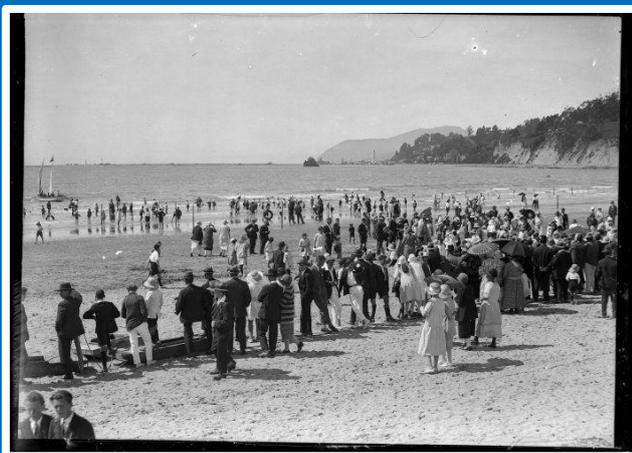


# Parks and Reserves

Activity Management Plan

Mahere Papa Rēhia

2021 – 2031



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#### Quality Assurance Statement

Version No.	Date	Description	Prepared by	Reviewed by	Approved by
1	02.10.2020	Draft for Senior Leadership Team	Nathan Mourie	Rosie Bartlett Paul Harrington	Roger Ball
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Considerations Still to Review/Include/Expand	
Incorporate ongoing work into AMP when complete	<ul style="list-style-type: none"> <li>• <del>Urban Greening Plan</del></li> <li>• <del>Glyphosate</del></li> <li>• Artificial Turf</li> <li>• Vegetation Policy</li> <li>• Ngāti Koata Recreation Area</li> </ul>
Population Forecasts	<ul style="list-style-type: none"> <li>• May need to revisit due to revision of current numbers – Chris taking up early October</li> </ul>
Maps	<ul style="list-style-type: none"> <li>• Update as maps are provided</li> </ul>
LOS	<ul style="list-style-type: none"> <li>• Update with latest actual measures and if changed through adoption process</li> </ul>
Survey	<ul style="list-style-type: none"> <li>• Update with Resident Survey Results</li> </ul>
Consistency/Template	<ul style="list-style-type: none"> <li>• Xref against P&amp;F AMP and Infrastructure AMP's</li> </ul>
COVID-19 Response & Impacts	<ul style="list-style-type: none"> <li>• Economic and population slowdown – reduced resources due to corporate financial goals – Finance Section?</li> </ul>
Out & About (On Track) Review	<ul style="list-style-type: none"> <li>• Update with any implications</li> </ul>
Saxton Field	<ul style="list-style-type: none"> <li>• Alignment with TDC AMP and Update with outcomes of Saxton RMP discussions</li> </ul>
TOSI Regional Facilities	<ul style="list-style-type: none"> <li>• Update with outcomes from TOSI Plan once completed</li> </ul>
Service Standards	<ul style="list-style-type: none"> <li>• Xref against current Nelmac contracts</li> </ul>
Strategy Linkages	<ul style="list-style-type: none"> <li>• Add strategy linkages to individual focus areas</li> </ul>
Project Linkages	<ul style="list-style-type: none"> <li>• Add strategy and community outcome linkages to individual projects</li> </ul>
Parks Development Standards	<ul style="list-style-type: none"> <li>• NZRA Development Standard Explanation</li> </ul>

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Cover Photos (clockwise from top left):

Tahunanui Beach 1928, FN Jones: Alexander Turnbull Library

Trafalgar Park c1910, FN Jones: Nelson Provincial Museum

Queens Gardens 1890, Frederick James Halse: Alexander Turnbull Library

Trafalgar Park, Peter Snell 1963, Barry Simpson, Nelson Photo News Collection: Nelson Provincial Museum

# EXECUTIVE SUMMARY

## Plan Purpose

Nelson City Council manages a range of parks, reserves and open spaces. Parks and open spaces provide amenity, ecological, health and climate benefits; and recreation, play, cultural and social opportunities for both residents and visitors. Open spaces can also provide spaces for disaster recovery and storm water overflow management. Council's activities in this area aim to assist in the development of healthy, active, functioning communities.

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

- Provide open space and recreational opportunities which meets the needs of the present and future community
- Provide cost effective, appropriate and sustainable levels of service
- Assist Council in achieving its community outcomes:
  - 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

## Asset Description

This AMP covers the following areas:

- Public Garden
- Neighbourhood Parks
- Play Facilities
- Reserve Trees and Amenity Plantings
- Walkways and Cycleways including Mountain Biking Trails
- Sportsgrounds
- Saxton Field Facilities and Buildings
- Ecological/Conservation Reserves
- Landscape Reserves
- Esplanade and Foreshore Reserves
- Built assets such as signs, fences, furniture and lighting
- Hard surfaces such as roads, paths and car parks in reserves

This AMP generally excludes buildings and other significant property assets on reserves. These are included in the Property and Facilities AMP. The key exception to this is Saxton Field. All of these assets, including Saxton Stadium and Saxton Oval Pavilion, are included within this Plan.

Council manages parks assets valued at around \$TBC million over approximately 11,250 hectares. These assets are divided into the following categories.

### Asset Summary

Nelson’s Parks and Reserves network occupies 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 9.1 for a full inventory of reserves).

Table 1 – Parks and Reserves Categories

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, netball, cricket, tennis, bowls and athletics and providing larger areas for informal recreation including Saxton Field	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.

Asset data is held in Council's Infor asset management program and Geographic Information System (GIS). Assets are rated on a scale of 1-5, with 5 being the lowest standard.

Table 2 – Reserve Ancillary Assets

Ancillary Asset	Quantity
Seats/benches	700
Tables	160
Bins	329
Drinking fountains	36
Barbecues	6
Bike racks	48
Signs	1,472
Playgrounds	68
<b>Total</b>	<b>2,819</b>



Figure 1 – Broadgreen Rose Garden 1968 (Nelson Photo News, Barry Simpson Collection)

## Costs and Funding

Operational Parks and Reserves activities are currently primarily funded through General Rates, with a small amount recouped through fees and charges and other minor funding streams. Funding ratios are determined by Council’s Revenue and Financing Policy. Recovery rates for different activities are outlined in the Financial Summary section of this Plan.

Capital costs primarily are funded from reserves/development contributions, loans, and community facilities fixed charges (depreciation). There is also some contribution from community groups who benefit from the asset.

Nelson City Council will spend an average of \$TBC million per annum on operational expenditure for the next 10 years on provision of parks and open spaces. Parks capital expenditure and renewals averages approximately \$TBC million per annum for the next 10 years.

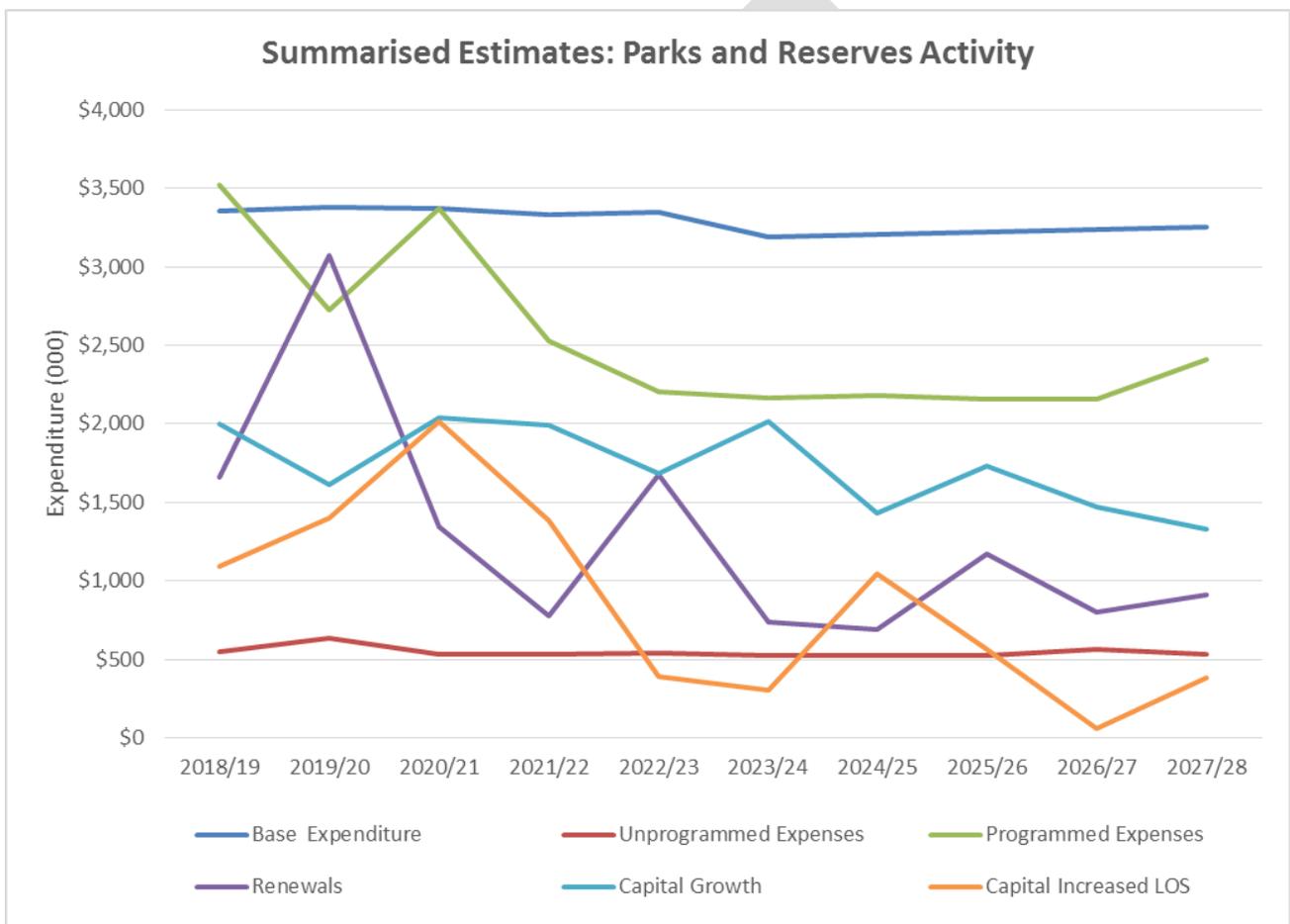


Figure 2 – Summarised Expenditure Years 1-10 (UPDATE once confirmed)

## Key Issues

The Parks and Reserves activity is one which receives considerable public attention, including significant investment requests from user groups. This activity is expected to experience changing demand drivers over the medium to long term due to changing community priorities, recreation trends and demographic changes. 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.

Table 3 – Key Issues Summary

Issue	Description
Biodiversity Outcomes	<ul style="list-style-type: none"> <li>• Management of landscape and conservation reserves to mitigate pest and weed incursion</li> <li>• Retirement and conversion over time of forestry land to alternative uses</li> <li>• Managing recreation uses in these areas, particularly mountain biking</li> <li>• Evolving community expectations</li> <li>• Showcasing biodiversity outcomes in high profile areas</li> </ul>
Levels of Service	<ul style="list-style-type: none"> <li>• Decisions on what levels of service can be provided and are appropriate given higher community expectations and limited resourcing</li> <li>• Pitching assets at an appropriate level for community goals</li> </ul>
Appropriate Provision of Assets	<ul style="list-style-type: none"> <li>• What is the necessary to achieve community goals and do current assets focus on these</li> <li>• To what level should Council be responsible for providing high performance assets for peak users and what is the community benefit</li> <li>• Future consideration of artificial turf</li> <li>• Consideration of asset disposal</li> <li>• Pressure on existing provision from housing intensification</li> </ul>
Climate Change Effects and Network Resilience	<ul style="list-style-type: none"> <li>• The ways in which climate change will physically impact parks and reserves, particularly in landscape, esplanade and foreshore reserves</li> <li>• Sea level rise, temperature increase and rainfall changes</li> <li>• Increased fire risk</li> <li>• Management responses to these effects and exploring innovative ways to reduce impacts</li> </ul>
Balancing Competing Uses	<ul style="list-style-type: none"> <li>• Managing a finite amount of open spaces to successfully accommodate a variety of uses which may need the same spaces at the same time for disparate activities</li> <li>• Walker and cyclist clashes</li> <li>• Inadequate numbers of suitably lit fields for training</li> <li>• Homeless use of parks</li> </ul>
Pathway Networks Provision for Recreation and Alternative Transport	<ul style="list-style-type: none"> <li>• Increased use of trails and walking and cycling as a recreational activity; particularly with an aging population.</li> <li>• A desire to use and focus on alternative transport and provision of a connected network</li> </ul>

Issue	Description
Defining Strategic Outcomes	<ul style="list-style-type: none"> <li>• A clearer definition of what the strategic outcome is for parks and reserves</li> <li>• What we want to achieve through this Council activity and how we can develop parks and reserves to contribute towards identified community outcomes</li> <li>• How to achieve this with fewer resources post COVID-19</li> </ul>
Asset Management	<ul style="list-style-type: none"> <li>• Gathering good asset information and developing a useful and robust asset information management system</li> <li>• Management of aging assets</li> </ul>
Carbon Emission Reduction	<ul style="list-style-type: none"> <li>• Continuing to investigate and implement methods of reducing the impacts of the activity on Council’s carbon and greenhouse gas emissions</li> </ul>
Financial Limits	<ul style="list-style-type: none"> <li>• Post COVID-19 (and with the threat of ongoing effects) the desired zero rates increase has limited operational budgets. However, increased numbers of assets and contractual requirements requires an increased operational spend</li> </ul>



Figure 3 – Tahuna Beach Community Planting

## Focus Areas

This Parks and Reserves AMP has a strategic focus on the following focus areas. These are subjects where continuing attention is required to address problems, opportunities and changes.

Table 4 – Summary of Focus Areas

Focus Areas	Description and Main Topics
General Open Space	<ul style="list-style-type: none"> <li>• Parks and Recreation strategy and policy development</li> <li>• Accommodating changing environments, demographics and trends</li> <li>• Managing and prioritising investment requests</li> <li>• Exploring opportunities to improve efficiency and sustainability</li> <li>• Progressing the development of the Maitai recreation hub</li> <li>• Asset Management Information System improvements</li> </ul>
Public Gardens	<ul style="list-style-type: none"> <li>• Establishment of replacement vegetation with drought tolerant species</li> <li>• Endorsed process for tree removal</li> <li>• Meeting user needs versus affordability</li> <li>• Balancing heritage and amenity value protection with reserve development and management</li> <li>• Minimising chemical use</li> <li>• Look for opportunities to showcase Nelson specific biodiversity</li> </ul>
Neighbourhood Parks	<ul style="list-style-type: none"> <li>• Appropriate supply of reserves</li> <li>• Balancing quality park design with limiting use to the local catchment</li> <li>• Seeking opportunities to exhibit biodiversity principles</li> <li>• Explore alternative value maintenance options such as meadows</li> <li>• Minimise chemical use</li> <li>• Emission reduction from mowing and power tools</li> <li>• Housing intensification impacts</li> </ul>
Play Facilities	<ul style="list-style-type: none"> <li>• Appropriate supply of play facilities</li> <li>• Evolving play design to reflect demand and incorporating more variety of elements including natural play</li> <li>• Options for a city centre play space (in association with City Development Team)</li> <li>• Options for inclusion of more drinking fountains, shade and seating</li> </ul>
Trees	<ul style="list-style-type: none"> <li>• Managing risk of damage to property and people</li> <li>• Managing ongoing requests for removal or modification</li> <li>• Taking a more strategic approach to vegetation management (Urban Greening Plan)</li> <li>• Tree renewals in streets and urban environments</li> <li>• Off-setting carbon emissions</li> <li>• Creating an urban canopy</li> </ul>

Focus Areas	Description and Main Topics
Walking and Cycling	<ul style="list-style-type: none"> <li>• Implementing the Out and About – On Tracks strategy</li> <li>• Walking and cycling connections in Stoke and Tahunanui</li> <li>• Ongoing partnership with the Nelson Mountain Bike Club</li> <li>• Adequate entry level mountain biking opportunities.</li> <li>• Trail maintenance costs</li> <li>• Options around public access to Ngāti Koata land</li> </ul>
Sportsgrounds	<ul style="list-style-type: none"> <li>• Balancing demand and funding for sporting facilities</li> <li>• Minimise chemical use</li> <li>• Consistent user agreements</li> <li>• Replace clay cricket wickets with artificial wickets to reduce maintenance costs (lower LOS to meet user needs)</li> <li>• Ensure adaptability of assets to keep investment in line with changing trends</li> <li>• Investment in ancillary facilities such as sports lights to increase training capacity and maximise asset use</li> <li>• Options to increase field training capacity</li> <li>• Encourage 'Sportville' models where suitable</li> <li>• Coordinated and integrated sportsground lighting investment</li> <li>• Neale Park facility</li> <li>• Artificial Turf consideration</li> <li>• Key facilities review implementation</li> <li>• Trafalgar Grandstand future</li> <li>• Landscaping for amenity improvements</li> <li>• Alignment with and implementation of the Top of the South Places and Spaces Strategy</li> </ul>
Saxton Field	<ul style="list-style-type: none"> <li>• Saxton Field Committee management</li> <li>• Formalising Council and user group relationship expectations</li> <li>• Working with Tasman District Council to progress park development according to AMP's (TDC and NCC) and Reserve Management Plan outcomes</li> <li>• Progressing base infrastructure and shared paths through the reserve</li> <li>• Managing the emerging cycle of asset renewals</li> <li>• Centralised venue management focusing on the user experience</li> <li>• Development of standalone Saxton Field Activity Management Plan</li> <li>• Wayfinding signage</li> </ul>

Focus Areas	Description and Main Topics
Saxton Field Buildings	<ul style="list-style-type: none"> <li>• Managing peak periods and attracting off peak use</li> <li>• Vulnerability of Saxton Oval Pavilion to impacts from general use</li> <li>• Under-utilisation of Saxton Netball Pavilion during off-peak periods (managed by Sport Tasman)</li> <li>• Additional public toilet provision at Saxton Field</li> <li>• Options for the old hockey building and Saxton Oval temporary stand</li> <li>• Key facilities review implementation</li> </ul>
Conservation Reserves	<ul style="list-style-type: none"> <li>• Working with others to control pests and weeds to enhance biodiversity</li> <li>• Managing volunteers and encouraging public engagement in biodiversity values through the adopt-a-spot programme</li> <li>• Implementation and funding of Environmental Restoration Plans (ERP's)</li> <li>• Managing catchment land as waterworks reserves</li> <li>• Working with partners to ensure maintenance of the trail network</li> <li>• Managing retired forestry blocks</li> <li>• Showcasing Nelson native biodiversity values</li> <li>• Ensuring heritage resources are protected and celebrated</li> <li>• Ensuring new MTB trails align with the Biodiversity Strategy and don't compromise intact habitat areas</li> <li>• Improving the ways we manage the control of pest animals</li> </ul>
Landscape Reserves	<ul style="list-style-type: none"> <li>• Taking a more strategic approach to management</li> <li>• Implementation and funding of Environmental Restoration Plans (ERP's)</li> <li>• Managing pests and weeds</li> <li>• Managing fire risks through species selection, vegetation control and having a coordinated response with Fire and Emergency New Zealand (FENZ) and Tasman District Council (TDC)</li> <li>• Maintaining the approved trail network</li> <li>• Minimising user conflicts (primarily between cyclists and walkers)</li> <li>• Protecting and enhancing the amenity of the city's backdrop</li> <li>• Opportunities for public engagement in biodiversity values through the adopt-a-spot programme</li> </ul>

Focus Areas	Description and Main Topics
Esplanade and Foreshore Reserves	<ul style="list-style-type: none"> <li>• Managing pests and weeds and enhancing riparian and aquatic environments</li> <li>• Minimising impacts on water quality and habitats</li> <li>• Incorporating the Freshwater Implementation Programme into works</li> <li>• Ongoing native restoration of Tahuna back dunes</li> <li>• Managing coastal erosion effects</li> <li>• Ongoing management of Paremata Flats restoration</li> <li>• Opportunities for public engagement in biodiversity values through the adopt-a-spot programme</li> </ul>



Figure 4 – Racing at Tahunanui Beach (Nelson Provincial Museum, Geoffrey C Wood Collection)

## Levels of Service

A review of levels of service has been carried out in the development of this AMP. The levels of service described in this Plan do not lead to any meaningful increase or decrease in service compared to the previous Plan, but the measures are more relevant and measurable. The levels of service can be measured against clear targets and reported on; and are linked to Council's community objectives.

Council has gathered community views on levels of service through previous Annual Plan and Long Term Plan consultation processes. Council has also received feedback through other engagement processes and the annual Residents Survey.

Levels of service broadly focus on the following matters:

- User satisfaction
- Maintaining assets to acceptable standards
- Provision of assets to meet demand
- Strategic and corporate goals
- Bespoke targets

Specific service level details are identified in Table 15 – LOS Parks and Reserves.



Figure 5 – Opera in the Park, Trafalgar Park

## Asset Management Practices

Activity 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 range of decision making tools are used to establish maintenance, renewal and new works expenditure. These include:

- Process
- Analysis and evaluation techniques for life cycle asset management
- Information systems to store and manipulate data
- Data and information from a number of sources (technical, financial, customer service)

## Improvement Programme

Councils are required to have plan improvement programmes to improve their asset management planning, and we will continue to implement our improvement plan. This plan has incorporated improvements in priority areas identified for improvement from the 2018-28 AMP. These are primarily in the areas of:

- Strategic Direction
- Levels of Service Refinement
- Forecasting Future Demand
- Lifecycle Decision Methods
- Asset Management Information System



# 1 INTRODUCTION

## 1.1 BACKGROUND

### Plan Purpose

This AMP seeks to identify and provide levels of service for Council's parks and associated assets. New Zealand Asset Management Support (NAMS) identifies the goal of infrastructure asset management being to meet a required level of service, in the most cost effective manner, through the management of assets for present and future customers. A formal approach is needed in order to provide services in the most cost effective manner, and to demonstrate this to customers, investors and other stakeholders. Decisions consider the direction provided Council's Infrastructure Strategy. NAMS state the following key elements of asset management:

- Taking a lifecycle approach
- Developing cost-effective long-term management strategies
- Providing defined levels of service and monitoring performance
- Understanding and meeting the impact of growth through demand management and infrastructure investment
- Managing risks associated with asset failures
- Sustainable use of physical resources
- Continuous improvement in asset management practices

The AMP process is intended to demonstrate that Council is managing assets responsibly, and that customers will be consulted over the implications of different levels of service. AMP's are concerned with life cycle management strategies and associated costs. Activity management plans are reviewed every three years to align with the Long Term Plan process.

### Relationship with Other Planning Documents

This Plan relates to a number of Council documents which are identified in the following table.

Table 5 – Related Planning Documents

#### Council Documents

- Iwi Management Plans
- The Nelson Resource Management Plan and Regional Policy Statement (presently under review through the Nelson Plan project)
- The Nelson Tasman Land Development Manual 2019
- Long Term Plans, Annual Plans and Annual Reports
- Other Activity Management Plans, particularly the Property and Facilities AMP
- Reserve Management Plans
- Bylaws and Policies 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

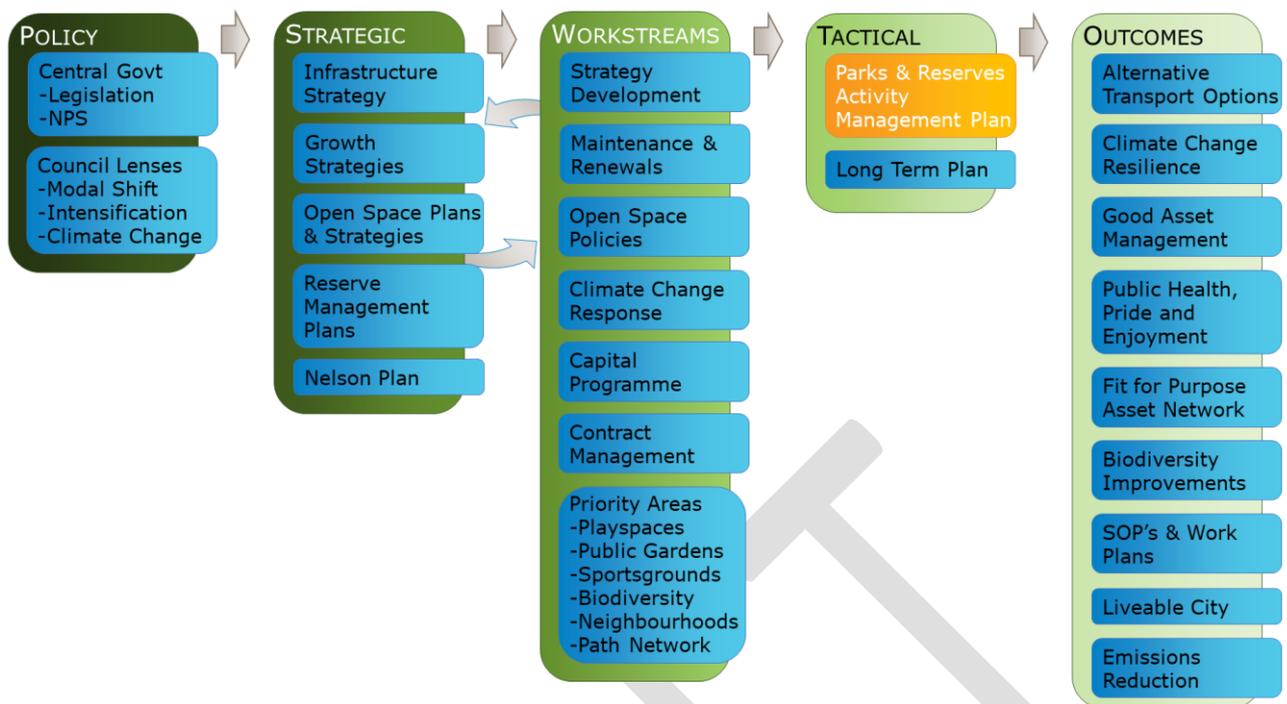


Figure 6 – Strategic Planning Relationships

### Incorporated Infrastructure Assets

The services and facilities delivered to the community by Council’s network of open spaces provide a range of benefits; however, not all assets associated with Parks and Reserves are represented in this AMP as they are better managed by other activity areas.

The scope of the Parks AMP includes the following community infrastructure assets:

- Land assets such as parks, reserves and playing fields
- Built or structural assets such as street and park furniture, playgrounds, some sports facilities, grandstands, lights, walkways and cycleways
- ‘Green’ assets such as gardens, lawns and trees
- Foreshore erosion protection assets

The following assets are not included in this Plan, but are included in the Property and Facilities Activity Management Plan (unless otherwise stated):

- Cemeteries and the crematorium
- Camping grounds
- Community centres and halls
- Swimming pools
- Buildings and significant property assets such as toilets, changing facilities and bridges
- The Trafalgar Centre and Trafalgar Pavilion
- The Marina
- Production forests (Forestry AMP)
- Street gardens (included in the Transport AMP)
- Public Art (Arts, Heritage and Events AMP)

The key exception is Saxton Field. All assets on the reserve, 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 easier management.

### Key Partners and Stakeholders

To effectively manage the Parks and Reserves activity Council needs to maintain effective relationships with many people. When undertaking service delivery planning and delivery it is necessary to consider and engage with partners and stakeholders.

Council’s iwi partners often have a particular interest in how Council manages open space assets; and Council engages specifically with iwi on reserve management plans. Iwi management plans express the importance of using Te Reo Māori, and Council implements this where appropriate while acknowledging original place names and areas of cultural significance.

Table 6 – Partners, Stakeholders and Customers

Partners, Stakeholders and Customers	
Internal	External
<ul style="list-style-type: none"> <li>• Finance staff</li> <li>• Elected members</li> <li>• Stormwater management</li> <li>• Council Senior Leadership Team (SLT)</li> <li>• Science and Environment Team</li> <li>• Capital Projects Team</li> <li>• Roading Team</li> <li>• Events Team</li> </ul>	<ul style="list-style-type: none"> <li>• Local iwi</li> <li>• The community, including residents, ratepayers and visitors</li> <li>• Asset neighbours</li> <li>• Community groups</li> <li>• Sporting codes and clubs</li> <li>• Recreational groups</li> <li>• Department of Conservation</li> <li>• Consultants and contractors</li> <li>• Event organisers and attendees</li> <li>• Lessees and licensees</li> <li>• Audit NZ</li> <li>• Insurers</li> <li>• Tasman District Council</li> <li>• Venues and facilities managers</li> <li>• Parks operations contractors (Nelmac)</li> <li>• Environmental Inspections Limited (EIL)</li> <li>• Contractors</li> <li>• Nelson Regional Development Agency (NRDA)</li> <li>• Funding agencies</li> </ul>



## Organisation Structure

The Parks and Facilities team sits in the Community Services group at Council. Council employs a Manager Parks and Facilities, below which sits an asset management team and two operations management teams for parks and facilities. Physical operations work is externally contracted. Acknowledging that internal organisational structures frequently change, the following diagram shows the current Parks team structure.

Maintenance and minor renewal work is carried out by external contractors. Significant renewals and capital works are managed by the Council’s Capital Projects team and physical works are also generally outsourced.

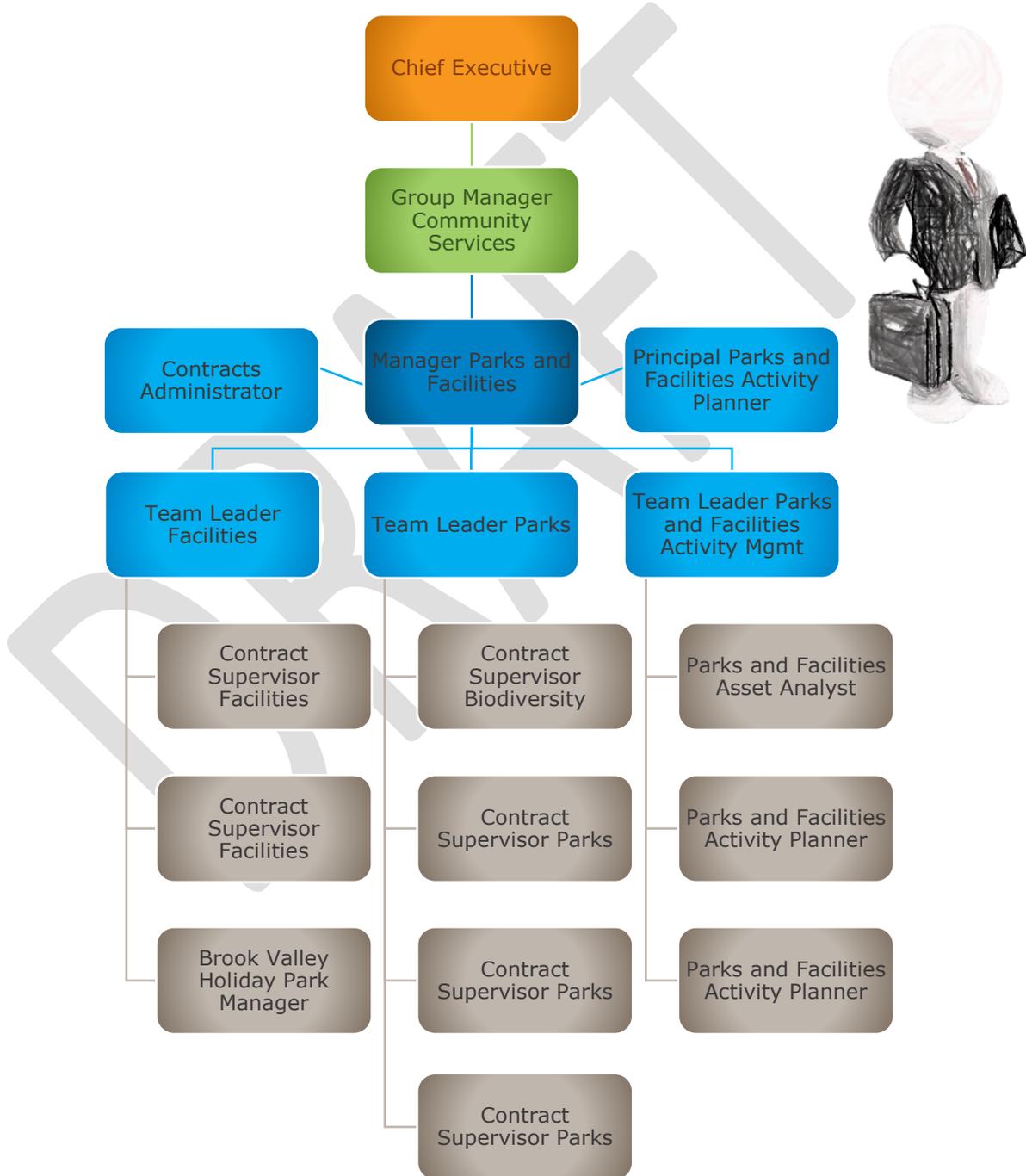


Figure 7 – Parks and Reserves Team Organisational Structure

## 1.2 GOALS AND OBJECTIVES OF ASSET OWNERSHIP

### Asset Ownership Reasons

Council owns and manages open space assets because of the degree of public benefit derived from the provision of public open space and the need to ensure continued free public access.

Parks and open space are provided by Council to deliver a range of benefits including:

- Open space within urban areas
- Visual relief from the built environment
- Beautification and amenity enhancement
- Opportunities for recreation, sport and play
- Protection of the natural environment
- Habitat for wildlife
- Community pride
- Play opportunities
- Conservation of cultural heritage

These benefits are specifically or generally believed to enhance the community's health and wellbeing. Council provision and support for quality parks and reserves enhances the city as a place to live and visit.

One of the main purposes of Local Authorities under the LGA 2002 is 'to meet the current and future needs of communities for good quality local infrastructure, local public services and performance of regulatory functions in a way that is most cost effective for household and businesses'. Parks and associated assets come under the definition of community infrastructure. The purpose of Council ownership of this community infrastructure is to enhance the health and well-being of the Nelson district and its communities by ensuring that local communities have access to good quality infrastructure and the services.

### Significant Negative Effects

While most people enjoy visiting parks and reserves or living next to open space, sometimes there are potential negative effects associated with them. These negative effects can be caused by deliberately antisocial behaviour or as an inadvertent by-product of legitimate park activity. Council manages open space to minimise any negative effects where possible, however negative effects can include:

- Noise from events in parks can create a nuisance for neighbours
- Incursion of park users or their sports equipment (balls and their recovery etc.) into neighbouring properties can be a cause of conflict between park users and adjacent residents
- Light spill from sports field lights into neighbouring properties
- Itinerant people camping in reserves
- Fly-tipping and disposal of waste into reserves (especially in isolated or bush areas)
- Security and privacy can be compromised for park and open space neighbours
- Increased traffic as a consequence of events held in parks and open space can have wide-spread effects and demand for parking spaces can create problems for venue neighbours

- Vandalism and graffiti can be a problem in unsupervised open spaces
- Crime and anti-social behaviour are an unfortunate fact of life in some parks and open space areas as a result of design (poor sight lines from the exterior) and location
- Open spaces can contain pest plants or animals which require some level of control appropriate to their size, location and intent and these controls may affect visitors or neighbouring properties. Plant and animal pests may migrate from Council land onto neighbouring properties or impact on the quality of the open space if the maintenance of an area is infrequent or neglected



*Figure 8 – Saxton Oval International Cricket*

The following table outlines some mitigation strategies to address these negative effects.

Table 7 – Negative Effects and Mitigation

Effect	Possible Mitigation
Asset creation, operation, maintenance, depreciation, renewal and disposal makes up significant annual costs	The development of appropriate levels of service can reduce the cost of asset management by ensuring that Council is not over-providing. Optimisation of life-cycle management will also reduce the costs associated with each stage of an assets life
Assets such as play equipment, public toilets, sports grounds, trees and cemeteries are not always welcomed in close to residential boundaries	Council is subject to District Plan rules that avoid, reduce and mitigate adverse effects. Council also has policy in reserve management plans and stand-alone policies such as the Tree and Vegetation Policy. These provide opportunities for consultation with the community and other measures to mitigate issues from existing or proposed new reserve development
Noise from users	Application of NRMP Plan limits, restrictions and consent conditions
Security and privacy of neighbours	Location of gates, walkways, high vantage points and possible points of entry to neighbours properties away from shared boundaries and neighbour backyards where possible
Localised traffic congestion	Provision of adequate parking spaces on site and multiple entry points to reserves where possible. Ensure that events are appropriate to the size of the park and adequate communication with neighbours of events or atypical activities
Vandalism, Crime and anti-social behaviour	Design and modification of parks and reserves using Crime Prevention Through Environmental Design (CPTED) principles. Timely removal of graffiti or damage minimises the perceived payoff for the offenders and reduces the likelihood of reoffending
Incursion of equipment, artificial light and people into neighbouring properties	Site goalposts and activity areas which promote the chances of escape of items away from neighbouring properties where possible. Have clear delineations between private and public spaces. Invest in low spill design lighting fixtures and make sure they are appropriately adjusted to direct light only onto desired areas. Have timers on lights so that they are not on too early or too late
Plant and pest infestation	Good public communication and adequate signage is installed where appropriate to inform the public of possible risks
Herbicides and pesticides	Use of herbicides and pesticides in publicly accessible areas is managed sensitively and safely with good communication so as not to cause harm to visitors or neighbours. This is particularly important if baits are laid near locations which may be used by dog walkers

## Non-Financial

### Plan Framework and Key Elements

This Plan is presented in three broad sections.

The first section covers matters that include most Council-owned open space within Nelson. Assets are addressed and commonalities regarding maintenance and renewals across the city discussed.

The second section addresses focus areas which benefit from a more detailed discussion. These areas include individual reserve categories and high interest activities such as pathways 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
- Nature
  - Conservation Reserves
  - Landscape Reserves
  - Esplanade and Foreshore Reserves
- The third section provides financial information for the ten years 2021-2031.

### 1.3 CLIMATE CHANGE

#### Overview

The Ministry for the Environment (MfE) has stated that *'climate change is the biggest environmental challenge of our time. It is already affecting our climate, agriculture, native ecosystems, infrastructure, health and biosecurity. If left unchecked it will have broad social and economic impacts'*.

At a local level, Council has a key role to work with the community towards creating a resilient and low emissions future and implementing adaptive measures to manage and minimise risk.

In May 2019, Nelson City Council declared a climate emergency. This does not have legal effect and does not give rise to formal duties or powers. It is, however, an important recognition that climate change needs to be prioritised in Council policy, decision-making and action. Council intends to examine how its plans, policies and work programmes can address the climate emergency and to ensure that climate change is embedded in all future Council strategic plans.

How Council delivers its services will play a key role in building community resilience and meeting emissions reduction targets.

Projections of climate change depend on future greenhouse gas emissions, which are uncertain. There are four main global emissions scenarios ranging from low to high greenhouse gas concentrations. MfE provides regional projections as a range of values from a low emissions to a high emissions future. The projected changes are calculated for 2031–2050 (referred to as 2040) and 2081–2100 (2090) compared to the climate of 1986–2005 (1995).

Table 8 – Nelson-Tasman Climate Change Projections (MfE)

Consideration	Projected Effects
Temperature	<ul style="list-style-type: none"> <li>Compared to 1995, temperatures are likely to be 0.7°C to 1.0°C warmer by 2040 and 0.6°C to 3.0°C warmer by 2090</li> <li>By 2090, some parts of Nelson-Tasman are projected to have from 5 to 43 extra days per year where maximum temperatures exceed 25°C, with around 9 to 28 fewer frosts per year</li> </ul>
Rainfall	<ul style="list-style-type: none"> <li>Rainfall will vary locally within the Nelson-Tasman region. The largest changes will be for particular seasons rather than annually</li> <li>Seasonal projections show summer, autumn and winter rainfall increasing by up to 10, 7 and 11 per cent respectively in Nelson by 2090, with little change in spring rainfall</li> <li>Extreme rainy days are likely to become more frequent throughout the Nelson-Tasman region by 2090 under the highest emissions scenario</li> </ul>
Snowfall	<ul style="list-style-type: none"> <li>A reduction in the number of snow days experienced annually is projected. This is unlikely to affect Nelson City</li> </ul>
Wind	<ul style="list-style-type: none"> <li>The frequency of extremely windy days by 2090 is not likely to change significantly. There may be an increase in westerly wind flow during winter, and north-easterly wind flow during summer</li> </ul>
Storms	<ul style="list-style-type: none"> <li>Future changes in the frequency of storms are likely to be small compared to natural inter-annual variability. Some increase in storm intensity, local wind extremes and thunderstorms is likely to occur</li> </ul>
Sea Level Rise	<ul style="list-style-type: none"> <li>New Zealand tide records show an average rise in relative mean sea level of 1.7 mm per year over the 20th century. Globally, the rate of rise has increased and further rise is expected in the future</li> </ul>



Table 9 – Seasonal Climate Change Impacts (MfE)

Season	Projected Effects
Spring	<ul style="list-style-type: none"> <li>• 0.6°C to 2.6°C temperature rise</li> <li>• 1 per cent less to 1 per cent more rainfall in Nelson</li> </ul>
Summer	<ul style="list-style-type: none"> <li>• 0.6°C to 3.2°C temperature rise</li> <li>• No change to 10 per cent more rainfall in Nelson</li> </ul>
Autumn	<ul style="list-style-type: none"> <li>• 0.7°C to 3.2°C temperature rise</li> <li>• 3 to 7 per cent more rainfall in Nelson</li> </ul>
Winter	<ul style="list-style-type: none"> <li>• 0.7°C to 3.1°C temperature rise</li> <li>• 4 to 11 per cent more rainfall in Nelson</li> </ul>

## Impacts

The key effects that will impact Nelson are sea level rise, heavy rainfall, flooding events, storms, drought and extreme temperatures. The impacts in parks will vary as will responses.

