVE YEARLY	SIX YEARLY
<b>What</b>	Visual	Visual (Park Basis)	Operational	Operational	Operational	Operational	Comprehensive	Comprehensive
<b>Who</b>	Maintenance Contractor/ Operational Staff	Maintenance Contractor/ Operational Staff	Staff/ Contract	Staff/ Contract	Staff/ Contract	Staff/ Contract	External Person	External Person (IQP) for level 1 and 2 Assets
<b>Competency</b>	Practical background/ familiarity with standard requirements	Practical background/ familiarity with standard requirements	Trade Certificate/ NZCE Training	Trade Certificate/ NZCE Training	Trade Certificate/ NZCE Training	Trade Certificate/ NZCE Training	Trade Certificate/ NZCE Training	Professional Qualification
<b>Level 1</b>								
Playgrounds (Saxton and Tahuna visual inspection daily)							Industry expert	
Campground Electrical Installations								
<b>Level 2</b>								
Minor structures <1.5m. Asphalt/Chip Seal – Roads/Car parks/Paths								
<b>Level 3</b>								
Concrete & Unpaved Roads/Car parks/Paths/ Firebreaks, Fountains, Ponds, Retaining Walls <1.5m								
<b>Level 4</b>								
Signs, Park Furniture, Fencing, Sports field Equipment, Bike Stands, Drinking Fountains								
Underground Services: Water, Power, Phone, Sewerage, Stormwater					Full inspection on repair works including camera surveillance if necessary			
<b>Level 5</b>								
Soft Assets: Heritage Trees (full inventory – except woodlands)					1 yearly depending on outcome of previous inspection			
Park Trees (currently no inventory except for heritage trees on parks)								
CBD Trees								
Street Trees								
Biodiversity Values								

**Note:**

- All assets receive an inspection following a major adverse effect such as a flood or earthquake.
- At any stage a more detailed inspection or more frequent return visit can be nominated following a routine inspection.
- The split between minor and major structures in Level 1 or 2 is falls greater than 1.5m.

## **9.7 Appendix 7: Risk management**

### **Parks and Reserves Risk Register**

#### **Objectives**

- Provide an overall level of parks and recreation service that meets or exceeds residents' expectations.
- Public gardens provide a high quality visitor experience.
- Sufficient open space is provided in the City.
- Neighbourhood parks are conveniently located.
- A range of playground experiences are provided in the City.
- Shade and seating is provided at playgrounds.
- Play facilities are conveniently located.
- Council maintained trees are well managed.
- Walking and cycling tracks and trails are provided for a range of abilities.
- A sufficient area of sports grounds provided in the City to meet the needs of the community.
- Sportsground facilities are managed to meet the recreational needs of the community.
- Saxton buildings are fit for the intended purpose.
- Saxton Stadium is well utilised.
- Conservation Reserves are managed to protect biodiversity values.
- Landscape areas that form the Nelson city centre backdrop are protected.
- Weed species are controlled in Landscape Reserves.
- Esplanade and Foreshore Reserves are managed to protect and enhance ecological values.
- Iwi heritage is recognised in parks and reserves in consultation with Iwi.

Table 34: Risk Register

Identification			Analysis: Residual Risk				Response	Treatments
Event Description	Asset Group	Consequence	Existing Controls	Consequence	Likelihood	Current Risk Level		
Earthquake or tsunami damages assets	All	Structures and buildings unable to withstand seismic or tsunami event. Slips on hills affect trails and access roads.	After event – inspect, assess, closure, signage, repair, insurance	Insignificant(1)	Possible (3)	Low (3)	Accept	Maintain emergency plan
Rain event damages assets	All	Assets in low lying, poorly drained, flood prone parkland are flooded and out of service. Slips affect trails and access roads.	Land management to reduce risks, e.g. waterway containment, drainage systems.	Moderate (3)	Possible (3)	Medium (9)	Accept	Maintain emergency plan
Wind event damages trees	All, but particularly Public Gardens	Tree damage and subsequent property damage or personal injury.	Monitor weather forecasts. Regular condition assessment to identify treatment actions and high risk trees.	Major (4)	Likely (4)	High (16)	Accept	Ongoing condition assessments to identify remedial actions. Maintain assessment frequency. Tree maintenance/removal to minimise risks.
Coastal erosion at Tahuna Back Beach caused by natural coastal processes (littoral drift in Tasman Bay deflecting the mouth of the Blind Channel to the east)	Esplanade and Foreshore Reserves	Loss of reserve land.	Planting sand-binding grasses. Trapping windblown sand. Controlling pedestrians. Technical work underway.	Major (4)	Possible (3)	High (12)	Accept	Managed retreat. Continue with existing controls to mitigate erosion speed. Continue with technical work to identify highest risk areas.

Identification			Analysis: Residual Risk				Response	Treatments
Event Description	Asset Group	Consequence	Existing Controls	Consequence	Likelihood	Current Risk Level		
Fire caused by dry conditions, accident or arson	Landscape Reserves, Conservation Reserves	Damage or destruction of vegetation or property. Personal injury.	Rural fire management guidelines, fire break management, weed control, firefighting water supply. Identify high risk areas.	Major (4)	Possible (3)	High (12)	Reduce	Procedures to close areas, provide warnings and prevent public access. Weed management plans.
Drought, network failure or other major event affects water supply	Sportsgrounds, Public Gardens	Water supply restricted. Unable to irrigate or supply water to features.	Backup supply by tanker for critical services. Efficient irrigation systems.	Moderate (3)	Possible (3)	Medium (9)	Accept	Water use efficiency practices implemented. Back up supply options available.
Building and minor structures deficient or fails	All	Substandard construction or materials, lack of regular assessment, maintenance or repair, vandalism.	Programmed condition assessment regime. Maintenance schedule. (Managed through Property and Facilities Asset Management Plan.)	Moderate (3)	Unlikely (2)	Medium (6)	Accept	Regular maintenance, renewal and monitoring.
Fire in buildings caused by electrical fault, vandalism or arson	Sportsgrounds, Public Gardens, Esplanade and Foreshore Reserves	Damage or destruction of buildings. Personal injury.	Firefighting equipment, control unauthorised access, remove ignition/fuel source. (Managed through Property and Facilities Asset Management Plan.)	Insignificant(1)	Likely (4)	Medium (4)	Accept	Maintain and monitor fire prevention measures.
Critical structural assets fail (e.g. bridges, platforms, safety barriers) due to substandard construction or materials, lack of regular assessment, maintenance or repair	All	Damage or destruction of structures. Personal injury.	Programmed condition assessment regime. Maintenance schedule. (Managed through Property and Facilities Asset Management Plan.)	Insignificant(1)	Almost certain (5)	Medium (5)	Accept	Condition inspection and repair. Two monthly by maintenance contractor. Two yearly visual assessment (builder). Six yearly structural assessment (engineer).

Identification			Analysis: Residual Risk				Response	Treatments
Event Description	Asset Group	Consequence	Existing Controls	Consequence	Likelihood	Current Risk Level		
Park furniture failure caused by vandalism/ misuse, normal wear and tear	All	Damage or destruction of furniture. Personal injury.	Regular inspections to assess functionality (repair/replace as required).	Extreme (5)	Rare (1)	Medium (5)	Accept	Maintenance inspection and repair. Two monthly by maintenance contractor.
Sand carpet – do not achieve optimum life expectancy caused by inadequate maintenance and renovation	Sportsgrounds	Sand carpet requires renewing earlier than expected life.	Scheduled maintenance and renovation as per manufacturer's guidelines.	Minor (2)	Unlikely (2)	Low (4)	Accept	Ensure maintenance regime implemented.
Incidents caused by general hazards e.g. bikes vs. pedestrians, vandalism	All	Trips and falls, minor injuries.	Hazard identification and remediation. Keep tracks clear, control overgrown vegetation.	Major (4)	Unlikely (2)	Medium (8)	Accept	Contractor inspects and reports any hazards as part of normal duties and two monthly inspection.
Bike riding injury on tracks caused by inadequate maintenance, poor design or construction, riding tracks unsuitable for skill level, collisions	Walkways, Landscape Reserves, Conservation Reserves, Esplanade and Foreshore Reserves	Personal injury.	Regular maintenance. MTB track grading and signage. Out and About On Tracks strategy to manage conflict.	Extreme (5)	Unlikely (2)	High (10)	Accept	Appropriate track design, construction and grading. Regular inspection and maintenance. Channelling.
Injury to volunteers and activities of others on council land, caused by general hazard	All	Injury to volunteers.	Volunteers managed under HSWA 2015.	Insignificant(1)	Unlikely (2)	Very Low (2)	Accept	Risk management covered by HSWA. Consider separate risk management plan for major volunteer activity.