### Sea Level Rise

Sea level rise is one of the biggest climate challenges for Nelson as a large proportion of our urban infrastructure is coastal or low lying. These areas will become more vulnerable to coastal inundation (flooding) as tides and storm surges extend further inland over time.

The main impacts will be more regular inundation of areas around The Wood and CBD (including Halifax, St Vincent, Vanguard, Gloucester and Rutherford Streets). Open coast areas that are exposed to coastal swell such as the Glen, Wakefield Quay/Rocks Road, Tahunanui and Monaco will be subject to increasing coastal inundation and coastal erosion. Key impacts are:

- Parks in low lying areas will not be accessible
- Coastal erosion has the potential to damage assets located in vulnerable coastal areas as well as reducing the area of esplanade parks
- Vegetation in low lying areas which is not resistant to salt water will die off
- Increased risk of liquefaction generally due to higher water table in coastal areas

### Heavy Rainfall and Flooding Events

Higher intensity rainfall events will result in an increase in surface water, stormwater and stream flows. The implications for the community is that without mitigation of these effects, they may experience more regular and extensive flooding from streams, rivers and stormwater overflows. Key impacts this will have on parks activities are:

- Parks affected by flooding will not be accessible
- Stream bridges and culverts are at risk of being damaged during high flow events
- Increased rainfall intensity will result in higher sediment volumes in rivers and streams
- Increased possibilities of slips on steeper areas such as landscape and conservations reserves could impact walking and cycling tracks as well as neighbouring properties and loss of vegetation

## Drought and Extreme Temperatures

With a warmer climate, the community will be exposed to more extreme temperatures and longer and more severe droughts. This will also have a negative impact on the environment, particularly with our streams and rivers. Key impacts this will have on parks activities are:

- An increased likelihood of moving to water restrictions will have an impact on the ability to water fields and vegetation
- Droughts are expected to become more regular and potentially more severe. This will impact vegetation health which could result in the loss of less hardy species
- Droughts will increase the likelihood of forest fires within landscape and conservation reserves. This will have an effect on the accessibility of these reserves as well as damaging the vegetation cover
- An increase in river temperature and a reduction of flow will have a negative impact on the stream health and biodiversity. Potential increase in aquatic weeds and algae as well as the emergence of new pest plants that are better adapted to warmer temperatures. This has the potential to further reduce stream health, biodiversity and hydraulic capacity
- Higher temperatures will further increase demand for shade in parks, playgrounds and central city areas

## Storms

Any increase in storm intensity and wind velocity is likely to impact taller trees within the reserves. Any resulting limb damage and windblown trees will need to be dealt with and could end up with some loss of mature specimen trees in particular. Access to landscape and conservation reserves will need to be monitored to ensure public safety during storm events for any users within these reserves with significant numbers of large trees.



Figure 9 – 2018 Storm Glenduan

## EMISSIONS REDUCTION

In terms of total Council emissions, the Parks and Reserves activity is a relatively minor contributor. Council's open spaces make up less than half a percent of total Council emissions, with the buildings on those spaces contributing around one additional percent of emissions.

Of these emissions, electricity use is the largest source of greenhouse gas emissions, with nitrogen fertiliser also making up a large amount of the activities contribution.

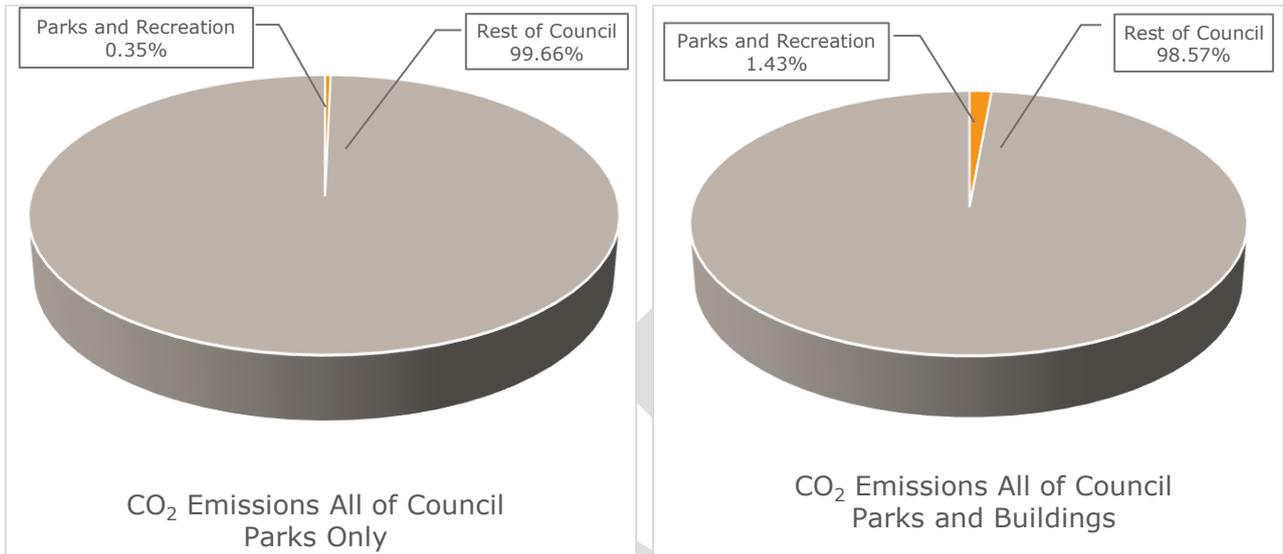


Figure 10 – CO<sub>2</sub> Emissions Council

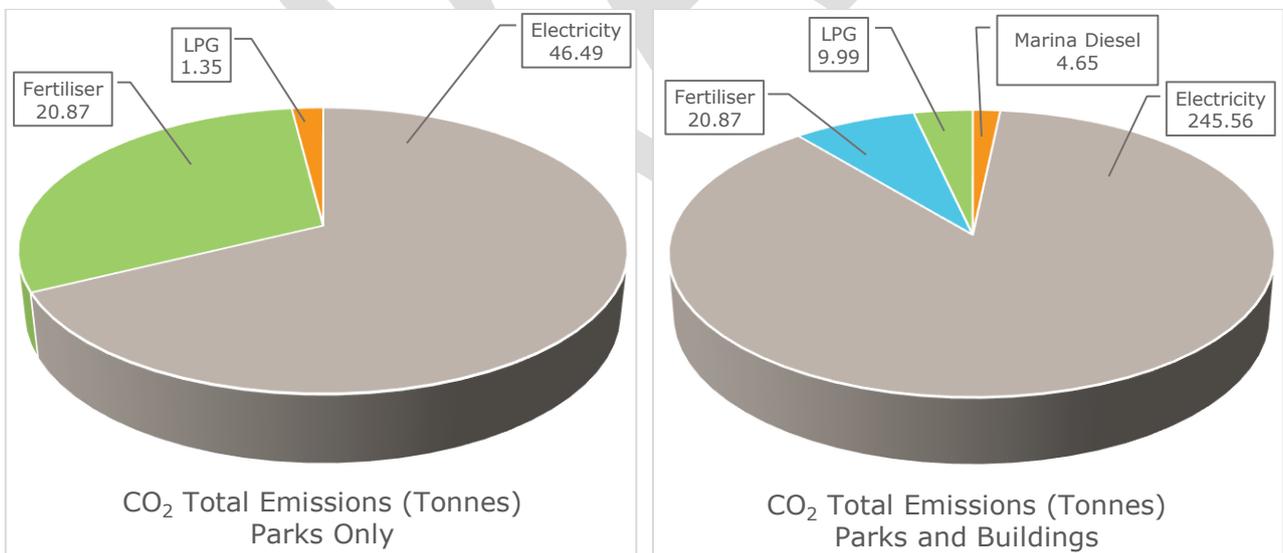


Figure 11 – CO<sub>2</sub> Activity Total Emissions

## CEMARS

Council adopted a Certified Emissions Measurement and Reduction Scheme (CEMARS) in 2018. An action plan to reduce emissions from 2018-23 has been prepared. Actions associated with the Parks and Reserves activity are:

- Building climate change impacts into plans, policies and strategies
- Investigate installation of solar photo-voltaic (PV) at Council buildings and facilities
- Investigate replacing parks light with LED's and install outdoor lighting controllers
- Investigate reducing nitrogen fertiliser use
- Investigate replacement of grazing land with carbon forestry

A breakdown of emissions within the activity is indicated in the following charts which may show areas where meaningful reductions could be targeted.

Vehicle emissions from external contractors have not been included in these calculations. It is likely that these emissions would contribute a not insignificant amount of CO<sub>2</sub> from maintenance activities such as mowing if they were included. In the future, contract discussions with contractors could include aspects around emissions as part of the procurement process to try and reduce overall emissions associated with the parks activity.



Figure 12 – Tahuna Reserve

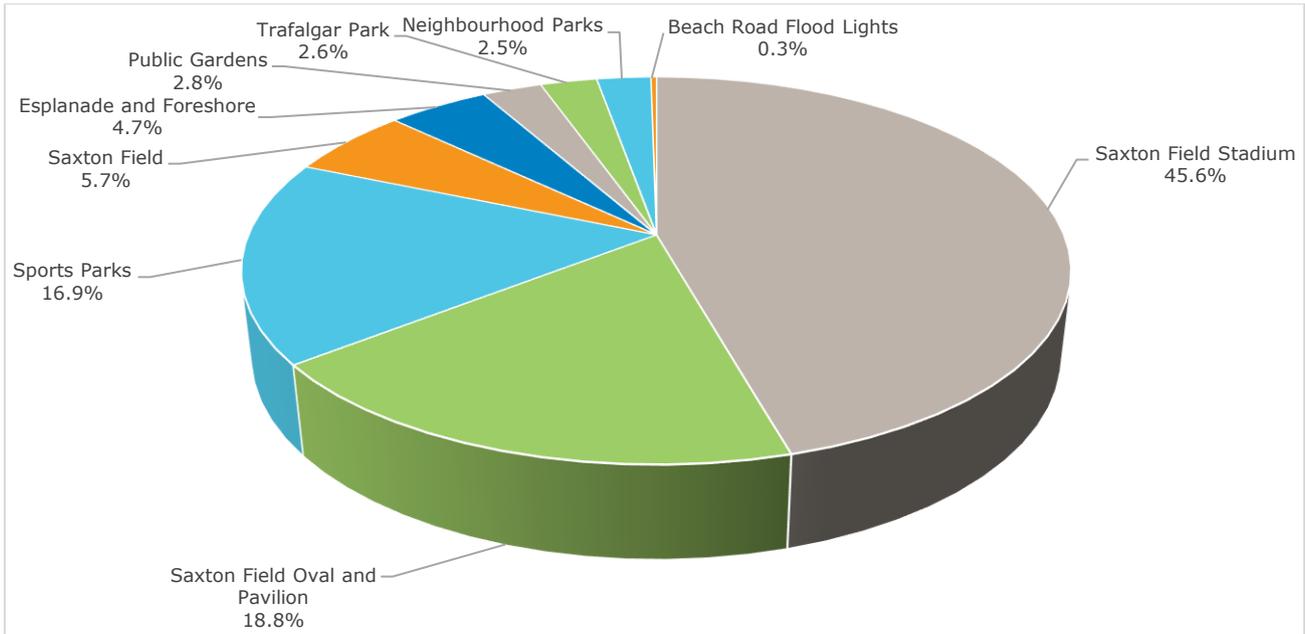


Figure 13 – CO<sub>2</sub> Emissions Parks Only

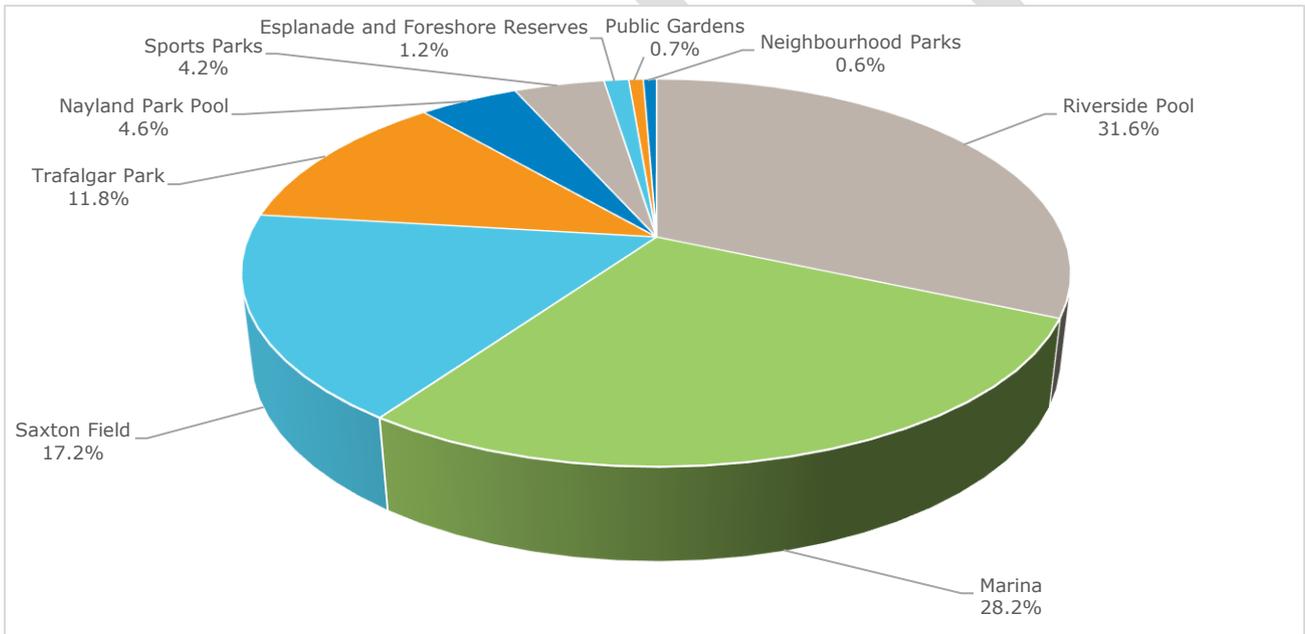


Figure 14 – CO<sub>2</sub> Emissions Parks and Buildings

### Climate Change Adaptation

The effects from climate change will vary depending on the activity, and so will the adaptation response. The LGNZ 2019 report *'Exposed: Climate Change and Infrastructure'* provides guidance for Council particularly on the gathering of relevant, accurate and up to date information. This is to lead the way to better informed decisions around improving Council's long term resilience.

The following diagram describes a five step process councils should follow for climate adaptation. This is based on the Ministry for the Environment's 2017 publication *'Coastal Hazards and Climate Change: Guidance for Local Government'*. This process can be applied to a range of climate-related effects including sea level rise, flooding, and extreme temperatures.



Figure 15 – Climate Change Adaptation Process

Two key strategies that the parks activity will be seeking to implement are:

- **Vulnerability Assessment Strategies** – This considers a combination of steps 1 & 2 of the LGNZ climate change adaptation process. This involves:
  - Data gathering (Environmental/topographical and infrastructure)
  - Establishing a collaborative process to explore values & objectives to guide the adaptive decision making process
  - Assessing the vulnerability and risk (potential likelihood and consequences)
- **Adaptation Strategies** – This considers a combination of steps 3 & 4 of the LGNZ climate change adaptation process. This involves:
  - Developing and understanding options/pathways for adaptation over the short, medium and long term
  - Developing adaptation plans, including options, timeframes, funding sources and responsibilities

It is anticipated that future projects will be identified following the conclusion of these strategies and a placeholder for capital expenditure has been included within the 2021-31 Activity Management Plan for adaptation projects.

## **Council Climate Change Adaptation Framework**

A Council-wide climate change adaptation framework is planned to be developed. This will consider adaptation response to all climate change effects city-wide.

The intention of the adaptation framework is to provide for truly long-term planning (50 to 100+ years) and a transition toward 'adaptive planning' that allows for increasing flexibility in at risk areas (or areas that may become exposed to risk in the future). Better understanding of trigger points, retreat locations, and adaptation options is expected to provide greater certainty for communities, and allow for longer term asset planning and investment.

## **Climate Change Planning Assumptions**

In order to frame the response to climate change, the following assumptions have been made:

- The contribution of renewable energy sources to the national grid will increase over time (currently targeting 90% renewable energy by 2025). This is expected to contribute to a steady reduction in the carbon footprint of Council assets that draw on mains power
- Construction materials and techniques will be available that meet net zero GHG emissions by 2050
- Where emissions cannot be reduced, a Council wide offsetting approach will be developed
- Defend, Retreat or Accommodate: For the purpose of planning the 30 year programme, it is assumed at this stage that investment will continue in low-lying areas that are subjected to coastal and flooding inundation. Following notification of the Nelson Plan it is anticipated that new development in these areas will be designed to be resilient to flooding out to 2130
- Council will seek co-financing where available from Central Government towards implementation of adaptation projects

## **Community Engagement**

Climate change is a significant issue facing Council. In order for the Council to respond to the future challenges, wide community engagement is called for. This is expected to come from a number of Council activities as follows:

- Statutory consultation for the Long Term Plan and Annual Plans
- Whakamahere Whakatū Nelson Plan consultation on natural hazards overlays (including flood maps) and provisions (Objectives, Policies, Rules and Methods)
- Notification of resource consents where required
- Coastal Hazard Adaptation: Consultation is to be undertaken with the wider community on this significant issue

## **Knowledge Gaps**

The following knowledge gaps have been identified.

- A comprehensive vulnerability assessment of climate change impacts on assets
- Council wide adaptation strategy identifying long term responses for each coastal areas
- Comprehensive measuring of Council's emissions

## Mitigation

The parks activity is actively looking for ways to mitigate emissions and adapt to climate change. These include:

- Managed retreat in erosion prone coastal areas of lower value or where attempting to combat natural processes is impossible or economically unfeasible. The primary areas where this is taking place are at Tahuna and Paremata Flats
- Using plant species which have higher resistance to drought, flooding and high temperatures to reduce plant loss and water use
- Increasing canopy cover where possible to reduce temperatures, and erosion from stormwater runoff
- Increasing native cover in preference to exotic monocultures (commercial forestry) to increase resistance to forest fires
- Investigating options to see if the community will accept changes to open space typologies to reduce use of vehicles and machinery and other less sustainable practices such as reduced mowing and maintenance, less manicured gardens and fewer annual garden beds
- Progressively replacing exotic forestry plantations with regenerating permanent native bush (as carbon is only sequestered in wood, the act of harvesting and product manufacture potentially releases any sequestered carbon through products disposal, as well as generating greenhouse gases through the act of harvesting). Slow growing native trees ultimately sequester more carbon than quicker growing exotics, even if both types are left to grow to maturity. Council is in a strong position to promote this activity with our large catchments of Conservation and Landscape reserves which are able to be given long-term protection. With upwards of 8,000 hectares of native bush. Under normal assumptions<sup>1</sup> this could be responsible for removing 13,000,000 tonnes of CO<sub>2</sub> from the atmosphere after 80 years. This is the equivalent of around 650 years of current Council emissions. Sequestration rates for native plants are shown in Figures 15 and 16.

Further options to try and reduce environmental impacts could include:

- Seeking to upgrade and intensify use of existing spaces and places in preference to building new facilities
- Incorporate an assessment of materials used in construction and maintenance to include their carbon footprint and environmental sustainability
- Consider whole of life environmental impacts during assessment of new projects so that the all factors are reflected such as ongoing maintenance requirements, end of life disposal, sustainability and water use alongside the initial set-up considerations
- Request designs for goods and services that have a low environmental impact and minimise ongoing maintenance requirements
- Aim for long-term, timeless designs which do not require constant refreshment and are flexible enough to change with community needs

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<sup>1</sup> (2,000 plants per hectare at 75/25 tree shrub mix)

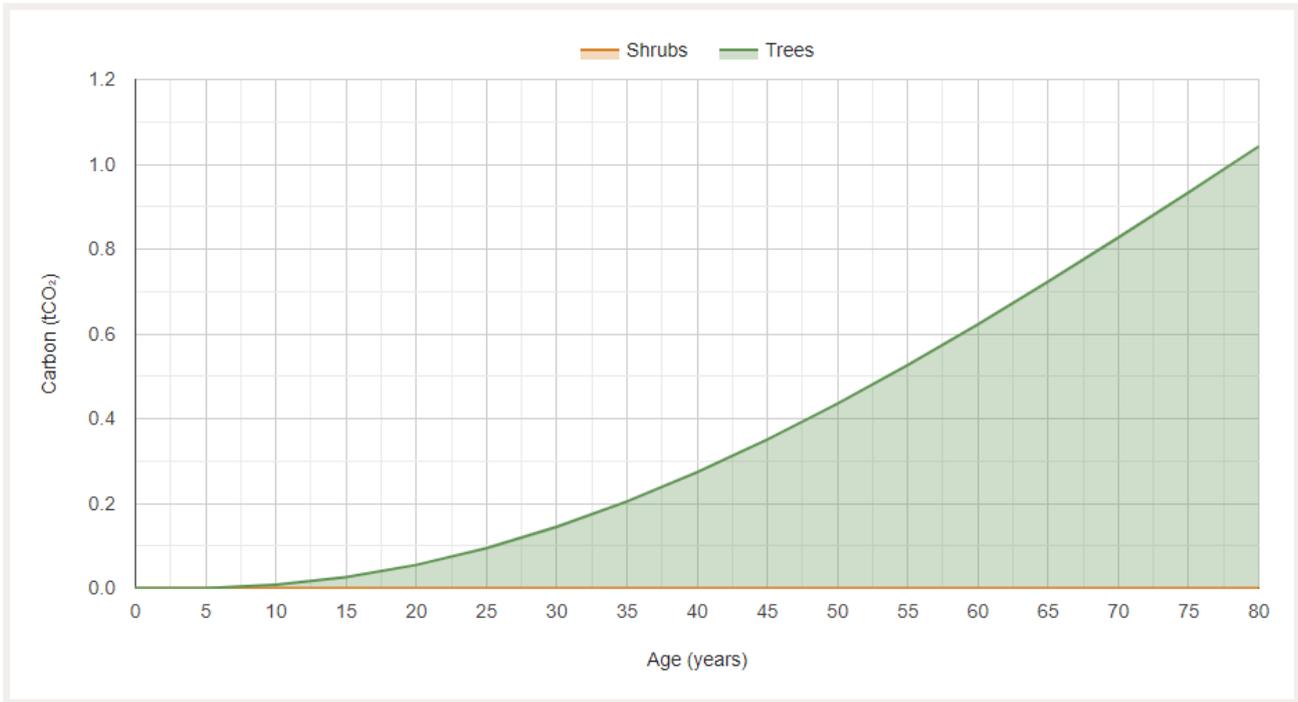


Figure 16 – Typical Rates of Carbon Sequestration per plant for NZ Native Trees<sup>2</sup>



Figure 17 – Typical Rates of Carbon Sequestration per plant for NZ Native Shrubs

<sup>2</sup> Tane’s Tree Trust. The model used is based on a number of growth models and allometric equations developed for New Zealand native trees and shrubs. The actual amount of carbon sequestered can vary based on site quality, stand characteristics and management

## 1.4 ASSET MANAGEMENT MATURITY

The International Infrastructure Management Manual (IIMM) provides an Asset Management Maturity Index. The Nelson City Council Asset Management Policy sets the level of maturity for each Council activity. This plan is a basic plan based on the requirements of the International Infrastructure Management Manual (IIMM 2014) which is aligned with ISO 55001.



*Figure 18 – Queens Gardens*

## 2 LEVELS OF SERVICE

Activity management plans set out the levels of service Council seeks to provide the community. Stakeholder groups can often have different and sometimes conflicting expectations of these levels of service. These expectations need to be managed to achieve the best overall community outcomes.

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. Levels of service are not compulsory obligations, they indicate Council's goals for an activity. Council aims to achieve these goals while being aware of the cost implications of any changes.

In addition to levels of service, the focus areas within this Plan describe broader expectations and goals; drawing on best practice guidance and Council policies and standards. In particular, the Nelson Tasman Land Development Manual provides guidance around mandatory requirements and good practice for the design of residential and business areas. This manual ensures the quality of assets that vest in Council are of a suitable standard for the community.

*Table 10 – Level of Service Influences*

Influences	Impact
Community Outcomes	These are a statement of strategic objectives that provide high level guidance for the scope of current and future services, manner of service delivery and definition of levels of service
Customer Expectations	Information gained from customers on expected quality and price of services
Statutory Requirements	Legislation, regulations, environmental standards and Council By-laws that impact on the way assets are managed (resource consents, building regulations, health and safety legislation). These requirements set the minimum level of service to be provided
Strategic and Corporate Goals	Provide guidelines for the scope of current and future services and manner of service delivery, and define specific levels of service which the organisation wishes to achieve
Industry Standards	The levels of service that other local authorities are providing, best practice and peak body <sup>3</sup> guidelines
Reserve Management Plans	Reserve management plans are a form of agreement between the reserve administering body and the community about how parks are maintained, used, protected, preserved, enjoyed and developed

<sup>3</sup> An organisation which represents an entire sector of industry or the community to the government, often incorporating other organisations in that area such as Sport NZ, Recreation Aotearoa etc.

## 2.1 CUSTOMER RESEARCH AND EXPECTATIONS

Levels of service are included in the Long Term Plan consultation process. Council has also undertaken a range of consultation processes in the past around service provision. These consultation processes are detailed below.

Table 11 – Consultation Processes

Processes	When	Reasons	Extent	Value
Residents' Survey	Most years since 1998	Satisfaction with Council services	300-400 resident telephone survey	Responsiveness
Long Term Plan	Every 3 years	Legislative requirement of Local Government Act 2002	Public submissions invited Local papers and website adverts	Sustainability Reliability Capacity Responsiveness
Annual Plan	Each year that changes to the LTP are proposed	Local Government Act 2002 requirement	Public submissions invited Local papers and website adverts	Sustainability Reliability Capacity Responsiveness
Reserve Management Plan Creation or Review	Whenever engaging on plans	Local Government Act 2002 and Reserves Act 1977 requirement	Public submissions invited Local papers and website adverts	Reliability Capacity Responsiveness
Non-regulatory strategies and plans	Whenever engaging on plans	To seek community input into proposed strategy/policy.	Feedback requested Local papers and website adverts	Dependent on strategy or policy



## Residents' Survey

The purpose of the Residents' Survey is to get statistically significant 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. Responses to these survey questions influence operational and planning work and priorities, helping to identify gaps in Council's service delivery goals.

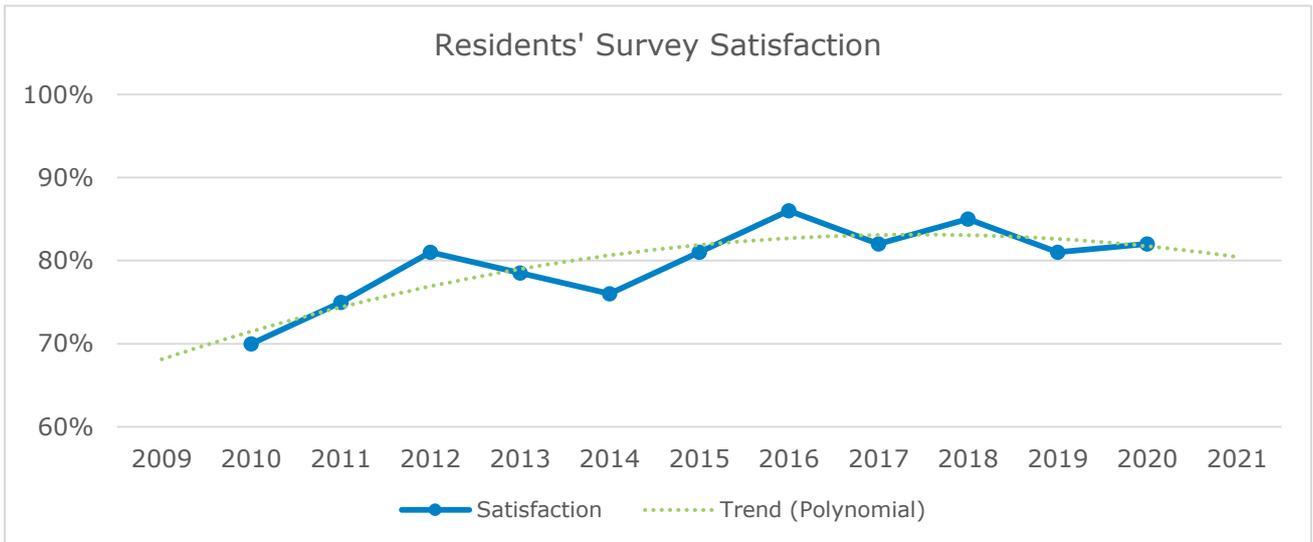


Figure 19 – Residents' Satisfaction with Parks and Recreation Provision

Add a short summary

## 2.2 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 below.

Table 12 – Parks and Reserves Community Outcomes

Community Outcome	Parks and Reserves Activity Contribution
Our unique natural environment is healthy and protected	<ul style="list-style-type: none"> <li>• Parks have a key role in improving the health of waterways through riparian planting which filters nutrients, reduces water temperature and helps control erosion</li> <li>• Pest and weed control programmes support biodiversity</li> <li>• Council manages some land as Landscape Reserves, to protect and enhance the City's unique hill backdrop</li> <li>• Over 10,000 hectares of backcountry is managed by Council, much of it publicly accessible native forest</li> </ul>
Our urban and rural environments are people-friendly, well planned and sustainably managed	<ul style="list-style-type: none"> <li>• Reserves acquired through subdivision should be appropriately located, well connected and on suitable land</li> <li>• Council provides open spaces, play equipment and cycling and walking connections across the city</li> </ul>
Our infrastructure is efficient, cost effective and meets current and future needs	<ul style="list-style-type: none"> <li>• High quality playing surfaces and facilities to attract events and provide for local user expectations</li> <li>• Surfaces are developed and monitored using industry best practice</li> </ul>
Our communities have access to a range of social, educational and recreational facilities and activities	<ul style="list-style-type: none"> <li>• Healthy, accessible and safe recreation opportunities are offered that meet community needs and improve wellbeing</li> <li>• Reserves support a wide range of sports and recreation facilities for all ages and abilities</li> <li>• Reserve locations often protect, enhance and interpret Nelson's human heritage and historic sites</li> <li>• Use of reserves for community events is encouraged</li> </ul>
Our Council provides leadership and fosters partnerships, a regional perspective, and community engagement	<ul style="list-style-type: none"> <li>• Working with a range of Trusts, Clubs, Codes and Community Groups and often undertaking development through co-funding agreements</li> <li>• Saxton Field continues to be developed in partnership with Tasman District Council</li> </ul>
Our communities have opportunities to celebrate and explore their heritage, identity and creativity	<ul style="list-style-type: none"> <li>• Many reserves have significant heritage values which are celebrated and protected</li> <li>• Venues for a range of festivals and events that showcase the region's creativity</li> </ul>

Community Outcome	Parks and Reserves Activity Contribution
Our region is supported by an innovative and sustainable economy	<ul style="list-style-type: none"> <li>Quality reserves and recreation opportunities enhance quality of life, forming a key part of making Nelson a better place; which in turn encourages new residents and tourism to the region</li> </ul>

Council Goals, Priorities and Focuses	Parks and Reserves Activity Contribution
<b>Smart Little City</b>	
Economic <ul style="list-style-type: none"> <li>Wellbeing Aspect</li> <li>Support the Regional Economy</li> <li>Destination</li> </ul>	<ul style="list-style-type: none"> <li>Add</li> </ul>
Infrastructure <ul style="list-style-type: none"> <li>City Centre Development</li> <li>Walkable City</li> </ul>	<ul style="list-style-type: none"> <li>Add</li> </ul>
Environment <ul style="list-style-type: none"> <li>Wellbeing Aspect</li> <li>Sustainable transport culture</li> <li>Maitai River Precinct</li> <li>Positive response to climate change</li> <li>Blue-Green Heart</li> <li>Walkable City</li> </ul>	<ul style="list-style-type: none"> <li>Add</li> </ul>
Social and Cultural <ul style="list-style-type: none"> <li>Wellbeing Aspects</li> <li>Liveable Centre</li> </ul>	<ul style="list-style-type: none"> <li>Add</li> </ul>
Lifting Council Performance	<ul style="list-style-type: none"> <li>Add</li> </ul>

## 2.3 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 with the key Acts described below (a more extensive list of statutes and policies affecting parks and reserves is provided in Appendix 9.2).

Table 13 – Legislation Impacting Parks Activity

Legislation	Implications
Local Government Act 2002 and Amendments	<ul style="list-style-type: none"> <li>• Allows Council to make by-laws for the regulation of reserves and public places</li> <li>• Allows Council to set funding priorities for spending on parks maintenance and development</li> <li>• Requires consultation with communities before the disposal of land assets if these are used principally for community, recreational, environmental, cultural, or spiritual purposes.</li> <li>• Allows Council to collect development contributions for the funding and provision of reserve land and infrastructure required to meet the needs of community growth</li> </ul>
Reserves Act 1977	<ul style="list-style-type: none"> <li>• Requires and empowers Council to administer and manage the reserves under its control to ensure their use, enjoyment, maintenance, protection, preservation, and (as resources permit) their development</li> <li>• The Act identifies a system of classification for reserves, and ensures that reserves are classified and managed accordingly</li> </ul>
Health and Safety at Work Act 2015	<ul style="list-style-type: none"> <li>• The HSWA requires local authorities to manage all property assets in a safe manner, and conduct or arrange all works associated with the properties to facilitate the Act's requirements for health and safety in the workplace</li> </ul>
Building Act 2004 and Amendment 2017	<ul style="list-style-type: none"> <li>• Local Authorities are subject to the terms and conditions of the NZ Building Act, and all buildings related to reserves are to comply in design and construction with the requirements of the Act, and must be managed to facilitate requirements of the Act concerning any building warrants of fitness</li> </ul>
Biosecurity Act 1993	<ul style="list-style-type: none"> <li>• The role of regional councils (which Nelson City Council holds as a unitary council) is to undertake monitoring and surveillance of established pests and to prepare and implement regional pest management strategies</li> <li>• The Tasman Nelson Regional Pest Management Plan 2019-2029 maintains access to Biosecurity Act powers to manage regionally significant pests, and is described further in Appendix 9.2</li> </ul>

Legislation	Implications
Resource Management Act 1991	<ul style="list-style-type: none"> <li>• Requires Councils to: <ul style="list-style-type: none"> <li>○ Sustain the potential of natural and physical resources to meet the reasonable foreseeable needs of future generation</li> <li>○ Comply with District and Regional Plans</li> <li>○ Avoid, remedy or mitigate any adverse effect on the environment</li> <li>○ Take into account the principles of the Treaty of Waitangi in exercising functions and powers under the Act relating to the use, development, and protection of natural and physical resources</li> <li>○ Comply with resource consents issued by the Nelson City Council for any subdivision of Council owned land, or other development of Council’ s own property assets that may have an effect on the neighbouring community and environment</li> </ul> </li> </ul>
Te Tau Ihu Settlement Acts 2014	<ul style="list-style-type: none"> <li>• The Acts are the outcome claims lodged by the eight iwi with Central Government and provide for Cultural, Relationship and Financial redress. These three Acts have statutory obligations for Council in respect to general decision making processes and comprise: <ul style="list-style-type: none"> <li>○ The Ngāti Kōata, Ngāti Rārua, Ngāti Tama ki Te Tau Ihu, and Te Ātiawa o Te Waka-a-Māui Claims Settlement Act 2014</li> <li>○ The Ngāti Apa ki te Rā Tō, Ngāti Kuia, and Rangitāne o Wairau Claims Settlement Act 2014</li> <li>○ The Ngāti Toa Rangatira Claims Settlement Act 2014</li> </ul> </li> <li>• Statutory acknowledgments may impact works programmes within the Activity 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</li> </ul>
Climate Change Response (Zero Carbon) Amendment Act 2019	<ul style="list-style-type: none"> <li>• <b>Add</b></li> </ul>
Camping Ground Regulations 1985	<ul style="list-style-type: none"> <li>• <b>Add</b></li> </ul>
Freedom Camping Act 2011	<ul style="list-style-type: none"> <li>• <b>Add</b></li> </ul>

## 2.4 PARKS STANDARDS

NZRA/Recreation Aotearoa Parks Categories are used as the basis for standards of parks provision, development and maintenance. Within the parks category framework is also a management hierarchy that is used to organise parks into sub-categories. This allows more detailed development and maintenance standards to be applied to the various categories of parks, and also to reserves that are not actively maintained by Council.

Table 14 – Parks Management Standards

Management Standards		
Level	Use	Description
Standard 1	High	Highest level of asset provision, using quality materials and bespoke designs. Maintenance is undertaken to the highest affordable standards, with quick response times and proactive programmed operations
Standard 2	Medium	Moderate level of asset provision, using robust materials and simple designs. Maintenance is undertaken to good standards, with standard response times and programmed operations
Standard 3	Low	Lowest level of asset provision, using robust materials and simple designs. Maintenance is undertaken to the lowest acceptable standard, with longer response times and fewer programmed operations



Figure 20 – Church Hill/Pikimai

### **Destination Parks (Standard 1)**

Destination parks service a wider catchment than the immediate neighbourhood in which they are located, either because of their intrinsic attractions or their level of development. Destination parks are often larger than local parks and have a higher capacity for use. They are often also developed to a higher standard than local parks as they have a significant use by visitors to the Nelson District, and therefore need to present Nelson well as a visitor destination. Examples in Nelson would be Saxton Field and Trafalgar Park.

### **Local Parks (Standards 2 and 3)**

Neighbourhood parks service the immediate local area, usually a residential community within walking distance or a short drive. These parks are usually smaller in size than destination parks, and have more limited facilities. The quality of facilities will be suitable for local community use, and not as high as destination parks.

### **Parks and Reserves Categories Typical Development Standards**

Recreation Aotearoa provides guidance on open space development standards which is summarised in the following tables.

Add further description

DRAFT

## Parks and Reserves Categories Typical Development Standards

Neighbourhood Parks		
Primary Purpose	Level One Development Standard	Level Two and Three Development Standard
A developed urban park developed to provide space for informal play, social gatherings, meeting places, relaxation and enjoyment	<ul style="list-style-type: none"> <li>• High quality furniture and facilities</li> <li>• High quality surfaces and pathways</li> <li>• Litter bins</li> <li>• Decorative and wayfinding lighting provided in appropriate locations</li> <li>• Public conveniences where appropriate.</li> <li>• High quality amenity landscaping</li> <li>• Annual beds where appropriate</li> <li>• Permanent gardens and vegetation to suit Nelson’s climate and provide high amenity value and significant trees in appropriate locations</li> <li>• High quality wayfinding signage and technology</li> <li>• Public artworks where appropriate</li> <li>• 3 phase power outlets available if appropriate</li> <li>• Destination playground if location appropriate</li> </ul>	<ul style="list-style-type: none"> <li>• Playgrounds distributed to meet the needs of the surrounding community on larger parks, in safe easily accessible locations</li> <li>• Where playgrounds are provided, paths, seating, trees and litter bins provided</li> <li>• Significant vegetation and open green spaces</li> <li>• Pathways where necessary</li> <li>• Minimal vehicle access provision</li> <li>• Public conveniences, gardens and sporting facilities (e.g. tennis courts) where need is demonstrated but these are generally the exception</li> <li>• Development is such that operational maintenance should be minimal</li> <li>• Local public artwork where appropriate</li> <li>• Appropriate wayfinding signage</li> </ul>
Description		
The primary type of public open space available for informal public use. Generally designed as less intense spaces used for social, amenity and relaxation purposes.		

## Conservation Reserves

Primary Purpose	Level One Development Standard	Level Two and Three Development Standard
<p>Experience and/or protection of the natural environment</p> 	<ul style="list-style-type: none"> <li>• Low level of artificial development as the main purpose of the park is conservation and appreciation of natural values</li> <li>• Minimal maintenance to allow for natural processes to take place</li> <li>• High quality vegetation focused on native biodiversity</li> <li>• Significant vegetation cover with minimal grassed open spaces</li> <li>• Typically no vehicle access except for maintenance and park boundary parking</li> <li>• Extensive all weather pathways</li> <li>• Public conveniences where necessary</li> <li>• Interpretive, wayfinding and regulatory signage</li> <li>• Some shelter and furniture in key locations, boardwalks, lookouts and stairways in appropriate locations to protect environment, improve experience and enhance accessibility</li> </ul>	<ul style="list-style-type: none"> <li>• Low level of development as the main purpose of the park is conservation and appreciation of natural values</li> <li>• Minimal maintenance to allow for natural processes to take place</li> <li>• Good quality vegetation focused on native biodiversity</li> <li>• Typically no vehicle access except for maintenance</li> <li>• Interpretive, wayfinding and regulatory signage</li> <li>• Generally development is limited to walking or cycling tracks and some fencing</li> </ul>

### Description

Widely defined to include: native bush areas, wetlands, forestry, restoration areas or other natural landscapes. Higher use sites may include ancillary visitor facilities. Typically large scale sites with low impact recreation activity.

## Public Gardens

Primary Purpose	Level One Development Standard	Level Two and Three Development Standard
<p>High quality plant collections and landscaping provided for relaxation, contemplation, appreciation, education, events, functions and their amenity/intrinsic value</p>	<ul style="list-style-type: none"> <li>Public gardens are developed to a high standard as both a visitor and local attraction</li> <li>Diverse high quality and well maintained gardens and displays</li> <li>Extensive, large scale vegetation</li> <li>Extensive irrigated lawns</li> <li>High quality assets which may include, but are not limited to, paving, paths, public art, lighting, decorative fencing, drinking fountains, water features, gazebos, shade structures, interpretive, wayfinding and regulatory signage, display houses, seating, bins and playgrounds</li> <li>High quality public conveniences</li> <li>Vehicle management, internal roading and parking</li> <li>Capable of holding large events</li> </ul>	<ul style="list-style-type: none"> <li>Good quality, well maintained gardens possibly with horticultural/botanical displays and interpretation signage</li> <li>Typically no vehicle access except for maintenance</li> <li>Standard quality furniture with seating, litter bins and paths through the garden</li> </ul> 

### Description

Significant parks with an emphasis on high quality horticultural displays. Primarily focused on creating beauty and tranquillity through quality design, maintenance and other features reflecting the park's character. Public gardens generally exhibit some of the following values: peaceful, horticultural diversity, destination place, specific unique character or feature, historic, cultural or artistic value.