Identification			Analysis: Residual Risk				Response	Treatments
Event Description	Asset Group	Consequence	Existing Controls	Consequence	Likelihood	Current Risk Level		
Hazard from hard balls etc. User interaction conflicts. Inappropriate activity for reserve type (e.g. golf/cricket, disc golf)	All	Personal injury. Park or other property damage.	Signage. Reserve Management Plans. Bylaw.	Major (4)	Unlikely (2)	Medium (8)	Reduce	Signage. Review usage and investigate alternative locations. Activity ban. Enforcement.
Issues and injury caused by dogs	All	Injury from dog attacks. Nuisance from faeces.	Bylaw. Dog ranger enforcement. Signage. Provision of doggy doo bag dispensers.	Moderate (3)	Unlikely (2)	Medium (6)	Accept	Dog control bylaws. Dog ranger enforcement. Signage.
Accident associated with water bodies (built water areas) e.g. caused by unfenced areas, deep water, difficult exit, entrapment etc	All	Drowning.	Design guidelines for max depth, visibility, exit points. Maintenance to keep edges clear of vegetation and entrapment hazards.	Moderate (3)	Likely (4)	High (12)	Accept	Record and report all management actions
Third party structures fail or are inherently unsafe	All	Injury as a result of third party structures.	Contractor inspections and report. Removal of any considered unsafe.	Moderate (3)	Possible (3)	Medium (9)	Accept	System to check and document identification assessment and action
Injury at playground (as a result of normal activity, misuse or equipment design or failure).	Play facilities	Injuries or death.	Compliance with NZS 5828. Prioritise high use sites.	Moderate (3)	Likely (4)	High (12)	Accept	Inspections: monthly - contractor (internal). Five yearly - independent review.

Identification			Analysis: Residual Risk				Response	Treatments
Event Description	Asset Group	Consequence	Existing Controls	Consequence	Likelihood	Current Risk Level		
Lessee failure to maintain assets e.g. caused by poor lease documentation, non-performance of leases, ineffective management and monitoring of leases	All	Leased assets fail.	Well specified lease documents. Annual monitoring and management.	Insignificant(1)	Unlikely (2)	Very Low (2)	Accept	Ongoing lessee liaison and monitoring.
Contractor failure	All	Service delivery falls below acceptable standard.	Well specified contract. Regular monitoring of service standards.	Moderate (3)	Possible (3)	Medium (9)	Accept	Ongoing service standard monitoring.
Economic or other unforeseen impact significantly reduces revenue	All	Revenue below budget.	Ongoing monitoring and awareness.	Insignificant(1)	Unlikely (2)	Very Low (2)	Accept	Ongoing monitoring.
Statutory compliance failure caused by failure to follow all legal requirements and processes or lack of awareness of requirements	All	Statutory compliance failure.	Consideration of all legal requirements affecting the parks operations.	Moderate (3)	Unlikely (2)	Medium (6)	Accept	Ongoing consideration for all projects and activities.
Emissions Trading Scheme (ETS) charges e.g. caused by changing exotic forestry to native revegetation	Landscape Reserves, Conservation Reserves	Increased ETS charges.	Awareness and consideration of ETS rules.	Moderate (3)	Unlikely (2)	Medium (6)	Accept	Awareness and consideration of ETS rules.

Identification			Analysis: Residual Risk				Response	Treatments
Event Description	Asset Group	Consequence	Existing Controls	Consequence	Likelihood	Current Risk Level		
Poor performance or failure of sporting assets, including playing surfaces and lighting	Sportsgrounds	Sporting codes do not have adequate playing surface or facilities. Reputational risk.	Maintenance and renewal programme	Major (4)	Unlikely (2)	Medium (8)	Accept	Close relationship with maintenance contractor. Sound renewals planning especially for high profile assets.
Council loses control of weeds	Landscape Reserves, Conservation Reserves, Esplanade and Foreshore Reserves	Loss of native biodiversity. Proliferation of unwanted species.	Ongoing monitoring and awareness.	Moderate (3)	Likely (4)	High (12)	Reduce	Weed management plans. Utilise Nelson Nature opportunities. Communication between Forestry and Parks operations. Improved monitoring.
Excavation and development of reserves developed on historic landfill	Sportsgrounds, Public Gardens	Effects on public health from and contaminated soil or methane. Damage to infrastructure e.g. from subsidence.	Hazardous Activities and Industries List (HAIL) including GIS layer. Resource consent under NES.	Moderate (3)	Possible (3)	Medium (9)	Accept	Maintain awareness of historic landfill sites and NES consent requirements, commission contamination reports. Evaluate risk of disturbance and land settling prior to development.
Excavation or other damage to heritage or archaeological resources	All	Loss of historic heritage.	Nelson Resource Management Plan / Nelson Plan. NZAA Archsite. Reserve Management Plans.	Moderate (3)	Possible (3)	Medium (9)	Accept	Maintain awareness. Support Nelson Plan efforts to protect sites.

Table 35: Consequence rating (Impact)

Rating	Safety	Health	Asset Performance/ Service Delivery	Environmental/ Historical/cultural	Financial	Political / Community/ Reputational	Relationship with Iwi	Legal compliance	Information/ decision support
<b>Extreme (5)</b>	Multiple fatalities of workers or public (MF)	Significant loss of life expectancy for multiple persons or incapacity for more than 1000 person days	Service not provided for more than 5000 person days	Permanent environmental damage on a nationally significant scale and/or permanent loss of nationally significant building, artwork, or other valued entity	Overspend, loss (i.e. spend without result) or income loss of > \$5m OR >100% of business unit budget	Major loss of public confidence in Council (>2000 opponents via social media or other mediums) Negative international mainstream media coverage; shareholder or key stakeholder outrage; or loss of a key customer	Major breakdown of relationship affecting multiple areas. Refusal to resolve without one or more major concessions from council	Litigation/ prosecution or civil action successful resulting in major (>50% of maximum available) fine/costs awarded and/or imprisonment of council officer.	Multiple errors in information and analysis and presentation misleading (intentionally or not) or not understandable by non- specialists
<b>Major (4)</b>	Single fatality of workers or public (SF)	Single loss of life expectancy or incapacity for between 100 and 1000 person days	Service not provided for less than 5000 person days but more than 500 person days	Major environmental damage with long-term recovery requiring significant investment and/or loss or permanent damage to a registered historical, cultural or archaeological site or object(s)	Overspend, loss (i.e. spend without result) or income loss of > \$1m and <\$5m OR between 70% and 100% of business unit budget	Significant negative public reaction likely (200-2000 opponents via social media or other mediums) Negative national mainstream media coverage; significant negative perception by shareholder or key stakeholder; or a customer disruption	Significant breakdown of relationship largely in in one area. Some concessions from council sought before substantive issue considered by iwi grouping affected	Litigation/ prosecution or civil action successful resulting in minor fine(<50% of max available)/ costs awarded.	One major error in information, analysis incomplete and presentation ambiguous
<b>Moderate (3)</b>	Notifiable injury of workers or public.	Incapacity for between 20 and 100 person days	Service not provided for less than 500 person days but more than 50 person days	Measurable environmental harm on a nationally significant scale. Some costs in terms of money and/or loss of public access or conservation value of the site and/or restorable damage to historical, cultural or archaeological site or object(s)	Overspend, loss (i.e. spend without result) or income loss of > \$0.5m and <\$1m OR between 30% and 70% of business unit budget	Some negative public reaction likely (30-200 opponents via social media or other mediums) Repeated complaints; Regulatory notification; or negative stakeholder, local media attention	Major relationship damaged in a single area but amenable to negotiation	Documented Breach of legislation, no legal action or prosecution or civil action not successful.	Information correct but presentation/ analysis insufficient to support decision on the day
<b>Minor (2)</b>	Serious injury on one person requiring medical treatment (MA)	Incapacity for between 1 and 20 person days	Service not provided for less than 50 person days but more than 5 person days	Medium term environmental impact at a local level and/or development compromise to the integrity of a registered historical, cultural or archaeological site	Overspend, loss (i.e. spend without result) or income loss of > \$100k and <\$500k OR between 10% and 30% of business unit budget	Minor public reaction likely (<30 active opponents via social media or other mediums) Workforce attention; limited external attention;	Relationship damage resolvable through normal communication/ consultation mechanisms	Formal warning of breach from legislative authority.	Information correct, analysis complete but presented in a way which could be misinterpreted
<b>Insignificant (1)</b>	Minor injury requiring only first aid or less (FA)	Incapacity for less than 1 person day	Service not provided for between 1 & 5 person days	Short term and temporary impact requiring no remedial action and/or restorable loss damage to historical/ cultural record	Overspend, loss (i.e. spend without result) or income loss of > \$10k and <\$100k OR between 5% and 10% of business unit budget	Very limited negative reaction (1 or 2 active opponents via social media or other mediums) Internal attention only from staff directly working on the matter.	Iwi/ tribe/ hapu public dissatisfaction resolvable through routine communication	Breach of minor legislation/ no legal action	Small errors in information or presentation - no effect on decision