## Sportsgrounds

Primary Purpose	Level One Development Standard	Level Two and Three Development Standard
Organised competition sport and recreation activity, recreation facilities and buildings, often multiple use	<ul style="list-style-type: none"> <li>• Districtwide services</li> <li>• Public toilets</li> <li>• Vehicle management, internal roading and parking</li> <li>• Sports field lighting</li> <li>• Superior quality sports surfaces and facilities (irrigated)</li> <li>• Standard quality furniture, information and wayfinding signage</li> <li>• High quality vegetation with significant trees</li> <li>• Playground</li> </ul>	<ul style="list-style-type: none"> <li>• Training facilities and changing rooms (often club provided)</li> <li>• Public conveniences (usually opened by users only when the park is in use)</li> <li>• Vehicle management, internal roading and parking</li> <li>• Vegetation in suitable locations</li> <li>• High quality sports surfaces (irrigated where necessary)</li> <li>• Playgrounds or youth facilities in residential areas</li> <li>• Minimal furniture provision is minimal</li> </ul>
<b>Description</b> A sport and recreation park is designed and used primarily for sport and recreation, and is often multi-use, providing a range of community and sporting activities and facilities.		



Figure 21 – Saxton Oval

## Play Facilities

Primary Purpose	Level One Development Standard	Level Two and Three Development Standard
<p>To enable people to engage in play in a safe organised environment. Play enables people to develop motor-skills, communication and problem-solving. It also allows children in particular to learn to interpret risk in a relatively safe environment.</p>	<ul style="list-style-type: none"> <li>• Large, premium playspace designed for a whole city and/or as a regional attraction in a safe, easily accessible location with good public accessibility</li> <li>• High quality supporting assets which may include, but are not limited to, paving, paths, lighting, drinking fountains, shade structures, interpretive signage, seating, rubbish bins and public conveniences</li> <li>• Inclusive design with all abilities, accessibility and features</li> <li>• Bespoke design with larger play features incorporating surrounding elements of the existing landscape</li> <li>• Wide variety of play options and equipment, often themed to represent a story or idea, or to represent local history and culture</li> <li>• Superior quality fittings, elements and play pieces</li> <li>• May incorporate different types of play such as natural, themed etc.</li> <li>• Catering to families and intergenerational visitors to spend a 'day out'</li> </ul>	<ul style="list-style-type: none"> <li>• Meet the needs of the surrounding local community in safe easily accessible locations</li> <li>• Paths, seating, trees and litter bins provided where appropriate</li> <li>• Pathways where necessary</li> <li>• Public conveniences are an exception</li> <li>• Development is such that operational maintenance should be minimised</li> </ul> 

### Description

Usually catering to children, but may be designed for any or all age groups or for specific user groups. Incorporating built or natural recreational equipment to provide informal opportunities for physical movement. Playgrounds in Nelson are defined as areas having a minimum of three pieces of separate play equipment.

## Built Assets

Primary Purpose	Level One Development Standard	Level Two and Three Development Standard
To support and complement the public use and enjoyment of parks and reserves.	<ul style="list-style-type: none"> <li>• Superior quality assets with best available materials</li> <li>• Often bespoke designs tailored for a specific location</li> <li>• Maximum durability and robustness to cater for high numbers of users</li> </ul>	<ul style="list-style-type: none"> <li>• Quality chosen to suit location</li> <li>• Often mass-produced, off the shelf designs</li> <li>• Relatively easily repaired or replaced; with replacement parts likely to be easy to source</li> </ul>

### Description

Supporting assets which enable better use or enjoyment of open space. These may include assets such as lighting, furniture, signage, shelters, bridges, bicycle racks and litter bins etc. Buildings excluding Saxton Field are covered in the Property and Facilities Activity Management Plan.

## Tree and Amenity Plantings

Primary Purpose	Level One Development Standard	Level Two and Three Development Standard
To enhance public use and enjoyment of a public space by providing a counterbalance to the scale and materiality of built assets and modified landforms	<ul style="list-style-type: none"> <li>• High quality and/or high value plants in designed formats</li> <li>• Often high value specimen trees in specific locations with an important function</li> <li>• Maintained to a high level with frequent scheduled inspections and regular pruning and care</li> <li>• Irrigated if necessary to maintain premium appearance and health</li> </ul>	<ul style="list-style-type: none"> <li>• May be irrigated if convenient to do so</li> <li>• Regular quality plants</li> <li>• Less frequent scheduled maintenance, often reactive</li> </ul>

### Description

Plants chosen to complement open spaces through form, scale, materiality, attractiveness or impact on the physical setting. Plants may be chosen for specific purposes such as screening, shelter, beauty, seasonal change, ground stability, shade, productivity, drought and fire resistance etc.

## Esplanade and Foreshore Reserves

Primary Purpose	Level One Development Standard	Level Two and Three Development Standard
<p>Depending on the setting an Esplanades may contribute to the protection of conservation values of the land and/or waterway; enable public access to or along any sea, river or lake; or enable public recreation and social activity, particularly in support of water based recreation activities</p>	<ul style="list-style-type: none"> <li>• Relatively high development standard due to the high numbers of users</li> <li>• Vehicle management, internal roading and parking areas where appropriate (often associated with boat launching ramps)</li> <li>• Public conveniences where appropriate</li> <li>• High quality furniture including litter bins, picnic tables, seats and signage</li> <li>• Wide, shared pathways</li> <li>• Trees and vegetation are planted for conservation, shade and amenity values</li> <li>• Vegetation to mitigate lakeshore erosion where necessary</li> <li>• Development may incorporate facilities such as lighting, signage, jetties and ramps to complement the use of boat ramps</li> <li>• Playgrounds where appropriate</li> <li>• Development is generally focused around access points and parking areas</li> </ul>	<ul style="list-style-type: none"> <li>• Pathways may be provided in popular areas or where there is need for a linkage</li> <li>• Limited vehicle access</li> <li>• Limited furniture and signage; generally only provided where there is vehicle access</li> <li>• Vegetation to mitigate lakeshore erosion where necessary</li> <li>• Trees and vegetation are planted for, conservation, shade and amenity values</li> </ul>

### Description

A strip of land adjacent to a water margin; often a semi-natural setting with varying degrees of modification and development depending on the setting and purpose of the esplanade reserve.

## Walkways and Cycleways (including Mountain Bike Trails)

Primary Purpose	Level One Development Standard	Level Two and Three Development Standard
<p>Open space linkages and corridors. Catering for walking and cycling activities and active transport linkages.</p>	<ul style="list-style-type: none"> <li>• High use paths constructed to all-weather standard and generally sealed or concrete with a minimum 2.5m width and separated from vehicle traffic where possible</li> <li>• Mountain bike tracks to be safe and useable, constructed to best practice standards to minimise conflict, erosion and negative effects on surrounding landscape</li> <li>• High quality assets, including but not limited to, public conveniences, lookouts, seating, tables, shelters, litter bins and drinking fountains</li> <li>• Washdown areas at mountain bike hubs</li> <li>• Interpretive, wayfinding and regulatory signage</li> </ul>	<ul style="list-style-type: none"> <li>• Usually relatively minimal development, with limited furniture and signage</li> <li>• Public conveniences and litter bins will generally be an exception, but may be installed where appropriate</li> <li>• Wayfinding and regulatory signage where needed</li> <li>• Pathways often unsealed</li> <li>• Minimal furniture</li> </ul>

### Description

Areas of open space, often linear in nature, which provide pedestrian and cycle linkages, or paths for active recreation.



## 2.5 CURRENT LEVEL OF SERVICE

A review of levels of service statements was undertaken prior to the development of the 2021-31 AMP. The number of Level of Service measures have been reduce from 20 to 14.

## 2.6 DESIRED LEVEL OF SERVICE

The levels of service included in this Plan seek to provide appropriate, cost effective outcomes for the community and parks users. The levels of service cover four broad areas with specific purposes. These areas are Parks and Reserves (general open space), Sportsgrounds, Play Facilities and Saxton Field. Saxton Field, being managed in partnership with TDC, and being such a unique park catering to multiple activities requires its own explicit measures. The levels of service and associated performance targets are outlined in the following tables.

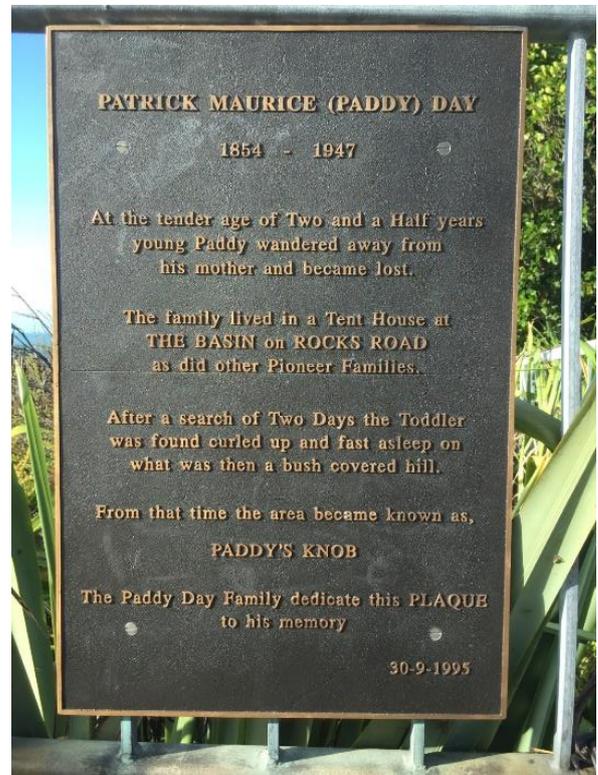


Figure 22 – Paddy's Knob

Table 15 – LOS Parks and Reserves

Community Outcomes	Level of Service	Performance Measure	Performance Targets				
<b>Parks and Reserves</b>			Previous /Current	21/22 (Yr 1)	22/23 (Yr 2)	23/24 (Yr 3)	Measuring
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 (%) that are satisfied with Council provided parks and recreation	82%	80%	80%	80%	Regular satisfaction survey
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 unique natural environment is healthy and protected	Sufficient open space is provided in the City	Area (hectares) of Neighbourhood Park per 1,000 residents <sup>4</sup>	1.53ha	>1.7ha	>1.7ha	>1.7ha	GIS system analysis and report
	Neighbourhood parks are conveniently located	Urban residential properties (%) within 800m walking distance of publicly accessible open space <sup>5</sup>	99% <sup>6</sup>	99%	99%	99%	GIS system analysis and report
	Pest and weed species are controlled in Council administered reserves	Objectives from ERP's are met for programmed works	Yes	Yes	Yes	Yes	Internal Audit
	Esplanade and Foreshore Reserves are managed to protect and enhance ecological values	Riparian trees and shrubs (number) planted annually on Council administered reserves	11,500	10,000	10,000	10,000	Internal Audit
Our urban and rural environments are people-friendly, well planned and sustainably managed	Council maintained trees are well managed	Arborist condition inspection frequency (years) for Council managed urban street trees	3 yearly	3 yearly	3 yearly	3 yearly	Internal Audit

<sup>4</sup> 54,600 residents as at June 2020 (52,700 June 2018) (StatsNZ)

<sup>5</sup> Defined as a Public Garden, Neighbourhood Park or a Sportsground (excluding Trafalgar Park)

<sup>6</sup> 175 of 18,415 properties

Table 16 – LOS Sportsgrounds and Saxton Field

Community Outcomes	Level of Service	Performance Measure	Performance Targets				
<b>Sportsgrounds</b>			Previous/ Current	21/22 (Yr 1)	22/23 (Yr 2)	23/24 (Yr 3)	Measuring
Our infrastructure is efficient, cost effective and meets current and future needs	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	GIS system analysis and report
Our communities have access to a range of social, educational and recreational facilities and activities	Sportsground facilities are managed to meet the recreational needs of the community	Residents (%) satisfied with Sportsgrounds	New measure	80%	80%	80%	Regular satisfaction survey
<b>Saxton Field</b>			Previous/ Current	21/22 (Yr 1)	22/23 (Yr 2)	23/24 (Yr 3)	Measuring
Our infrastructure is efficient, cost effective and meets current and future needs	Buildings are maintained and are fit for the intended purpose	Buildings condition rating (average)	Grade 3	Grade 3	Grade 3	Grade 3	Condition rating assessment
Our communities have access to a range of social, educational and recreational facilities and activities	Saxton Oval buildings are capable of hosting international cricket	NZ Cricket WOF standard for international matches	Attained	Attain	Attain	Attain	NZ Cricket assessment
Our Council provides leadership and fosters partnerships, a regional perspective, and community engagement	Saxton Stadium is well utilised	Usage (hours) of the stadium per annum	1,097 <sup>7</sup>	1,450 hrs	1,450 hrs	1,450 hrs	Internal booking system audit

<sup>7</sup> This number was significantly affected by closures associated with COVID-19

Table 17 – LOS Playspaces

Community Outcomes	Level of Service	Performance Measure	Performance Targets				
<b>Play Facilities</b>			Previous/ Current	21/22 (Yr 1)	22/23 (Yr 2)	23/24 (Yr 3)	Measuring
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	A range of playspace experiences are provided	Overall ratio of different equipment types incorporated into playgrounds <ul style="list-style-type: none"> <li>• 35-45% traditional</li> <li>• 25-35% modern</li> <li>• 25-35% natural</li> </ul>	New Measure	Achieve end of current renewal cycle (12yrs)	Achieve end of current renewal cycle (11yrs)	Achieve end of current renewal cycle (10yrs)	Internal audit GIS system analysis and report
	Play facilities are conveniently located	Urban residential properties (%) within 1,000m walking distance of a playground <sup>8</sup>	96% <sup>9</sup>	95%	95%	95%	GIS system analysis and report
	Play facilities meet the needs and expectations of the community	Residents (%) satisfied with play facilities	New Measure	80%	80%	80%	Regular satisfaction survey

<sup>8</sup> Defined as having three or more pieces of play equipment.

<sup>9</sup> 713 of 18,415 properties

## 3 FUTURE DEMAND

### 3.1 DEMAND DRIVERS

Key factors influencing demand for parks and reserves include population and demographic forecasts, visitor numbers and changes in recreation trends. Assessment of future demand for parks and reserves is less certain than many other Council activities.

The location, type and extent of public open space are to a degree dictated by the location, type and extent of private development. Council can identify areas for residential expansion; but the specific development opportunities may not be identified until much later. Developments are also subject to economic factors and other forces which create uncertainty around timing and scale. At this time the primary locations of designated greenfield development which may lead to new parks and open space development are in Stoke and the inland valleys.

There is also an increasing ambition to promote intensification development of brownfield sites. This leads to economies of scale in infrastructure provision, but can lead to a requirement for increased levels of service of existing open spaces to service additional residents.

#### **Submissions and Feedback**

Council also gauges demand from the community through feedback and submissions.

Some of the key themes have included:

- Requests from sport codes and interest groups for specific facilities
- Concern over control of weeds
- Support or opposition for specific activities on reserves
- Support for mountain biking and associated infrastructure



*Figure 23 – Trafalgar Park/Baydreams*

## 3.2 DEMAND FORECASTS

### Population and Demographics

Projected population projections for Nelson over the next 25 years are identified below.

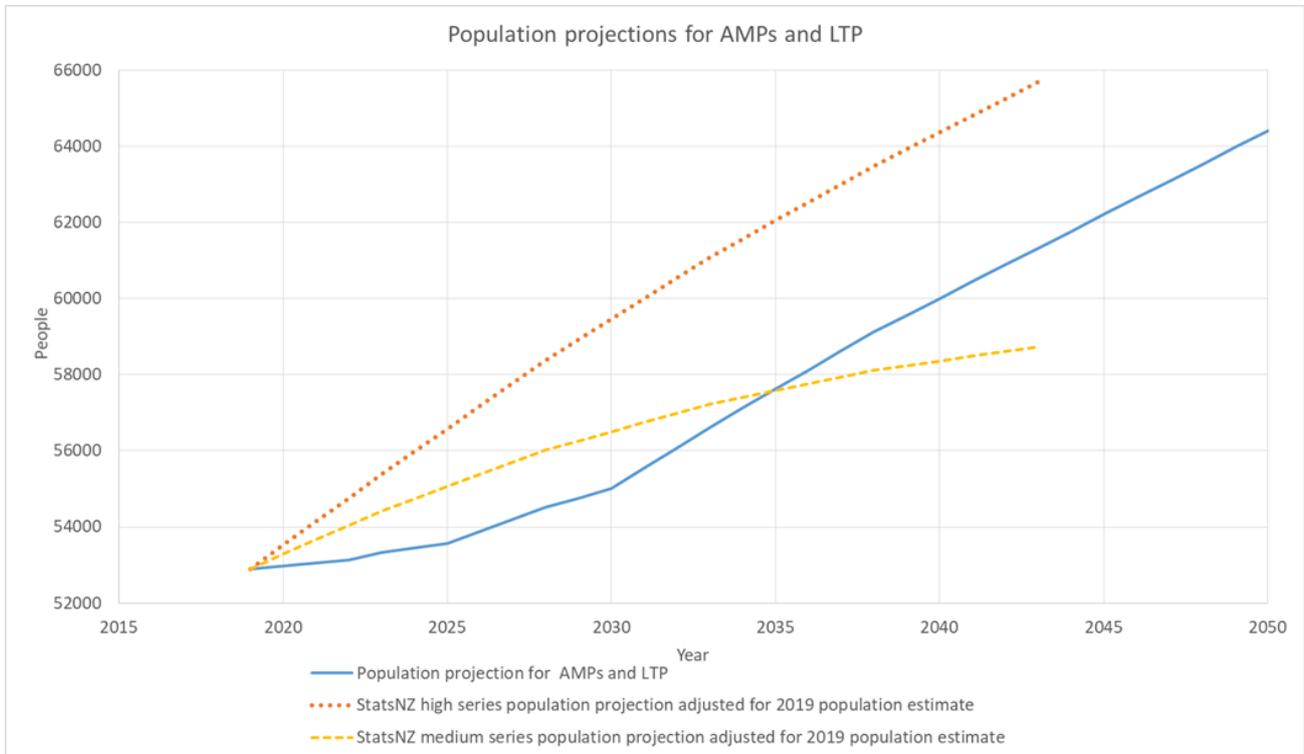


Figure 24 – Population Projections (Council City Development Team) **(UPDATE once confirmed)**

Since the previous AMP projections, COVID-19 has had a large impact on the projected populations. Previous scenarios using the high growth scenario projected the population to increase by 6,100 residents between 2018 and 2028 and the number of households to increase by 3,100. The latest projections indicate a slowing in growth over this period before returning to a greater rate of growth. This scenario indicates growth of 2,500 residents between 2021 and 2031; significantly less than pre-COVID-19 forecasts. Individual households however are expected to rise by 2,200 over the same period.

This indicates that 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.

This slowdown in growth may provide an opportunity for consolidation of existing assets, and space to consider more planning aspects of asset management, rather than focussing on keeping abreast of ongoing development demands. This may also result in fewer development contributions being collected which could affect investment in asset development.

Based on current information about available residential land, 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.

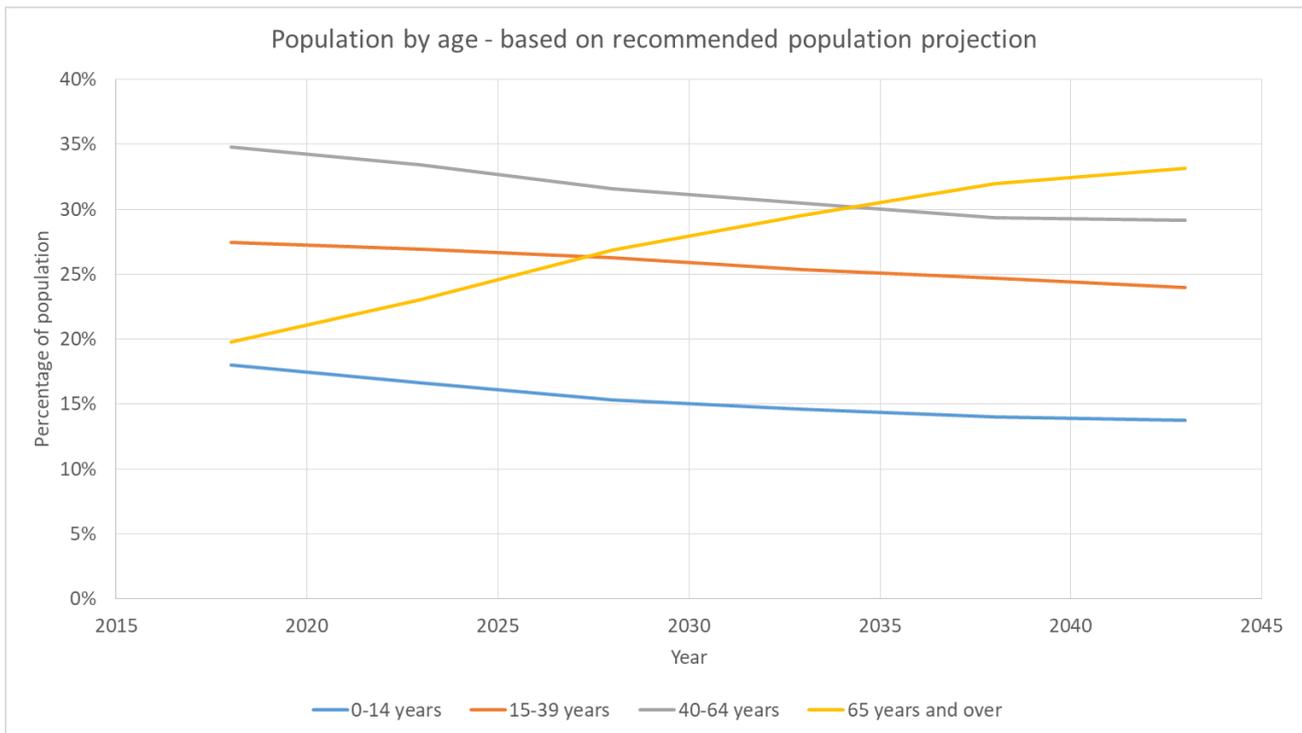


Figure 25 – Age Cohort Trends (UPDATE once confirmed)

The absolute numbers of each age group is projected to remain fairly static over the next 30 years with the exception of the over 65 age group.

This aging population is a key issue which may have a significant impact on the types of services Council will be required to provide. The different abilities and desires of an aged population, many of which will be on limited incomes, will affect the types of open spaces which are developed, as well as the resources available through rates. Activities which are more likely to cater for and attract older people include: dog parks, community gardens, walking and cycling trails (AARP, American Association of Retired Persons).

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

**Nelson North:** Atawhai, Clifton, Glenduan and Whangamoia

**Nelson Central:** Grampians, Toi Toi, Washington Valley, 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.

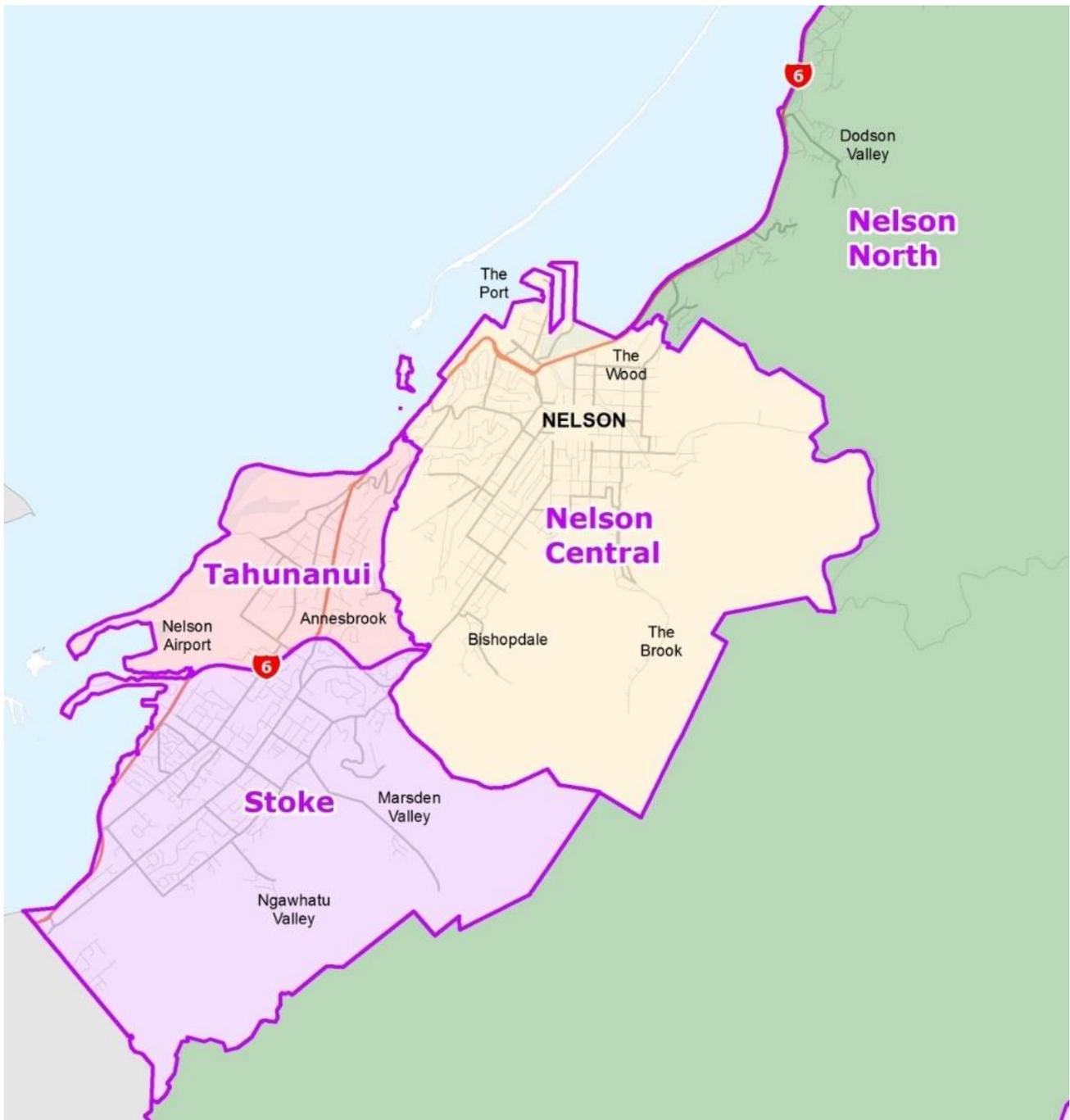


Figure 26 – Nelson Areas used by Statistics NZ

### Projected Urban Development

The National Policy Statement for Urban Development (NPS-UD 2020) developed by central government requires councils *to plan well for growth and ensure a well-functioning urban environment for all people, communities and future generations*. The NPS-UD 2020 applies to all urban environments larger than 10,000 people, and within the framework Nelson Tasman is identified as a Tier 2 urban environment. Each tier has different requirements to facilitate specific NPS-UD 2020 policies, these cover; Strategic Planning, Making Room for Growth, Evidence for Good Decision-Making and Engagement in Urban Planning. One of the main goals of the NPS-UD 2020 is to enable intensification of city centres.

The location of growth will continue to depend on available residential zones and infrastructure servicing. The NPS-UD 2020 should however, provide more opportunities to intensify city centre locations. Up to this point, Nelson has had very limited inner city living; so this change in residential character would have an effect on park development. Parks and Reserves, in association with the City Development Team, will be working towards new levels of service which are appropriate for this more intense way of living.

The Future Development Strategy 2019 takes a long term view for future urban growth in Nelson, looking out over 30 years from 2018–2048. The Strategy identifies areas where intensification can be expected. A more detailed description is provided in Appendix 9.3.

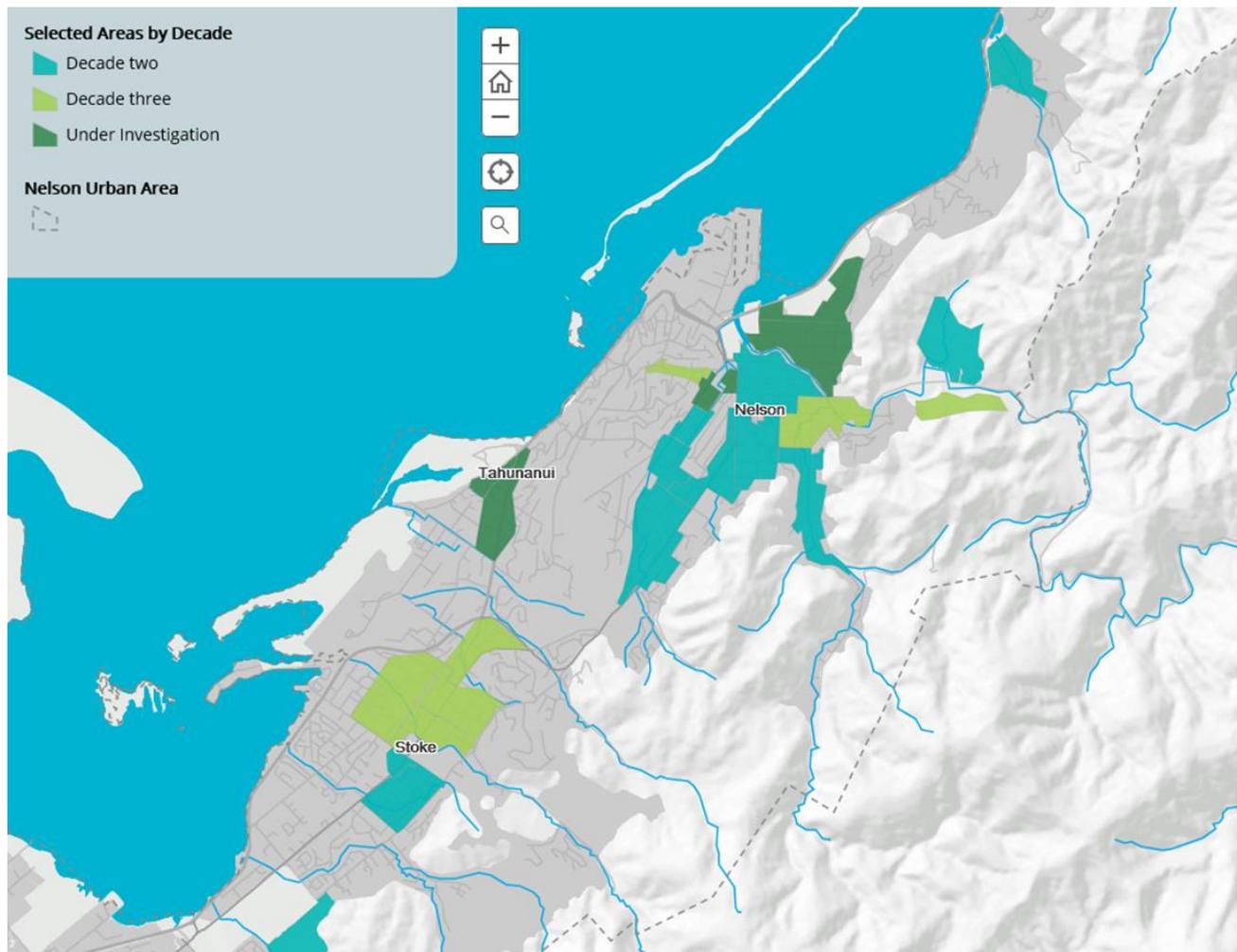


Figure 27 – Proposed Intensification Areas (UPDATE once confirmed)

### Visitor Numbers

Out of district visitors are also relevant to this activity, as they often seek out parks and reserves for recreation and facilities. Nelson is a popular domestic summer destination, and the region is also popular with international tourists including freedom campers.

Between 2012 and 2017 the wider Nelson Tasman region received a steady increase in annual guest nights, rising from 1.2 million to nearly 1.5 million.

## Recreation Trends

The Sports New Zealand Insights tool researches participation in recreation activity and produces expected participation rates for each region. The figures below are derived from this tool which is based on 2018 Census data, Active Sport research, and Nielsen Consumer and Media Insights research between 2011 and 2019.

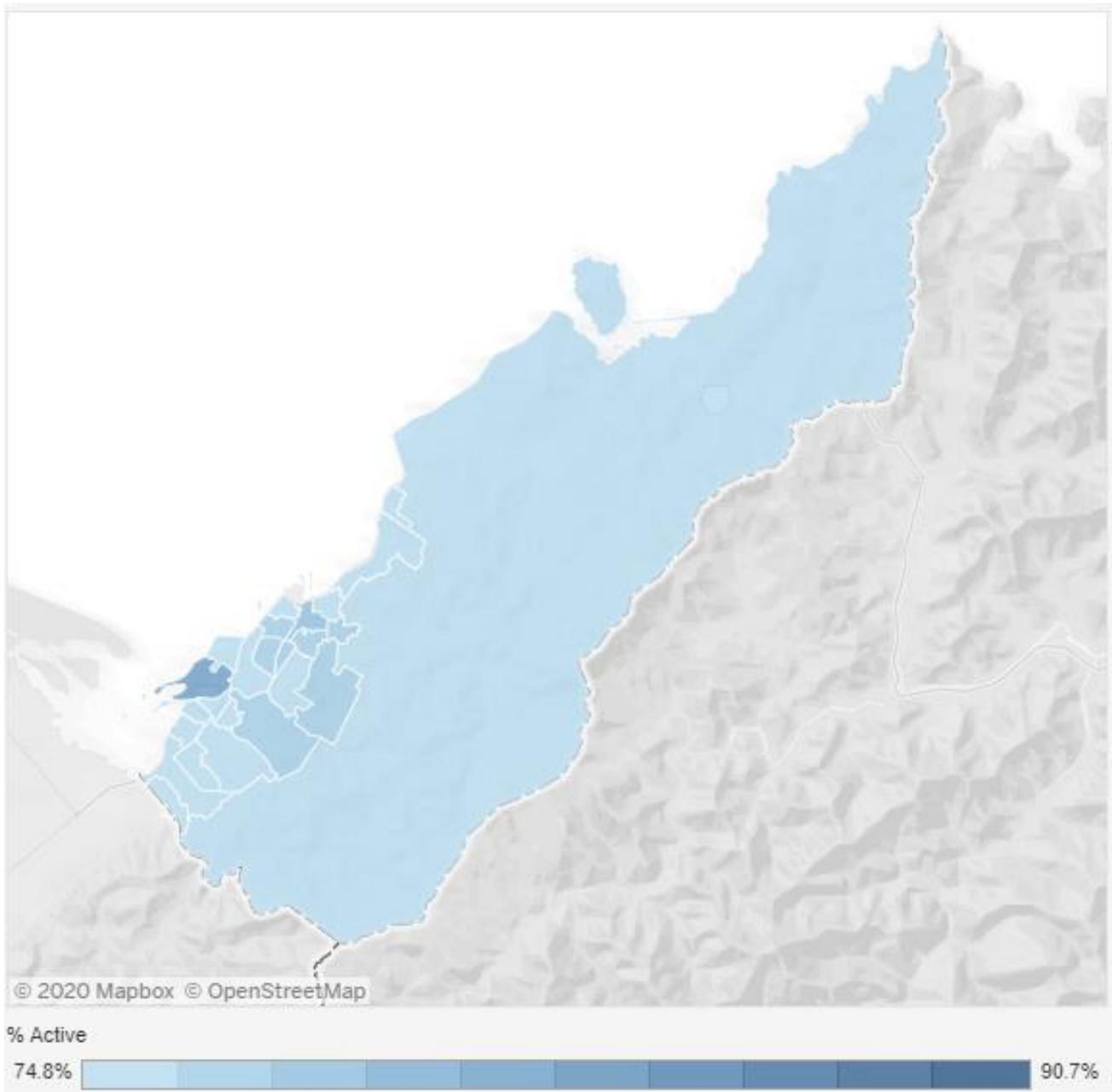


Figure 28 – Expected Active Participation Rates for Nelson City Region (SportNZ)

Pick ONE preferred table of THREE below

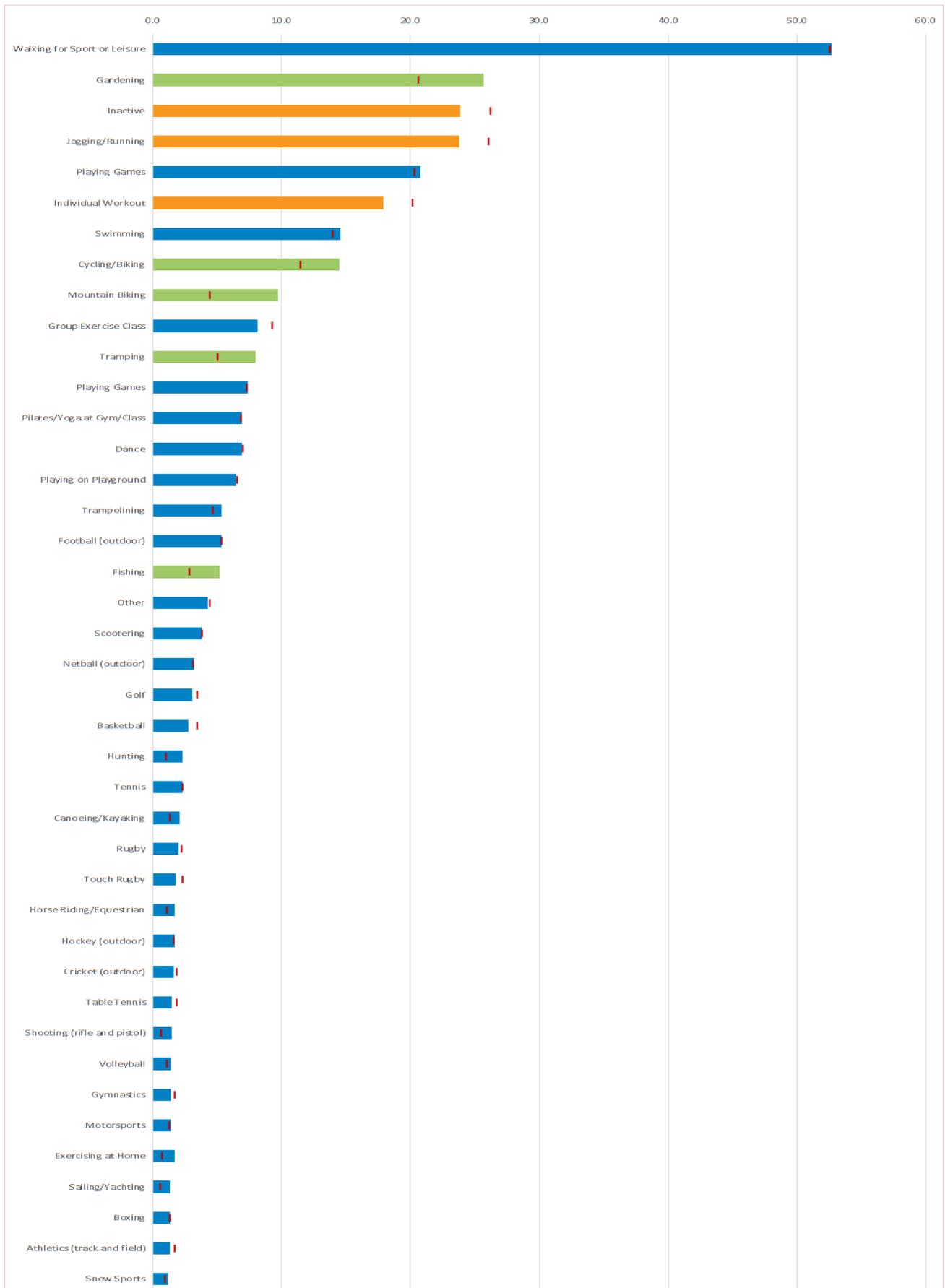
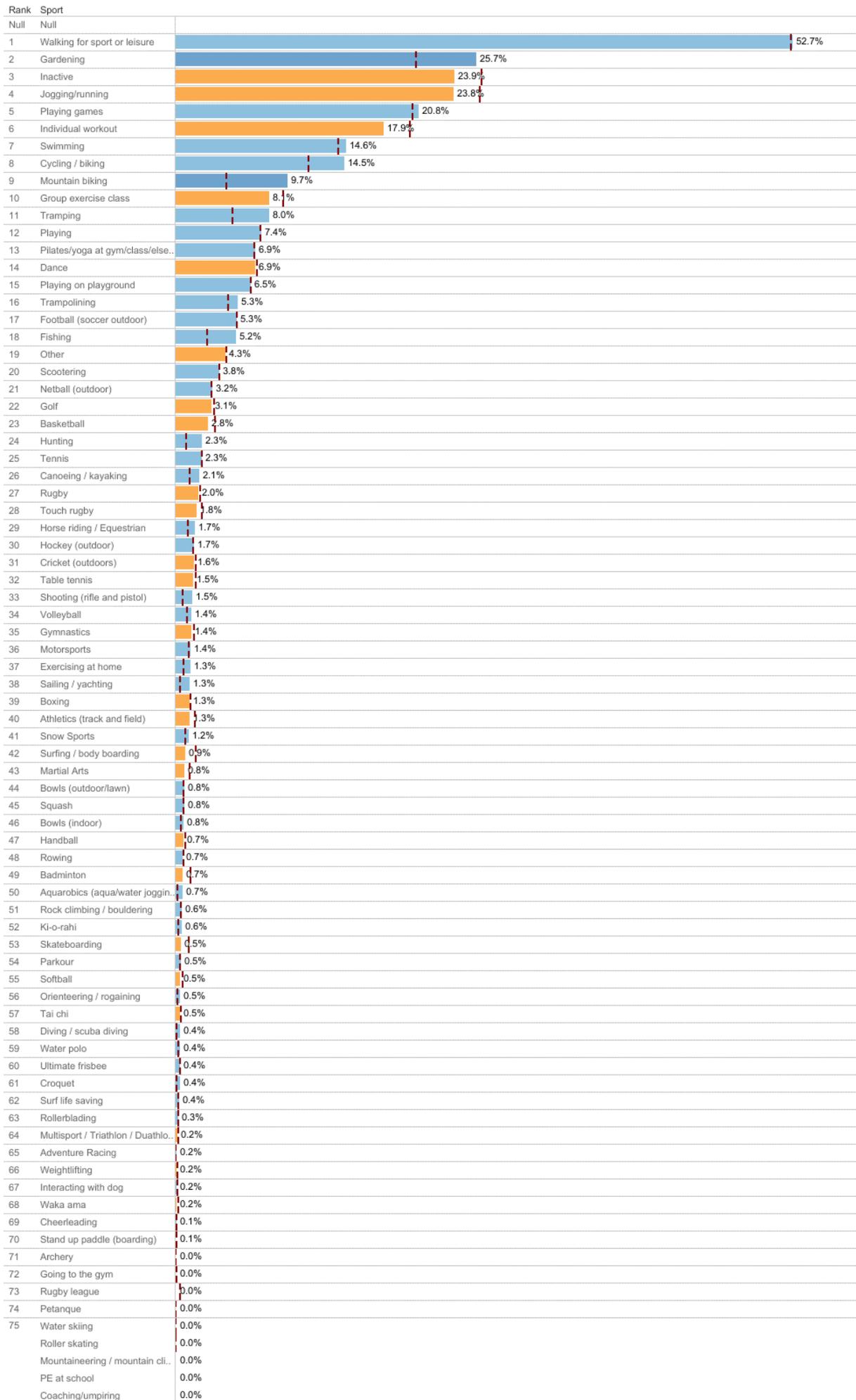
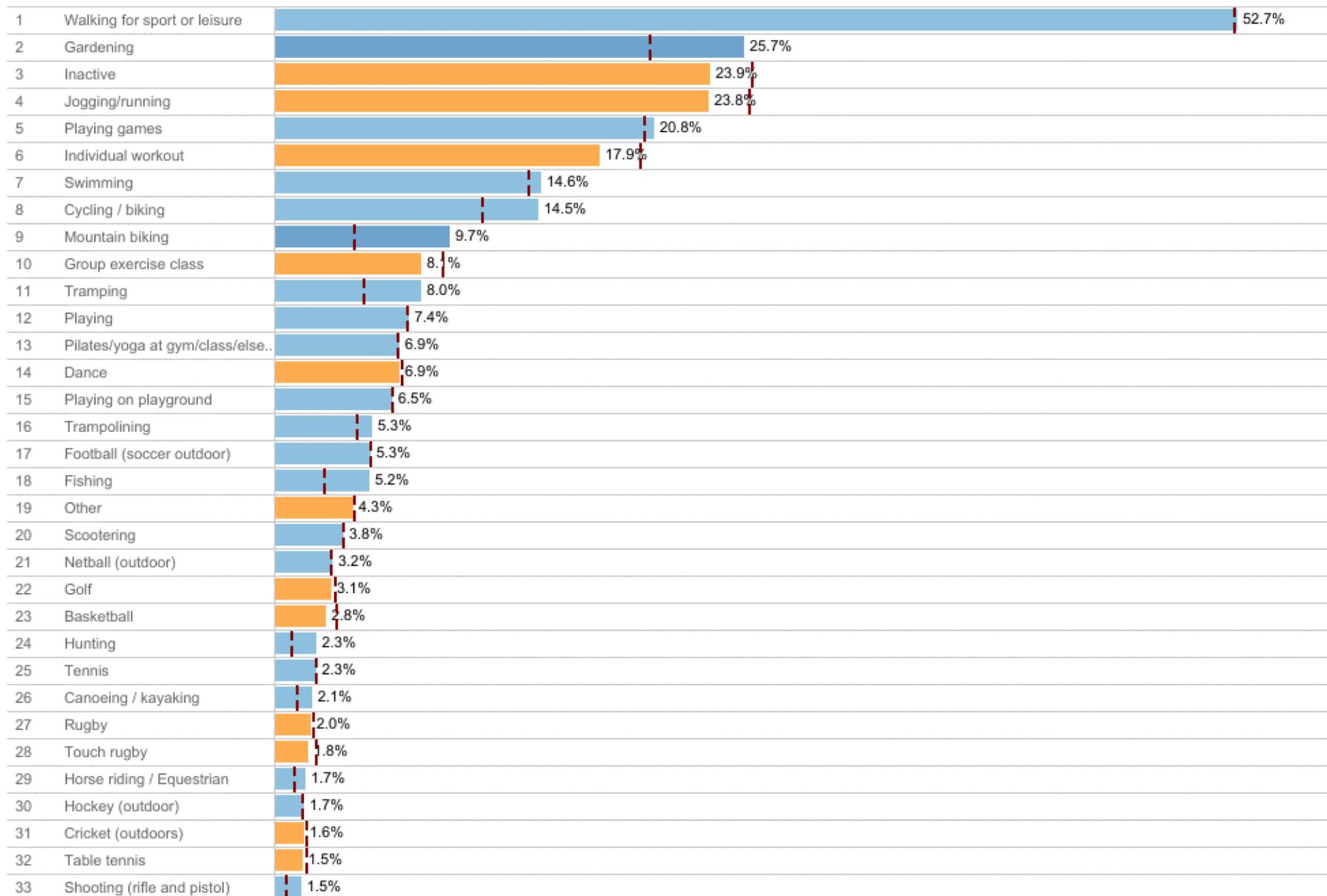


Figure 29 – Nelson vs National Activity Participation Rates (participation over 1%)





Nelson is generally above the national average for informal activities, particularly cycling, gardening, mountain biking, fishing and tramping. Traditional, organised, competitive codes are generally below the national participation average.