Table 36: Risk Matrix: Consequences against likelihood

CONSEQUENCES					LIKELIHOOD of the given consequence occurring			
Insignificant(1)	Minor (2)	Moderate (3)	Major (4)	Extreme (5)	Descriptor	Qualitative guidance statement	Indicative Probability range %	Indicative frequency range (years)
Medium (5)	Medium (10)	High (15)	Very High (20)	Very High (25)	Almost certain (5)	<b>The consequence can be expected in most circumstances OR</b> <i>A very low level of confidence/information</i>	>90%	>1 occurrence per year
Medium (4)	Medium (8)	High (12)	High (16)	Very High (20)	Likely (4)	<b>The consequence will quite commonly occur OR</b> <i>A low level of confidence/information</i>	20% - 90%	Once per 1-5 years
Low (3)	Medium (6)	Medium (9)	High (12)	High (15)	Possible (3)	<b>The consequence may occur occasionally</b> <i>A moderate level of confidence/information</i>	10% - 20%	Once per 5-10 years
Very Low (2)	Low (4)	Medium (6)	Medium (8)	High (10)	Unlikely (2)	<b>The consequence may occur only infrequently</b> <i>A high level of confidence/information</i>	2% - 10%	Once per 10 - 50 years
Very Low (1)	Very Low (2)	Low (3)	Medium (4)	Medium (5)	Rare (1)	<b>The consequence may occur only in exceptional circumstances</b> <i>A very high level of confidence/information</i>	<2%	Less than once per 50 years

Table 37: Residual Risk Tolerance

Risk Level	Description and Action	Authority for continued tolerance	Timing for implementing action	Obligation to promptly advise including advising treatments
<b>Very High</b>	Not normally tolerable, immediate intervention to reduce risk	Full Council on advice from CE	Immediate if possible but no more than one month	Full Council using best practicable means
<b>High</b>	Not normally tolerable, initiate action as soon as practicable to reduce risk below High	SLT or Group Manager (Council at CE discretion)	As soon as practicable but no more than 2 months	SLT or accountable Group Manager (Council at CE discretion)
<b>Medium</b>	Normally tolerable, frequently review to look for opportunities to further reduce risk where practicable	Business Unit Manager	At least within one quarter	Accountable Group Manager
<b>Low</b>	Acceptable risk, routine review for low cost actions to reduce risk further	No specific authority required	Routine review period (e.g. 3-6 monthly)	None
<b>Very Low</b>	Acceptable risk, no specific actions to reduce further	No specific authority required	Only if incidental to another action	None

## 9.8 Appendix 8: Asset management system

Parks asset data is stored in Council's Asset Information System (INFOR) which includes the following functionality:

- provision of a detailed asset register
- recording maintenance and repairs on assets – including costs
- Parks asset valuation
- Parks asset reporting e.g. Yardstick
- support of asset management planning processes.

The system provides detailed records for the reserve land itself and the assets as outlined below.

### Land

- Extent of area maintained by Council
- Park name
- Park category (e.g. neighbourhood park, esplanade and foreshore reserve, horticultural park)
- Area
- Status (e.g. operational, closed, proposed)
- Maintenance contract that applies
- Budget category
- Ownership (e.g. Parks, Infrastructure or Private)
- Neighbourhood (e.g. Central, Stoke, Tahunanui, Atawhai, Whangamoā)
- Unique identifier

Additional land information is maintained within Council's Property Management System (PMS) and includes information on:

- legal description
- reserve status
- Nelson Resource Management Plan zoning.

The PMS is consulted for legal queries of ownership. The PMS does not hold information on the full extent of reserves, only those owned by Council, whereas the Asset Management System (AMS) and Geographical Information System (GIS) hold information on the area maintained by Council. Inconsistencies do exist between the AMS and PMS with these being corrected as they are found.

### Assets

- Category (e.g. landscape, footpath, building, sign, light, bridge, fencing & walls, park furniture and trees)
- Type
- Material
- Area or dimensions of asset
- Status
- Budget category
- Maintenance contract
- Date installed
- Location
- Other (e.g. mow code)

Assets locations are captured to within 3 metres of accuracy in urban areas and 10 metres in rural areas.

Workflows exist for the addition of new assets to the system whereby the Parks and Recreation team identify a new reserve to be created or a new asset to be installed. Asset information is captured in the field by the contractor using tablet equipment. The asset is then created in GIS, transferred to the INFOR Public Sector 8 or 'IPS8' Asset Management System and sent back to the Parks team for data verification.

The asset register is known to be incomplete, however a programme of work to improve the quality and consistency of the register is in progress.

### **Geographical Information Systems (GIS)**

Council's main user interface for asset information is via nMap, a web based map viewer, which is available for use by all staff. All staff can view the park assets and Parks and Recreation staff are able to link directly to IPS8 from nMap and create work orders. The same data is also available for officers on a separate GIS web map system where the data tables can be filtered and exported for analysis.

To record and maintain the Parks asset register, Council uses ESRI ArcGIS which is linked to IPS8. The majority of land and assets have been captured (using Global Positioning System and aerial photography) and multi-layer mapping can be achieved to analyse asset information.

## 9.9 Appendix 9: Expected recreation participation rates for Nelson

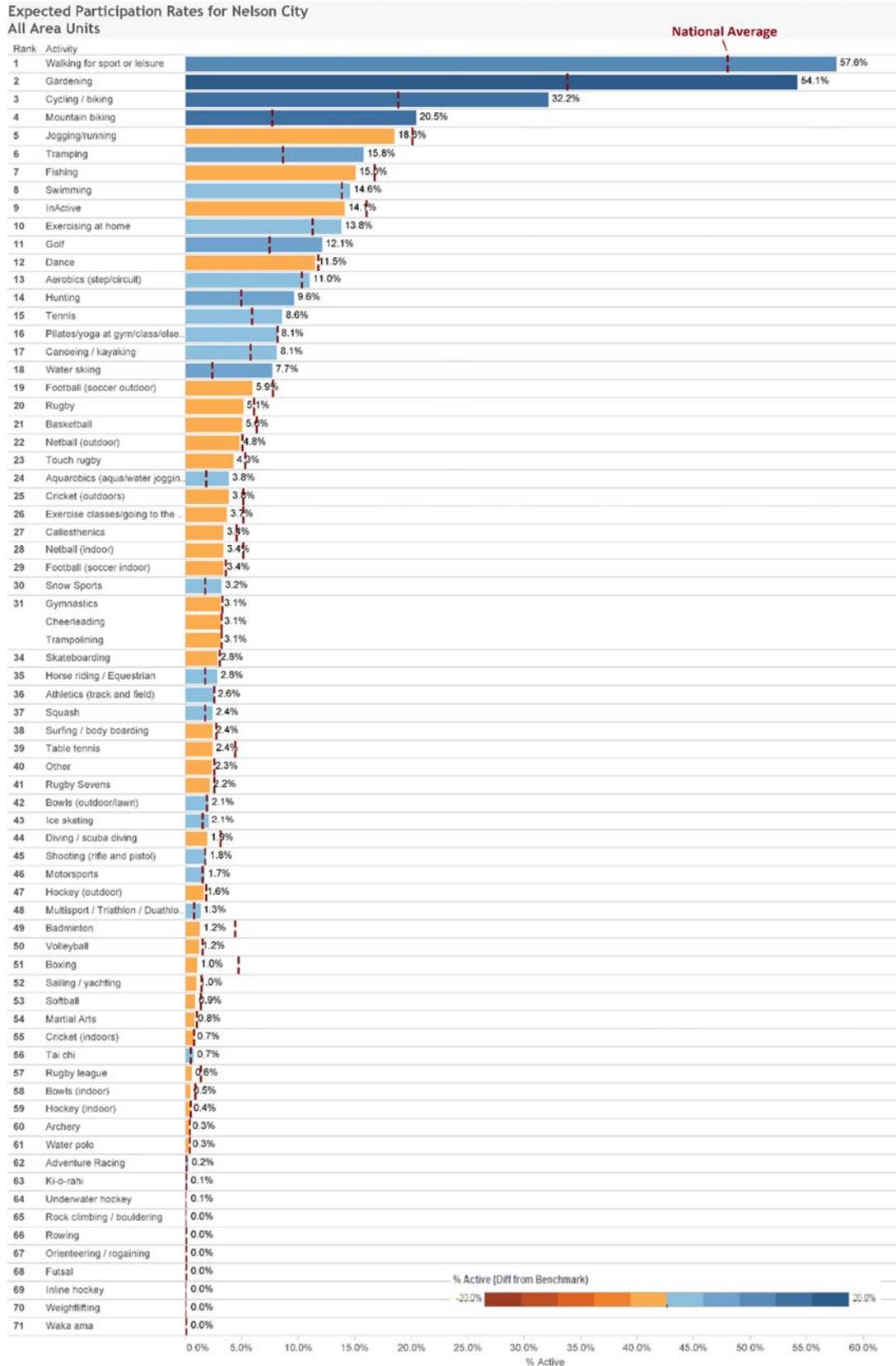


Figure 56: Expected recreation participation rates in Nelson (Sport NZ Insights, 2017)