Trend information sourced from SportNZ shows that interest and participation for practically all traditional activities is down across the board since 2011. Some sports such as football (soccer), squash, tramping and hunting do not have trend data; however, traditional team sports have experienced significant downturns in interest, participation and event attendance. This is important for this Plan as many of these sports receive significant support from Council through infrastructure provision. If there is a decline in community participation for these codes, it could signify that a review of facility investment and a shift towards supporting other types of activity may be worth investigating. Of significant note are the sports below which Council provides significant facilities for.

There are some differences between the Behaviours and Trends data due to the different way SportNZ gathers this information. Behaviours data uses modelled participation data from *Active NZ* whereas the Trends data is sourced from the *Neilsen Consumer and Media Insights report for regional councils*.



Figure 30 – Greenmeadows Open Day, Stoke

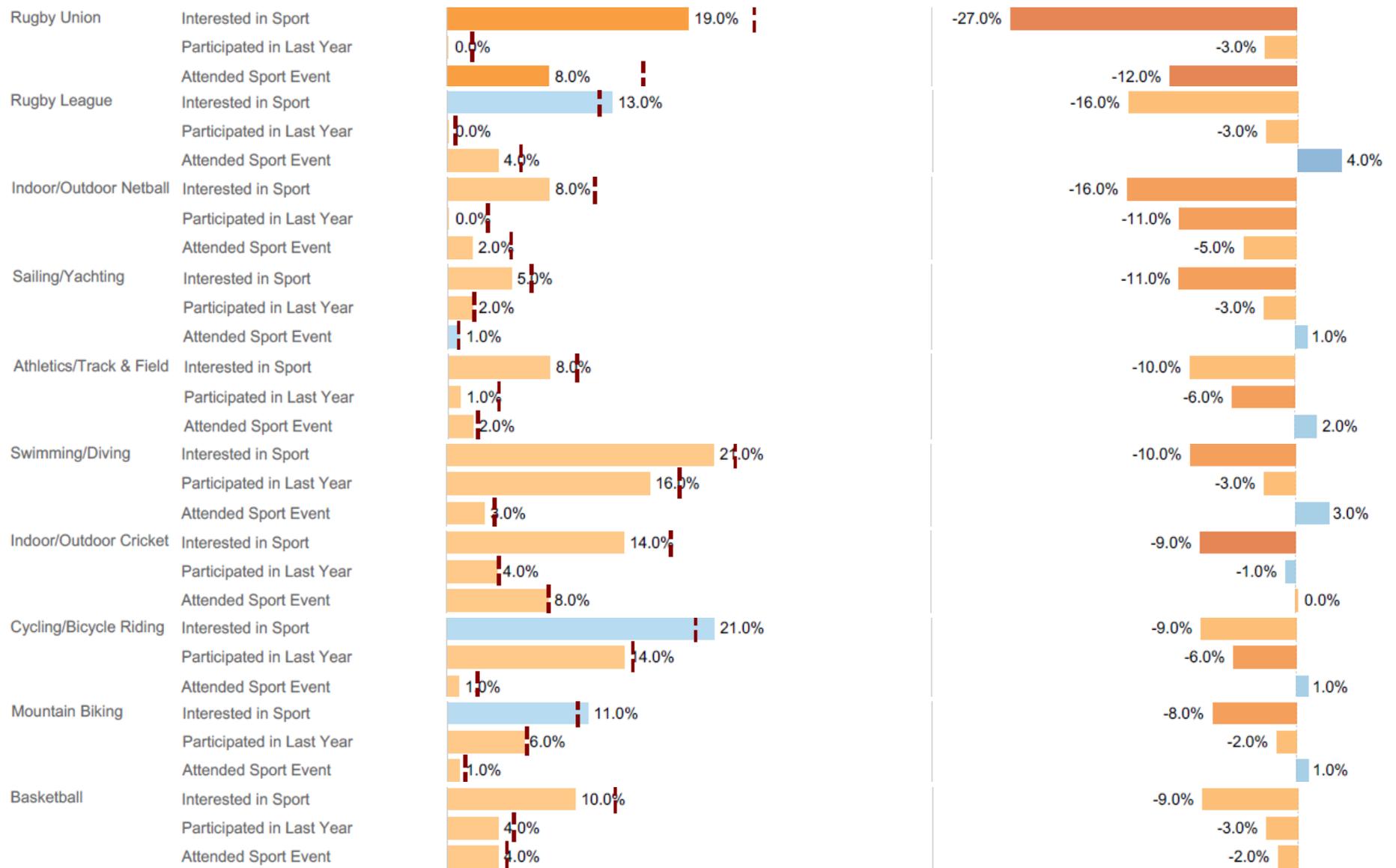


Figure 31 – Participation Trends for Significant Nelson Sports (SportNZ) (national average indicated by red line)

### 3.3 DEMAND IMPACTS

#### **Climate Change**

As Climate Change intensifies there will be effects on both reserves and the people using them. Reserves will be affected by sea level rise and weather extremes which could change the way they are managed and their availability. Users will likely be more aware of the climate change impacts and demand that Council makes efforts to mitigate the effects of the Parks activity.

#### **Urban Intensification**

With the reducing availability of land available for residential development, there is a push towards intensifying existing urban areas. There is likely to be limited spaces available for parks in already developed areas which will result in more people using the same amount of space. This means these areas will need to be developed to standards which are able to cope with this more intense use and still provide a good user experience.

#### **Aging Population**

Aging population is a universal trend; and in addition we are beginning to see a larger generation of 'super-elderly' who are still active and enjoy the use of our parks and facilities. There will be a need in the future to consider the elderly as not only 65 plus, but to consider the desires and abilities of those considerably older than 65. As general abilities decline the needs of those who are 80 for example may be different to those who are 65.

Declining participation in traditional 'older' sports such as lawn bowls and croquet as new generations fill this demographic will also influence open space use. In particular, e-bikes have gained in popularity with older people; increasing their mobility and use of cycle paths. This increased use will influence off-road pathway design in the future.

Sport NZ 2017 and 2018 Active NZ surveys show that active participation peaks between ages 12 and 14 before declining between ages 15 and 17. Between ages 18 and 24, a new adult participation baseline is set. This plateaus during adult years before declining from age 65-plus.

The new older generation of will likely be better educated, and be health and leisure conscious. They are likely to be interested in activities that offer exercise, intergenerational exchange and social interaction. Many older adults will face disability concerns and financial hardship following retirement which will impact their ability to participate in some recreation activities.

There is a wider community benefit to older adults remaining active. The associated health benefits reduce the financial and social burdens on the community and improves individual wellbeing. Ongoing monitoring of the demands and challenges of this burgeoning demographic will be an important future driver of recreation provision, and will require a flexible and responsive approach as our understanding develops. Affordability and fit-for-purpose facilities which cater to desired activities for older people, particularly walking, will be important.

#### **Static Youth**

The likelihood of a static young population will shift development pressures from new youth facilities to maintaining them and developing more facilities for other demographic groups. A recent Sport NZ study (Active NZ 2017 and 2018) showed stable youth sports participation numbers which is likely to remain the same for the foreseeable future.

### **Increased Expectations**

Community expectations of open spaces and facility quality continue to increase. Costs related to providing better facilities will continue to place pressure on budgets. The availability of high-end facilities in major centres adds to the desire to have these facilities available locally.

### **Instantaneous Information and Pervasive Technology**

Users and consumers expect instant feedback and the availability of information at all times. The development of how Council provides information to users is a key aspect of maintaining engagement with the community. Including suitable technologies into parks, such as the NZRA Parks App, may add value to users who have been brought up with pervasive digital technology.

### **Extended Sports Seasons**

Many sports, particularly with increased playing surfaces quality, have experienced 'season creep', with playing seasons expanding at both ends. Traditional summer and winter codes which historically complemented each other are now increasingly competing for time and space. Increasing demand for limited space may require increased investment in all-weather surfaces, lighting to extend playing hours and management of seasons if pressures continue to increase.

### **Recreation Hubs and Struggling Clubs**

Increased costs and a reduction in traditional funding sources has led to many existing clubs struggling to maintain clubrooms and facilities, many of which are located on Council land. Many facilities are declining after years of deferred maintenance leading to an increased demand for Council funding and support. Many small clubs and diverse facilities have increased the push towards club consolidation and the 'hubbing' of compatible facilities in appropriate locations. Clubrooms on Council administered land are listed within the Parks and Facilities AMP.

### **Extremes of Participation**

There is a wide range of facility use, and catering for the spectrum from casual to intense will continue to be a challenge. The SportNZ Indoor Sports Facilities Strategy 2013 indicated that there is a national overprovision of national and regional level facilities, which may indicate that a stronger focus on district and local facilities could be of value. There are discussions to be had around the level of investment that Council's should provide to high performance, professional sport, and the value of this compared to providing more inclusive facilities. This is addressed in part by the recently completed Key Facilities review of Trafalgar Park and Saxton Oval which is discussed further in the relevant focus areas of this plan.

### **Innovation in Design and Equipment**

Equipment, processes and design developments affect the development and use of open space, including the ways in which open spaces deal with overland water flows. This can create new opportunities for open space development (particularly for incorporating biodiversity) and collaboration with utility requirements. It can also offer different ways for the community to interact with open spaces and expand their experiences.

## Economy

Private development drives community development to an extent. The ability and rationale for improvement, maintenance and development of parks and open space facilities and activities is largely dependent on the success and growth or decline of the economy. Shifts in economic prosperity have a direct impact on the ability of a Council to fund programmes, and community spaces have typically been funded after essential services (three waters, roads etc.); so leisure areas are generally more impacted in difficult economic times than core infrastructure.

## Tourism

Visitors can provide important economic benefits to the region, and parks are often part of their experience. Over summer visitor numbers increase and pressure is placed on facilities, particularly 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.

## Legislative Changes

Introduction of and changes to key legislation (such as the Freedom Camping Act 2011) can affect the amount of resources available for parks and open space development.

## 3.4 DEMAND MANAGEMENT

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

## Charging Regimes

Fees consider options to recover costs through user charges, taking into account the ability to pay, assessment of public and private benefit, and Council's objectives with respect to community participation in recreational activity. Fees and Charges are set through Council's Revenue and Financing Policy. For Parks and Active Recreation cost recovery percentages have been set as follows. Recoveries from 19/20 are likely to have been affected by the impacts resulting from the COVID-19 pandemic.

Table 18 – Funding Targets

Parks Funding Targets			
Activity	Private	Public	Actual (19/20)
Premier Parks and Facilities – Trafalgar Park and Pavilion, Saxton Oval, Athletics Track and Pavilion	10-20%	80-90%	75%
Sports Parks	0-20%	80-100%	88%
Neighbourhood Reserves and Playgrounds – includes Natureland, walkways and cycleways	0-10%	90-100%	95%
Recreation – including swimming pools and golf course	10-20%	90-100%	79%

## **Booking System**

Council has systems in place to allocate use of facilities, particularly sports fields - this prevents overlap of competing interests. This system is currently being updated and is planned to go public in 2022.

## **Community Involvement**

Involve the community in policy and reserve development through consultation over Strategies, Management Plans and Urban reserve development plans. Council also partners with community groups, schools, other agencies and Non-Governmental Organisations (NGOs) to carry out planting, litter collection, pest trapping and weed clearing programmes. Council also runs the 'Adopt-A-Spot' programme through one of Council's parks contract supervisors.

## **Strategic Planning**

The Council will monitor and assess changes in population structure and recreation preferences to enable provision to be related to varied and changing needs. It will also ensure that land for new recreation opportunities is acquired in a timely fashion as the district develops. Reserve Management Plans, together with non-regulatory plans and strategies provide guidance and policy in relation to open space. Council is somewhat behind in development and maintenance of plans and strategies at this time. This is a high priority focus for improvement.

## **Multiple Uses**

The Council will actively promote the development of flexible, multi-use facilities and open spaces.

## **Non-asset solutions**

Seek to develop effective partnerships with the community, Tasman District Council, local iwi, DoC, Sport Tasman, community groups such as schools, and the private sector for the provision of recreation services. These partnerships should consider the wider community network.

## **Promotion**

Encourage participation in a range of recreational experiences actively promoting opportunities for all levels of age, ability and gender.

## **Sports Facilities**

Council works with Tasman District Council and Sport Tasman to consider necessary sports facilities and outcomes. Working with complementary agencies helps us understand the place of Nelson within the region, the provisions made by neighbouring authorities and whether it makes sense to provide some facilities if they are available nearby, particularly for bigger potential facilities. Increased maintenance can extend available hours of use. Implementation of the Top of the South Places and Space Strategy will help guide some of this decision making.

## **Residential Growth**

Existing subdivision rules require adequate provision of open space. The Nelson Plan review may alter these rules but is unlikely to reduce them. Potential increased flood risk due to climate change means that there will likely be an increasing need to build open spaces into new developments as flow paths for flood water.

## Future Parks Strategy and Policy Opportunities

There is a gap between Council’s community outcomes and operational documents. In addition to reviewing existing, and developing new, reserve management plans, this activity would benefit from a high level open spaces strategy to guide future policy, plans and investment. This would provide clear direction around matters such as sportsground provision and allocation, playground provision, floodlighting, signage and development of significant assets.

Table 19 – Planning Priorities (UPDATE once confirmed)

Planning Document	Priority
Urban Greening Plan	1
Glyphosate Strategy	2
Open Spaces Strategy	3
Reserves Grazing Policy/Plan	4
Asset Retirement Strategy	5
Reserve Management Plans (new) <ol style="list-style-type: none"> <li>1. Neighbourhood</li> <li>2. Haulashore Island (separate to Esplanade and Foreshore RMP)</li> <li>3. Sportsgrounds (coming soon)</li> <li>4. Public Gardens</li> </ol>	6
Playgrounds Strategy	7
Reserve Management Plans (review) <ol style="list-style-type: none"> <li>1. Brook (underway)</li> <li>2. Tahunanui</li> <li>3. Esplanade and Foreshore</li> <li>4. Conservation and Landscape</li> <li>5. Rutherford and Trafalgar Parks</li> </ol>	8
Reserve Status Review	9
Open Space Alternative Service Provision Typologies	10
Reserve Acquisition and Disposal Strategy	11
Sports and Recreation Facilities Strategy	12

### 3.5 ASSET PROGRAMMES TO MEET DEMAND

A variety of programmes are proposed to meet demand across 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, enhancing and improving ancillary facilities such as sports lights, and working with a range of clubs and community groups. Details are provided in the Focus Areas in Section 6.6.

### 3.6 PRIORITY PROJECTS

The following projects and budgets have been identified as significant contributors to achieving levels of service, meeting current and future demand and aligning with Council's goals over the next 10 years.

Table 20 – 10 Year Project Programme

Project	Location	Year	Strategic Linkages	Budget
<b>Open Spaces</b>				
General Land Purchase	Citywide	Annual	Add	Add
Reserve Development	Citywide	Biennial	Add	Add
Miyazu Pond Relining	The Wood	1-3	Add	Add
<b>Playspaces</b>				
Youth Facility	Stoke	1	Add	Add
Playground Development	Citywide	Biennial	Add	Add
City Play Space	Nelson Central	4-7	Add	Add
<b>Pathways and Tracks</b>				
NZ Cycle Trail Grant	Citywide	Annual	Add	Add
Mountainbike Tracks	City Hills	3-5	Add	Add
Almond Tree Flats to Maitai	Maitai Valley	4-6	Add	Add
Jenkins Stream	Annesbrook	5-7	Add	Add
<b>Sportsgrounds</b>				
Neale Park Lights	The Wood	4	Add	Add
Trafalgar Park Lights	Nelson Central	5	Add	Add
Trafalgar Park Field Renewal	Nelson Central	5	Add	Add

Project	Location	Year	Strategic Linkages	Budget
<b>Conservation and Landscape</b>				
Brook Sanctuary Grant	The Brook	Annual	Add	Add
Maitai River Restoration	Nelson Central	1-5	Add	Add
Retired Forestry Conversion	Citywide	Annual	Add	Add
ERP Implementation	Grampians, Titoki, Hira, Marsden and Brook Valleys	3-10	Add	Add
<b>Esplanade and Foreshore</b>				
Modellers Pond Landscaping	Tahunanui	1	Add	Add
Wakefield Quay Seawall	Port Hills	1	Add	Add

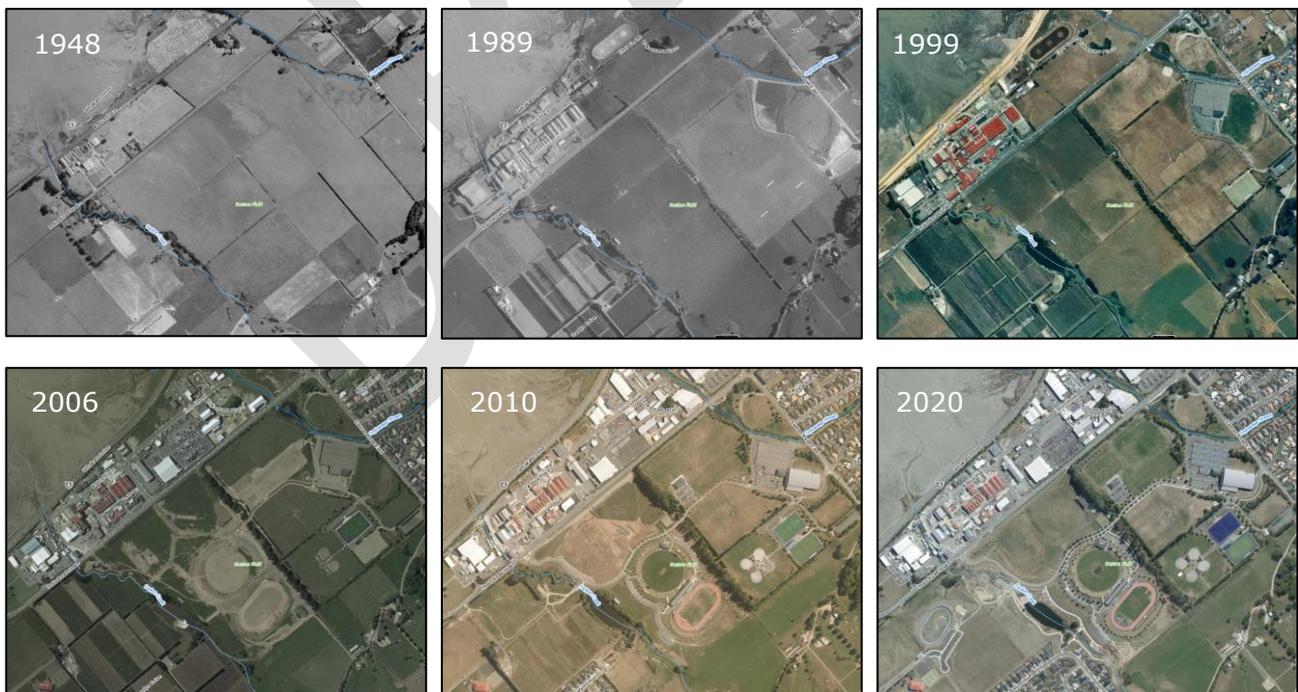


Figure 32 – Saxton Field Development 1948-2020

Project	Location	Year	Linkages	Budget
<b>Saxton Field<sup>10</sup></b>				
Champion Drive	Stoke	1	Add	Add
Sand Storage Shed	Stoke	2	Add	Add
Entrance Development	Stoke	2-4	Add	Add
Basketball Hoops	Stoke	3-5	Add	Add
Alliance Green Development	Stoke	4	Add	Add
Hockey Turf 1 Renewal	Stoke	5	Add	Add
Alliance Green WC and Change	Stoke	6-9	Add	Add
Hockey Turf 2 Renewal	Stoke	7	Add	Add
Cricket Oval Surface Renewal	Stoke	7	Add	Add
Athletics Track Renewal	Stoke	8	Add	Add
Media Towers	Stoke	8-9	Add	Add
Cricket Block Renewal	Stoke	9	Add	Add
Netball Surface Renewal	Stoke	9	Add	Add
Champion Green Facility	Stoke	9-10	Add	Add
Alliance Green Carpark/Paths	Stoke	9-10	Add	Add
Pavilion/Storage/WC	Stoke	10	Add	Add

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<sup>10</sup> These projects are equally funded with Tasman District Council

## 4 LIFECYCLE MANAGEMENT

### 4.1 BACKGROUND DATA

#### 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.

Table 21 – Parks and Reserves Categories

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, netball, 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.

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

across the region is shown in

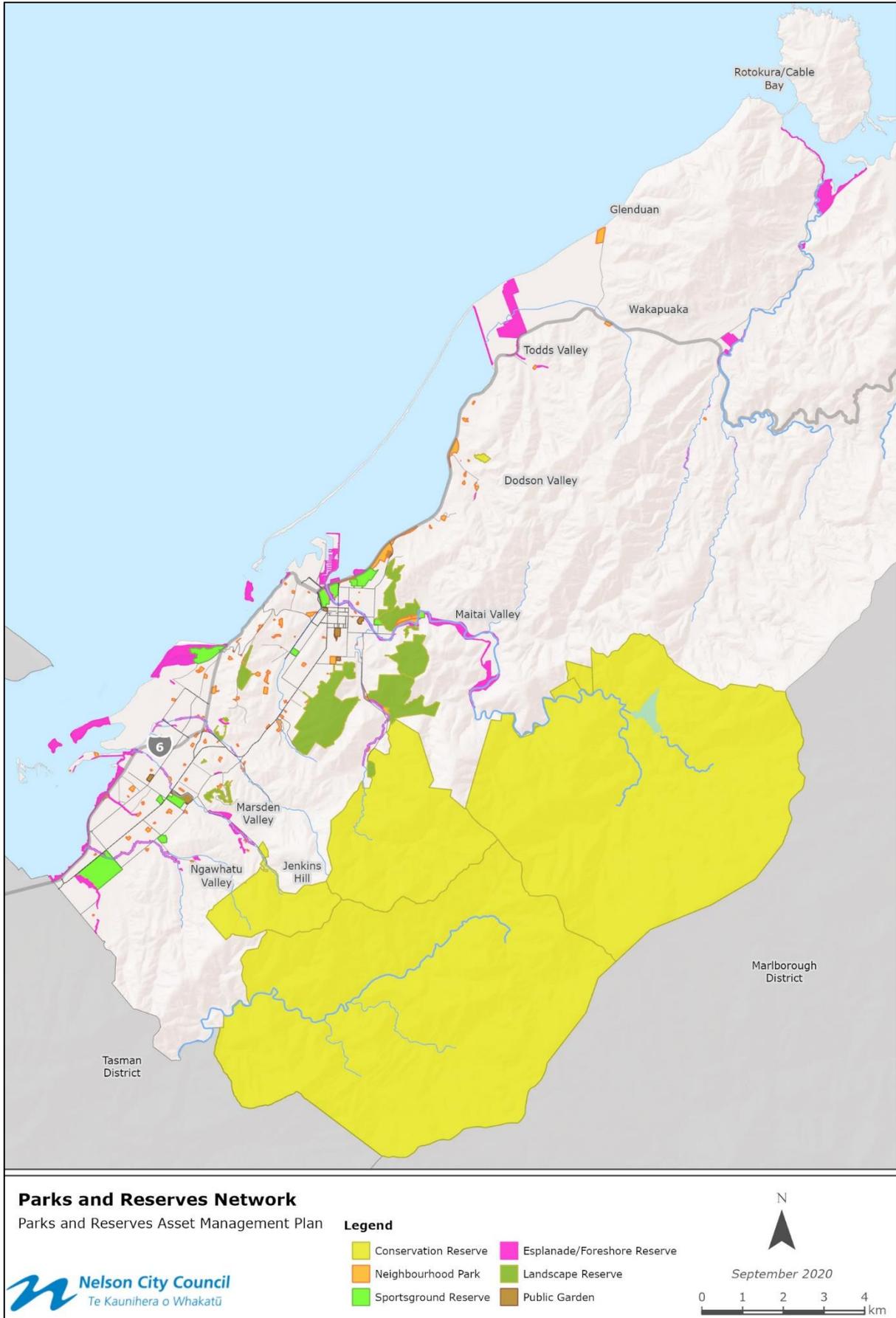


Figure 33. A summarised inventory of parks assets is included in Appendix 9.1.

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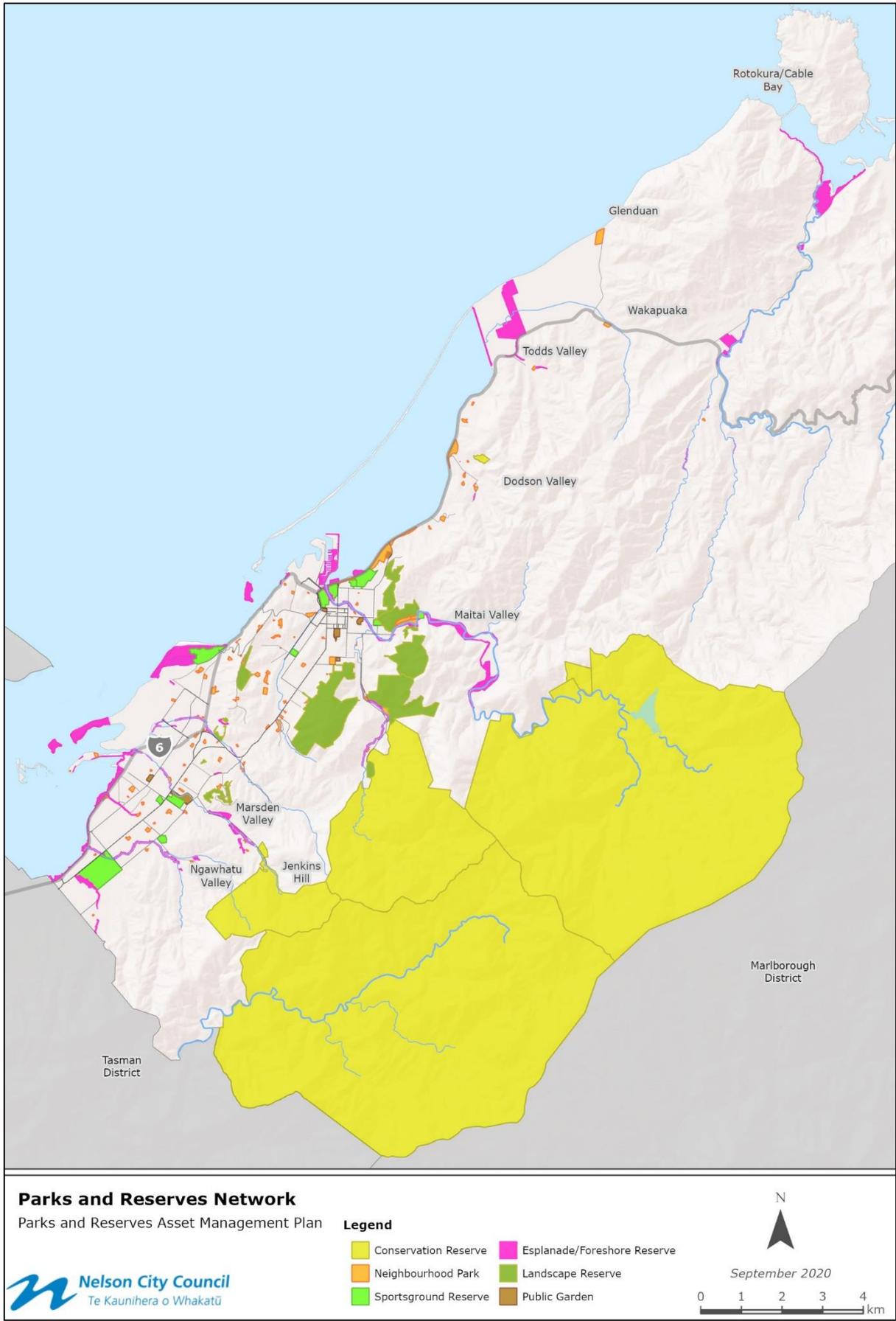


Figure 33 – Parks and Reserves Network

Parks asset data is stored in Council's Asset Information System (known as Infor) which can also be accessed and analysed through the internal GIS system. A version of this GIS with reduced layers is accessible to the public at [www.topofthesouthmaps.co.nz](http://www.topofthesouthmaps.co.nz)

Council's open space provision includes large areas of back country water catchment including the Maitai, Roding and Brook catchments. Without these areas Nelson's provision reduces from around 11,250 hectares to approximately 1,350 hectares. This equates to 26.6 hectares of open space per 1,000 residents which is comparable to provision throughout the rest of the country.

### **Asset Performance**

Usage and capacity vary considerably across the different park categories, which have very different consumer needs. This is discussed further in the focus areas.

### **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 (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, fences, sports field equipment, bike stands and 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 9.4.

Level 1 assets have a relatively intensive assessment programme including external Independent Qualified Person (IQP) checks. Level 4 or 5 assets may rely on maintenance contractor assessments, and renewals may be carried out on a reactive basis. 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.



Table 22 – Condition Grading for Assets

Grade	Condition	General Meaning
0	N/A	<ul style="list-style-type: none"> <li>Asset absent or no longer exists</li> </ul>
1	Excellent	<ul style="list-style-type: none"> <li>Sound physical condition</li> <li>No work required</li> </ul>
2	Good	<ul style="list-style-type: none"> <li>Acceptable physical condition; minimal short term failure risk but potential for deterioration</li> <li>Only minor work required (if any)</li> </ul>
3	Average	<ul style="list-style-type: none"> <li>Significant deterioration evident; failure unlikely in near future but future deterioration likely</li> <li>Work required but asset is still serviceable</li> </ul>
4	Fair	<ul style="list-style-type: none"> <li>Failure likely in short term</li> <li>Substantial work required in short term, asset barely serviceable</li> </ul>
5	Poor	<ul style="list-style-type: none"> <li>Failed or failure imminent / safety risk</li> <li>Major work or replacement required urgently</li> </ul>

Where available, asset condition information is described within the individual focus areas. Some assets however are common across most parks. These are discussed collectively below. Generally park furniture does not require regular assessment as there is no extensive condition assessment requirement for Level 4 assets. Assessments are carried out every two months through maintenance contractor checks and items are replaced as necessary.

### 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 (now Infor) 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.

Assets acquired prior to June 2005 were revalued in that year and are held at the revaluation value less accumulated annual depreciation. Assets acquired since are valued at cost less accumulated annual depreciation.

## 4.2 OPERATIONS AND MAINTENANCE PLAN

### Operations and Maintenance

Council will manage and maintain assets in a manner that minimises the long term costs. Scheduled inspections of critical assets will be undertaken as justified by the potential impact of failure on levels of service, costs, public health, safety or corporate image. The inspection programme will be modified as appropriate in response to unplanned maintenance trends. Customer enquiries and complaints are recorded on the customer service request system summarising data on the date, time, details, responsibility and action taken.

Reserve management plans are in place for a number of parks and reserves. These documents further define the use and management approach for individual reserves.

Specifications for reserve maintenance work are defined in Contract 3927 (Nelson City Council Open Space Operations and Maintenance Contract) which is held by Nelmac and has an expiry of 30 June 2023.

Maintenance budgets are typically provided in the form of set contract amounts, with separate budgets for programmed and unprogrammed (reactive) maintenance.

### Unplanned Maintenance

A suitable level of preparedness for prompt and effective response to asset failures will be maintained to allow prompt repair of critical assets and mitigation of any hazards.

### Planned Maintenance

A programme of planned asset maintenance will be undertaken to minimise the risk of critical asset failure or where justified when considering financial, safety and social impacts. Major maintenance needs will be identified through the scheduled asset condition inspections and identification of customer service request trends.

Service level agreements are in place with Nelmac specifying and defining the quantity and quality of the work to be carried out and the respective responsibilities and obligations of the operations and management teams.

Council manages its maintenance contract through its Asset Management system with work orders being directed to the contractor and attributed to an asset. Alternatively work can be procured through the Council's electronic purchase order system or via the Council's service request system and can also be directed to the contractor.

Contract monitoring is in place, with Parks staff auditing contractor performance. No external monitoring or auditing of contractor performance is carried out.

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 such as increased use of hand tools and mulch which has significantly reduced the need for herbicides and watering.

Council engages expert, external auditors where necessary for activities such as sports turf, playgrounds and mountain bike tracks.

There are a number of industry standards and guidelines that affect this activity. These are outlined in Appendix 9.2.

Inspection and remedial work relating to faults or requests for service reported by the public are 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).

### **Cost Summary - Operations**

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 PLAN**

Renewal expenditure is that which does not increase an asset's design capacity or level of service but restores, rehabilitates, replaces or renews an existing asset to its original capacity or level of service.

Renewal strategies are designed to provide for the progressive replacement of individual assets that have reached the end of their useful life. This is managed at a rate that maintains the standard and value of the network as a whole.

This programme must be at a level which maintains current or proposed levels of service and the overall quality of the assets if they are to be retained. Levels of asset replacement expenditure will vary from year to year, and will reflect:

- Age profile of the assets
- Condition/performance profile of the assets
- On-going maintenance demand
- Differing economic/useful lives of individual assets comprising the overall system of assets

Failure to maintain an adequate renewal programme will result in a decline of the overall standard of the asset network and reduced levels of service. Where the actual programme falls below targets, the shortfall will be reflected in depreciation of the overall value of the network, resulting in increased reactive maintenance.

### **Renewal Identification**

Financial forecasts are used to define budgets which cater for renewals based on the expected lifespans of existing assets. The projected lifespans of most physical assets is based on National Asset Management Support (NAMS) guidelines. Projected lifespans may be adjusted as necessary based on current condition assessments and the criticality of the asset.

Depending on asset criticality and consequences of failure, some assets will be run to failure. This is typically the case for non-essential and minor assets which wear out or become damaged and Council renews them on a reactive basis. The condition of more substantial assets is more formally assessed and monitored, with renewals being carried out prior to failure or unacceptable degradation of the asset.

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 and an adequate proactive renewals programme can be implemented.

### Renewal Strategies

Council will rehabilitate or replace assets when justified by the following criteria.

Table 23 – Renewal Criteria

Renewal Works Criteria	
Criteria	Reason
Risk	<ul style="list-style-type: none"> <li>The risk of failure and related financial and social impacts justifies action</li> </ul>
Asset Performance	<ul style="list-style-type: none"> <li>Renewal when an asset fails to meet the required level of service</li> <li>Non-performing assets are identified by monitoring of asset reliability, efficiency and quality during routine inspections and operational activity</li> <li>Indicators of non-performing assets include repeated and/or premature asset failure and inappropriate or obsolete components</li> </ul>
Economics	<ul style="list-style-type: none"> <li>When it is no longer economical to continue repairing the asset, e.g. the annual cost of repairs exceeds the annualised cost of renewal</li> </ul>
Efficiency	<ul style="list-style-type: none"> <li>New technology relating to increased efficiencies and savings will be actively researched, evaluated and, where applicable, implemented</li> <li>In some cases it may be more economical to replace an existing asset with a more efficient asset before the scheduled end of life</li> </ul>

Renewal works will be prioritised and programmed in accordance with the following criteria. In urgent cases work may be undertaken immediately:

- Public safety risk
- Criticality of assets to activity operation
- Criticality of assets to achievement of service standards and community outcomes
- Financial risk of deferring work
- Intensity of usage
- Environmental risk
- Cost and the ability to gain subsidies
- Political preference
- Carbon Emission Reduction Effects

Renewal works identified in accordance with the renewal strategies may be deferred if the cost is beyond the community's ability to fund it. This can occur when higher priority works are required on another asset, there are short-term peaks in expenditure, there is an inadequate rating base or the political focus changes in the time between planning and implementation.

When renewal works are deferred, the impact of the deferral on economic efficiencies and the ability of the asset to achieve or contribute to the required service standards will be assessed. Although the deferral of some renewal works may not impact on the short-term operation of assets, repeated deferral will create a significant long term liability.