## 9.10 Appendix 10: Resource consents requiring monitoring

Table 38: Resource consents requiring monitoring

Consent #	Description	Expiry
125106	Take surface water from an established intake source in the Brook Stream to provide water for the ponds at the Queen's Gardens. The applicant requests a maximum take of 5l/s, reducing to 4l/s during periods of a low flow.	19 February 2044
145090	To carry out arboriculture work on Heritage, Landscape and Local trees on land NOT owned or controlled or administered by Council.	10 June 2024
145089	To carry out arboriculture work on heritage, Landscape and Local trees on land owned or controlled or administered by Council.	10 June 2014
135176	To remove vegetation in beds of rivers and lakes & remove vegetation in coastal marine areas.	21 May 2024
135176A	Consent to disturb, damage or remove vegetation in the beds of rivers and lakes, and for the associated disturbance to the beds of rivers and lakes.	21 May 2024
135176B	To remove and disturb vegetation in the coastal marine area, and the associated disturbance of the foreshore or sea bed by vehicles.	21 May 2024
055033	To vary conditions of an existing consent by shifting the location of a proposed pavilion and restricting its use.	2010
065169	Continue to operate an existing crematorium.	2026
065441	Discharge to air from a new emergency generator (320kW) at Nelson City Council.	2022
065499	Earthworks to enable the formation of a cycle track along the bank of Jenkins Creek.	2012
075303V1	Change in conditions of previous consent relating to the formation and marking out of car parking.	2012
085330	Dun Mountain Railway walking track — earthworks and vegetation clearance to maintain and upgrade track.	On completion on works
105334	Discharge treated wash water to Dixon Basin from a boat wash facility.	2025
985339	To hold infrequent public events which may exceed noise rules.	
085099	Construction of a perimeter fence, tracks and associated work at the Brook Waimarama Sanctuary.	2013 Term of consent in relation to all structures within or over any stream bed and for stormwater discharges is 35 years
025120	Varying an earlier consent to allow a reduction in berth spaces — Akersten St marina hardstand area.	2007
840350	Take groundwater from the Botanics sports field for irrigation.	Expired 31/05/00

<b>Consent #</b>	<b>Description</b>	<b>Expiry</b>
850430	Take water from the Maitai River to irrigate the Waahi Taakaro Golf Course.	Expired 31/05/95
995177	Bore installation to take water out of the Maitai River to irrigate the Waahi Taakaro Golf Course.	Expired 2009
075496	Retention of obsolete structures within the Brook Stream.	35 years from commencement
105183	To advertise Council sponsored events, community projects and sporting events on the Clock tower of Civic House.	Expired 1 February 2016
115186	Concession licensed activities on Tahunanui Beach Reserve, Tahunanui Sports Field and 1903 Site.	17 November 2016
115306	Water take from the Maitai River from an existing bore at Waahi Taakaro Golf Course.	30 June 2017
125072	To take groundwater from an established well in the Botanics Sports field.	17 April 2047
125058	To take groundwater from a pre-existing well in the Queen's Gardens to operate two fountains and irrigate the garden beds and turf.	19 February 2044
125103	Marina wash down #2.	7 June 2027
135024	To discharge agrichemicals onto land via land based and aerial application for the control of vegetation and pests on Nelson City Council administered parks and reserves.	2019
175236	Reinstate and maintain existing mountain bike trails in Codgers.	2027
165374	Reinstate mountain bike trails in Codgers.	2026

## **9.11 Appendix 11: NZRA guidance for reserves**

The NZ Recreation Association (NZRA) provides useful guidance and recommendations for the administration of different reserve types. While these are not adopted as formal levels of service by Nelson City Council, they are aligned to the way Nelson's reserves are managed. They do form the basis for contract specifications, and the maintenance of parks and open spaces. They are summarised below for the following categories:

- 10.12.1 Public Gardens
- 10.12.2 Neighbourhood Parks
- 10.12.3 Sports and Recreation
- 10.12.4 Natural and Outdoor Adventure (Conservation Reserves)
- 10.12.5 Outdoor Adventure (Landscape Reserves)
- 10.12.6 Recreation and Ecological Linkages (Esplanade and Foreshore Reserves)

### **9.11.1 Public gardens**

- Developed off street car parking where required, with hard paving.
- High quality toilets to be provided on site.
- Developed pathways on main routes, shared use (min 2.0m width) if bikes allowed. Main routes to be hard paved or loose surface used appropriate to the nature of the park and use, or location of the path
- High quality furniture, fencing, lighting and structures provided.
- Seats, bins, tables, lights etc to be of a consistent brand /style. May use specifically themed or quality furniture & structures above that normally used in other parks.
- May include statues and sculptures.
- Comprehensive signage to be provided e.g. interpretation panels, maps, educational information and plant labels.
- Extensive general and specimen trees as appropriate to the site and location to create a sheltered and protected environment and to add interest and colour.
- Quality gardens will be developed that may include mixed shrubs, roses, perennials or annuals as appropriate.
- Purpose built display houses with controlled environments provided for the display of flowers and plants not able to be grown outdoors may be provided.
- Depending on the nature or topography of the park, opportunities for the development of water features such as lakes, ponds, streams or fountains may be included.
- Provision for cafes and visitor centres.
- Provision for maintenance buildings. Aviaries and small zoological displays.

### **9.11.2 Neighbourhood Parks**

- On site car parking not generally required, but sometimes provided.
- Public Toilets generally not provided as majority of usage is local and within walking distance of home. May be provided on sites and where users likely to travel beyond walking distance, level of activity/usage, length of stay or amenities provided (e.g. barbeques) warrants provision.
- Shared use pathways that encourage and provide linkages between roads. Path/kerb/gates designed to cater for accessible and pram/buggy use.
- Paving surface (i.e. paved or loose surface) determined by park character and intended level of use.
- Seating and litter bins provided as required. Standard quality furniture, fencing and structures.
- Lighting not generally provided other than along road to road walkway routes where no roadside footpath exists.
- Standard name and control signage.
- Opportunities to establish specimen trees will be maximised to provide shade, shelter and enhance amenity values.
- Low maintenance shrub gardens will generally be developed to create an attractive landscaped environment.
- Recreation facilities such as playgrounds and youth facilities generally provided, with design and scale to meet identified local community needs.
- Provision of vehicle barriers as required to create visual boundary to the park and prevent vehicle access.
- Generally buildings will not be provided for. Appropriate community or recreation buildings that do not compromise open space values will be considered to meet specific local needs.

### **9.11.3 Sports and Recreation**

- Level, even, playing surfaces with no deformations, predominantly weed free with a continuous cover of turf. Possible development of a hierarchy in future to specify premier, high, medium or low standards depending on the catchment hierarchy and intended grade of use.
- Developed off street car parking where possible, with hard paving. Size of car park will be dependent on site usage (or as determined by District Plan requirements). Roading, with hard paving for access for clubrooms and maintenance purposes, etc.
- Generally, regional parks to provide some level of sealed or on site car parking
- Standard quality toilets to be provided on site - either standalone or as part of clubrooms or changing facilities. May only be accessible during times of sports play. May be combined with changing rooms. No public toilets on leased sites.

- Provision for changing rooms to be provided as part of clubrooms and pavilions where required.
- Tracks and paths provided for access to all buildings. Tracks and paths may be provided around the perimeter of the park to provide for all weather walking opportunities and also linkage routes where appropriate. Path/kerb/gates designed to cater for accessible use.
- Paving type will depend on usage level and/or park character.
- Standard quality furniture, fencing and structures provided.
- Lighting may be provided around car park/clubroom areas.
- Fitness trails may be provided.
- Provision of floodlighting permitted subject to resource consent requirements. Council may elect to control floodlighting and on-charge to users.
- Standard name and control signage.
- Sports field layout and location map may be provided for larger, regional parks.
- Opportunities to establish specimen trees as appropriate to the site and location will be maximised to provide shade for spectators and shelter. Typically these will be on the boundary to create sense of enclosure and shelter and to minimise impact on the areas used for sports fields.
- Little or no garden development.
- Other recreation facilities such as playgrounds and youth facilities may be provided, especially if the park also provides for dual Local or Community/Suburban function.
- Provision for the development of buildings e.g. clubrooms, to be minimised through joint ventures and shared use. However some specific sites may be utilised solely or intensively for recreation facility buildings.
- Field drainage and irrigation will be provided on sports fields where conditions and intensity of use require this. Generally regional or city/district wide parks will include these assets to ensure a high standard of turf quality is maintained.
- Provision of artificial playing surfaces to meet specific sports code demand and/or cater for intensive levels of use, requires justification through business case.

#### **9.11.4 Natural and Outdoor Adventure (Conservation Reserves)**

- Sealed or metalled entry roads. Sealed car parks at high use sites and metalled secondary roads and low use car parks.
- Metalled or natural walking paths dependent on category and level of use. Mountain bike tracks graded to a standard dependent on intended usage.
- Apply recognised MTB grading system e.g. Kennett Brothers.
- Standard public toilets to be provided at high use entranceway/car park area and at gathering points throughout the park as required.
- Seats provided at key viewing or rest points on walking tracks.