Some assets may not be replaced at the end of their life due to changing community trends, needs, use and requirements or being uneconomic or unaffordable.

### **Cost Summary – Renewals**

The tables within Section 7 (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 continues to develop in maturity more accurate renewals forecasts are expected. For many parks assets funding has been projected until 2031 based on historic data, however in some cases forecasts are based on more accurate information. Renewals which span the wider parks network outside of the primary focus areas are discussed below.

### **Hard Surfaces**

Funding is included for hard surface renewals based on historical requirements. Parks hard surfaces are now included in the Roding Asset Maintenance and Management (RAMM) asset management system, so that renewals can be effectively planned for in future alongside other district roading assets.

### **Park Lights**

There are a number of poles (steel and concrete) which have endured beyond their original design life. A programme is underway to renew all poles over the next ten years to bring them back into line with a sustainable renewals programme within their expected design life.

Where poles are still in reasonable condition, there is capacity to replace existing old-technology bulbs with LED's to improve light quality, energy efficiency and lifespan.

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



## 4.4 ASSET DEVELOPMENT

Planned capital works or purchases are based on asset needs to meet levels of service requirements and development standards. High level development standards for Parks and Reserves are contained within Chapter 10 of the Nelson Tasman Land Development Manual 2019 (NTLDM). This is further described in Appendix 9.5.

### Assessment

Development works will be planned in response to identified service gaps, growth and demand, risk and economic considerations. When evaluating significant development proposals, the following issues will be considered:

Table 24 – Capital Works Criteria

Capital Works Criteria	
Primary	Secondary
<ul style="list-style-type: none"> <li>• How the project relates to policy or plan objectives</li> <li>• Health and safety risk or requirement</li> <li>• Legislative requirement</li> <li>• Existing Council obligation</li> <li>• Contribution made to levels of service and community outcomes</li> <li>• Ability and willingness of the community to fund the works</li> <li>• Carbon Emissions Reduction</li> <li>• Active Transport Opportunities</li> </ul>	<ul style="list-style-type: none"> <li>• Replacement or renewal of an existing asset</li> <li>• Degree of community needs, expectation or use</li> <li>• Cost range</li> <li>• Ongoing cost per annum</li> <li>• Risks and benefits anticipated to be made from the investment</li> <li>• Risks of not proceeding; including safety, social and political risks</li> <li>• Future operating and maintenance cost implications</li> </ul>

Council currently does not have a documented development plan for built assets within parks. However assets and renewals are forecast under capital expenditure budgets.

In addition, Council receives requests for things such as park benches, signage and rubbish bins. These assets and other small expense items are considered on a case by case basis.

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.

### Public Donations

From time to time members of the public offer to donate an item of furniture. Council generally supports donations where there is a need for the item, either as a new asset or to renew assets in need of replacement. Council will determine the type and style of furniture to be installed in order to ensure consistency of design and ease of maintenance and planning.

Upon installation the asset will become the property of Council, and the asset will be subject to Council's asset management practices. A donated item does not confer any ongoing entitlement to that site or object on the donors who will not be consulted on any future actions associated with the asset. Donors should not expect an item to remain beyond its expected lifespan, typically around 10 to 15 years.

Installation of memorial plaques will be an exception and are generally not accepted. This is because personal memorials infer a sense of ownership of a public object and location over and above the rest of the community; and can also be a cause of discomfort for other users. Council may consider an acknowledgement of who donated the item at its absolute discretion, but any memorial implications such as commemorative text or dates will generally not be considered.

### **Adopt-A-Spot**

A key initiative within the parks activity is the Adopt-A-Spot (AAS) programme; where community groups, schools, businesses, and individuals agree to enhance and take care of an area of Council land. The majority of involvement to date occurs in neighbourhood and urban esplanades reserves, with some long standing exceptions being the Marsden Valley Trapping Group, a large scale revegetation project in Bolwell Reserve, Friends of the Maitai, and Friends of Queens Gardens.

The AAS programme is coordinated from within the Parks team, engaging cooperation across relevant contract supervisors and asset planners, the Science and Environment team and contractors.

As well as undertaking a variety of activities, each group functions as proactive advocates for their local community. An agreement is developed, whereby the involvement of the AAS representatives are recorded, alongside the support Council will provide. This support ranges from assistance with site preparation and provision of plants, to technical advice and provision of resources such as traps and monitoring equipment. A Health and Safety Plan is also developed for each AAS.

Currently, there are 37 AAS groups operating in parks and reserves (including 12 newcomers since the COVID-19 Lockdown), 12 individuals, 24 community groups and one business. 12 of the total are engaged solely in pest animal trapping, and the remaining 25 in a range of activities including weed control, planting and aftercare, water quality monitoring, pest animal monitoring, pest animal trapping, native wildlife monitoring, and gardening and edible plants maintenance.



*Figure 34 – Adopt-A-Spot Volunteers*

In addition, there are 28 Enviro schools (Early Childhood Education through to secondary school) due to move into the AAS programme in the coming years, as well as other non-Enviro schools wanting to take on a spot. This will replace the successful native tree planting programme carried out by approximately 2,500 school children for the last 35 years at key sites such as Tahunanui Beach and the Marsden Valley Reserve. By 'adopting a spot' in close proximity to their location, schools will be able to regularly and easily engage in a range of curriculum activities, while developing the role of kaitiakitanga of their special place.

As public awareness of the programme increases following the launching of high profile projects such as Cattle Market Reserve and Paddy's Knob, staff anticipates further enquiries to come.

#### 4.5 DISPOSAL PLAN

At times assets and land may no longer contribute to community purposes or are not needed to meet service levels, and may be considered for disposal. Reasons for disposal may include:

- Under utilisation
- Obsolescence
- Provision exceeds required level of service
- Asset no longer provides the service or fulfils the purpose for which it was intended
- Uneconomic to upgrade or operate
- Policy change
- Service delivered by other means such as private sector providers
- Potential risk of ownership (safety, financial, environmental, legal, social, vandalism)
- Detrimental to desired environmental outcomes

Parks asset disposal processes will comply with Council's legal obligations under the Reserves Act 1977 and Local Government Act 2002, which covers:

- Public notification procedures
- Restrictions on the minimum value recovered
- Use of revenue received from asset disposal

All relevant costs of disposal will be considered when considering disposal options. These costs may include:

- Evaluation of options
- Consultation/advertising
- Obtaining Resource Consents
- Professional services, including engineering, planning, legal, survey
- Deconstruction/demolition/site clearing/make safe costs

The use of revenue from the asset sales, or the funding source required to dispose of assets, will be decided by the Council at the time of any asset disposal consideration. Allocation of costs or revenue will be subject to any applicable policies or legislation. Any proposals for the disposal of significant assets will be referred to Council for their consideration and may be referred to the community for input.

## 5 RISK MANAGEMENT PLAN

The risk management process is an integral part of good management practice. It is an iterative process of continuous improvement that is embedded into existing practices or business improvement. The main elements of the risk management process to be used at Nelson City Council are consistent with AS/NZS ISO 31000:2009.

Risk management is not simply about uncertain negative events. 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.

Key risk identification is covered in the table below. A detailed risk register is contained in Appendix 9.6 of this plan. Asset risk management is integrated into Council's corporate risk management process.

Table 25 – Potential Activity Risks

Potential Risks	
Risk Type	Management Practice
Injury or fatality resulting from recreation activity coupled with the nature of the environment and condition of the asset	<ul style="list-style-type: none"> <li>• Compliance with safety standards and procedures</li> <li>• Barriers</li> <li>• Non-routine hazard warnings</li> <li>• Signage</li> <li>• Regular audits</li> </ul>
Injury or fatality resulting from work activity coupled with the nature of the environment, equipment and materials	<ul style="list-style-type: none"> <li>• Staff training</li> <li>• Compliance with industry safety standards and procedures</li> <li>• Risk identification and mitigation, isolation or elimination procedure in place</li> <li>• Contractor Health and Safety plans</li> <li>• Safe workplace observations</li> </ul>
Information gaps leading to failure to identify risks, unnecessary/unexpected costs and accidents	<ul style="list-style-type: none"> <li>• Informal checking systems</li> <li>• Partial data capture</li> <li>• Recent dedicated Asset Analyst position created to improve process</li> <li>• Audits</li> </ul>
Environmental disaster or major event (storm, ecological, earthquake, tsunami, fire)	<ul style="list-style-type: none"> <li>• Civil Defence Emergency Management Plan</li> <li>• Closing public access to high risk sites</li> </ul>

Potential Risks	
Use of volunteers who may carry out potentially hazardous activities	<ul style="list-style-type: none"> <li>• Regular monitoring via site inspections and good liaison with groups</li> <li>• Some refresher Health and Safety advice may be needed at times to ensure new volunteer group members are up to speed</li> <li>• Health and Safety plans required</li> </ul>
Multiple management agency responsibilities internally and externally. Any lack of clarity around specific responsibilities may lead to issues not being addressed	<ul style="list-style-type: none"> <li>• Maintain good communication lines and establish clear demarcations of responsibility</li> </ul>
Unrestricted public accessibility to most Council administered land means that control over risky activities is minimal	<ul style="list-style-type: none"> <li>• Meet equipment standards</li> <li>• Identify hazards and alert users</li> <li>• Communication plans</li> </ul>
Workplace risks of accidents	<ul style="list-style-type: none"> <li>• Requirement for full Health and Safety programme included in Service Level Agreement with contractor</li> <li>• Compliance is monitored</li> <li>• Compliance with Health and Safety policy for contractors</li> </ul>
Physical hazards for visitors	<ul style="list-style-type: none"> <li>• Requirement for identification and management of hazards included in Service Level Agreement with contractor</li> <li>• Compliance is monitored</li> <li>• Advisory signage</li> <li>• Temporary reserve closures if necessary</li> </ul>

## 5.1 CRITICAL ASSETS

It is helpful to separately identify assets which are critical to the delivery of the Parks and Reserves activity. This assists in managing risk and prioritising resources.

Few parks and open space assets are critical in the sense that they are necessary for provision of essential basic community services. However they are important for quality of life, health, well-being and environmental sustainability. Both visual and physical access to green spaces have mental and physical health benefits.

Generally critical assets are considered to be those whose failure would result in unacceptable consequences.

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

Table 26 – Critical Parks and Reserves Assets

Critical Assets	
Asset Type	Management Practice
<p><b>Water Supply Catchment</b> areas in Conservation Reserves</p> <p>Vital to ensure the ongoing supply of adequate safe water to the community.</p>	<ul style="list-style-type: none"> <li>• Retain catchment areas in Council ownership</li> <li>• Continue to maintain forestry cover and manage in accordance with Reserve Management Plan to prevent inappropriate activities</li> <li>• RMA planning designation maintained by Water Assets team</li> </ul>
<p><b>Play Equipment</b></p> <p>Failure may result in serious injury or death</p>	<ul style="list-style-type: none"> <li>• Play Equipment is manufactured and installed in compliance with the relevant playground standards</li> <li>• Regular inspections against standards</li> <li>• Five yearly comprehensive audit by accredited inspector</li> <li>• Two-hour target response times for service requests relating to public safety</li> </ul>
<p><b>Street and Parks Trees</b></p> <p>Failure may result in serious injury or death</p>	<ul style="list-style-type: none"> <li>• Three-yearly inspections of street trees</li> <li>• Two-yearly inspections of trees in high use parks</li> </ul>

All assets receive an inspection following a major adverse event such as a flood, earthquake or closure from fire risk.

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

- Operation and maintenance planning
- Required level of data reliability
- Condition assessment priorities
- Renewal profiles
- Associated levels of service

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

### Risk Assessment Approach

Council's assesses risk by estimating the consequences of an event and multiplying those by the likelihood of that event occurring. Consequences and likelihoods are estimated using Council's Organisational Risk Matrix (A1411399). Parks specific risks are identified in Appendix 9.6.

As this Plan is developed it will progressively apply the criteria required by the Council's Risk Management Policy 2017. These follow principle (g) of the international standard codifying good risk management practice (ISO 31000:2009) and tailor this process to Council's circumstances.

## 5.3 INFRASTRUCTURE RESILIENCE APPROACH

### Civil Defence and Emergency Management

The following documents guide in Civil Defence and Emergency Management (CDEM) in Nelson:

- Nelson Tasman Civil Defence Emergency Management Group 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 requires Council to plan and provide for civil defence emergency management within its district; and ensure that it is able to function to the fullest extent possible during and after an emergency.

### Local Civil Defence Emergency Management Arrangements

Nelson-Tasman CDEM Group is a joint team of both Nelson City and Tasman District Councils.

The Nelson Tasman CDEM Group Plan provides for an 'all hazards' approach to emergency management planning and activity within the CDEM Group area for Nelson City and Tasman District. The CDEM 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 and how it is to be managed.

The following facilities on reserves have been identified as possible Civil Defence Centres in an emergency through an agreement between Nelson Tasman Civil Defence and Council:

Possible Civil Defence Centres	
Location	Facility
Trafalgar Park	<ul style="list-style-type: none"><li>• Trafalgar Pavilion</li><li>• Trafalgar Centre</li><li>• Trafalgar Hall</li></ul>
Founders Park	<ul style="list-style-type: none"><li>• Energy Centre</li><li>• The Granary</li><li>• Duncan House</li><li>• Jaycee Room</li></ul>

Location	Facility
Saxton Field	<ul style="list-style-type: none"> <li>Saxton Stadium</li> <li>Cricket/Smallbore Rifle Building</li> <li>Suburbs Football Clubrooms</li> <li>Hockey Pavilion</li> <li>Saxton Oval</li> <li>Netball Pavilion</li> </ul>
Greenmeadows Park	<ul style="list-style-type: none"> <li>Greenmeadows Centre</li> </ul>
Wakapuaka Reserve	<ul style="list-style-type: none"> <li>Wakapuaka Hall</li> </ul>
Haven Foreshore Esplanade Reserve	<ul style="list-style-type: none"> <li>1 Kinzett Terrace</li> </ul>

Other areas of open space could be used as staging, triage, muster points or welfare areas.

### Resilience Planning

With the large amount of Council administered open space, there are opportunities to promote and demonstrate examples of environmental resilience and sustainability. This is particularly relevant in urban environments where open space may be limited and the opportunity for co-operative community initiatives and flexible spaces becomes a more practical consideration.

It is unlikely that any sole Council initiative could be implemented on a scale large enough to make a practical difference to community resilience. However, using Council administered spaces to promote sustainable practices and provide examples of resilience can help to embed it in the local community, so that they may be encouraged to adopt such practices themselves.

### Edible Plantings

An example of showcasing resilience opportunities comes in the form of edible planting. While public fruit trees and vegetable gardens have little impact on the community from a food provision standpoint, it can show the public what opportunities there may be to have edible vegetation in their own back yards. Council has already planted thousands of fruit trees within the city's parks, and will continue to do so where there are suitable opportunities. Council has identified publicly accessible edible plantings within Council's GIS system and has identified six 'edible walks'; Stoke Railway Reserve, Woodstock Reserve, Orphanage Stream, Ranui Reserve and two at Branford Park. All of these walks have associated brochures and maps.



Figure 35 – Branford Park Edible Walk

## **Flexible Spaces**

Providing flexible spaces can also build resilience into the district's network. Spaces for example could implement:

- Recreation spaces which can be reformatted to provide emergency shelter
- Rainwater harvesting or self-contained water supplies
- Stormwater attenuation and wetlands treatment of runoff
- Spaces which can be used for refuge or other benefits

Improved urban open spaces may also contribute towards urban intensification; allowing for a more focused and economical use of infrastructure investment such as three waters and roads.

## **Vegetation**

Vegetation provides great benefits and buffering of negative effects. With over 11,000 hectares of open space, much of which is vegetated, Council has a resource which acts as a carbon sink, reduces erosion and rainfall runoff, protects soil quality, improves air quality and buffers temperature extremes under the canopy in addition to many other environmental and health benefits. Mature vegetation also costs less to maintain than many other open space types, and crops can provide some financial benefits, building economic resilience into the activity.

Use of locally endemic or eco-sourced plants where possible can also lead to improved outcomes. As they have evolved to thrive in the local environment they should require less care and ongoing maintenance and have a greater chance of survival. Primarily this should save resources in labour, water and chemical applications.

Council currently plants around 10,000 plants each year to promote biodiversity and restoration in esplanade and riparian areas. These areas have been identified as priority, vulnerable areas in need of protection and enhancement. In total Council plants over 20,000 plants each year as of new and replacement plantings such as annual bedding plants or within public gardens.

Road corridors are important opportunities to increase vegetation coverage. Council supplies 10 free plants per residence for road frontage planting upon request. This scheme averages around 1,200 plants per year. Street gardens are maintained by contractors who replaced and planted over 2,000 plants in 2019/20. Increases in street tree numbers can be challenging due to the scale of trees and their potential to cause services and neighbour conflict. Council inherits street trees through residential development and numbers are rising by around a dozen per year.

In addition to these substantial programmes, Council is also looking for locations in urban areas which can be developed as 'showcases' for local biodiversity. As the larger programmes mostly take place in rural and peri-urban urban settings they are not always recognised by the wider public. Having plantings in higher density areas can promote native biodiversity by reaching a wider audience. Areas where this may be suitable or is already happening are:

- Isel Park
- Melrose Park
- Queen's Gardens
- Tahunanui
- Maitai/Mahitahi River through town

## Levels of Service and Alternative Management

In order to maximise use of limited resources, there are opportunities to modify the levels of service for open spaces. This may be reflected in a change to the way these spaces are presented, their identified use or a reduction in scheduled maintenance.

If regular management of public open spaces accepts typologies other than manicured lawns, tended gardens and specimen trees; then it is possible to investigate spaces with lower maintenance requirements and options which provide alternative benefits. This may be in the form of unmown areas allowed to revert to meadows, alternatives to turf species, groundcover plantings on hard to maintain slopes and wetlands for example.

## Chemical Treatments

Minimising use of chemical treatments in open spaces can also have benefits in terms of ecology, labour and costs. Chemical treatments may be for cleaning, weed and pest control or fertilising for example. Examples of minimisation may be using alternative methods of weed and pest control such as mulching or companion planting, reducing the treatment frequency or looking for open space designs which require less of this type of treatment.

Council will continue to minimise the use of chemical treatments in open spaces while maintaining the levels of service that the community expects. Council will continue to consider any alternative treatment methods which may contribute to reduced chemical use.

In some instances it will not be possible to achieve the desired levels of service without use of chemicals. This is primarily the case with weed control within conservation and landscape reserves and road corridors. The scale of the problem and the site sizes and conditions mean that there is no realistic, cost-effective alternative to chemical controls. The long-term goal of the majority of conservation and landscape reserves is to restore a full canopy cover of mature vegetation. Once this is achieved the need for chemical controls will be vastly reduced or eliminated. A Glyphosate use policy is planned for development in year one of this plan.

## 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 future strategies within activity management plans. In order to ensure greater effectiveness there is a need to improve planning and recording and development of strategies over the next three years.

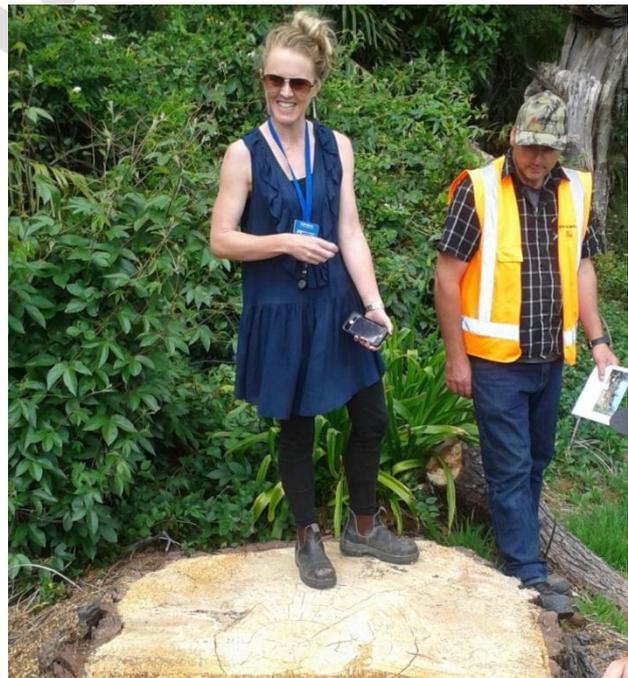


Figure 36 – Stump Seat Creation

## 6 FOCUS AREAS

### 6.1 FOCUS AREA 1: PUBLIC GARDENS

#### Introduction

Public Gardens are the significant 'flagship' reserves of Nelson. Council administers seven Public Gardens

- Anzac Memorial Park
- Broadgreen Gardens
- Church Hill (Pikimai)
- Isel Park
- Melrose Gardens
- Miyazu Japanese Gardens
- 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 and include several botanical collections and numerous listed trees. In several cases they also serve as the grounds of historic homes.

With their mature, 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.

Activities and events have been attracted to Public Gardens due to their high amenity setting. Such temporary community uses are generally supported and encouraged where assets and vegetation are not at risk.

Care needs to be taken in these reserves to ensure the desired amenity is preserved as competing objectives can occasionally cause tension. One example is Disc Golf at Isel Park which may not suit the desired outcomes of a Public Garden. A Reserve Management Plan for Public Gardens would be of benefit to establish policies and guidelines for these spaces.

Accessibility of these sites for private vehicles can be limited. Typically in the oldest areas of town, they are often in built up areas accessed by smaller streets and are associated with inherited historic infrastructure.

An ongoing issue will be meeting community and visitor expectations while maintaining affordability. Steps have been undertaken in recent years to reduce maintenance costs such as increasing mulch levels, selecting lower maintenance plant species, using high health roses to reduce spraying and reducing weed spraying.

#### Strategy Linkages

Add information

## 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.

In terms of provision, the Recreation Aotearoa 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.

## Future Demand

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 due to an adequate existing supply and relatively accessible design with a few notable exceptions such as Isel Park bridge. No further Public Gardens are expected to be required over the life of this Plan.

Key developments in Public Gardens are likely to be around resource efficiencies, alternatives to chemical management, climate change, accessibility and management plans. Part of this will be looking for opportunities to showcase local biodiversity in places such as Melrose Gardens.



*Figure 37 – Church Hill/Pikimai 1984*



Figure 38 – Public Gardens

## Lifecycle Management

### Background Data

Nelson has seven Public Gardens distributed across the city. 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.

### Operations and Maintenance

Operations budgets are split broadly into contracted works, programmed maintenance and unprogrammed maintenance. In addition separate budgets are provided where required for specific purposes such as for the maintenance of the Cathedral Steps.

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). Low energy lighting was installed in the Queen's Gardens and work is underway to install low energy lighting on Church Hill/Pikimai. 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 Plan following an assessment by a heritage consultant. 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 works within the Queen's Gardens should refer to the Landscape Conservation Plan 2011.

There are no significant changes anticipated in relation to Public Gardens' operations costs. As costs of staff and services have been increasing they have been balanced out by increased efficiencies.

### Renewals

Other than vegetation and planting displays, key renewals include bridges, furniture, lighting, ornaments and hard surfaces.

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 Activity Management Plan.

## **New Capital Investment**

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

Two of the ponds at Miyazu Japanese Gardens have required remedial works to the foundations which were cracking due to the settling of the underlying historic landfill, and causing significant water loss. Funding has been included in the early years of this AMP for the remediation of the third pond. The existing remedial works are at a rudimentary level designed to address the issue for the least investment. Further opportunities for higher quality remediation of all three ponds to improve the outcome and amenity value should be investigated.

## **Disposal**

There are no specific disposal considerations for this focus area.

## **Risk Management**

There are no specific risk management considerations for this focus area.



*Figure 39 – Isel Park*

## 6.2 FOCUS AREA 2: NEIGHBOURHOOD PARKS

### Introduction

Neighbourhood Parks provide safe, passive and active informal recreational spaces for the local community. They also help to break up the built environment, offer visual amenity and provide ecological and alternative transport corridors. Neighbourhood Parks also have social and health benefits by acting as meeting and exercise places.

The primary way that Council obtains new reserves is through residential land development; where reserves are vested in Council, and funded through development contributions. Care needs to be taken during this process to obtain suitable and necessary land. Park design should provide quality recreation opportunities for local residents. Over-provision of services can create issues by bringing in users from outside the local area; which in turn can lead to issues with parking and the need for additional amenities such as toilets which would not otherwise be needed.

Existing reserves are developed to provide for immediately surrounding areas as demographics and development patterns change.

Neighbourhood parks should be highly visible to maximise visual amenity, safety and provide open space benefits for the surrounding community. Land acquisition or upgrading existing reserves is occasionally required to meet levels of service.

### Strategy Linkages

Add information

### Level of Service

Neighbourhood Parks are provided within walking distance (400m or around 10 minutes) of residential homes, and generally provide play opportunities, open space and amenity values.

Neighbourhood Parks are typically 3,000m<sup>2</sup> to 5,000m<sup>2</sup>. They generally have a basic provision of services with flat grassed land, permanent plantings, paths and seating areas. Just under half of Neighbourhood Parks have playground equipment.

Nelson currently offers 1.65 hectares per 1,000 residents.

While Nelson currently has few high density residential neighbourhoods, this is an emerging area of development for the city. Neighbourhood parks in these locations should be developed to a higher level of service to cater for the increased number of users. These will typically be as a result of brownfield developments intensifying use in existing residential locations or high density developments such as apartments. Work is currently underway to develop standards for reserves in higher density residential areas

## Future Demand

The key driver for Neighbourhood Park demand is increased residential development.

A secondary factor is changing demographics; the primary being an aging population. Issues such as accessibility, seating, shade and the range and type of recreational opportunities provided need to be considered.

As growth areas are developed and developable land becomes scarce, it is likely that more priority will be placed on intensification and brownfield developments in the long term. In this case it will be necessary to determine the best levels of service that parks within these higher density areas should provide.



*Figure 40 – Paddy's Knob*

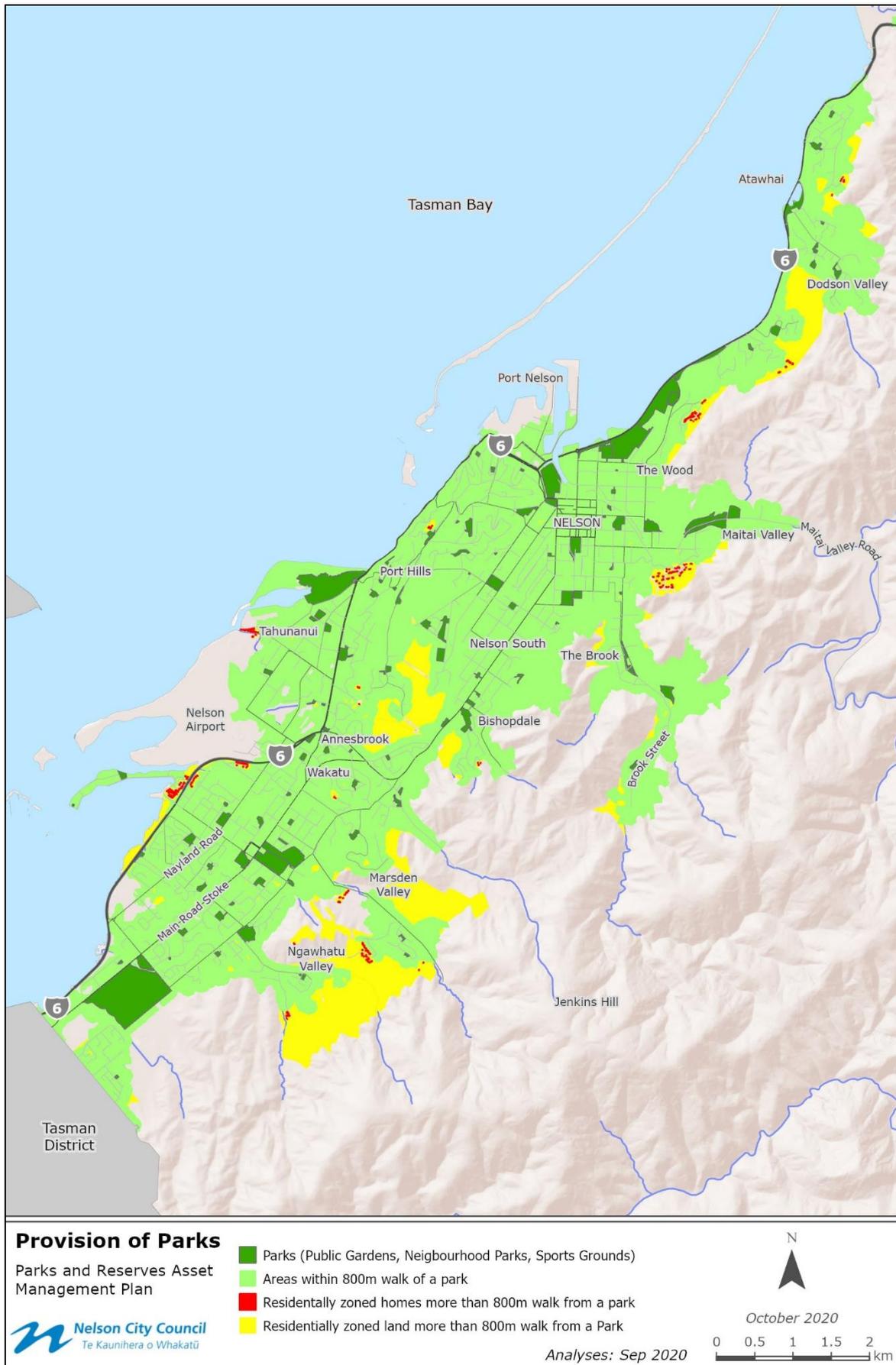


Figure 41 – Homes within 400m of Public Gardens, Neighbourhood Parks and Sports Grounds

The level of service measure seeks that residential homes are within 400m of a park. The main clusters outside of 400m are described below.

- Monaco:** Some properties at the base of Monaco peninsula are not within 400m. They are however close to Poorman Stream Esplanade and Monaco Foreshore reserves. Esplanade and Foreshore reserves are not included in the level of service calculation because their recreation value can vary considerably. These reserves however provide opportunities similar to Neighbourhood Reserves. This is not a priority area for provision.
- Atmore:** Is a relatively new area of development on hilly terrain. This area is close to Atmore Reserve (a Landscape Reserve) and Jacks Track, which both offer easy grade walking opportunities. The Maitai Esplanade Reserve is nearby, with Botanical Hill a little further away. Botanical Sportsground is just outside the level of service distance, but the route is hilly and windy. Given these nearby public spaces this is not a priority area for provision; but could be considered in the future if development progresses and demand increases.
- Tahunanui:** A small cluster of houses at the end of Parkers Road sit outside 400m; however being next to the beach the area has ample recreation opportunities, including an off-lead dog area. There are also open space opportunities at the adjacent golf course as well as a proposed shared path which will be part of the Great Taste Trail. This is not a priority area for provision.
- Atawhai:** A few houses on the edge of the residential area are outside 400m. Some of these will be served by new pedestrian routes created as development progresses. It is accepted that a minority of properties will remain outside of 400m. This is not a priority area for provision.

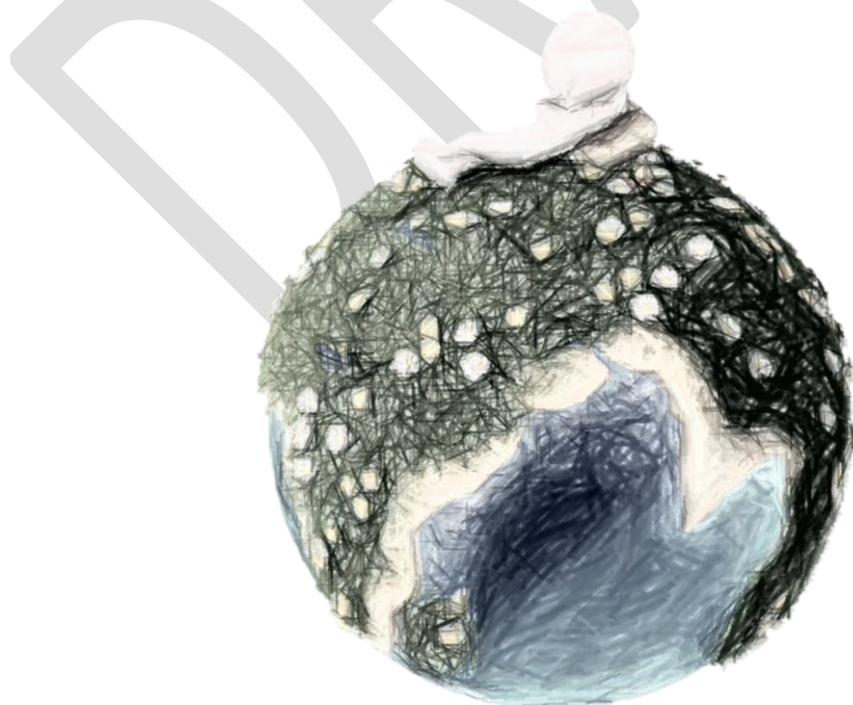




Figure 42 – Neighbourhood Parks

## Lifecycle Management

### Background Data

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. A small number of reserves are categorised as Neighbourhood Parks but do not act as Neighbourhood Parks, hosting different activities and being significantly larger (5 to 10 hectares). These reserves should not be included in calculations relating to levels of service for Neighbourhood Parks but currently are due their categorisation in the NMap GIS system.

The main factors affecting accessibility, usability and safety of Neighbourhood Parks are gradient and size of park restricting recreation use, limited street frontage reducing accessibility, and limited passive surveillance.

Some of the suggestions to improve safety and accessibility are to purchase houses to improve street frontage surveillance and accessibility where parks are located behind buildings on back sections, and move community buildings to the rear of the park. Parks with limited visibility are:

- Grove Reserve
- Ranui Reserve
- Poets Park
- Waimea North Reserve

### 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 to develop reserves, primarily through tree and vegetation planting and maintenance (including fruit trees). Close to 30 areas have now received community fruit tree planting.

### Renewals

Other than vegetation and planting displays, key renewals include furniture, lighting and hard surfaces.

### New Capital Investment

The primary driver for new Neighbourhood Park acquisitions is growth as a result of development, and upgrades to existing reserves. While it is possible to anticipate where development will occur, it is not practical to predict budgets or timing due to uncertainties around the private development process. Funding (to be largely if not completely sourced from development contributions) is therefore included in this Plan with an element of flexibility anticipated to enable purchase and development of land when it becomes available.

While specific developments are hard to predict, development areas are likely to include:

- Ngawhatu Valley (Montebello)
- Atawhai (e.g. Corder Park, Bay View subdivision)
- Bishopdale Reserve
- Tasman Heights subdivision
- Maitahi (subdivision above Ralphine Way)

The Nelson Tasman Land Development Manual 2019 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 neighbourhoods evolve, specific requirements to cater to the local communities may come up as the way the park is used by locals becomes clear. One example of this is a new public toilet being planned for installation at Hockey Park.

### **Disposal**

There are no specific disposal considerations for this focus area.

### **Risk Management**

There are no specific risk management considerations for this focus area.



*Figure 43 – Fruit Tree Plantings at Te Ata Park*

## 6.3 FOCUS AREA 3: PLAY FACILITIES

### Introduction

Play Facilities provide opportunities for families and communities to enjoy informal recreation together. They also allow for development of a range of physical, social and mental skills in a managed risk environment. Nelson has over 60 playgrounds including one destination playground at Tahunanui.

The following are key focus areas for playgrounds:

- Ensuring diversity in equipment type and playground experiences. Consider installing more variety of pieces where appropriate when renewals occur
- Developing a play space in the Nelson city centre
- Continuing to provide shade and seating at playgrounds
- Ensuring new and renewed playgrounds are inclusive and provide accessibility opportunities where possible
- Assessing the existing network and considering new equipment in gap areas
- Developing a playground strategy to guide investment and level of service, and implementing a playground hierarchy
- Ensuring playgrounds provide a variety of physical challenges such as balance, coordination and upper and lower body strength activities

The Council playground network is complemented by a number of school playgrounds which have very good levels of service and a range of mental and physical challenges for users.

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.

Following a resolution from Council in 2009, all playgrounds and sportsgrounds in Nelson are smoke free.

User safety is always a priority. Maintaining safety while providing suitable challenges is a key balance. Council playgrounds adhere to relevant playground safety standards and are routinely checked and audited for safety compliance.

Stand-alone exercise equipment in parks and youth parks are also considered as part of the Play Facilities activity area, and these areas are maintained out of Play Facilities budgets.

### Strategy Linkages

Add information

## 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. This however does not take into account the number of individual pieces of equipment, merely the number of playgrounds. Therefore the quality of experience is not accounted for in this measure.

When looking at provision it is important to note that Nelson has developed a pattern of more, smaller playgrounds rather than fewer, larger ones. This is both as a result of historical development and a factor of the environment. The good climate coupled with the natural geography supports this play network design.

Playgrounds have typically been made up of a small variety of traditional equipment providing a similar basic experience in each playground regardless of location. Council aims to provide a range of playground experiences in the City. This means that as equipment comes due for renewal, a comprehensive assessment will be made of the space and different types of play equipment may be installed if it suits the space. This could include natural movement opportunities, diverse equipment types and more self-directed play, where users choose how to use equipment rather than the equipment driving a specific, singular movement or use.

An 800m walking distance from residential properties to a playground is used as a primary level of service for this activity.

## Future Demand

The key factor influencing demand is the number of children in a catchment. However, visitor numbers are also relevant, particularly at destination locations such as commercial centres, Tahunanui and sporting hubs.

A growing consideration is for playgrounds to incorporate the surrounding environment into the experience. This could be through reflecting the nearby natural or urban materiality, theming parks towards a specific purpose, or tailoring play facilities to the surrounding neighbourhood demographics. A variety of experiences around the City can encourage users to visit areas that they may not otherwise go to, as well as making the experience more exciting for users.

An important matter is inter-generational provision, as these spaces should support family visits and cater for an aging population. Providing places alongside playgrounds for carers of varying ages and abilities will become a priority, as will seeking to involve caregivers in play alongside their children. Alongside this is the increasing importance of considering integrated accessibility to playgrounds and equipment to encourage use by all abilities of people.

Nelson would benefit from having a destination playground in close proximity to the CBD. This would address a number of matters:

- There is a lack of activities for younger people in the CBD
- It could help families to visit and extend their linger time in the shopping precinct
- It could attract regional visitors
- It would expand the experience and environment available in a largely built up area
- There are no contemporary destination playspaces in the wider region
- Contribute to inner city vibrancy

It is acknowledged that equipment or play opportunities for older children (10-14 year olds) is limited within Nelson and this will be a focus for development.

As Nelson's population ages, the proportion of Nelson residents in the 0-14 age group is predicted to decline; although the absolute numbers of children will not change too much. As this happens the focus will shift from developing new assets to maintaining quality existing assets.

Exceptions to this trend are expected to occur in Bayview and the Marsden, Maitai and Ngawhatu Valleys where considerable residential development is occurring.

**Ngawhatu Valley:** Play equipment is proposed to be installed as new reserves are developed.

**Tasman Heights:** Opportunities for play equipment will be explored as subdivision progresses.

**Bishopdale:** Opportunities for play equipment in Bishopdale Reserve or an upgrade to Cattle Market Reserve will be explored.

**Atmore:** The top is a relatively new area of development on hilly terrain. 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/Mahitahi River. Play provision can be considered in the future if demand indicates this is needed.

**Atawhai:** Two main areas in Atawhai are outside of the 800m 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 physically relatively close to Montrose Reserve; however a poorly planned subdivision pattern of cul-de-sacs means there are no road or pedestrian connections. Further analysis of options for these areas is required. Before investing in playgrounds in this area Council is waiting to see if, and what type of demand appears. This will allow for a more focused playground type based around the desires and needs of the immediate community.



# DRAFT

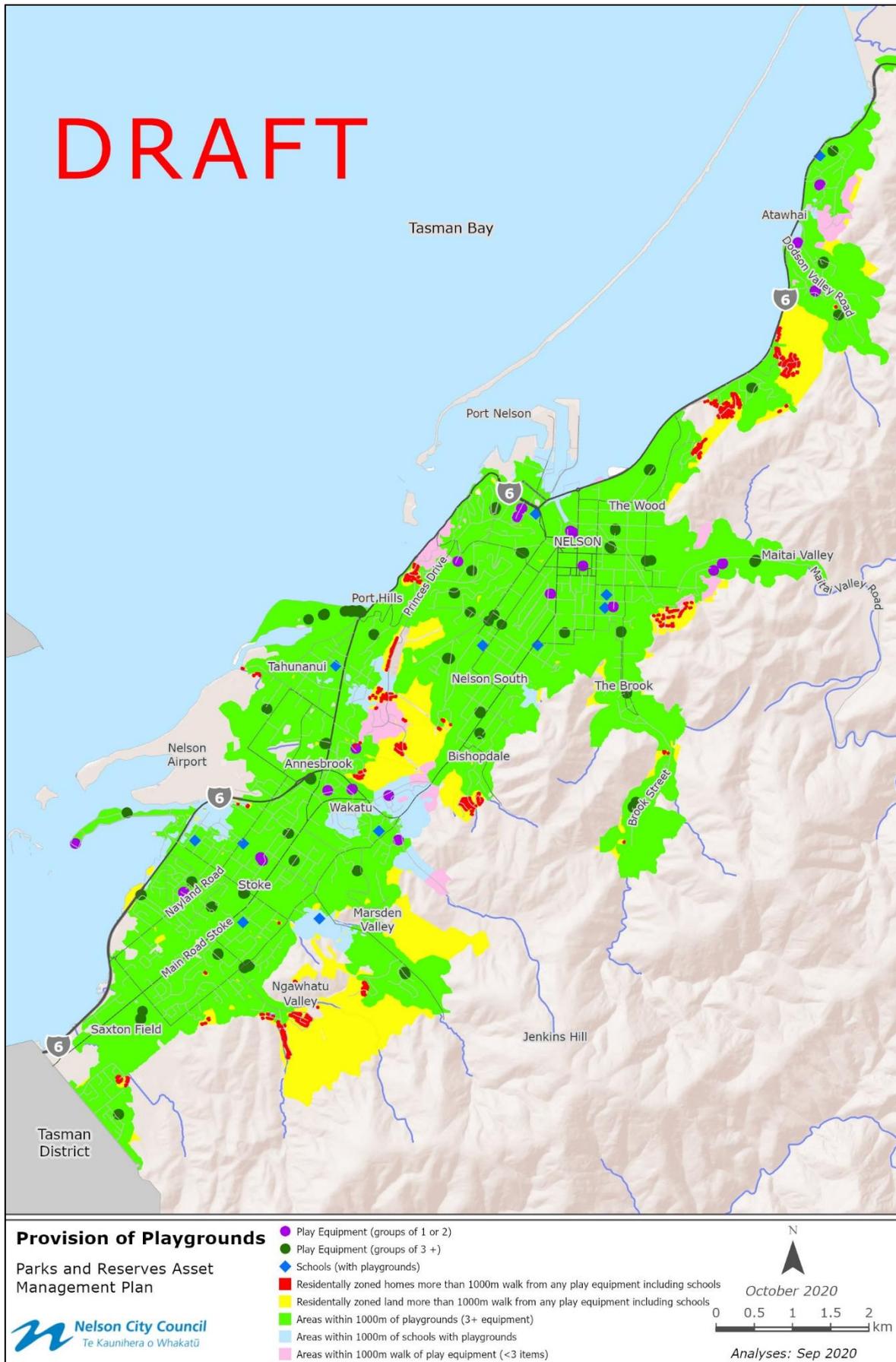


Figure 44 – Play Facilities (UPDATE once confirmed)

Council is committed to ensuring new and renewed playgrounds consider shade as part of their design. It should be noted that while shade structures may be considered for some purposes such as seating spaces; their effect is very limited due to the movement of the sun throughout the day and the constant movement of users meaning that only a small part of a playground is shaded at any given time. Shade sails in particular are prone to vandalism and require frequent renewals. The best long term solution to providing shade in parks and playgrounds is planting trees in strategic places. While there is a relatively long lead time for the effects to become meaningful the long term benefits far outweigh other types of artificial shade provision.

## **Lifecycle Management**

### **Background Data**

A playground for the purposes of this plan is defined as having at least three pieces of play equipment. Nelson has 265 items of play equipment and 63 playgrounds. The majority of equipment is traditional or modern, with a small but growing amount of natural features.

Schools also provide playgrounds and where these are accessible to the public they are included in the level of service calculations. These locations are noted in Council's GIS system.

Asset data is stored in Infor and GIS. Work is ongoing to have asset data and condition information fully incorporated into the Infor system.

### **Operations and Maintenance**

Operations budgets are split broadly into contracted works, programmed maintenance and unprogrammed maintenance (day works). Contracts were revised during the previous plan and this expires in 2023.

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 2023/24.

Council's contractors do not use chemical weed controls, including glyphosate in proximity to playgrounds.

### **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 45 a significant 'bubble' is approaching in years six and seven of this plan.

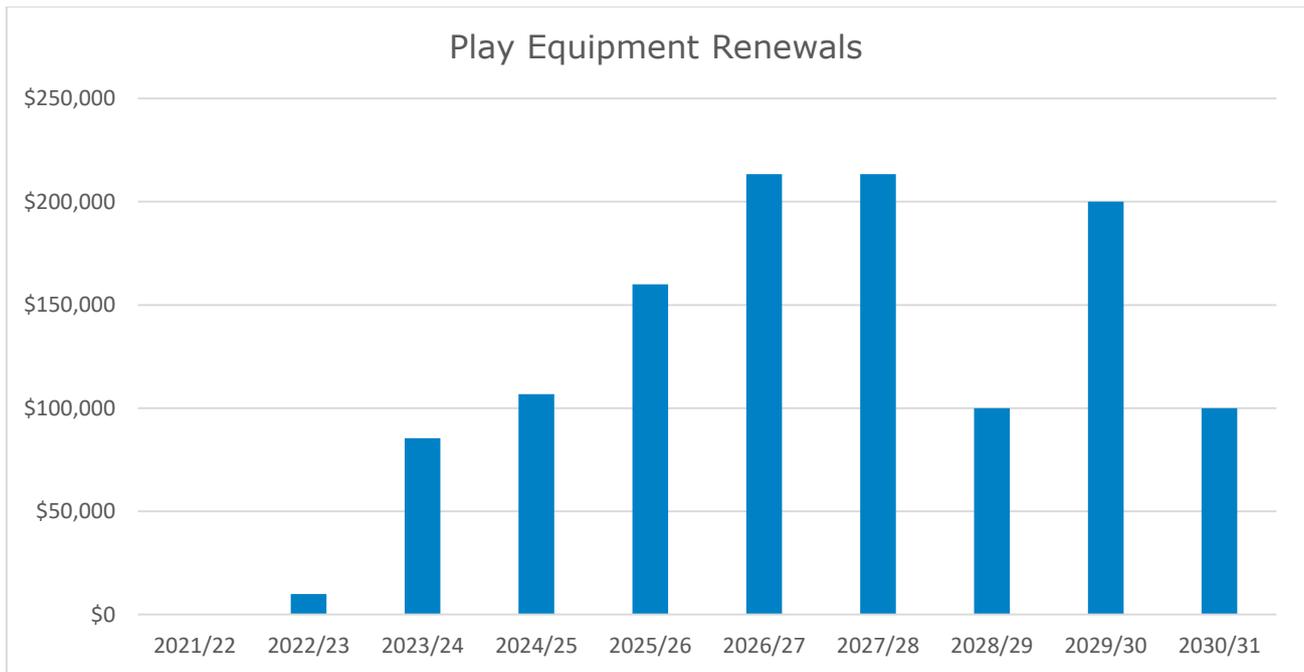


Figure 45 – Play Equipment Renewals Forecast (UPDATE once confirmed)

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).

A playground strategy would be of great help in prioritising playground provision. This could include:

- An overall assessment of the success of the play network and individual playgrounds
- A hierarchy of importance
- Identification of areas where different equipment types could be installed
- Identification of areas where quality, size and type of playgrounds are insufficient
- Levels and types of provision for different locations
- Survey of use and users

Playground matting has an expected life of 10 years. While the initial installation expense is greater than bark, the whole of life costs including maintenance and top up of bark means that bark is a more expensive long-term option. At this time bark is used as the preferred safety surface in the majority of situations, but consideration is given to matting or wet pour safety surfaces in high use or high development standard locations.

### **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 outside of 800m 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 an 800m 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 such as car parking, barbeques, toilets.

### **Proposed New Equipment**

New play facilities are generally proposed as a result of growth, and are largely funded from development contributions. As new reserves are vested in Council consideration will be given to the establishment of playgrounds in these parks to meet levels of service.

Corder Park is identified as an opportunity for improved play opportunities, and work is underway to develop the play space, pump track and wetlands. This is expected to be completed in 2020/21.

The Rutherford Park development plan includes provision of a play space alongside the Maitai/Mahitahi River. This was a concept originally recommended through the 2009 Heart of Nelson Strategy which identified play equipment gaps near the city centre. Presently one swing is provided in Old Bank Lane with another next to the Elma Turner Library. The next closest play opportunity to the city centre is adjacent to Riverside Pool. A 'pop-up' park with play facilities has been constructed by the City Development team on a leased empty lot next to the library. This is currently planned to be in place for two years. Longer term funding has been included to investigate and construct a destination play space in the city centre.

Council acknowledges a gap in provision of non-sporting youth facilities in the Stoke area. Council has identified the development of a youth facility in Stoke as a priority. Following option investigations, a site by the Stoke Memorial Hall has been selected to develop as a youth facility. Work is underway on this site and is expected to be completed in 2021/22. Work being discussed for the adjacent Stoke Memorial Hall building (which has been assessed as earthquake prone) may impact the development programme of this project.

A destination playground is included in the Saxton Field development plan, but this is not seen as an immediate priority. In the interim (or instead) several satellite playgrounds are proposed within the reserve. Play equipment in this space provides families the opportunity to have children using the play equipment while others are engaged in sporting activities. Outdoor fitness equipment complements the proposed play.

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 such as skating elements or natural features.

It is critical that operational budgets increase to match the increase in assets. In particular with ongoing residential development and a desire and need for increased levels of service, including accessibility and variety of experience; assets are often provided to Council which are not able to be managed within current budgets. In order to ensure these assets are maintained to appropriate standards and are able to be replaced at the end of their useful lives it is vital that sufficient budget is allocated at the time these assets become Council's responsibility.

## Disposal

The cost of disposal of play equipment is included in the renewals budgets. Reuse and salvage are not often considered due to costs and the safety implications of reusing aged equipment.

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

## Risk Management

All playground equipment is inspected regularly and required to comply with NZS5828:2015, the New Zealand standard for Playground Equipment and Surfacing.

While Council seeks to minimise serious risks around playgrounds, play is inherently risky. One of the goals of play is to learn about risk in a managed environment, and children tend to quickly lose interest in equipment that does not challenge them. Protecting against all forms of risk therefore is at odds with the idea of play as well as being unfeasible. Minor injuries are to be expected during play, however the design and adherence to the standards is meant to minimise the risk of serious harm injuries.

Fencing around playgrounds is generally the exception unless where specific issues need to be addressed and there are no other feasible options. Fencing can lend a false sense of security to the space and lead carers to abdicate some of their responsibilities to monitoring children. Fences are also often at odds with the surrounding environment and can harm the amenity values of the surrounding park.

Where circumstances warrant such as public health issues or following a natural disaster which could affect the spaces, playgrounds may be closed until a safety assessment can be made.

All playgrounds were assessed by an external auditor in 2008 and again in 2013. It is proposed that the next external audit be in 2023.



Figure 46 – Natural Play at Tod Reserve

## 6.4 FOCUS AREA 4: TREES

### Introduction

This section relates to Council's management of street trees, parks trees and trees listed in the Nelson 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 Plan was being reviewed and the Local tree category is likely to be proposed for removal.

Funding is provided through this Activity Management Plan for the management of trees within parks and protected trees. Funding for the management of street trees is provided in the Transport Activity Management Plan. However, vegetation on legal road is managed by the Parks team, so discussion on street trees is included in this focus area.

The majority of contributions that trees make to the community are positive. Sometimes however, trees have perceived negative effects and can pose a safety risk if they fail structurally.

A priority for Council is developing planning guidance to assist in the management of trees, and at the time of writing a Vegetation Management Policy was being drafted. In addition an Urban Greening Plan is to be developed in year one of the plan to provide high level principles and guidance on future development priorities.

### Strategy Linkages

Add information

### Level of Service

Council seeks to have trees play a positive role in the community. Due to their significant wider community benefits, retention of trees where possible is a priority, as well adding to the tree resource where suitable. The safety and health of trees is a primary consideration. With this in mind, protected trees are inspected every two years and other Council owned urban trees are also moving towards a regular inspection regime (three yearly).

Street trees are generally deciduous varieties, or are planned so that they don't shade the road during certain times in order to reduce the risk of exacerbating icy road conditions. Tree plantings next to roads are also planned to reduce their effects on surrounding services and other infrastructure. This can be through species selection or ensuring that there is enough space around the tree to allow for growth and its ultimate mature size.

In addition considerable staff time is spent dealing with tree related enquiries.

The Nelson Tasman Land Development Manual 2019 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.).

## 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, providing human scale to built-up areas and providing summer shade and temperature attenuation.

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

There has been some discussion around including edible, fruiting trees in public parks and reserves. Fruit trees are not always a suitable choice of species for all spaces; with fruiting trees sometimes liable to cause issues if they are in the wrong site with fallen fruit, attracting birds and small mammals and providing a seasonal supply of organic missiles. Soft fruits in particular can cause issues with fallen fruit. Council does however plant fruit trees in appropriate locations where it fits in with the design and purpose of the park. Fruit trees are best planted in locations where volunteer groups or park neighbours are prepared to look after them and take advantage of the produce from the trees. Many edible types of vegetation require significant ongoing maintenance through pruning, spraying, pest/disease control, cultivation, harvesting, inspections and replacement. Selection of appropriate species which are robust, low maintenance and also fulfil amenity needs is critical if these types of species are to be considered for inclusion in public areas. Council is not best placed to provide public food cultivation services but welcomes volunteer groups who may wish to develop edible plantings through the Adopt-A-Spot programme.

## Lifecycle Management

### Background Data

Council oversees 2,016 street trees and 943 listed trees. Both groups are currently being assessed and recounted. Listed trees can either be privately owned or Council owned (around 70 of the 2,000 street trees are also listed). Within the Nelson Plan review 'local trees' typology may be removed from the listed tree category. For efficiency, non-protected trees within parks are not individually identified, rather all the trees in one park are grouped together or into planting groups. Tree condition information is fed into the Infor Asset Management System.

### 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 as necessary. Council intends to inspect street trees on a three year inspection cycle.

Protected trees on private land are supported by Council to ensure their health and protection. Requests are made of landowners to access their property to carry out any necessary work. However typically only 50% of people respond, so not all protected trees have been provided with Council administered maintenance on a regular basis.

Storms with high winds can have a significant effect on trees, particularly if winds are from non-prevailing directions. Work is often necessary following storm events to clean up windblown trees, broken branches and debris. 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.

As the effects of climate change become more pronounced it is expected that the number and severity of weather related events will increase. This is likely to require a commensurate increase in budgets to cater for any damage caused by these events. It may also necessitate a review of the types of trees and where they are planted in order to reduce as much as possible their vulnerability to weather events.

Operations are split into unprogrammed and programmed work, with the majority of funding being available for unprogrammed works due to the reactive nature of current tree management practices.

Issues reported to Council generally relate to perceived nuisance factors such as leaf drop, encroachment of branches, shading, view obstruction and occasionally concerns around safety. In addition trees can have negative effects on infrastructure such as roots affecting roads, footpaths and pipes and limbs encroaching on above ground services. The majority of issues are able to be resolved relatively easily and there is not understood to be any community desire for a reduction in tree provision. However, an adopted policy or strategy would allow for a clearer direction on the approach to perceived 'problem' trees and reverse sensitivities from affected parties and provide some authority to council officers to more directly manage these issues. It is generally accepted that community benefits will take priority over individual concerns unless in exceptional circumstances, usually relating to health and safety.

### **Renewals**

Replacement planting is generally undertaken on a reactive basis, due to the uncertainty around timing. Efforts are made to preserve heritage values such as propagating from original specimens where possible.

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. Particularly in older areas of town where the spaces are generally on a smaller scale than more modern developments. Street trees are therefore actively managed through a cycle of removal and replanting. The renewals cycle for the trees in the city centre is around 25–30 years.

Where a tree is required to be removed a replacement will be provided, either in the same location if suitable, or in the same general area if factors are prohibitive.

### **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, Sportsgrounds and as Street Trees.

The Nelson Tasman Land Development Manual 2019 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.

## Disposal

At times Council is required to remove trees. This may come about as a result of park development, scheduled renewals or declining health due to age, disease or damage.

Removal of large trees is expensive, requiring specialist equipment and technical expertise. Trees occasionally require removal, for example where a safety issue is present, and in these cases opportunities are sought to recover costs wherever possible.

High quality timber is made available for crafts people, and on occasions Council is able to reuse the timber. For example for use as natural play features or furniture as was done in Isel Park following a wind event in 2008 and at Tahunanui Reserve following removal of large exotics along the foreshore. Trees may also be mulched and the wood used onsite to cover new planting areas.

Where trees are removed, new trees are planted where appropriate. Due to the likely lack of long-term sustainability and impracticality, street trees that have been planted within berms less than 1.5m wide will not be replaced following removal.

At times Council is asked to remove trees for private benefit such as house removal. While removal of healthy trees is the exception, where this is asked for and approved the costs will be born solely by the customer. This will include the costs for removal, replacement and ongoing maintenance of the tree until it is well established.

Decisions around removal of trees in park settings are typically handled by officers. Decisions on street tree removal go through a formal assessment and are signed off by senior management.

## Risk Management

The primary risk to Council is one of liability should a tree cause injury to a person or damage to property. This is presently mitigated by regular inspections and maintenance works. Where Council becomes aware of a safety issue either through regular inspections or service requests, an assessment will be undertaken and remedial works undertaken to mitigate the risk. This could include isolating the area, removing damaged or weak areas of a tree or ultimately tree removal if there are no other reasonable alternatives. The value of a tree will determine the approach Council will take towards management and retention of a tree.



## 6.5 FOCUS AREA 5: WALKING AND CYCLING

### Introduction

Nelson's pathways offer an important recreation and alternative transport network. They are well-patronised and are associated with high levels of ratepayer satisfaction. There is ongoing demand for expanding the pathway network. While walking and cycling are different activities the assets used are generally the same for each activity with some exceptions such as steps or downhill mountain bike trails.

Council encourages active travel to reduce vehicle use and sees establishing walking and cycle routes as a priority. Council supports this activity through Transportation AMP and by being a 2008 signatory to the International Charter for Walking. An updated pedestrian strategy is currently being prepared by the Transport team.

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 routes, channelling (setting certain trails aside for exclusive use) and courtesy among users. Following 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 user conflict by creating a track hierarchy, identifying trails where activity separation is required and prioritising development of trails. This policy is currently under review, with updated recommendations to be proposed upon conclusion of the review. It is anticipated that this review will be completed in 2021.

The track hierarchy should reduce conflicts, particularly between cyclists and walkers. Shared paths are implemented where suitable, but at times it is necessary to separate walking and cycling activities. Shared paths should be a minimum of 2.5m wide, and preferably 3.5m.

Council is aware that a number of walkers and runners feel they have 'lost' some spaces to mountain biking. It is important to identify, maintain and raise the profile of pedestrian assets.

A large area of Nelson's recreation opportunities are on private land owned by Koata Ltd (on behalf of the Ngāti Koata Trust). Koata Ltd purchased the land from the Crown in 2014, and the public's awareness of the implications of this change has been slow to grow. Council acknowledges the value of these areas to the community and is in discussion with Koata Ltd around options for maintaining ongoing public recreation access to this land.

### Strategy Linkages

Add information

## **Mountain Biking**

A 2017 study concluded that spending associated with mountain bike trails amounted to \$8.5 million per annum; generating \$4.5 million in GDP and providing employment for 79 FTEs. Multiplier effects result in \$14.5 million expenditure, \$7.5 million GDP and 106 FTEs. The study anticipated that these effects would continue to grow for at least the next 10 years. Council recognises these economic and recreational benefits and has provided considerable funding support for mountain biking; primarily through grants to the Nelson Mountain Bike Club to create and maintain tracks.

A particular focus is ensuring there are sufficient lower grade mountain biking trails to provide for beginner riders and children, and progressing the recreation hubs identified in the strategy. Opportunities have been taken to work with the mountain bike club to improve signage and marketing through third party resources such as the Trailforks App.

At times there are issues with unapproved trails being built. This is of great concern to Council as many of these trails traverse Conservation Reserves and can impact the water catchment and biodiversity values. There is also no quality control to ensure the safety and sustainability of these tracks. Council is working with the mountain bike club to address these issues. Council would benefit from more formal agreements with the club to ensure their co-operation in managing 'rogue' trails.

A private group has been investigating the feasibility of a gondola on Fringed Hill as part of a new tourism experience venture. Council will continue discussing this proposal with the developers as it progresses.

## **Great Rides**

In Nelson there are two Great Rides which are part of Ngā Haerenga – The New Zealand Cycle Trail, these are the Coppermine Trail (formally the Dun Mountain Trail) and a section of the Great Taste Trail.

Council has a successful partnership with the Nelson Tasman Cycle Trails Trust (NTCTT), and together with The Tasman District Council partly funds the employment of a Trails Manager to oversee development and maintenance, and secure funding from the Ministry of Business Innovation and Employment (MBIE). The majority of the development and maintenance is 50% funded from MBIE.

## **Level of Service**

Council seeks to provide a connected network of walking paths and tracks that are accessible and visible, and in the case of cycling, cater for a range of riding abilities.

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.

The focus for this AMP concerns provision of tracks and trails at an entry level. Provision of lower grade tracks is needed to better develop mountain biking locally for beginners, families and children.

The Nelson Mountain Bike Club describes Nelson as having a strong reputation for 'extreme' mountain biking, and this level of riding attracts many users. Nelson could build on this reputation and garner even greater benefit from providing a wider range of trails catering to more skill levels. Currently there is a relative over-provision of high grade trails suitable only for experienced riders; this is intensified by the fact that many members of the mountain bike club who build trails are already advanced riders who gain greater satisfaction from creating challenging routes than easier ones.

In addition there is strong anecdotal evidence that the ratings on Nelson's trails are consistently under-estimated. This means that a Nelson trail may be rated as a Grade 3 (intermediate) but will in actuality be a Grade 4 (advanced). This can lead to riders unfamiliar with the trails being led onto routes beyond their ability and resulting in a poor experience or even injury. An audit and recalibration of trail ratings will be undertaken.

Maintaining mountain bike trails at lower grades can be expensive, and a particular challenge for Council is maintaining the Coppermine Trail to the NZ Cycle Trail standard (Grade 3). It is acknowledged that keeping this ride accessible is important, particularly for attracting visitors, and funding is provided by Council and MBIE 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* (Couch Grass) and *Cenchrus clandestinus* (Kikuyu Grass).

### Future Demand

SportNZ studies show that Nelson residents have an above average participation in walking, cycling and mountain biking activities.

Conservation and Landscape Reserves are heavily used for informal recreation and feedback suggests 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, suggests a need to continue improving provision of facilities for these activities, such as tracks and signs.

Along with increased numbers of users there is likely to be a demand for commercial concessions to cater to and take advantage of the opportunities presented by any significant mass of users. This will need to be considered in any future facility development.

The increased network use, alongside the aging population, could indicate that the accessibility of some trails may need to consider a wider range of abilities to allow more people to more easily access the path network. This may be done in conjunction with widening high use paths.



Formal submissions, as well as engagement with stakeholders show strong support for the completion of links and investigation of new routes. These include:

- Completion of the Poormans Stream shared path to Main Road Stoke – particularly Isel Park bridge connecting Isel Park to Greenmeadows
- Improving access and amenity in the Albion Square historic reserve
- Investigating an improved cycling trail in the Maitai Valley to access the Maitai Hub

Other focus areas will be:

- Working towards completing connections in Stoke and Tahunanui (including Poormans Stream and Jenkins Stream shared paths)
- Throughout Saxton Field reserve
- Contributing towards the completion of the Great Taste Trail

If Nelson continues to experience strong participation in these activities, and the City successfully implements a shift towards alternative transport modes, this is likely to require a modified approach to pathway delivery. This could mean improved service levels (surface, path widths etc.) or changes to some paths to favour walking or cycling. These changes would aim to reduce conflicts and maintain a positive user experience. Conflicts between different types of users is becoming more of an issue with the increasing popularity of e-bikes which tend to travel quietly at relatively high speeds, which can surprise other users, and the burgeoning mountain biking community using conservation and landscape reserve trails.

## Lifecycle Management

### Background Data

All Council owned tracks are recorded in the GIS. This provides the following data:

- Track lengths
- Plotted locations
- Information on track grades
- 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 shared, with some tracks used for walking or cycling only.

Mountain biking occurs on both Council and privately owned land. While it is between users and landowners to agree on use, Council takes a wider view of the network and identifies trails in Council systems regardless of land ownership. Council may also provide funding for projects on non-Council land where there is significant demonstrated public benefit.

### Operations and Maintenance

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.

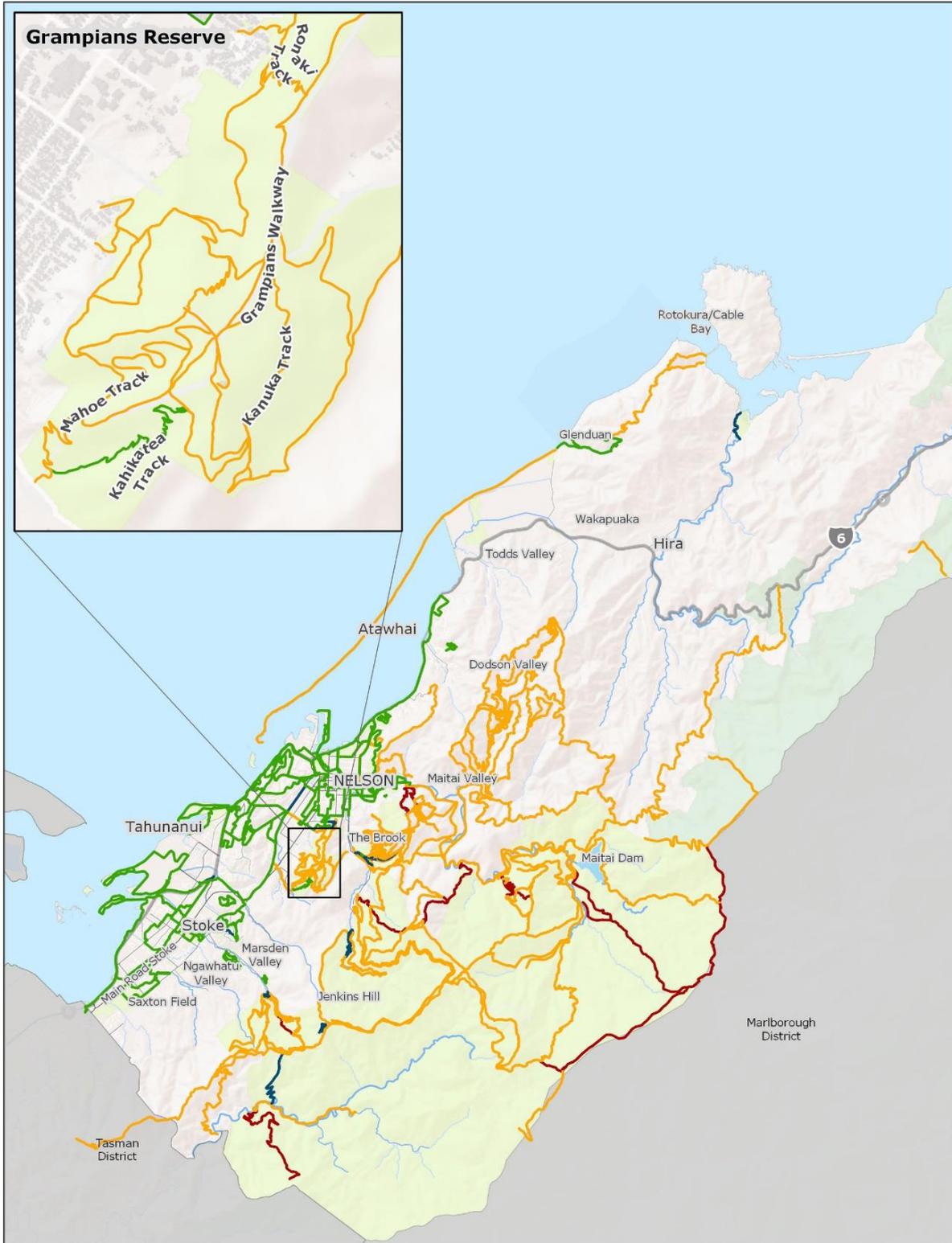
Council has a maintenance agreement with the Nelson Mountain Bike Club whereby certain trails are maintained by the Club, with the remainder (on Council land) being maintained by Council via a contractor. The cost of ongoing trail maintenance is a major factor for when considering the value of new trail construction.

Maintaining the more remote trails can pose particular challenges for Council. In particular, maintaining slip-prone sections of the Coppermine Trail is difficult. Council applies to the Maintaining Great Rides fund annually to assist with maintenance and monitoring of the Coppermine trail. Nelson City Council, along with Tasman District Council, has a contract with the NTCTT and allocates annual funding towards a Trail Manager for the Great Rides.

Many mountain bike trails are on land presently in plantation forestry. This can cause disruption to the cycling activity during harvest, as well as providing health and safety challenges to forestry contractors. Where possible, forestry activities are planned to avoid significant events. At times of high fire risk trails will also be closed.



*Figure 47 – Brook Mountain Bike Hub*



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

**Legend**

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

**Nelson City Council**  
te kaunihera o whakatū

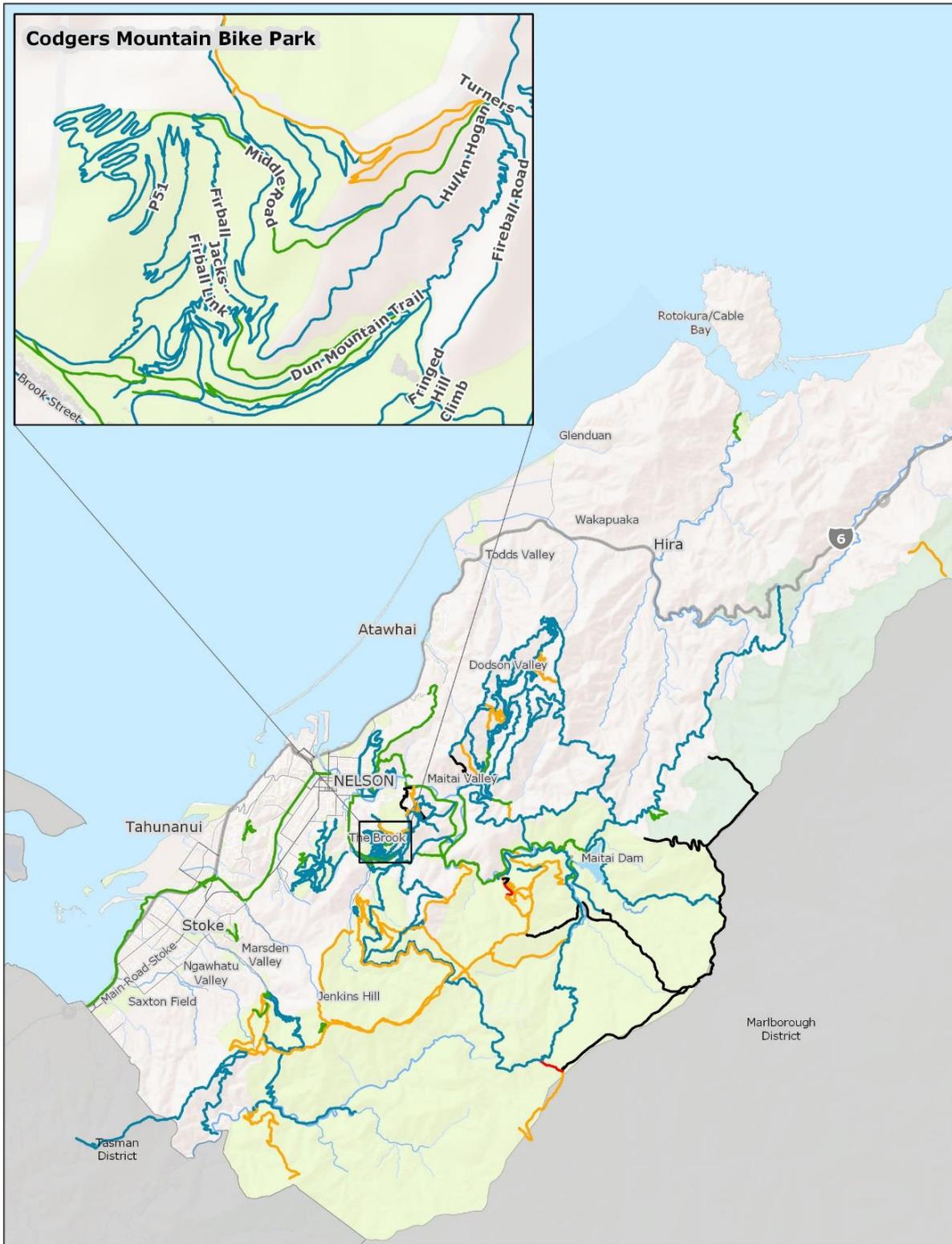
June 2018

0 1 2 3 4 km

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File Ref: A1998668  
SER. Original map size A4.

Figure 48 – Walking tracks in Nelson (UPDATE once confirmed)



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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 49 – Mountain bike trails in Nelson (UPDATE once confirmed)

## Renewals

Funding is included within each reserve category for renewals through general maintenance budgets. A specific budget has been included in this Plan for the renewal of key mountain biking trails.

## New Capital Investment

Council is guided by existing policies and strategies, public submissions and stakeholder advice when setting investment priorities. The Parks team also works closely with the Transport team during planning phases.

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

Key focus areas for investment include:

- Implementation measures identified in the Out and About – On Tracks strategy
- Strategically located hubs in the Maitai and Marsden valleys
- Furthering entry level trails
- Esplanade shared path connections
- Completing Saxton Field internal active transport routes
- Development of the Great Taste Trail
- Completing the Poormans Stream shared path from Neale Ave to Main Road Stoke (work currently underway and the majority should be completed by 2021)
- Almond Tree bridge (not currently budgeted for)
- Work with developers to re-establish the ridgeline route from Bayview Rd to Botanical Hill Reserve (Centre of New Zealand)
- Investigate options for improving the connectivity between the Queen’s Gardens and Albion Square



Figure 50 – New Parkers Great Taste Trail Section

Proposed walking and cycling projects within Council's control are summarised below.

Table 27 – Council Dependent Projects (UPDATE once confirmed)

Ref	Project	Priority	Cost
A	Poormans walkway (Main Rd - Neale Ave)	High	\$\$\$
B	Manu Kau Reserve link to Curtis St	High	\$\$
C	Almond Tree ford replacement bridge	Low	\$\$
F	Great Taste Trail connection (funding only)	High	\$\$\$
G	Branford Park north side mountain bike trail (P60)	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 28 – Priority and Cost Indicators

Priority	Timeframe	Cost	Estimated Budget
High	1-3 years	\$\$\$	>\$500,000
Medium	4-6 years	\$\$	\$100,000-\$500,000
Low	7+ years	\$	<\$100,000

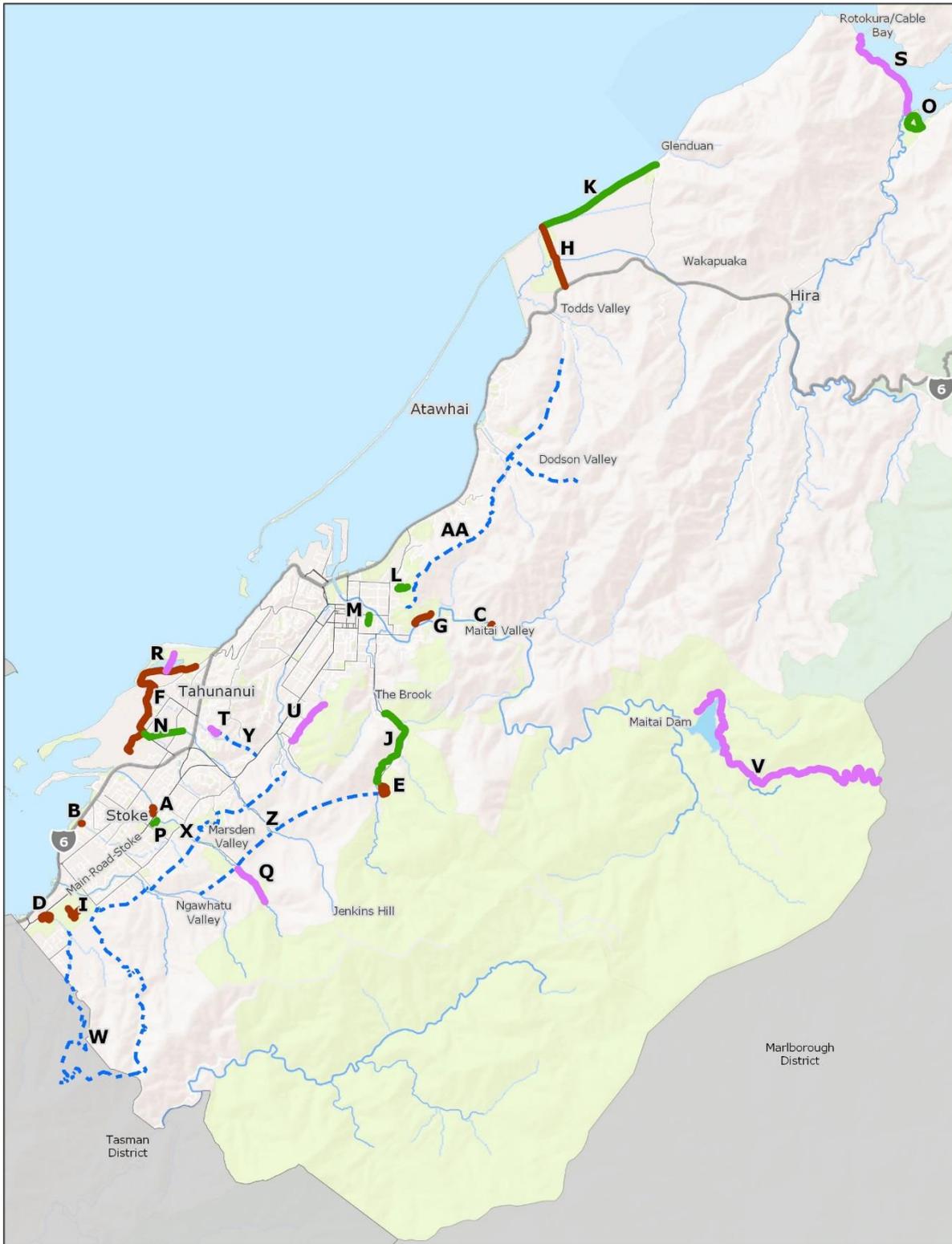
Projects that Council considers strategic priorities, but has less control over timing due to the work relying on future subdivision development are summarised below.

Table 29 – Subdivision Dependent Projects **(UPDATE once confirmed)**

Ref	Project	Description
W	Saxton Creek path (Champion Dr - Saxton field)	Provides an off road esplanade link from Saxton Field to Champion Road and a route to Barnicoat Range
X	Outer fringe walkway – Bishopdale to Saxton Field through Ngawhatu Valley	Continuation of a programme establishing walkways between streets in the city fringe from Bishopdale through to the Ngawhatu Valley and Saxton Field
Y	Maire Street to Bishopdale	Links from Annesbrook to Bishopdale as an alternative to Whakatu Drive
Z	Brook Valley to Enner Glynn, Marsden Valley and Ngawhatu Valley	Loop track connecting Brook Valley, Enner Glynn, Marsden Valley and Ngawhatu Valley incorporating Involution Trail and the Dun Mountain Walkway
AA	Todd Valley – Dodsons Valley – Brooklands – Sir Stanley Whitehead Park	Maintaining a pedestrian link behind residential areas between Todd Valley and the city Link between Dodson’s Valley and Sharland’s Road

### Disposal

No significant assets are proposed for closure or disposal. However, some mountain biking trails may be considered for retirement as they are superseded by newer trails or are no longer suitable. It is also important to look at removing illegal trails which have been constructed without landowner approval or appropriate consents.



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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**  
te kaunihera o whakatū

June 2018

0 1 2 3 4 km

File Ref: A1812261  
SER. Original map size A4.

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Figure 51 – Future walkway opportunities in Nelson (UPDATE once confirmed)

## Risk Management

Key risks concerning walking and cycling include:

- Conflict between users on shared paths
- Mountain biking injuries
- Risk of damage to the network from natural hazards such as floods and slips
- Damage to natural habitats from trail construction and use including erosion, track expansion from original route, weed incursion along trails and frightening/displacing wildlife away from habitats
- Reputational risk from reserve closures (primarily due to fire risk)
- Personal risk from being caught in reserves during fires or storm events
- Potential loss of use of private Ngāti Koata land currently being used for recreational purposes

The primary mechanism for managing user conflict is implementing the measures in the Out and About – On Tracks policies.

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 have the appropriate knowledge and expertise. It is accepted that participants should be aware of the inherent risks associated with the activity.

Risk from natural hazards is mitigated primarily at the design stage, with appropriate drainage and complying with relevant construction standards. It is however unfeasible to completely eliminate all risks in these dynamic natural environments.

Closing trails during periods of high fire risk is done to reduce the possibility of fires starting, as well as avoiding the dangers of trying to evacuate users if a fire does start. The size of the reserves, associated with limited evacuation points and the impossibility of knowing how many users may be in the reserves means that the potential negative consequences are too great to allow people unfettered access during high risk periods.



Figure 52 – Fire at Sir Stanley Whitehead Park, 2019

## 6.6 FOCUS AREA 6: SPORTSGROUNDS

### Introduction

Sportsgrounds, like other reserves, attract a range of recreation activities including formal and informal sport and events. Participation in organised and informal sport provides many health, social and economic benefits to the community.

This Plan excludes all associated clubrooms, changing rooms, toilets and other built structures on Sportsgrounds including the Trafalgar Centre and Trafalgar Pavilion which are covered in the Properties and Facilities Activity Management Plan.

Compared to other reserves, Sportsgrounds are expensive assets to maintain and renew. Council's policies in relation to cost recovery are described through the Fees and Charges Policy which is implemented through Council's Annual and Long Term Plans. Council recognises the community benefit of these spaces to the well-being of the community however, so the majority of sportsground funding is provided by rates.

Council allocates grounds to each sporting association to manage their use. Council monitors games played per ground to obtain a picture of their use. This identifies fields that are either overused or underused and enables improved management. This has led to improved efficiencies in ground use and is regularly monitored and reassessed.

The Waahi Taakaro Golf Course provides a nine-hole course primarily for green fee players. The course is maintained by Council's Parks and Reserves maintenance contractor. The Waahi Taakaro Golf Club manage the course and own the clubrooms.