- Vehicle barriers along roads to control vehicle access as required.
- Shelters, picnic facilities.
- Recreation facilities.
- High quality signage at entrance to identify the park.
- Interpretation & map signs provided at major entry areas.
- Interpretation signage located as appropriate to educate and enhance visitor experience.
- Control and safety signage provided as required. Directional signage at path entries/junctions.
- Mown amenity grass and landscaping may be provided at picnic areas and site entrances.
- If additional revegetation is required a native planting and weed/pest control programme will be undertaken to protect and add to existing values. Emphasis will be given to walking tracks or existing areas with high biodiversity values e.g. wetlands, river margins and forest remnants. This will aim to recreate ecosystems characteristic of original ecology. Eco-sourcing of plant materials used.
- Exotic forestry managed primarily for soil/river protection, or production forestry with recreation use.
- Buildings provided for maintenance and services.
- Litter bins are generally not provided within Conservation Reserves, but may be located at key entrances. A 'pack it in, pack it out' ethos is expected and promoted.

#### **9.11.5 Outdoor Adventure (Landscape Reserves)**

- Sealed or metalled entry roads. Sealed car parks at high use sites and metalled secondary roads and low use car parks.
- Metalled or natural walking paths dependent on category and level of use. Mountain bike tracks graded to a standard dependent on intended usage.
- Apply recognised MTB grading system e.g. Kennett Brothers.
- Standard public toilets to be provided at high use entranceway/car park area and at gathering points throughout the park as required.
- Seats provided at key viewing or rest points on walking tracks.
- Vehicle barriers along roads to control vehicle access as required.
- Shelters, picnic facilities.
- Recreation facilities.
- High quality signage at entrance to identify the park.
- Interpretation & map signs provided at major entry areas.
- Interpretation signage located as appropriate to educate and enhance visitor experience.
- Control and safety signage provided as required. Directional signage at path entries/junctions.

- Mown amenity grass and landscaping may be provided at picnic areas and site entrances.
- If additional revegetation is required a native planting and weed/pest control programme will be undertaken to protect and add to existing values.
- Exotic forestry managed primarily for soil/river protection, or production forestry with recreation use.
- Buildings provided for maintenance and services.
- Litter bins are generally not provided within Landscape Reserves, but may be located at key entrances. A 'pack it in, pack it out' culture is expected and promoted.

#### **9.11.6 Recreation and Ecological Linkages (Esplanade and Foreshore Reserves)**

- Roads and car parking generally not required, but provided in areas of high recreational use.
- Toilets not generally required, but provided in areas of high recreational use e.g. Tahunanui Beach or gathering points on significant cycle or walkway systems.
- Formed paths and tracks provided to enhance walking/cycling opportunities for recreation and also transport linkage.
- Seating and picnic tables may be supplied where appropriate. Generally standard quality furniture, fencing and structures provided, however higher quality considered for destination locations.
- Directional signage as appropriate particularly if part of a walkway/linked park system.
- Planting objective will utilise appropriate plants to achieve desired outcome. Use of specific plant types may be specified e.g. use of NZ natives (preferably eco-sourced) to enhance biodiversity.

## 9.12 Appendix 12: Residential growth and infrastructure timing

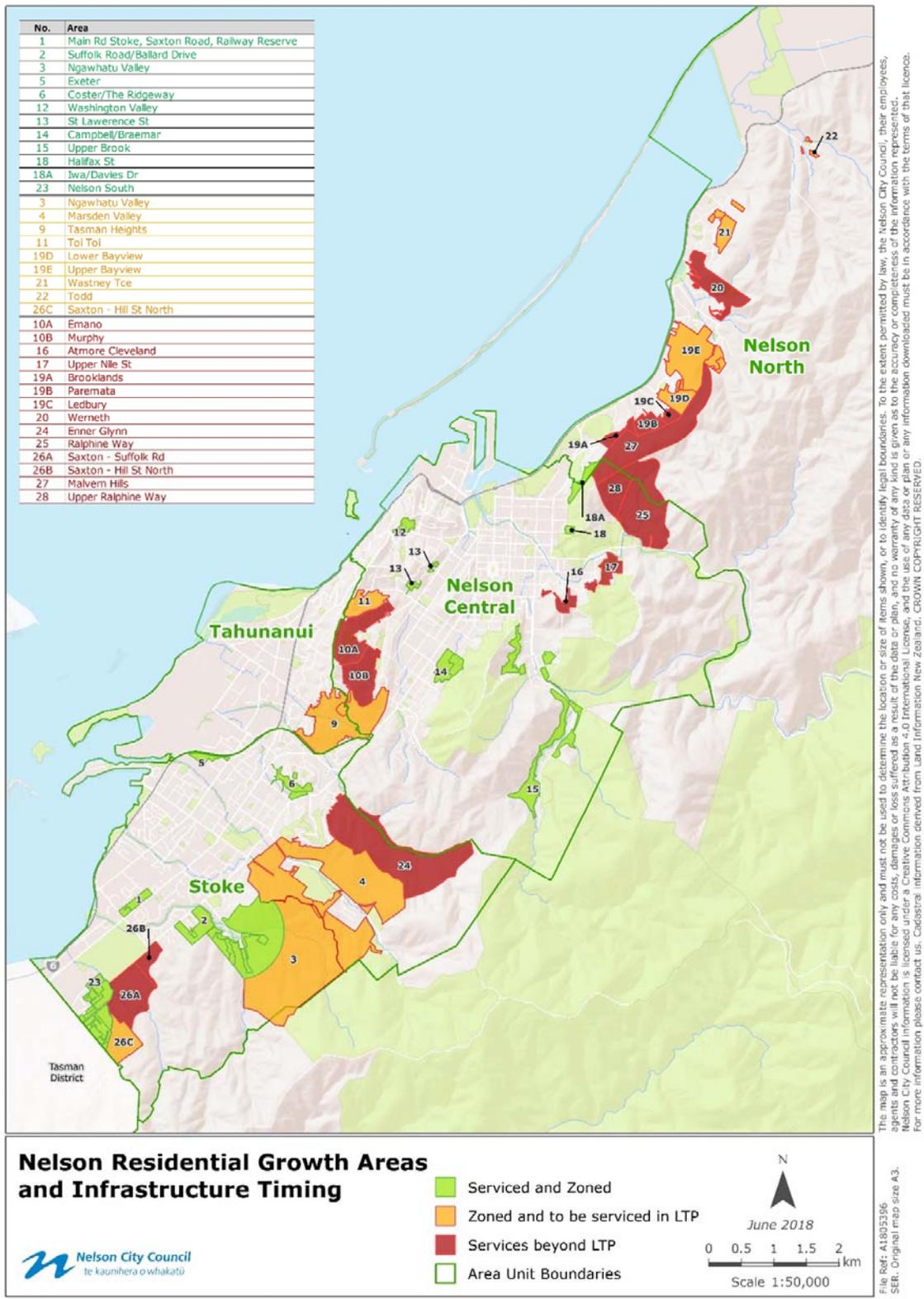


Figure 57: Nelson residential growth Areas and infrastructure timing

## 9.13 Appendix 13: Financial summary

Table 39: Financial summary

AMP Totals	2018/19 Est	2019/20 Est	2020/21 Est	2021/22 Est	2022/23 Est	2023/24 Est	2024/25 Est	2025/26 Est	2026/27 Est	2027/28 Est
Base Expenditure	3,357.6	3,381.7	3,373.7	3,332.7	3,349.7	3,187.2	3,204.2	3,223.2	3,235.2	3,254.2
Unprogrammed Expenses	544.0	633.0	533.0	533.5	539.0	525.0	525.0	525.5	566.0	531.0
Programmed Expenses	3,522.5	2,724.8	3,372.8	2,529.0	2,202.6	2,168.0	2,182.1	2,159.0	2,158.6	2,408.1
Renewals	1,659.3	3,070.0	1,341.5	776.0	1,676.5	737.0	689.5	1,167.0	799.5	912.0
Capital Growth	1,999.3	1,611.7	2,036.7	1,991.7	1,681.7	2,016.7	1,431.7	1,731.7	1,466.7	1,331.7
Capital Increased LOS	1,095.0	1,400.0	2,012.0	1,380.0	392.5	304.0	1,041.3	565.0	62.0	380.0

Account	2018/19 Est	2019/20 Est	2020/21 Est	2021/22 Est	2022/23 Est	2023/24 Est	2024/25 Est	2025/26 Est	2026/27 Est	2027/28 Est
<b>3505 Horticulture Parks</b>	<b>923.9</b>	<b>953.2</b>	<b>1,047.5</b>	<b>841.9</b>	<b>1,051.3</b>	<b>845.6</b>	<b>875.0</b>	<b>839.3</b>	<b>898.6</b>	<b>833.0</b>
<b>Expenses</b>	<b>706.9</b>	<b>713.7</b>	<b>730.5</b>	<b>707.4</b>	<b>724.3</b>	<b>731.1</b>	<b>718.0</b>	<b>724.8</b>	<b>741.6</b>	<b>718.5</b>
Base Expenditure	430.1	430.1	430.1	430.1	430.1	430.1	430.1	430.1	430.1	430.1
Unprogrammed Expenses	45.0	45.0	45.0	45.0	45.0	45.0	45.0	45.0	45.0	45.0
Programmed Expenses	138.5	143.5	158.5	133.5	148.5	153.5	138.5	143.5	158.5	133.5
Depreciation	93.3	95.1	96.9	98.8	100.7	102.5	104.4	106.2	108.0	109.9
<b>Capital Expenditure</b>	<b>217.0</b>	<b>239.5</b>	<b>317.0</b>	<b>134.5</b>	<b>327.0</b>	<b>114.5</b>	<b>157.0</b>	<b>114.5</b>	<b>157.0</b>	<b>114.5</b>
Renewals	162.0	184.5	262.0	69.5	272.0	59.5	102.0	59.5	102.0	59.5
Capital Growth	55.0	55.0	55.0	55.0	55.0	55.0	55.0	55.0	55.0	55.0
350575902345. Capital: Park Upgrades	55.0	55.0	55.0	55.0	55.0	55.0	55.0	55.0	55.0	55.0
Capital Increased LOS	0	0	0	10.0	0	0	0	0	0	0
350578703198. Walkway to connect Poorman Stream to Greenmeadows	0	0	0	10.0	0	0	0	0	0	0
<b>3520 Neighbourhood Parks</b>	<b>2,198.7</b>	<b>2,123.6</b>	<b>1,920.8</b>	<b>2,077.1</b>	<b>1,749.3</b>	<b>2,107.5</b>	<b>1,779.7</b>	<b>2,140.0</b>	<b>1,812.2</b>	<b>1,763.8</b>
<b>Expenses</b>	<b>778.7</b>	<b>845.6</b>	<b>835.8</b>	<b>799.1</b>	<b>814.3</b>	<b>829.5</b>	<b>844.7</b>	<b>862.0</b>	<b>877.2</b>	<b>885.8</b>
Base Expenditure	447.0	502.0	482.0	432.0	437.0	442.0	447.0	452.0	457.0	462.0
Unprogrammed Expenses	30.0	30.0	30.0	30.0	30.0	30.0	30.0	30.0	30.0	30.0
Programmed Expenses	186.0	186.0	186.0	189.0	189.0	189.0	189.0	191.0	191.0	191.0
Depreciation	115.7	127.6	137.8	148.0	158.3	168.5	178.7	188.9	199.2	202.7
<b>Capital Expenditure</b>	<b>1,420.0</b>	<b>1,278.0</b>	<b>1,085.0</b>	<b>1,278.0</b>	<b>935.0</b>	<b>1,278.0</b>	<b>935.0</b>	<b>1,278.0</b>	<b>935.0</b>	<b>878.0</b>

Account	2018/19 Est	2019/20 Est	2020/21 Est	2021/22 Est	2022/23 Est	2023/24 Est	2024/25 Est	2025/26 Est	2026/27 Est	2027/28 Est
Renewals	35.0	45.0	30.0	45.0	30.0	45.0	30.0	45.0	30.0	45.0
Capital Growth	1,373.0	1,143.0	903.0	1,233.0	903.0	1,233.0	903.0	1,233.0	903.0	833.0
352074101354. Land Purchase: General Reserve	1,180.0	800.0	800.0	800.0	800.0	800.0	800.0	800.0	800.0	800.0
352074501422. Capital: Furniture	12.0	12.0	12.0	12.0	12.0	12.0	12.0	12.0	12.0	12.0
352074701728. Capital: Planting	6.0	6.0	6.0	6.0	6.0	6.0	6.0	6.0	6.0	6.0
352075051422. Capital: Fences and Walls	10.0	10.0	10.0	10.0	10.0	10.0	10.0	10.0	10.0	10.0
352075101422. Upgrade: Structures	5.0	5.0	5.0	5.0	5.0	5.0	5.0	5.0	5.0	5.0
352075551093. Capital: Upgrade Access ways/Carp	20.0	0	20.0	0	20.0	0	20.0	0	20.0	0
352075901063. Reserve Development Programme	120.0	310.0	50.0	400.0	50.0	400.0	50.0	400.0	50.0	0
352075903275. Paddy's Knob reserve development	20.0	0	0	0	0	0	0	0	0	0
Capital Increased LOS	12.0	90.0	152.0	0	2.0	0	2.0	0	2.0	0
352078151422. New entrance signs	2.0	0	2.0	0	2.0	0	2.0	0	2.0	0
352078403190. Atawhai Reserve Improvements	10.0	90.0	150.0	0	0	0	0	0	0	0
<b>3524 Park Trees</b>	<b>225.0</b>	<b>225.0</b>	<b>225.0</b>	<b>225.0</b>	<b>225.0</b>	<b>235.0</b>	<b>235.0</b>	<b>235.0</b>	<b>235.0</b>	<b>235.0</b>
<b>Expenses</b>	<b>225.0</b>	<b>225.0</b>	<b>225.0</b>	<b>225.0</b>	<b>225.0</b>	<b>235.0</b>	<b>235.0</b>	<b>235.0</b>	<b>235.0</b>	<b>235.0</b>
Unprogrammed Expenses	135.0	135.0	135.0	135.0	135.0	140.0	140.0	140.0	140.0	140.0
Programmed Expenses	90.0	90.0	90.0	90.0	90.0	95.0	95.0	95.0	95.0	95.0
<b>3530 Conservation Reserves</b>	<b>760.2</b>	<b>712.3</b>	<b>556.0</b>	<b>607.6</b>	<b>556.2</b>	<b>607.9</b>	<b>556.5</b>	<b>608.1</b>	<b>556.8</b>	<b>608.4</b>
<b>Expenses</b>	<b>627.6</b>	<b>649.3</b>	<b>528.0</b>	<b>549.6</b>	<b>528.2</b>	<b>549.9</b>	<b>528.5</b>	<b>550.1</b>	<b>528.8</b>	<b>550.4</b>
Base Expenditure	241.0	241.0	241.0	241.0	241.0	241.0	241.0	241.0	241.0	241.0
Unprogrammed Expenses	18.0	118.0	18.0	18.0	18.0	18.0	18.0	18.0	18.0	18.0
Programmed Expenses	350.0	271.5	250.0	271.5	250.0	271.5	250.0	271.5	250.0	271.5
Depreciation	18.5	18.8	18.9	19.1	19.2	19.3	19.5	19.6	19.7	19.9
<b>Capital Expenditure</b>	<b>132.6</b>	<b>63.0</b>	<b>28.0</b>	<b>58.0</b>	<b>28.0</b>	<b>58.0</b>	<b>28.0</b>	<b>58.0</b>	<b>28.0</b>	<b>58.0</b>
Renewals	111.0	46.0	11.0	41.0	11.0	41.0	11.0	41.0	11.0	41.0
Capital Growth	21.6	17.0	17.0	17.0	17.0	17.0	17.0	17.0	17.0	17.0
353074701050. Capital: Planting	16.2	15.0	15.0	15.0	15.0	15.0	15.0	15.0	15.0	15.0
353075151073. Capital: Signs/Furniture	5.4	2.0	2.0	2.0	2.0	2.0	2.0	2.0	2.0	2.0
<b>3531 Landscape Reserves</b>	<b>984.1</b>	<b>1,944.9</b>	<b>1,589.5</b>	<b>1,246.9</b>	<b>1,401.5</b>	<b>1,358.0</b>	<b>1,130.4</b>	<b>1,256.3</b>	<b>1,157.1</b>	<b>1,272.9</b>