### Strategy Linkages

Add information

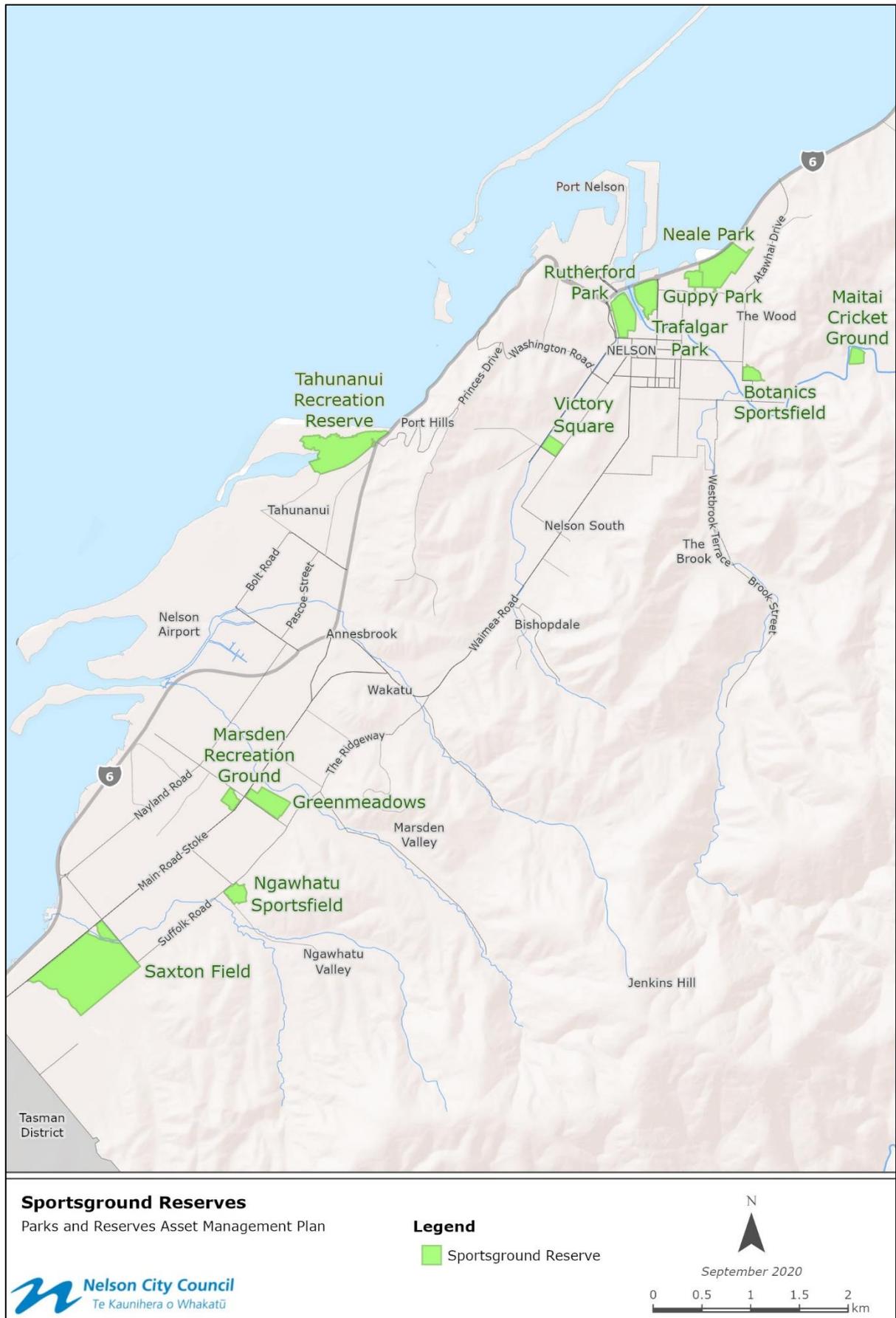


Figure 53 – Sportsground Reserve Provision in Nelson

## Level of Service

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.

Nelson provides a generally high level of service for Sportsgrounds. It is possible that in some areas there is an overprovision of assets, both in terms of quality, amount and types; although there are wider economic development benefits from these facilities.

Nelson's grass Sportsground maintenance cost per 1,000 residents is relatively high at \$21,072. This is likely primarily due to the high level national and international standard turfs at Saxton Oval and Trafalgar Park and the high number of grass cricket wickets.

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.

## Future Demand

Nelson City Council continues to support 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. It also ensures that assets on parks are fit for purpose and adequately funded which is not always the case with club facilities.

The trend is towards centralisation of Sportsgrounds activities (hubbing, sportvilles) but with local provision to service larger communities elsewhere in the district. Sport NZ describes the Hub/Sportville model as *seeing clubs and community groups combine resources, use the same facilities, work together to share costs and services, and develop new ideas*. This is to help with the long-term viability and sustainability of different sporting activities by unifying resources of complementary activities. Saxton Field, Trafalgar Park and to a lesser extent Neale Park, Greenmeadows and Victory Square are the major sporting venues in Nelson and most Council Sportsground expenditure has gone into these venues over recent years.

Council receives regular requests for funding and investment from Sportsground users, and assessments are guided by agreed criteria. There is often a disconnect between the desires and reasoning of the users compared to the realised community benefit any investment would provide, which is why clear decision making criteria are needed.

The trend away from organised sport towards more flexible, informal recreation options has been noted internationally and within New Zealand. Nelson residents are two and a half times more likely to participate in informal sport compared to organised sport.

Nelson resident participation levels for informal activities are well above the national average, and are slightly below average for organised sport participation with the exception of netball which is around the national average.

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.

A review of sports light ownership is planned to be undertaken with a view towards Council taking ownership (and the associated maintenance and depreciation) of these assets and organising a robust booking and use system for clubs.

Sport Tasman has noted that 'pay as you play' sport such as indoor netball and indoor cricket has high participation levels in the region. This represents a shift from traditional codes in favour of informal and modified versions.

## Lifecycle Management

### 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 and Trafalgar Park. Trafalgar Park has a premier grade sand carpet turf, and Saxton Field provides an international level cricket oval and all weather athletics track.

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.

There are a variety of relationship arrangements between Council and sporting codes, ranging from formal lease agreements through to informal, casual bookings.

An inventory of current Sportsground provision (including Saxton Field) is provided below.

Table 30 – 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 at Saxton Field
Football (summer)	20 fields (60x40m)
Football (winter)	12 senior grounds 31 junior grounds (intermediate, junior, midget) 4 training grounds

Sport	Provision
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 such as goals and nets on Council reserves are 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.

### **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.

Council suspends activity on major grass Sportsgrounds for up to eight weeks a year. This allows time for the grounds to recover and for renovations to be carried out in order to maintain field quality. This typically occurs between the traditional code seasons.

Where grounds are used for both training and competition games, the field is managed to prioritise quality for competition games. Grounds may therefore be unavailable for training at times due to weather conditions or overuse.

The cost of maintaining Sportsgrounds can be significant, and a focus will be looking for savings in this area. The highest costs are related to grass cricket wickets and the premier facilities at Saxton Oval and Trafalgar Park. These are kept at this standard to allow for high level cricket and rugby. Council has committed to keeping Saxton Oval at international cricket standard; however, replacing grass wickets with artificial pitches on some reserves will save a large amount of money. Grass wickets are not necessary for most levels of play.



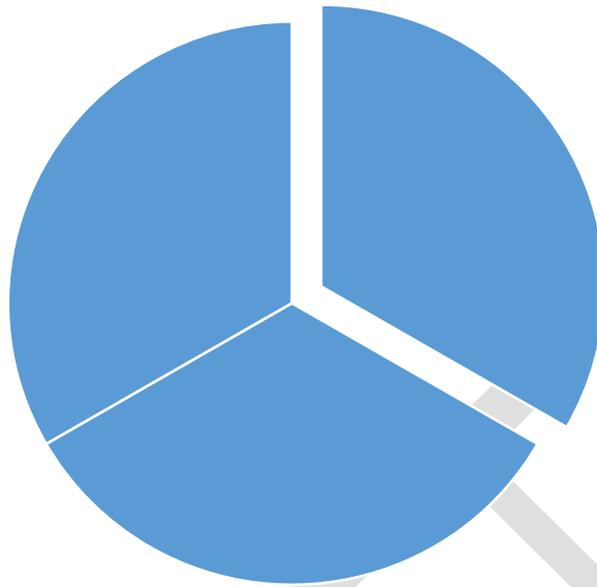


Figure 54 – Sportsground Costs 2019/20 (UPDATE once confirmed)

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 also be a major contributor to sustainability.

### **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 a specialist such as the NZ Sports Turf Institute to carry out condition assessments as playing surfaces near the end of their useful lives.

As noted above, renewal programme for Sportsground floodlights is required to be developed, along with recommendations around future ownership of the lights.

### **New Capital Investment**

New investment proposals come from a range of sources, but are primarily triggered by requests from sports codes. They can also be influenced by recommendations in expert reports, service level demands or political aspirations.

**Rutherford Park** would benefit from improving connections to surrounding areas (including better small craft access to the Maitai/Mahitahi River), increasing the number of people using the park so that it feels safe, better managing the ecological values of both the Maitai/Mahitahi River and Saltwater Creek, achieving car parking requirements without compromising other park values and balancing the built environment with open space. This work has not been budgeted for but planning may be started during the life of this Plan.

**Trafalgar, Rutherford and Neale Parks** are built on historic landfill sites. A 2012 study identified contaminants in the soil in Rutherford Park below 0.5m. Resource consent is therefore required for activities identified in 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, although this has yet to be implemented on Trafalgar and Rutherford Parks.

**Grass Cricket Blocks** require a significant amount of time and money to be spent on their upkeep and preparation. It is proposed that the number of natural blocks is reduced and more artificial blocks are introduced. A programme is being prepared to gradually implement the changeover. Not all levels of cricket require the level of service provided by natural blocks and for a modest initial outlay, the use of artificial blocks would significantly reduce operational costs. The local cricket association accepts that they are unable to meet the user contributions to maintain the current amount of natural blocks.

**A Top of the South Regional Spaces and Places Strategy** is being developed together with neighbouring councils from Tasman and Marlborough, Sport Tasman and Sport NZ. This strategy aims to address regional sport and recreation needs. The outcome of this and other strategic work will inform the need and timing of specific regional scale projects.

An **Artificial Turf** has been the subject of regular requests from rugby and football codes over the years. The overall network capacity is sufficient for existing and projected use, and the temperate climate and underlying geology mean that fields are rarely unusable. However there is a lack of capacity relating to all-weather, floodlit, training facilities. A report assessing the feasibility of an artificial turf was completed in 2020. This recommended that an artificial turf be developed providing that sports codes covered future renewal costs. It also recommended upgrades to other sports fields with additional floodlighting of training fields. A further report on sports lighting in the district concluded that apart from Trafalgar Park, none of the existing lights meet the recommended standards for sports field lighting. The primary issue being insufficient pole heights not allowing a far enough throw of the lights into the fields.

An artificial turf has not been planned for in this Plan as it is considered that the current field network is adequate, the environmental impacts would be too great, whole of life funding is uncertain (if not unlikely) to be secured and resources could create greater impact in other areas. If an artificial turf is to be developed however, it should be done alongside upgrades of the existing sports field lighting throughout the district as a single artificial turf will not be sufficient to mitigate the issues with the shortfall of adequate training fields.

Consideration should also be given to considerations outside of the immediate sporting needs. Given the focus on environmental concerns a balanced view should be given to the impacts of disposal of an inorganic, unrecyclable asset at the end of its life. This includes the top turf and the underlying shock pad which would need replacing around every 10 years depending on the level of use it receives.

A key issue is the appropriate level of provision of Sportsground reserves and associated facilities following requests from codes and changing community needs. Due to the lifespan of facilities and the relatively large levels of investment, Council needs to ensure that facilities provided now meet a demonstrated need, will still be meeting community needs in 50 years, and will have the flexibility to adapt to changing recreation environments.

A key facilities review was undertaken in July 2019, focusing on Trafalgar Park and Saxton Oval. This review concluded that both facilities largely meet the requirements to host top tier sporting events, although both facilities had some limitations. Due to the highly competitive environment for hosting top tier sporting fixtures, it is unlikely that Nelson would regularly be selected to host top level events. The review recommends that if top tier events do visit, that Council continues to invest in temporary overlays to accommodate any shortcomings in preference to investment in permanent facilities in the short-medium term.

Council receives regular requests for funding and investment from Sportsground users, and assessments are guided by the following criteria which has evolved from the *Nelson/Tasman Regional Facilities Funding Assessment Tool 2002*.

Table 31 – Primary Funding Criteria

Criteria	Detail
Participation	<ul style="list-style-type: none"> <li>The number of people directly benefiting from the request</li> <li>Accessibility – does the project reduce barriers to participation or increase likelihood of a wider range of users in future</li> </ul>
Money required/requested:	<ul style="list-style-type: none"> <li>Whole of life costs of project (including ongoing maintenance and renewals, staff resources etc.) and availability of future funding for these</li> <li>Amount of money requested from Council</li> <li>Who other funding partners are</li> <li>What and how users would contribute to the project</li> </ul>
Sharing of facility/improvements:	<ul style="list-style-type: none"> <li>How the facility would be made available to other users, activities and the wider community</li> <li>How often the facility would be used</li> <li>Adaptability to future/changing community requirements</li> </ul>
Wider economic benefits and potential	<ul style="list-style-type: none"> <li>How the request would benefit the region economically</li> <li>The facility's fit with demonstrated district and regional needs</li> <li>Contribution to Nelson City vibrancy and character</li> </ul>

## Disposal

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.

If Council were to install an artificial turf, the financial costs and environmental impacts of disposing of the worn-out turf and underlying shock pad would be significant.

Consideration of the future of the old eastern stand at Trafalgar Park is needed and funding has been included to remove the stand. The stand is currently hidden behind the 'temporary' grandstand and is taking up space that could be used for other purposes. 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, particularly given the use of the space by itinerant residents. As the grandstand is on the boundary of the park, there will also need to be reinstatement of the park boundary and thought given to the appearance of the park along what is a main thoroughfare into the CBD. Parts of the stand could be sold or recycled for other uses.

Any removal could be part of a wider investigation into the future requirements of the park. This investigation should also consider the cycle track around the outside of the field, the surface of which is breaking up. This has some value for casual users and for vehicle access around the perimeter of the field during events. However, with a new velodrome recently developed at Saxton Field this may no longer be a necessary asset.

## Risk Management

Council seeks to ensure that facilities are fit for their designed purpose and comply with all relevant NZ Standards to minimise unnecessary risk on Sportsgrounds wherever possible.



Figure 55 – Trafalgar Park East Stand

## 6.7 FOCUS AREA 7: SAXTON FIELD

### Introduction

While aspects of Saxton Field are generally covered under Sportsgrounds, the scale and unique nature of the venue requires a specific focus area. The primary difference to other Council administered assets is that it is co-managed with Tasman District Council.

Saxton Field is jointly owned by Nelson City Council (55.37ha) and Tasman District Council (17.7 ha) with Radio NZ LTD also owning 7.14 hectares around the radio mast. This land is leased to Nelson City Council. Previous attempts to purchase the land and find an alternative site for the mast have been unsuccessful.

Saxton Field is an important regional facility catering to the Nelson/Tasman community. It has been under development since 1977, with the majority of infrastructure being created over the last 20 years.

Numerous assets have been developed and this growth has put pressure on staff and resources to manage both the assets and user and management interactions. Development of supporting policies and processes to manage the growing asset inventory has not kept pace with the physical works, and is a priority.

The reserve management plan also has a series of aims which include:

- Balancing the needs of organised sport against informal and passive recreation
- Being flexible enough to cope with changing recreation needs
- Making sure development is environmentally sustainable
- Maximising the amount of green space to buildings

Governance direction is provided by the Saxton Field Committee, a joint committee between Nelson and Tasman Councils with an independent chair. A key goal over coming years will be to develop high level strategy and policy that sets out expectations for relationships between the councils and user groups.

At roughly 1.5km long Saxton Field covers a large area of land and provides important walking and cycling linkages. Completing the network of shared paths is therefore a priority.

Given the significant investment in Saxton Field it is important to maximise use of the facilities. Anecdotal public feedback suggests that the area is seen as a purely organised sports space and the level of informal use is not great. Given demographic and participation trends it is important to expand the use and perception of the space.

Saxton Field could be marketed to attract more events from outside Nelson. One project is to have an independent website and centralised booking facilities for Saxton Field to promote it as an individual venue. Making Saxton Field a viable location for community and non-sporting events will also help introduce a wider group of users.

With a foundation of sporting facilities in place work is now being undertaken to provide wider opportunities by developing the pathway network, landscaping, play, informal and passive use areas.

Ongoing site development has highlighted the need for additional park entries, with work planned for an entrance off Champion Road. Ensuring adequate, integrated vehicle parking and internal roading network will continue to be an issue as development continues.

## Strategy Linkages

### Add information

## Level of Service

Saxton Field aims to provide a regional facility. With the size and diverse range of use, the levels of service provided are variable and tailored for the individual activities while still retaining a coherent overall park dynamic. At the top end the Oval provides international level facilities for cricket, while at the lower end there are open grass fields available for informal use.

The Saxton Field reserve management plan was adopted in 2008. With the pace of development occurring at the park it is a priority that this plan is reviewed and updated. A review is currently taking place with adoption of the reviewed document planned for 2021.

## Future Demand

Bookings show that Saxton Field is generally well used. While participation levels in traditional sporting codes are below average in Nelson and declining nationally, Saxton Field is still able to provide important facilities, particularly as the scale allows for increased flexibility and alternative uses. The site also has the ability to cater for multi-team tournaments which could be promoted as facilities are further developed.

There is strong demand from sporting codes for future development, and new codes wanting to set up or have a base at Saxton Field.



Figure 56 – Saxton Field Athletics Track



Figure 57 – Saxton Field Proposed Layout (UPDATE once confirmed)

## Lifecycle Management

### Background Data

Saxton Field covers 73 hectares of 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 and all development costs are equally shared between the councils. There are currently significant variations in the responsibilities between the two councils, leaseholders and codes. Clarifying and rationalising these arrangements is a focus for coherent park management.

The following facilities/users are based at Saxton Field.

Table 32 – Activities at Saxton Field

Activity	Facilities
Athletics	<ul style="list-style-type: none"> <li>Artificial running track with steeple chase water pit</li> <li>Four long jump pits</li> <li>Pole vault track</li> <li>hammer throw and discus cages</li> <li>Shot put circles</li> <li>Javelin tracks</li> <li>Shared Saxton Oval pavilion with cricket and football</li> </ul>
Archery	<ul style="list-style-type: none"> <li>Area beside the athletics track</li> </ul>
Basketball	<ul style="list-style-type: none"> <li>Five shared indoor courts at Saxton Stadium</li> </ul>
Cricket	<ul style="list-style-type: none"> <li>Eight wicket clay block at Saxton Oval</li> <li>Shared Saxton Oval Pavilion with football and athletics</li> <li>Media facilities</li> <li>Practice facilities and training block.</li> <li>Artificial wicket on the Circus Oval</li> </ul>
Cycling	<ul style="list-style-type: none"> <li>333m long sealed, velodrome 7m wide and banking ranging from 7 degrees to 21.3 degrees</li> <li>Inner warm up track and learn to ride area accessed by underpass beneath main track</li> </ul>
Football	<ul style="list-style-type: none"> <li>Seven junior fields around the radio mast</li> <li>One large training ground</li> <li>Three competition level fields with a pavilion</li> <li>Change rooms and public toilets</li> <li>Field inside athletics track able to be used for fee paying event</li> <li>Shared Saxton Oval Pavilion with cricket and athletics</li> </ul>

Activity	Facilities
Hang gliding and Paragliding	<ul style="list-style-type: none"> <li>• Key landing site from the Barnicoat Range take off point</li> </ul>
Hockey	<ul style="list-style-type: none"> <li>• Two water turfs</li> <li>• Shared pavilion with softball</li> <li>• Grass warm-up turf – marked for junior gridiron in summer and football in winter</li> </ul>
Mountain Biking	<ul style="list-style-type: none"> <li>• 400m entry level loop track next to Saxton Creek</li> </ul>
Netball	<ul style="list-style-type: none"> <li>• 13 outdoor courts</li> <li>• Five shared indoor courts at Saxton Stadium</li> <li>• Administration space at Saxton Stadium</li> </ul>
Softball	<ul style="list-style-type: none"> <li>• Four skin diamonds</li> <li>• Shared pavilion with netball</li> </ul>
Sport Tasman	<ul style="list-style-type: none"> <li>• Sports House at Saxton stadium is the regional hub for sports administration for many codes in the Top of the South</li> </ul>
Table Tennis	<ul style="list-style-type: none"> <li>• 20 table annexe at Saxton Stadium</li> </ul>
Volleyball	<ul style="list-style-type: none"> <li>• 12 shared indoor courts at Saxton Stadium</li> </ul>

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.

### Operations and Maintenance

Maintenance operations at Saxton Field are coordinated between the two councils and all costs are equally shared. Costs are recouped as per Council policy. Nelson City Council operations are directed by a Contract Supervisor and carried out by a contractor. Additional programmed and unprogrammed maintenance is directed as necessary. In some cases sporting codes undertake a degree of their own maintenance.

Operational and maintenance costs will increase as new facilities are developed.

### Renewals

With the majority of significant initial capital investment completed the facility is now entering a period of significant renewals.

Turf condition assessments are generally carried out by independent experts such as the NZ Sports Turf Institute and renewals scheduled as required.

Park light assets (as opposed to sports field floodlights) and significant hard surfaces are recorded in the Roading Asset Management Manual (RAMM) which indicates timing of condition assessments and renewals.

## 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.

The 2019 Key Facilities Review recommended some upgrades to Saxton Oval, primarily focused on improving the ground as a top tier cricket venue. The main recommendations were to support Nelson Cricket to establish media towers for broadcasting, re-align sight screens, repurpose some pavilion space for medical and drug testing areas and investigate a separate secure entrance for players and officials. Increasing ground capacity was not seen as a priority at this time. These recommendations have not yet been budgeted for by the two Councils as it was not thought that these are vital additions at the current time. Nelson Cricket is also not currently in a position to support the development of these relatively expensive improvements.

Officers from the two Councils meet regularly. 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 make recommendations to each Council.

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 is 50-50, with 20% recovered from the relevant sporting codes.

Projects proposed for Saxton Field are summarised below.



*Figure 58 – Athletics at Saxton Field, 2011*

Table 33 – Saxton Field Capital Priorities

Project	Priority	Cost
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

Project	Priority	Cost
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

Table 34 – Priority and Cost Indicators

Priority	Timeframe	Cost	Estimated Budget
High	1-3 years	\$\$\$	>\$500,000
Medium	4-6 years	\$\$	\$100,000-\$500,000
Low	7+ years	\$	<\$100,000

### 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.

### Risk Management

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

## 6.8 FOCUS AREA 8: SAXTON FIELD BUILDINGS

### Introduction

Assets within this focus area would typically be part of the Property and Facilities Activity 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 other Saxton Field assets.

Saxton Field buildings include:

- Saxton Stadium
- Saxton Oval pavilion
- Saxton Oval utilities building
- Hockey and softball pavilion
- Original hockey building
- Netball pavilion
- Football pavilion
- Shared indoor cricket and indoor shooting building

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. Management is exploring opportunities to attract users during off peak periods.

Basketball and volleyball receive preferential booking and are the primary users of Saxton Stadium. Capacity limits during peak use periods can lead to conflicts with other codes attempting to make advanced bookings.

The stadium foyer and vacant rooms on the mezzanine floor of Saxton Stadium present opportunities for additional services such as food providers, sport therapy or sport equipment providers to support stadium events.

Saxton Oval Pavilion has been designed primarily to accommodate first class and international cricket events. This can make it unsuitable for some general uses which can impact 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 change rooms are not used and the toilet is maintained as a public toilet. The building is still of some use and will be maintained, but its long term use needs consideration.

Outside of netball matches the Saxton Netball Pavilion is underutilised. Current off-peak use relates mainly to passive recreation activities such as yoga. The opening of the Greenmeadows Centre may have had an impact on use and Council has identified this facility as one that could be better utilised.

All of the public toilets at Saxton Field are attached to sports buildings, and for reserve users it is not clear which toilets are available for public use. Council will review the provision of public toilets at Saxton Field.

The temporary grandstand installed at the Saxton Oval as a requirement of the Cricket World Cup in 2015 is not designed to be a permanent installation and requires ongoing checks and maintenance. Options around the future of the stand need to be assessed, including the stand being managed as a hireable regionally facility. Currently this asset is shared between Trafalgar Park and Saxton Field. The costs to deconstruct, move and rebuild the stand are also significant, being up to \$20,000 each time.

### **Strategy Linkages**

**Add information**

### **Level of Service**

Levels of service have been established for setting and measuring targets through this Activity Management Plan which relate to Council administered buildings.

### **Future Demand**

The building facilities supplied at Saxton Field meet a diverse range of needs, many of which cater to specialised activities. Some buildings meet national or international level. The current provision more than meets local needs and there is ample room for growth. Buildings complement the specialised playing fields and surfaces and are generally designed to meet the specific needs of the sports activity. Council does occasionally receive requests for additional development from individual user groups but this is generally unnecessary and is catered for with existing infrastructure where possible.

### **Saxton Stadium**

Volleyball and basketball are the predominant users; with tournaments, schools and programmed classes making up the majority of the remaining use. There is enough overall capacity to cater for use, but peak demand on weekends and evenings is tight with little use during weekdays. Council is working with the management contractor to identify opportunities to increase day use through activity marketing and development.

Council would like to attract regular national tournaments to Saxton Stadium. Establishing it as a reliable venue is important and it has received good feedback from event organisers. Working around local user bookings is a constraint however. While local users are Council's first priority work is undertaken to manage both activities.

### **Saxton Netball Pavilion**

This facility is mainly used during the winter netball season. Saturday is very busy and the pavilion is used by officials and for catering. With a large lounge area and commercial grade kitchen, it also attracts a small number of private bookings. The dated interior makes this facility less attractive for corporate events. If use is to be increased steps will need to be taken to make it more attractive for other uses.

### **Saxton Oval Pavilion**

The main users of the pavilion are cricket and athletics. Nelson usually hosts at least one international cricket match each year. The lounge area is available for private use, however, block bookings for potential premier matches limits availability. There is limited scope for future alternative uses if it is retained as a premier venue.

Consideration should be given to the ongoing community value in retaining exclusive use facilities for high performance sport which require considerable resources, as opposed to investment in community level facilities.



*Figure 59 – Saxton Oval Pavilion Construction*

## Lifecycle Management

### Background Data

Table 35 – Saxton Field Buildings

Building	Opened	Overview
Original Hockey Building	1989	<ul style="list-style-type: none"> <li>Has unused change rooms and storage space</li> <li>Toilets available for general public</li> </ul>
Netball Pavilion	1992	<ul style="list-style-type: none"> <li>Serves netball courts with social rooms and kitchen</li> <li>Change rooms and public toilets on ground floor</li> </ul>
Football Pavilion	2008	<ul style="list-style-type: none"> <li>Serves three full sized football grounds</li> <li>Arrangements for a lease being discussed with the football organisations</li> <li>A public toilet is available for general public</li> </ul>
Saxton Stadium	2009	<ul style="list-style-type: none"> <li>Primarily focused on recreation use although it can be adapted for events as required</li> <li>Includes court space, shot clocks, offices, changing facilities, Sports House and table tennis annexe</li> <li>Sports House is an administrative facility and is home to Sport Tasman which makes office space available to many sporting and recreation codes</li> </ul>
Saxton Oval Utilities Building	2010	<ul style="list-style-type: none"> <li>Serves the cricket oval for media requirements and other operations during events</li> <li>Provides a base for maintenance contractor</li> <li>Public toilets available during events</li> </ul>
Hockey/Softball Pavilion	2010	<ul style="list-style-type: none"> <li>Serves two hockey turfs and four softball diamonds</li> <li>Leased to Nelson Hockey Association and Nelson Softball Association</li> </ul>
Saxton Oval Pavilion	2011	<ul style="list-style-type: none"> <li>Serves the cricket oval, athletics track and football ground. Available for community functions</li> <li>Includes high quality changing facilities</li> <li>Athletics control room and meeting room leased to Top of the South Athletics Trust</li> <li>Lounge is available for hire and as an event venue</li> <li>Public toilets available during park opening hours</li> </ul>
Indoor Cricket and Indoor Shooting	2017	<ul style="list-style-type: none"> <li>Specialist leased space for Nelson Cricket and the Nelson Smallbore Rifle Association</li> <li>Shared toilet facilities with separate areas for indoor cricket and rifle range</li> </ul>

Netball has rights of occupation to the Netball Pavilion under an agreement. Additional bookings are managed through the management contractor.

### **Operations and Maintenance**

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

The day to day running of Saxton Stadium is carried out by a management contractor with Council being responsible for building capital works.

*Table 36 – Saxton Buildings: Key Service Levels*

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

- Fewer than 2% service complaints per month (number of bookings)
- 98% offensive graffiti removed within 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
- 85% public toilet cleanliness rating (audits)

The management and maintenance of leased buildings at Saxton Field is determined under the terms and conditions of the lease agreements.

### **Renewals**

There is some shortfall in knowledge around buildings which have been leased and how they will fit into Council's renewals programme. For the most part the existing levels of service will be maintained and renewals carried out to support this.

The Netball Pavilion is entering a phase of increased maintenance due to the age of the building. There will be a significant amount of renewals due to the heavy capital investment undertaken during initial development of the park and the lifecycle stage of these buildings.

### **New Capital Investment**

Over the last 20-30 years there has been a large amount of major capital investment in facilities. Council is now looking to enter a period of consolidation of existing assets and investment in supporting assets such as internal road and path networks, toilets and amenity landscaping. Further development of the park will be planned as part of the current reserve management plan review and outcomes included in long-term planning.

### **Disposal**

No significant disposals are planned.

### **Risk Management**

The risks associated with these buildings are general issues such as fire, buildings of adequate standard and hazardous substances used in the operation or construction of the buildings such as gas, electricity and potentially asbestos. These risks are regulated through legislation and managed through compliance with relevant laws and standards.

## 6.9 FOCUS AREA 9: CONSERVATION RESERVES

### Introduction

Conservation reserves are managed primarily for their current or potential biodiversity values, landscape amenity and historic values and recreational opportunities.

Conservation Reserves are the largest parks category. At over 10,000 hectares these reserves comprise more than 90% of the total land managed under this Plan. Much of the land is steep, back country water catchments covered in vegetation.

The biggest issue for Conservation Reserves is pest plant and animal species and it is anticipated that significant resources to deal with pest plants and animals will be required in the life of this Plan.

The Nelson Nature programme provides technical advice and operates in partnership with the Department of Conservation. The project began in 2015 with funding of \$6 million over ten years.

A major part of the Conservation Reserve network is the Brook Conservation Reserve. The Brook Waimarama Sanctuary 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. This is a fully predator fenced area focused on native biodiversity restoration.

Another key issue will be management of retired forestry blocks on Conservation (and Landscape) Reserves. It is expected that a total of around 140 hectares of land will be retired from forestry, which means that alternative management approaches will need to be considered.

The Conservation Reserves have historically contained mining sites for pakohe (argillite), copper and chromite. Remnants of these activities still exist including the Dun Mountain Railway, Roding Reserve and Champion and United mines. This historic activity is recognised where appropriate. The Coppermine Trail, a 43km Great Ride, largely runs through Conservation reserves through a historic rail route and mining area.

Another major issue is the management of potentially conflicting uses, in particular mountain biking, walking and conservation goals. There is an opportunity to discuss options around pest animal control, particularly wild ungulates such as goats and pigs. Currently this activity is partially controlled through issuing hunting permits. There is scope however to tender this activity out to professional contractors which would likely improve the outcomes and oversight.

### Strategy Linkages

Add information

## Level of Service

Conservation Reserves protect natural environments and provide public access to these spaces. They provide for a range of passive, active and adventure-based recreation activities. These reserves promote learning about and the enjoyment of natural, landscape and historic values. Generally low impact activities are accommodated and relatively low levels of service provided. These are primarily associated with trail maintenance, signage and pest and weed control. A reserve management plan for Conservation and Landscape Reserves was adopted in 2009. This plan is now overdue for review.

## Future Demand

Feedback shows that people:

- Use the reserves for informal recreation such as mountain biking, walking, jogging and enjoying the natural environment and would like the reserves to be enhanced with improved tracks, facilities, information and signage
- Would like to see measures in place to help resolve conflicts between different user groups e.g. walkers and mountain bikers

Mountain biking in conservation reserves is the main recreational use of these areas and it is anticipated that this will continue. In association with trail walking, the needs of these activities will be the main drivers for ongoing development of recreational assets in these reserves.

The growing recognition of native biodiversity importance will increasingly influence the management of these areas. This will increase the protection and improvement of native flora and fauna through pest and weed control; and the possible exclusion of high impact activities.

## Lifecycle Management

### 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.



Figure 60 – Brook Historic Dams

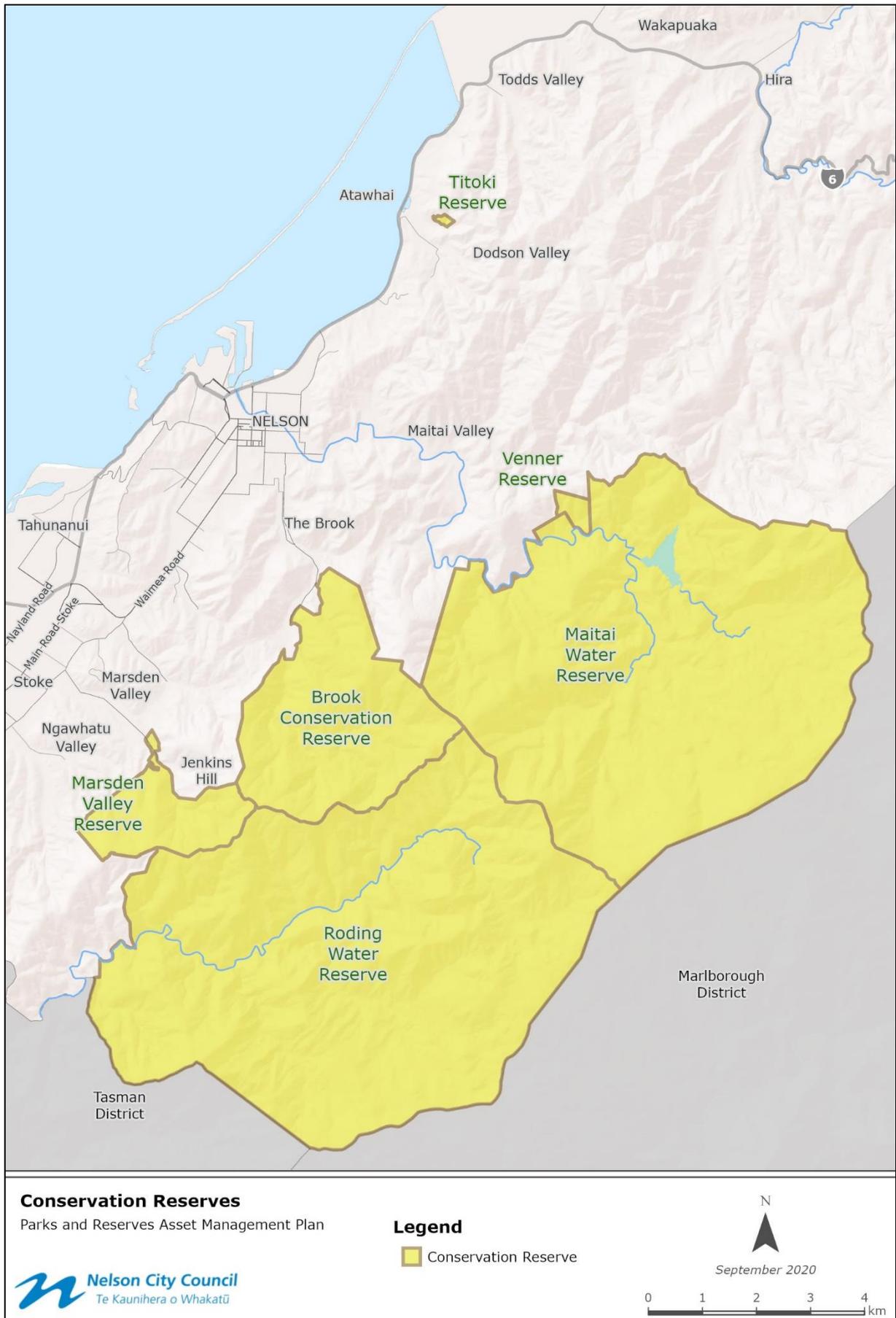


Figure 61 – Conservation Reserves

## **Operations and Maintenance**

Maintenance is carried out under contracted works, as well as through programmed and unprogrammed works.

Maintenance works generally relate to track maintenance and pest and weed control. Trail maintenance responsibility is shared with the Nelson Mountain Bike Club. Control of weed species is also delivered through the Nelson Nature programme.

A separate contract is let by Council's Water team to manage the water supply, and two caretakers oversee operations in the Maitai and Roding catchments. In addition to water activities the caretakers have a role in pest and weed control, monitoring vehicles in the vicinity and granting hunting permits.

There are two back-country huts which Council has some responsibility for, the future and status of which needs to be clarified.

## **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.

## **New Capital Investment**

There has generally been minimal capital investment in Conservation Reserves, primarily being limited to construction of new tracks, fences, signage and planting.

Council anticipates that capital investment will increase as forestry blocks are taken out of the harvesting rotation and returned to native bush restoration areas.

If all of the management recommendations from recently completed Ecological Restoration Plans (ERPs) are fully implemented there will be significant investment required. An additional budget to begin implementation has been included from year three of this Plan, increasing over a number of years to a level which covers all ERP recommendations. There are currently three completed ERPs:

- Titoki Reserve (Conservation) A2386189
- Grampians Reserve (Landscape) A2369405
- Hira Reserve (Esplanade) A2365846

There are two further ERPs under development at the time of writing:

- Marsden Valley Reserve (Conservation)
- Brook Valley Eastern Hills (Conservation)

## **Disposal**

Disposal of any conservation reserves would not be considered during the life of this plan unless exceptional and unanticipated circumstances arise.

## Risk Management

Control of the escalating pest and weed problem is a concern. Allocated budgets are constrained by current financial pressures. Accessing central government funding programmes provides some mitigation in the short term, but this issue will continue as a growing cost pressure over the life of this plan. Budgets for this work begin to increase from year three of the Plan.

Land instability following weather events can occur on the steep land around the Coppermine Trail. Inspections are undertaken periodically and immediately after major weather events.

Fire risk is of concern during dry conditions. The risk is greater in the plantation forestry areas with public access. Council's forestry managers have comprehensive management processes. During periods of high risk reserves are closed according to Council's *Parks and Reserves Fire Risk Procedures A2240085*.

High winds can cause significant damage to trees. Council has communications procedures in place to warn against recreational use during periods of high wind.

Some areas have heritage values and have procedures in place to protect them.



Figure 62 – Dun Hut, Conservation Reserves

## 6.10 FOCUS AREA 10: LANDSCAPE RESERVES

### Introduction

Much of the city's immediate backdrop is held as Landscape Reserves. These are managed for their landscape and amenity/recreation values. Key issues for these areas are planning and establishing an effective weed and pest control programme and managing the network of tracks and trails within the reserves.

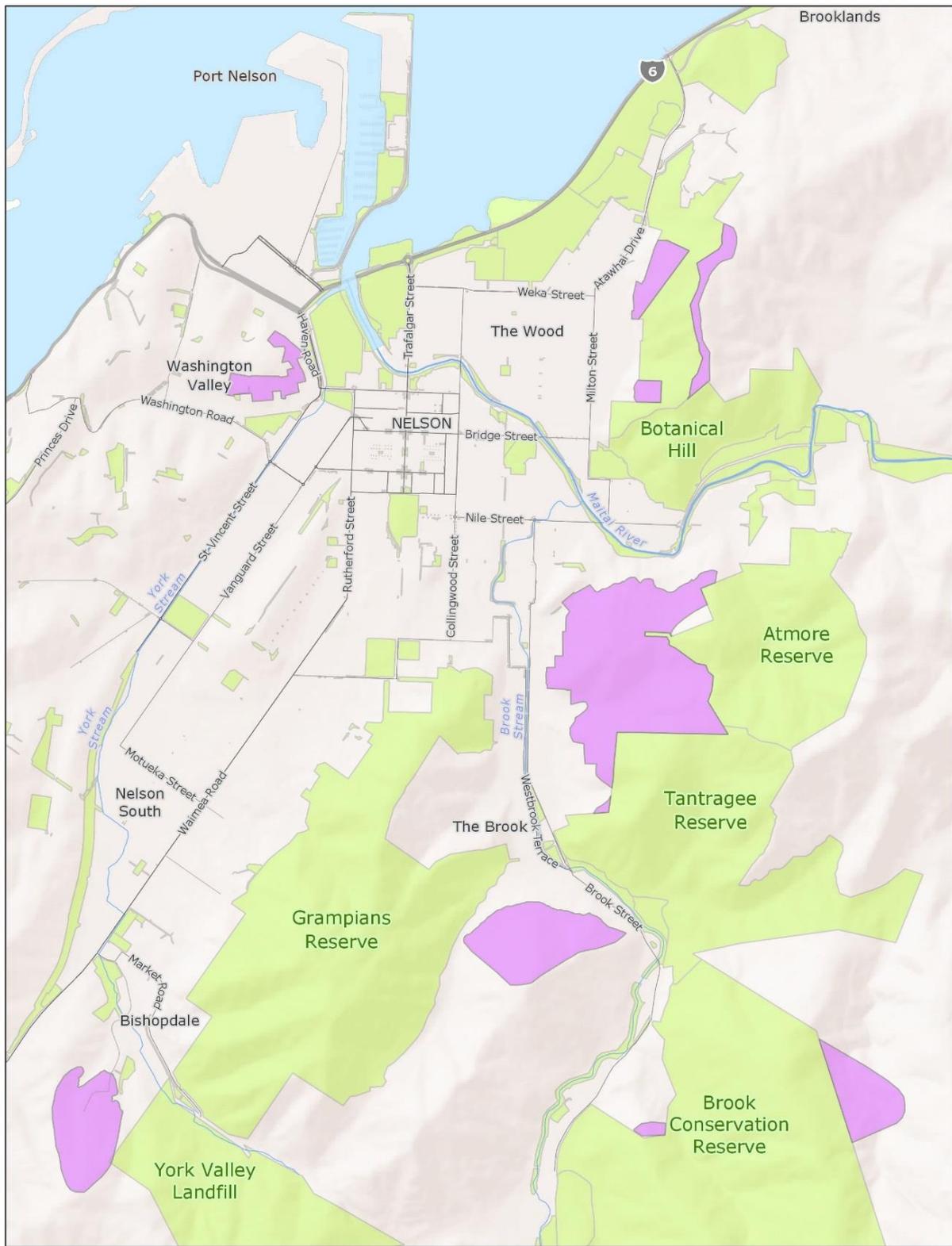
This proximity and accessibility close to the city's residential areas provide great opportunities to showcase local biodiversity within the city. It also allows opportunities for people to be involved in improving these spaces and being able to see and share the impacts of their work. Council has many volunteer groups involved in caring for a variety of spaces, and their valued contributions allow for the achievement of results beyond what would be possible with only Council resources.