Account	2018/19 Est	2019/20 Est	2020/21 Est	2021/22 Est	2022/23 Est	2023/24 Est	2024/25 Est	2025/26 Est	2026/27 Est	2027/28 Est
<b>Expenses</b>	<b>609.1</b>	<b>774.9</b>	<b>874.5</b>	<b>696.9</b>	<b>721.5</b>	<b>728.0</b>	<b>755.4</b>	<b>771.3</b>	<b>782.1</b>	<b>797.9</b>
Base Expenditure	97.7	102.7	107.7	107.7	112.7	112.7	117.7	122.7	122.7	127.7
Unprogrammed Expenses	16.5	16.5	16.5	16.5	16.5	16.5	16.5	16.5	16.5	16.5
Programmed Expenses	462.0	612.0	680.0	452.0	450.0	432.0	430.0	430.0	430.0	430.0
Depreciation	32.9	43.7	70.3	120.7	142.3	166.8	191.2	202.1	212.9	223.7
<b>Capital Expenditure</b>	<b>375.0</b>	<b>1,170.0</b>	<b>715.0</b>	<b>550.0</b>	<b>680.0</b>	<b>630.0</b>	<b>375.0</b>	<b>485.0</b>	<b>375.0</b>	<b>475.0</b>
Renewals	285.0	380.0	310.0	330.0	300.0	310.0	295.0	315.0	295.0	305.0
Capital Growth	70.0	70.0	70.0	170.0	80.0	170.0	80.0	170.0	80.0	170.0
353174701051. Capital: Planting	65.0	65.0	65.0	65.0	65.0	65.0	65.0	65.0	65.0	65.0
353175151072. Capital: Signs	5.0	5.0	5.0	5.0	5.0	5.0	5.0	5.0	5.0	5.0
353175701186. Capital: Mountain bike Tracks	0	0	0	100.0	10.0	100.0	10.0	100.0	10.0	100.0
Capital Increased LOS	20.0	720.0	335.0	50.0	300.0	150.0	0	0	0	0
353178101072. Upgrade: Structures	0	0	0	30.0	300.0	0	0	0	0	0
353178103152. Maitai MTB Hub	20.0	700.0	175.0	0	0	0	0	0	0	0
353178103192. Marsden Valley MTB Hub	0	0	0	20.0	0	150.0	0	0	0	0
353178703193. Eureka Park walkway development	0	20.0	150.0	0	0	0	0	0	0	0
353178703272. Walkway link from the Wood (Cambria St) to Stanley Whitehead	0	0	10.0	0	0	0	0	0	0	0
<b>3532 Esplanade &amp; Foreshore Reserves</b>	<b>1,298.1</b>	<b>2,852.0</b>	<b>2,612.0</b>	<b>1,582.0</b>	<b>1,234.0</b>	<b>1,367.2</b>	<b>2,135.2</b>	<b>1,373.3</b>	<b>1,278.3</b>	<b>1,392.0</b>
<b>Expenses</b>	<b>983.3</b>	<b>1,249.0</b>	<b>1,230.0</b>	<b>1,250.0</b>	<b>1,076.5</b>	<b>1,105.2</b>	<b>1,153.9</b>	<b>1,141.3</b>	<b>1,131.3</b>	<b>1,160.0</b>
Base Expenditure	405.4	440.4	445.4	450.4	455.4	460.4	465.4	470.4	475.4	480.4
Unprogrammed Expenses	95.0	95.0	95.0	95.0	95.0	95.0	95.0	95.0	95.0	95.0
Programmed Expenses	298.0	517.4	473.0	472.4	283.0	302.4	333.0	302.4	283.0	302.4
Depreciation	184.9	196.3	216.6	232.3	243.1	247.5	260.5	273.6	277.9	282.3
<b>Capital Expenditure</b>	<b>314.8</b>	<b>1,603.0</b>	<b>1,382.0</b>	<b>332.0</b>	<b>157.5</b>	<b>262.0</b>	<b>981.3</b>	<b>232.0</b>	<b>147.0</b>	<b>232.0</b>
Renewals	92.8	1,081.0	310.0	85.0	40.0	85.0	40.0	85.0	40.0	85.0
Capital Growth	77.0	117.0	77.0	117.0	77.0	117.0	77.0	117.0	77.0	117.0
353274501731. Growth: Furniture/Signs	2.0	2.0	2.0	2.0	2.0	2.0	2.0	2.0	2.0	2.0
353274701052. Esplanade & Foreshore Planting Programme	50.0	50.0	50.0	50.0	50.0	50.0	50.0	50.0	50.0	50.0
353274701731. Paremata Flats upgrade (growth)	8.0	8.0	8.0	8.0	8.0	8.0	8.0	8.0	8.0	8.0

Account	2018/19 Est	2019/20 Est	2020/21 Est	2021/22 Est	2022/23 Est	2023/24 Est	2024/25 Est	2025/26 Est	2026/27 Est	2027/28 Est
353275051731. Capital: Fences / Walls	7.0	7.0	7.0	7.0	7.0	7.0	7.0	7.0	7.0	7.0
353275551165. Capital: Access way / Car parks	10.0	50.0	10.0	50.0	10.0	50.0	10.0	50.0	10.0	50.0
35327691. Vested Assets	0	0	0	0	0	0	0	0	0	0
Capital Increased LOS	145.0	405.0	995.0	130.0	40.5	60.0	864.3	30.0	30.0	30.0
353247603273. Back beach car parking review	5.0	80.0	0	0	0	0	0	0	0	0
353277702893. Maitai revegetation	30.0	30.0	30.0	30.0	30.0	30.0	30.0	30.0	30.0	30.0
353278102896. Link to Manu Kau reserve	0	45.0	150.0	0	0	0	0	0	0	0
353278103274. Delaware Bay water access	20.0	10.0	30.0	0	0	0	0	0	0	0
353278253195. Dog exercise park	0	10.0	70.0	0	0	0	0	0	0	0
353278702894. Poormans walkway (Main Road - Neale Avenue)	60.0	200.0	300.0	0	0	0	0	0	0	0
353278702895. Jenkins Stream (Pascoe to Airport)	0	0	0	0	10.5	30.0	500.0	0	0	0
353278702898. Saxton Creek path (Champion Dr - Saxton field)	0	0	0	0	0	0	324.3	0	0	0
353278703194. Wakapuaka Sandflats Esplanade shared path	30.0	0	300.0	0	0	0	0	0	0	0
353278703196. Boardwalk Tahuna camp to beach	0	0	0	0	0	0	10.0	0	0	0
353278703265. Glen - boulder bank pathway (P7)	0	0	15.0	0	0	0	0	0	0	0
353279653135. Almond tree flats pedestrian and cycle bridge	0	30.0	100.0	100.0	0	0	0	0	0	0
<b>3538 Heritage, Landscape ,Local Trees</b>	<b>80.0</b>									
<b>Expenses</b>	<b>80.0</b>									
Programmed Expenses	80.0	80.0	80.0	80.0	80.0	80.0	80.0	80.0	80.0	80.0
<b>3540 Walkways</b>	<b>1,086.7</b>	<b>273.0</b>	<b>321.5</b>	<b>230.1</b>	<b>252.3</b>	<b>310.8</b>	<b>259.4</b>	<b>241.5</b>	<b>299.3</b>	<b>287.8</b>
<b>Expenses</b>	<b>243.2</b>	<b>258.8</b>	<b>212.3</b>	<b>215.9</b>	<b>218.0</b>	<b>221.6</b>	<b>225.1</b>	<b>227.3</b>	<b>230.0</b>	<b>233.6</b>
Base Expenditure	111.7	113.7	115.7	117.7	119.7	121.7	123.7	125.7	127.7	129.7
Unprogrammed Expenses	13.0	13.0	13.0	13.0	13.0	13.0	13.0	13.0	13.0	13.0
Programmed Expenses	78.0	78.0	28.0	28.0	28.0	28.0	28.0	28.0	28.0	28.0
Depreciation	40.4	54.0	55.6	57.1	57.3	58.8	60.4	60.6	61.3	62.9
<b>Capital Expenditure</b>	<b>843.5</b>	<b>14.2</b>	<b>109.2</b>	<b>14.2</b>	<b>34.2</b>	<b>89.2</b>	<b>34.2</b>	<b>14.2</b>	<b>69.2</b>	<b>54.2</b>

Account	2018/19 Est	2019/20 Est	2020/21 Est	2021/22 Est	2022/23 Est	2023/24 Est	2024/25 Est	2025/26 Est	2026/27 Est	2027/28 Est
Renewals	19.5	4.5	19.5	4.5	19.5	4.5	19.5	4.5	19.5	4.5
Capital Growth	15.0	9.7	49.7	9.7	14.7	44.7	14.7	9.7	49.7	9.7
354074501639. Capital: Furniture	5.0	0	5.0	0	5.0	0	5.0	0	5.0	0
354074701053. Capital: Planting	10.0	9.7	9.7	9.7	9.7	9.7	9.7	9.7	9.7	9.7
354075551094. Capital: Upgrade Access ways/Car	0	0	35.0	0	0	35.0	0	0	35.0	0
Capital Increased LOS	809.0	0	40.0	0	0	40.0	0	0	0	40.0
354078651098. Capital: Walkway Lighting	0	0	40.0	0	0	40.0	0	0	0	40.0
354078702899. Tahuna Beach to Great Taste Trail (airport)	809.0	0	0	0	0	0	0	0	0	0
<b>3590 Sports Parks</b>	<b>2,346.4</b>	<b>2,399.9</b>	<b>2,709.8</b>	<b>2,750.7</b>	<b>2,621.6</b>	<b>2,219.2</b>	<b>2,182.4</b>	<b>2,557.1</b>	<b>2,233.2</b>	<b>2,370.4</b>
<b>Expenses</b>	<b>2,115.4</b>	<b>2,042.9</b>	<b>2,052.8</b>	<b>2,141.7</b>	<b>2,099.6</b>	<b>2,068.2</b>	<b>2,070.4</b>	<b>2,070.1</b>	<b>2,111.2</b>	<b>2,078.4</b>
Base Expenditure	987.4	987.4	987.4	987.4	987.4	987.5	987.5	987.5	987.5	987.5
Unprogrammed Expenses	105.0	94.0	94.0	94.5	100.0	94.0	94.0	94.5	135.0	100.0
Programmed Expenses	427.1	359.1	362.8	440.1	386.1	360.1	361.6	360.1	360.1	361.6
Depreciation	595.9	602.4	608.6	619.7	626.0	626.7	627.4	628.0	628.7	629.4
<b>Capital Expenditure</b>	<b>231.0</b>	<b>357.0</b>	<b>657.0</b>	<b>609.0</b>	<b>522.0</b>	<b>151.0</b>	<b>112.0</b>	<b>487.0</b>	<b>122.0</b>	<b>292.0</b>
Renewals	202.0	227.0	177.0	79.0	502.0	112.0	92.0	467.0	102.0	272.0
Capital Growth	10.0	10.0	10.0	20.0	10.0	10.0	10.0	10.0	10.0	10.0
359075901068. Capital: Security Gates/Bollards	10.0	10.0	10.0	10.0	10.0	10.0	10.0	10.0	10.0	10.0
359075902325. Capital: Trafalgar Park Stand Removal	0	0	0	10.0	0	0	0	0	0	0
Capital Increased LOS	19.0	120.0	470.0	510.0	10.0	29.0	10.0	10.0	10.0	10.0
359077703266. Rutherford Park - Saltwater Cr path landscaping	0	20.0	450.0	0	0	0	0	0	0	0
359077902786. Temporary Seating	9.0	0	0	0	0	9.0	0	0	0	0
359078101548. Remove Trafalgar Park cycle track	0	0	0	0	0	10.0	0	0	0	0
359078251257. Capital: Minor Development	10.0	60.0	10.0	10.0	10.0	10.0	10.0	10.0	10.0	10.0
359078353267. Rutherford Park Toilets	0	40.0	10.0	500.0	0	0	0	0	0	0
<b>3642 Natureland</b>	<b>298.0</b>	<b>170.0</b>								
<b>Expenses</b>	<b>248.0</b>	<b>170.0</b>								
Base Expenditure	248.0	170.0	170.0	170.0	170.0	170.0	170.0	170.0	170.0	170.0

Account	2018/19 Est	2019/20 Est	2020/21 Est	2021/22 Est	2022/23 Est	2023/24 Est	2024/25 Est	2025/26 Est	2026/27 Est	2027/28 Est
<b>Capital Expenditure</b>	<b>50.0</b>	<b>0</b>								
Capital Growth	50.0	0	0	0	0	0	0	0	0	0
36427590. Capital: Development	50.0	0	0	0	0	0	0	0	0	0
<b>3657 Golf Course</b>	<b>302.6</b>	<b>268.0</b>	<b>268.0</b>	<b>268.0</b>	<b>268.0</b>	<b>14.4</b>	<b>14.4</b>	<b>14.4</b>	<b>14.4</b>	<b>14.4</b>
<b>Expenses</b>	<b>245.6</b>	<b>246.0</b>	<b>246.0</b>	<b>246.0</b>	<b>246.0</b>	<b>14.4</b>	<b>14.4</b>	<b>14.4</b>	<b>14.4</b>	<b>14.4</b>
Base Expenditure	177.8	177.8	177.8	177.8	177.8	1.2	1.2	1.2	1.2	1.2
Unprogrammed Expenses	13.0	13.0	13.0	13.0	13.0	0	0	0	0	0
Programmed Expenses	42.0	42.0	42.0	42.0	42.0	0	0	0	0	0
Depreciation	12.8	13.2	13.2	13.2	13.2	13.2	13.2	13.2	13.2	13.2
<b>Capital Expenditure</b>	<b>57.0</b>	<b>22.0</b>	<b>22.0</b>	<b>22.0</b>	<b>22.0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>
Renewals	37.0	22.0	22.0	22.0	22.0	0	0	0	0	0
Capital Increased LOS	20.0	0	0	0	0	0	0	0	0	0
36577825. Minor improvements	20.0	0	0	0	0	0	0	0	0	0
<b>3695 Play Facilities</b>	<b>518.3</b>	<b>504.4</b>	<b>1,178.6</b>	<b>609.5</b>	<b>804.8</b>	<b>652.1</b>	<b>611.2</b>	<b>496.0</b>	<b>708.8</b>	<b>413.7</b>
<b>Expenses</b>	<b>170.6</b>	<b>204.4</b>	<b>213.6</b>	<b>249.5</b>	<b>269.8</b>	<b>292.1</b>	<b>326.2</b>	<b>316.0</b>	<b>323.8</b>	<b>333.7</b>
Base Expenditure	52.6	57.6	57.6	59.6	59.6	61.6	61.6	63.6	63.6	65.6
Unprogrammed Expenses	28.5	28.5	28.5	28.5	28.5	28.5	28.5	28.5	28.5	28.5
Programmed Expenses	12.0	32.5	13.0	13.5	14.0	14.5	35.0	15.5	16.0	16.5
Depreciation	77.5	85.9	114.5	147.9	167.7	187.6	201.1	208.4	215.8	223.1
<b>Capital Expenditure</b>	<b>347.7</b>	<b>300.0</b>	<b>965.0</b>	<b>360.0</b>	<b>535.0</b>	<b>360.0</b>	<b>285.0</b>	<b>180.0</b>	<b>385.0</b>	<b>80.0</b>
Renewals	90.0	200.0	200.0	80.0	100.0	80.0	100.0	150.0	200.0	50.0
Capital Growth	237.7	100.0	765.0	280.0	435.0	280.0	185.0	30.0	185.0	30.0
369575401054. Playground Development Programme	15.0	30.0	35.0	30.0	185.0	30.0	185.0	30.0	185.0	30.0
369575401074. Stoke Youth Park	52.7	50.0	480.0	0	0	0	0	0	0	0
369575402294. Rutherford playground	20.0	20.0	250.0	250.0	250.0	250.0	0	0	0	0
369575403277. Mako St playground development	150.0	0	0	0	0	0	0	0	0	0
Capital Increased LOS	20.0	0	0	0	0	0	0	0	0	0
369578403292. Pepper Tree Park playground	20.0	0	0	0	0	0	0	0	0	0
<b>4069 Saxton Field Capital Works</b>	<b>2,977.7</b>	<b>2,212.3</b>	<b>1,990.0</b>	<b>1,992.5</b>	<b>1,655.6</b>	<b>1,269.5</b>	<b>1,415.4</b>	<b>1,790.4</b>	<b>1,325.3</b>	<b>1,897.3</b>
<b>Expenses</b>	<b>2,212.7</b>	<b>1,177.3</b>	<b>1,880.0</b>	<b>1,202.5</b>	<b>1,145.6</b>	<b>1,154.5</b>	<b>1,160.4</b>	<b>1,175.4</b>	<b>1,215.3</b>	<b>1,457.3</b>
Base Expenditure	158.9	158.9	158.9	158.9	158.9	159.0	159.0	159.0	159.0	159.0

Account	2018/19 Est	2019/20 Est	2020/21 Est	2021/22 Est	2022/23 Est	2023/24 Est	2024/25 Est	2025/26 Est	2026/27 Est	2027/28 Est
Unprogrammed Expenses	45.0	45.0	45.0	45.0	45.0	45.0	45.0	45.0	45.0	45.0
Programmed Expenses	1,358.9	312.9	1,009.5	317.0	242.0	242.0	242.0	242.0	267.0	498.7
Depreciation	649.9	660.5	666.6	681.6	699.6	708.5	714.4	729.4	744.4	754.7
<b>Capital Expenditure</b>	<b>765.0</b>	<b>1,035.0</b>	<b>110.0</b>	<b>790.0</b>	<b>510.0</b>	<b>115.0</b>	<b>255.0</b>	<b>615.0</b>	<b>110.0</b>	<b>440.0</b>
Renewals	625.0	880.0	0	20.0	380.0	0	0	0	0	50.0
Capital Growth	90.0	90.0	90.0	90.0	90.0	90.0	90.0	90.0	90.0	90.0
406975901049. Capital: General Development	90.0	90.0	90.0	90.0	90.0	90.0	90.0	90.0	90.0	90.0
Capital Increased LOS	50.0	65.0	20.0	680.0	40.0	25.0	165.0	525.0	20.0	300.0
406977703247. Complete tree planting (Alliance and Champion)	0	30.0	0	0	0	0	0	0	0	0
406978103246. Oval embankment steps/accessibility stand	20.0	0	0	0	0	0	0	0	0	0
406978103269. Courtside lighting and seating for outdoor netball courts	0	10.0	0	200.0	0	0	0	0	0	0
406978203242. Alliance Green levelling, irrigation and drainage	0	25.0	0	250.0	0	0	0	0	0	0
406978253253. Alliance Green cricket wicket blocks (x2)	0	0	0	30.0	0	0	0	0	0	0
406978353254. Alliance Green toilets and pavilion	0	0	0	0	0	0	40.0	400.0	0	0
406978403241. Saxton Field playground	0	0	0	0	0	25.0	125.0	125.0	0	0
406978653255. Flood lighting for concert safety	0	0	0	0	0	0	0	0	20.0	200.0
406978701044. new Cycle / Path development	0	0	20.0	200.0	20.0	0	0	0	0	0
406978703244. Mountain Bike track development (P59)	30.0	0	0	0	0	0	0	0	0	0
406978703249. Fitness trail	0	0	0	0	20.0	0	0	0	0	0
406978703251. Harrier/cross country running tracks with trestles etc.	0	0	0	0	0	0	0	0	0	20.0
406978703252. Path from indoor nets to football pavilion	0	0	0	0	0	0	0	0	0	20.0
406979553250. Alliance Green car park/paths	0	0	0	0	0	0	0	0	0	60.0