### Strategy Linkages

Add information



Figure 63 – 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

**Nelson City Council**  
 te kaunihera o whakatū

June 2018

0 0.2 0.4 0.6 0.8 km

File Ref: A1149273  
 SER. Original map size A4.

Figure 64 – Priority Landscape Reserves (UPDATE once confirmed)

## 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 low impact activities will be encouraged and services are focussed around 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 64).

Development standards aim to protect significant natural areas through the purchase of land as Landscape Reserves, including the eastern extension to the Grampians Reserve.

A reserve management plan for Landscape (and Conservation) Reserves was adopted in 2009.

## Future Demand

Council survey feedback shows that 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 walkers and mountain bikers
- Would like to see greater efforts related to weed and pest management

## Lifecycle Management

### Background Data

Council currently owns or administers 12 areas of land as Landscape Reserves comprising around 460 hectares. The land ranges from areas of open space within suburbs to large, elevated reserves in the hills behind the city made up of a combination of native bush, grazing, exotics and plantation forestry. This is made up of a mixture of land parcels of land with reserve status, unclassified reserves and freehold Council land.

In October 2020 Council purchased a land parcel which has added a considerable amount of land to the Grampians reserve area (approximately 14.5 hectares) in the Brook Valley. This parcel will fill a significant gap in the reserve area between Hinau St and Blick Tce.

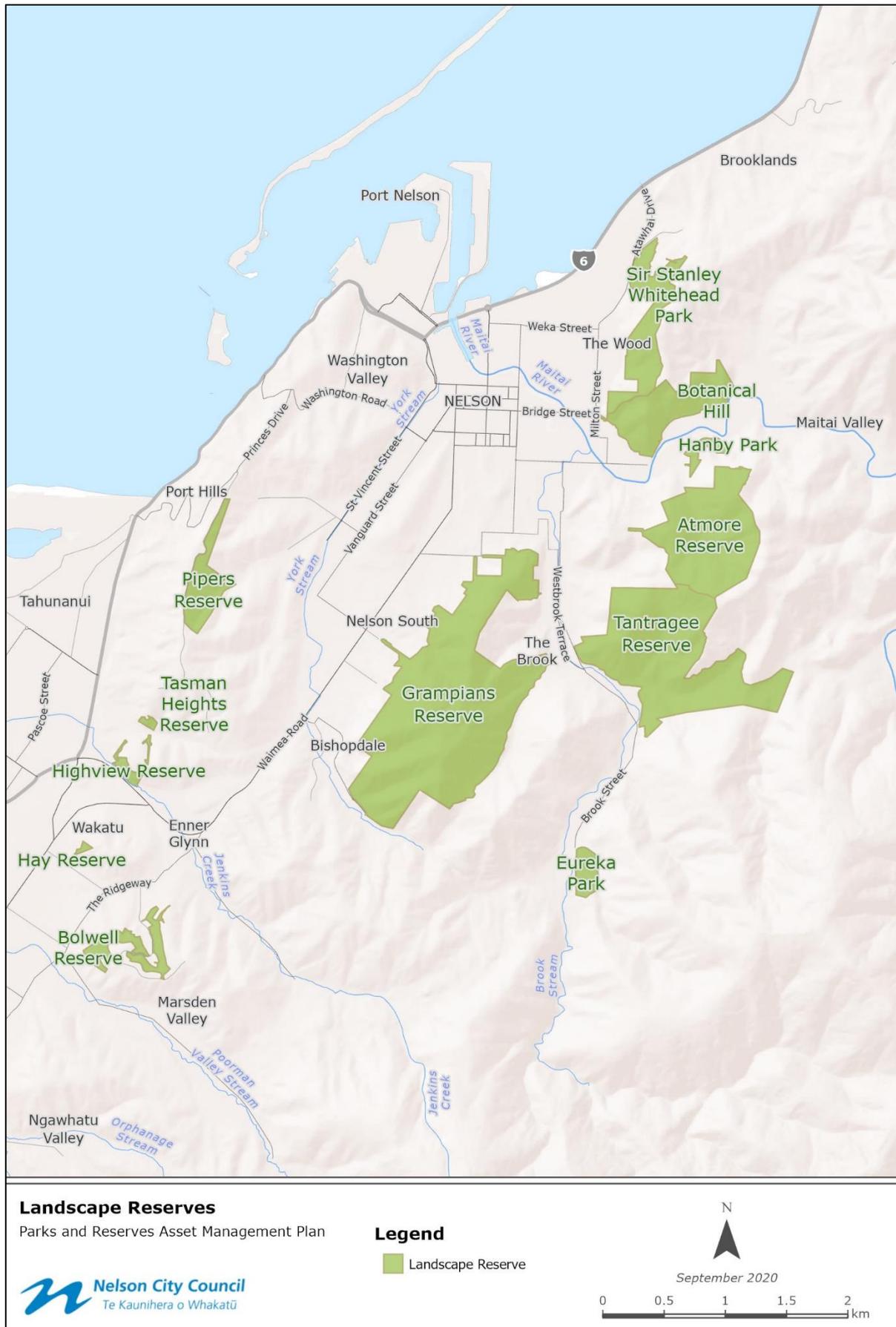


Figure 65 – Landscape Reserves

## Operations and Maintenance

The key focus for Council in Landscape Reserves is weed and pest control, and ongoing efforts to improve tracks and signage will continue. Ecological restoration plans (ERP's) have been developed which contain a range of recommendations to improve the ecological outcomes for these areas. Resource limitations have meant that the implementation of these plans is not immediately possible. At this time the first year to begin applying the actions in these plans is year three of this plan.

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. Currently allocated budgets and processes are barely adequate to maintain the existing situation.

Grazing is used in targeted locations as a strategic tool to help with maintenance and weed control. Areas will be fenced to contain stock, with fences being built and removed as the plan progresses. Targeted grazing results in a number of benefits for the parks activity including:

- Reduced costs for weed control plus a small licence cost benefit
- Enables areas which are planned for restoration to be kept relatively under control until the time and resources are available to pursue restoration
- Reduces fire risk from overgrown undergrowth and vegetation litter. The close proximity of these landscapes to the urban environment and homes means that minimising fire risk is of special importance for the safety of people and property who live nearby and also as these areas are highly accessible and well used
- Keeps some areas clear where the trail lends itself to expansive views
- Reduces pollen burden which can affect users prone to hay fever



Figure 66 – Grampians Pre- and Post-Grazing

**Grazing Plan:**

Table 37 – Grazing Plan (UPDATE once confirmed)

Area	Start	Finish	Reason
	20XX	20XX	<ul style="list-style-type: none"><li>• Weed control</li><li>• Restoration planting preparation</li><li>• Fire risk mitigation</li><li>• Retain low, open vegetation and views</li></ul>
	20XX	Indefinite	<ul style="list-style-type: none"><li>•</li></ul>
	Current	20XX	<ul style="list-style-type: none"><li>•</li></ul>
	Current	Indefinite	<ul style="list-style-type: none"><li>•</li></ul>

Maps of specific locations can be found in Appendix TBC.

**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.

**New Capital Investment**

The majority of budgeted capital investment is allocated to land acquisition, planting and revegetation, with other funding provided for track building, furniture and signage. As residential development intensifies in proximity to these reserves construction of track connections and furniture installations will be undertaken.

**Disposal**

There are no specific disposal considerations for this focus area.

**Risk Management**

Issues with pests and weeds in Landscape Reserves are the same as those for Conservation Reserves. There are budget pressures which mean that controls are not able to be fully implemented, although budgets begin to increase from year three of this Plan.

Land instability following weather events can occur on the steep land around the Coppermine Trail. Inspections are undertaken periodically and immediately after major weather events.

Fire risk is of concern during dry conditions. The risk is greater in the plantation forestry areas with public access. Council’s forestry managers have comprehensive management processes (A2240085). During periods of high risk reserves are closed.

High winds can cause significant damage to trees. Council has communications procedures in place to warn against recreational use during periods of high wind.

Some areas have heritage values and have procedures in place to protect them.

## 6.11 FOCUS AREA 11: ESPLANADE AND FORESHORE RESERVES

### Introduction

Esplanade and Foreshore Reserves are the interface between land and water environments. These spaces provide public access to waterways and are transitional ecological environments.

Additions to the Esplanade and Foreshore Reserve assets due to ongoing residential development has, in some cases, created a management burden; particularly given that the long boundaries and typically narrow widths of these reserves make them vulnerable to pest species incursion and erosion effects.

These environments are amongst the most under-represented and threatened types of ecology within the district and wider country. Estuarine wetlands and natural dune typologies in particular are extremely vulnerable to human impacts and landscape modifications.

The Department of Conservation's *National Status and Trend Reports 2018-2019* identifies that:

*'wetlands, sand dunes and other naturally uncommon ecosystems are still seriously under-protected in New Zealand. Their protection should remain a priority in national and regional conservation policy statements. All remaining New Zealand wetlands should rate as high priority for protection if New Zealand is to meet its international obligations under Target 11 of the Convention of Biological Diversity. Similarly, most remaining active dune systems are facing significant threats and these are likely to continue, particularly from invasive plant species, coastal development and projected sea-level rise.'*

Riparian and foreshore areas can play a key role in improving water quality, with riparian planting moderating water temperatures as well as filtering nutrient and contaminant runoff from land. Natural ecologies can also minimise erosion and weather impacts on foreshores, particularly deep natural dune systems.

Tensions frequently arise between the desire for water access and the environmental impacts of landscape modifications required to facilitate this. These modifications frequently result in destruction of the original habitats and open these spaces up to erosion and degradation.

A Reserve Management Plan was adopted for Esplanade and Foreshore Reserves in 2008. 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.

### Strategy Linkages

Add information

### Level of Service

Esplanade and Foreshore Reserves management seeks to provide a balance between accessibility and recreation and ecological protection and enhancement. These two priorities are not always compatible with each other; particularly on ocean foreshores.

## 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 the inland valleys and hills around the city where streams and rivers have their headwaters. This will increase pressures and impacts on these waters as they become more accessible and have residential infrastructure built in close proximity.

These reserves are also used as alternative transport routes and this demand will continue to grow.

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.

## Lifecycle Management

### Background Data

Council currently owns or administers 31 Esplanade or Foreshore Reserves covering approximately 280 hectares in total.

The reserves encompass a range of spaces of varying quality, use and accessibility. Some areas are highly modified and developed, such as the Marina and others such as Haulashore and Oyster Islands are relatively undeveloped. Most areas have been highly modified over the preceding years for agricultural or recreational use.

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.

### Operations and Maintenance

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.

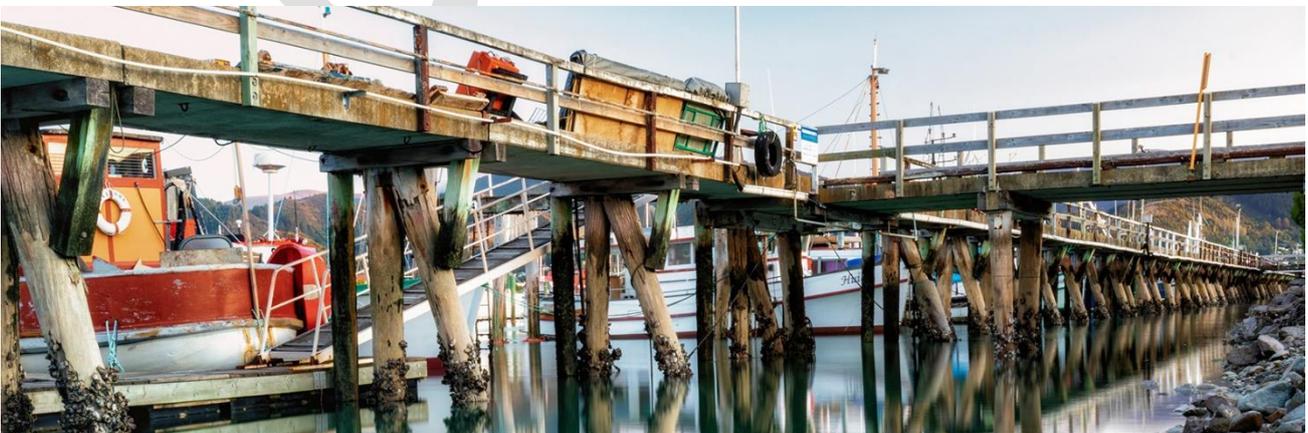


Figure 67 – Nelson Marina

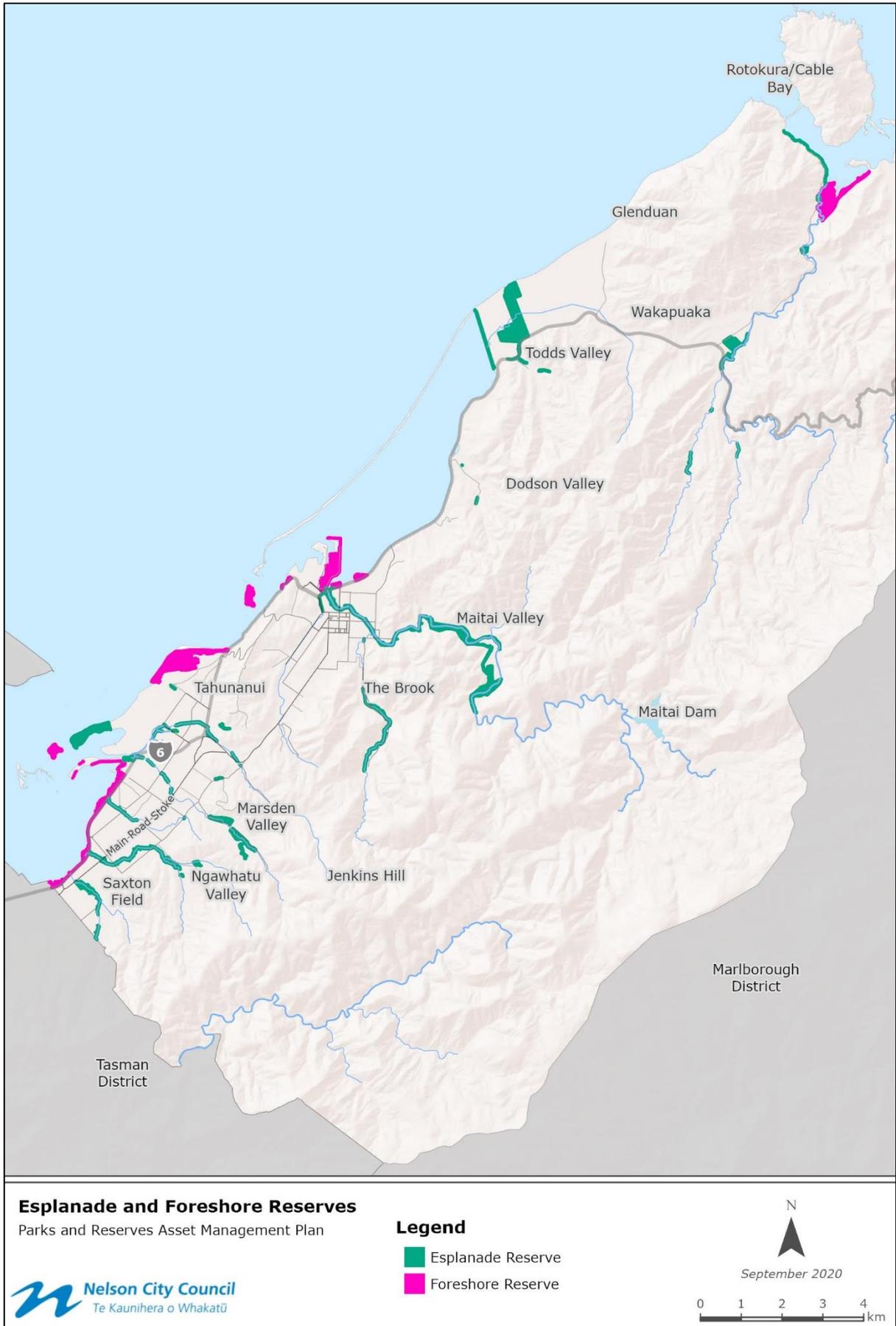


Figure 68 – Esplanade and Foreshore Reserves

Council activities at this time are primarily concerned with environmental enhancement and protection. This work is often undertaken in collaboration with community groups.

Landcare Research have helped Council to prioritise biodiversity activities, which include:

- Establishing a pest plant and animal control programme for at risk reserves – This is under discussion for the most suitable methods to use
- Walkways and wayfinding signs – Ongoing
- Producing detailed development plans for specific reserves – This has been mostly addressed through the recent development of Ecological Restoration Plans for a number of important areas
- Reviewing the Riparian and Coastal Margins Overlay of the Nelson Plan to ensure identification, protection of and public access to riparian pathways
- Preventing stock access to the Wakapuaka River adjacent to the reserve – This is a difficult problem due to the nature of the land and the adjoining private property. The Freshwater NPS 2020 may help address this issue
- Working towards taking over maintenance of community plantings at Paremata Flats – Ongoing discussions are underway with Forest and Bird and other contributors to the restoration programme
- Initiating discussions with the landowner of the Delaware Sandspit, with the ultimate goal of public access to the esplanade reserve

### **Renewals**

Renewal budgets are provided for furniture, structures, accessways and car parks which are typically prioritised on an annual basis based on contractor condition inspections.

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. Work is currently underway to select the best solution to the problem.

### **New Capital Investment**

New Esplanade Reserves are either vested in Council through subdivision or purchased through negotiation where a property presents a strategic opportunity to provide network linkages or protect biodiversity values. Most investment in existing reserves takes place to enhance biodiversity values or provide off-road pathways through the reserves.

With a predicted 0.6-1.5 metre sea level rise over the next 100 years, many existing reserves adjoining waterways are likely to become inundated and disappear. Investment in long-term infrastructure needs to be carefully evaluated in vulnerable locations.

### **Disposal**

Disposal of Esplanade and Foreshore Reserve assets is not anticipated through the life of this plan unless in exceptional circumstances. Erosion and flooding processes will likely result in the unprogrammed disposal of some assets due to damage and resulting untenable reinstatement conditions.

## Risk Management

The greatest risks associated with river and coastal margins are those resulting from natural hazards; with waterways subject to flooding during rain events and significant coastal erosion occurring at Tahunanui. Tahunanui back beach in particular is migrating eastward at around 3m per year as the channel naturally changes course. Council is mindful of sea level rise and associated requirements of the NZ Coastal Policy Statement 2010.

Current Council policy is one of managed retreat, allowing nature to take its course unless significant and vital infrastructure is at risk.

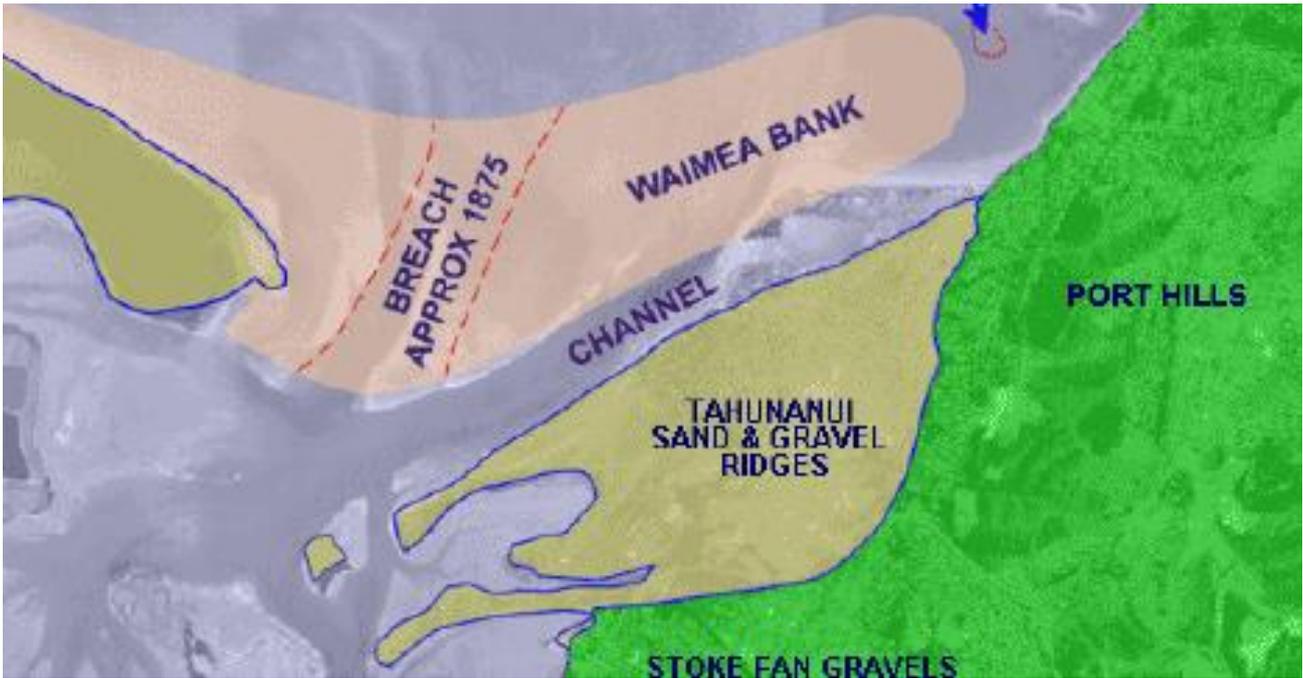


Figure 69 – Tahunanui, Southern Tasman Bay c1850

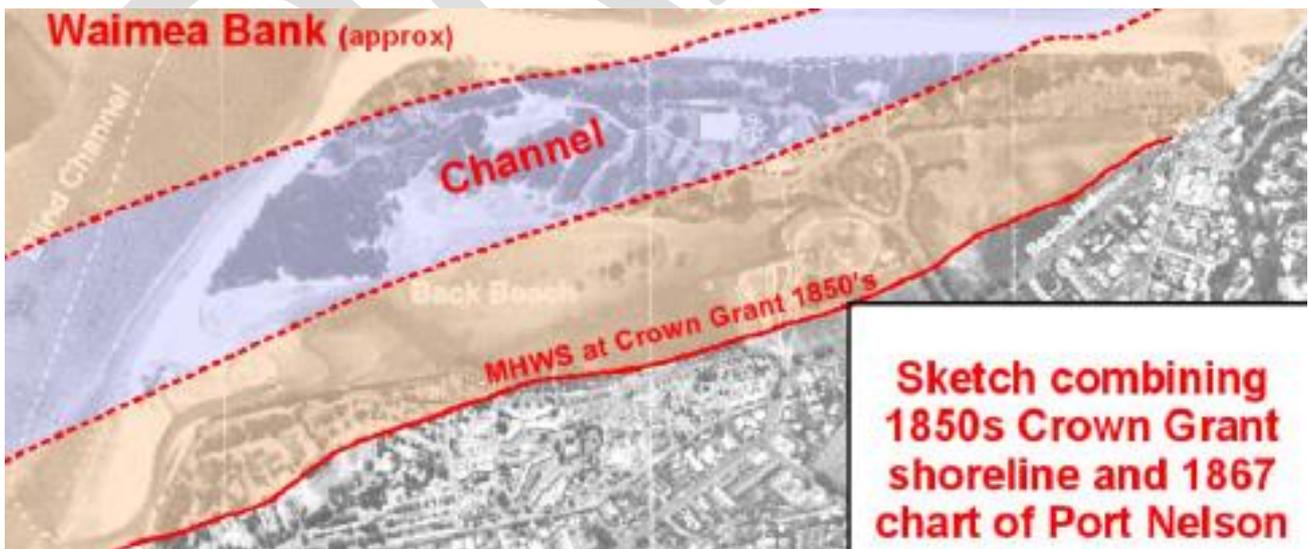


Figure 70 – Tahunanui, Channel of Waimea River in 1867

## 7 FINANCIAL SUMMARY

### 7.1 FINANCIAL STATEMENTS AND PROJECTIONS

A summary of ten year financial projections is provided in Appendix 1.1.

### 7.2 FUNDING STRATEGY

#### Funding Treatment

Council’s overall funding strategy is contained in its Revenue and Financing Policy within the Long Term Plan. The degree to which Council is willing to fund activities is based on a number of principles, as described in the Policy and outlined below.

Table 38 – Funding Principles

Principle	Description
User/Beneficiary Pays Principle	<ul style="list-style-type: none"> <li>An activity should be funded on a user pays basis if an individual or group of individuals directly receive benefits of the activity exclusively, and the costs of the activity can easily be attributed to that individual or group of individuals</li> <li>An activity should be funded on a user pays basis if other users can be excluded from taking advantage of the service (if use of the service by one person reduces the availability for someone else)</li> </ul>
Public Good Theory	<ul style="list-style-type: none"> <li>The distribution of benefits within the community as a whole ‘public benefit’ = rates</li> <li>An activity should be collectively funded if those who benefit directly cannot be identified and/or if those who benefit directly cannot be excluded from using the service</li> </ul>
Intergenerational Equity Principle	<ul style="list-style-type: none"> <li>The cost of the asset should be spread over the period over which the benefits between those that use it</li> </ul>
Exacerbator/Polluter Pays Principle	<ul style="list-style-type: none"> <li>The extent to which the actions or inaction of particular individuals or a group contribute to the need to undertake the activity, and</li> <li>Costs and benefits, including consequences for transparency and accountability, of funding the activity distinctly from other activities</li> </ul>
Merit goods theory	<ul style="list-style-type: none"> <li>The use of private goods and services can also result in benefits to third parties – people who don’t directly use them. In these cases Council considers that the service should be provided on the basis of community need rather than willingness to pay, or identifiable benefits received (e.g. regional sporting facilities)</li> </ul>

Most Parks and Reserves asset groups are majority or fully funded by Council due to the public benefits associated with parks and reserves (health, wellbeing, environmental benefits) and the difficulty in charging informal users. Exceptions are set out in the Revenue and Financing Policy.

Table 39 – Operational Costs Funding

Activity	Funding Targets	
	Private (%)	Public (%)
Premier Facilities Trafalgar Park, Trafalgar Centre and Saxton Field	10-20	80-90
Sports Parks	0-20	80-100
Neighbourhood Reserves and Playgrounds including Natureland, Walkways and Cycleways	0-10	90-100
Recreation including Swimming Pools and Golf Course	10-20	90-100
Motor Camps*	90-100	0-10
Marina*	100	0
Cemeteries*	40-60	40-60
Crematorium*	70-90	10-30

\* In the Property and Facilities AMP

Parks and Reserves operation and maintenance is primarily funded from rates, with a smaller contribution coming from user charges and other minor funding sources. 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. Smaller revenue contributions come from rentals, concessions, user charges, grants, donations and other minor sundry income streams.

The Local Government Act 2002 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. This revenue stream is dependent on the level of private development taking place in the City at any given time. These funds are derived from Council's Development and Financial Contributions Policy.

## 7.3 VALUATION FORECASTS

A summary of the book value of Parks assets by park category as at 30 June 2018 is provided below. Land is not depreciated.

Table 40 – Book value of Parks assets at 30 June 2018

Park Asset Type	Book Value 30 June 2017 (\$)	Annual Depreciation 2017 (\$)
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
Street Gardens	738,839	-
<b>TOTAL</b>	<b>63,151,708</b>	<b>2,103,962</b>

## 7.4 KEY ASSUMPTIONS

### 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.

Council's 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 41 – Significant Assumptions and Uncertainties

Assumption	Potential Risk	Mitigation Measure
Budgets are sufficient to meet replacement or new works expectations and are estimated until detailed design is carried out	Budgeted funds are insufficient to undertake works or unexpected events cause cost overruns	Realistic business cases are prepared and sufficient funds are allocated during LTP Annual Plan adjustments to budgets
Renewal projects are delivered and paid for during the particular year identified in the related AMP	Funding for renewal projects not committed for project commencement during the programmed year may not necessarily be able to be extended beyond that year	Annual Plan adjustments to budgets or carry-forwards anticipated and agreed to early
Replacement values are realistic and take into account all costs such as design and consent fees	Unrealistic replacement costs can result in lower than expected outcomes	Ongoing asset data improvement to reflect true whole of life costs for assets including labour, materials, services and consenting costs
Leased reserve area maintenance costs are met by Lessees	The maintenance costs of reserve areas subject to a lease that places the onus of maintenance on the Lessee, have not been included	Ensure agreement obligations are clearly defined and potential Lessees are capable of carrying out those obligations
Some asset replacement costs are unknown and will be loose estimates	Not the required funds to undertake capital works	Where an asset replacement cost is not known a best assessed estimate has been applied
New assets such as new reserves from residential development will result in a corresponding operation budget increase	Budgets to carry out operational works is insufficient	Ensure operational costs and contracts are updated when new assets are created or vested in Council
Growth figures provided by Statistics New Zealand and Council growth projections are accurate	Any significant increase in growth may require upgrades earlier than planned or result in assets unable to meet demand	Regularly update and correlate actual growth figures with projections

Assumption	Potential Risk	Mitigation Measure
The actual remaining lives of assets are similar to those contained in the asset valuation	Asset life variations could lead to significant changes in asset renewal budgets and timing	Regular condition assessments of assets
Acceptable minimum asset condition will vary depending on asset criticality	Critical assets may fail if not prioritised. Generally accepted that condition four and five assets will be prioritised for replacement or disposal	Identify critical assets and carry out regular condition assessments of assets
Assets will be run to failure unless they are identified as a critical asset presenting an unacceptable safety risk	Perceived levels of service or amenity may be compromised	Assets with condition ratings of 4 & 5 will generally be prioritised for replacement or retirement
Maintenance and operation costs for assets are sufficient to meet levels of service	If not clearly identified, there is potential for underfunding	Identify true cost to maintain assets to agreed levels of service

## 7.5 FORECAST RELIABILITY AND CONFIDENCE

Costs for projects will typically have a high level of uncertainty until detailed design has been undertaken. Preliminary estimates for AMP budgets are developed based on known references or past experience and will have large contingencies built into the totals through preliminary business cases.

Current market conditions can have a significant impact on the cost of capital projects. Changes over the lifetime of the Plan may not have been anticipated when the budgets were originally estimated. Significant increases to the cost of works may result in previously feasible projects no longer being viable.

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 plans to monitor the performance of this Plan.

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 shown in the diagram below.

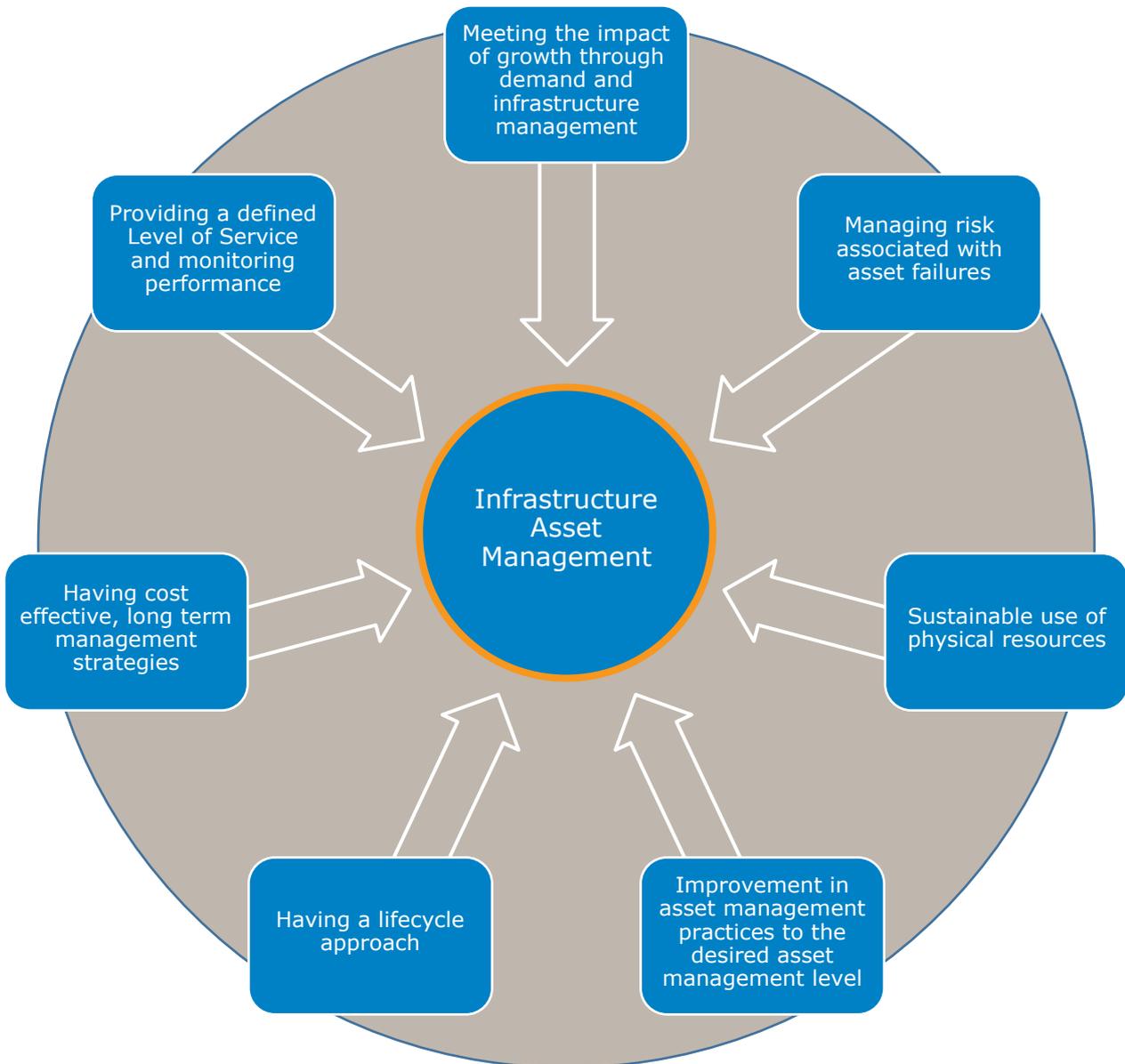


Figure 71 – Key elements of infrastructure asset management

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## 8.1 STATUS OF ASSET MANAGEMENT PRACTICES

Activity 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. This Plan aims to progress the portfolio further into the 'Core' level in the medium term.

Key initiatives undertaken through the development of this Plan are:

- Review of levels of service to ensure best practice alignment, relevance and measurability
- Alignment of Parks and Reserves projects and principles with overarching Council strategic documents
- Identification of Parks and Reserves specific strategic documents to develop which would assist in robust and Nelson relevant asset management practices
- AMIS improvements

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 72 – Saxton Oval and Athletics Track

### Asset Management Maturity by Practice Area

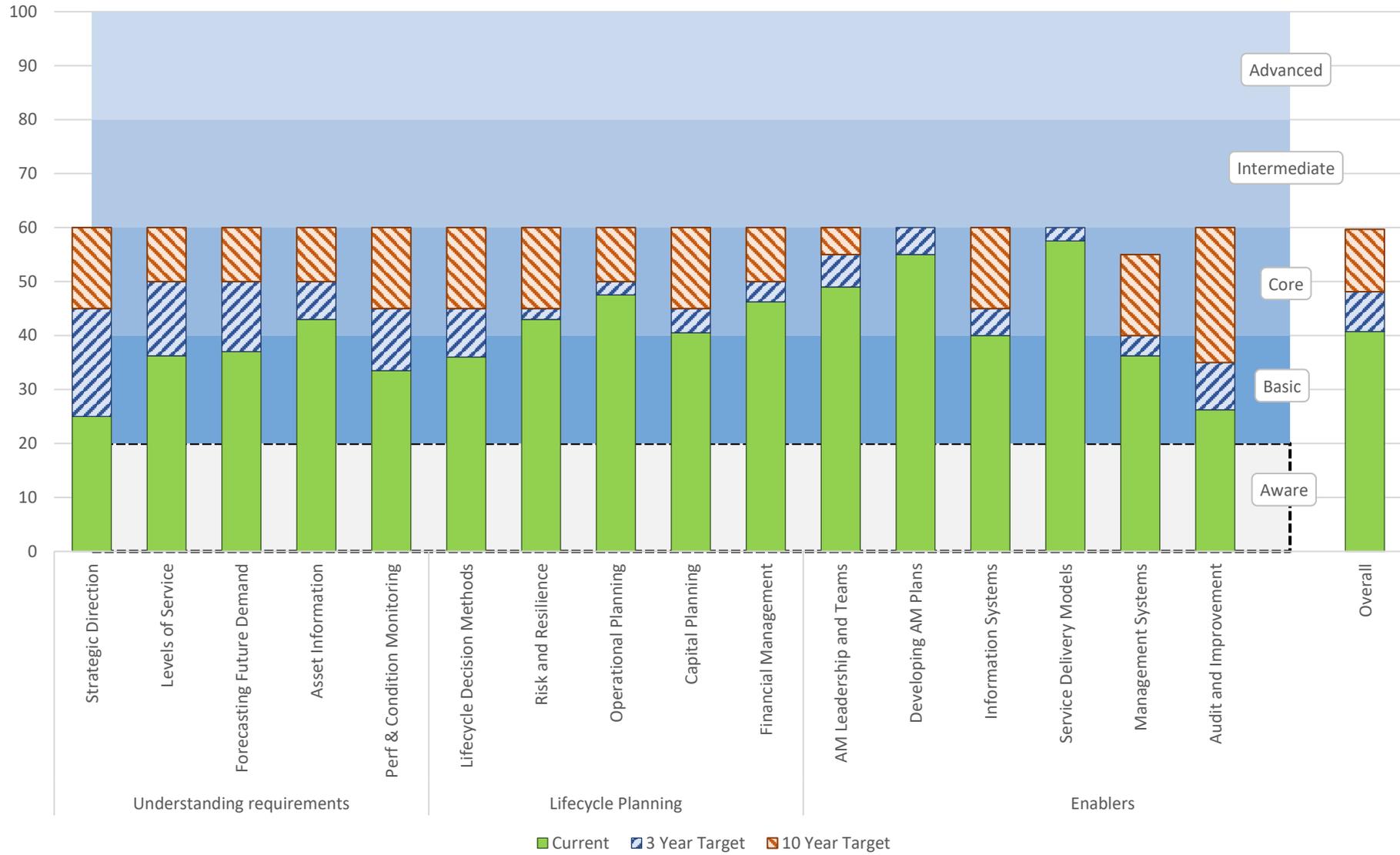


Figure 73 – Asset Management Maturity

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## 8.2 IMPROVEMENT PROGRAMME

An important component of this Activity Management Plan is the recognition that it is a live document which benefits from ongoing monitoring, change and improvement.

Since the previous AMP this activity has made significant efforts to improve our asset management information systems. While this is an ongoing project we expect to realise meaningful improvements as the system becomes embedded and fully operational. Further staff resources have also been added into the asset management area of the activity which will also result in improvements as team members are integrated and roles further defined.

The asset management maturity analysis, summarised above, shows current performance was lowest in the following areas:

- Establishing strategic direction
- Defining and measuring levels of service
- Forecasting future demand
- Monitoring asset performance and condition
- Choosing life cycle methods
- Management systems
- Auditing and making improvement

The improvement opportunities in Table 42 will be considered for development to move the AMP towards a higher level of management and efficiency.

As part of implementing these 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 (an increased marketing budget has been allocated as an initial step)
- Initiate discussions regarding the lease for the football pavilion at Saxton Field
- Investigate alternative uses for retired forestry blocks located in Conservation Reserves
- Evaluate two huts in conservation Reserves
- Implementation of ecological restoration plans for conservation and landscape reserves
- Improve tracks and signage in landscape Reserves
- Explore alternative parking options at Tahunanui
- Develop options for the future of the Wakapuaka Sandflats
- Improved identification and monitoring of resource consents within the parks activity

Table 42 – Priority AMP Improvements

Priority	Improvement	Status
1	Continue aligning asset groups with recognised asset management industry standards from NZ Asset Management Support (NAMS) in line with the International Infrastructure Management Manual	Ongoing
2	Set up robust systems for capturing data that measure level of service performance, and incorporate this data into the asset system (Infor)	Underway
3	Develop a more robust framework for the identification and management of critical assets	Underway
4	Develop high level strategy work to help determine future capital investment needs	Underway
5	Improve management of information relating to hard surfaces (funding included in this Plan to input this information into the RAMM database)	Completed
6	Improve linkages to other AMPs	Ongoing
7	Expand sustainable practice throughout the Parks and Reserves activity	Ongoing, but much work already done
8	Combined Parks, Reserves and Facilities AMP with a new, separate Council Property Plan	To do
9	New Saxton Field standalone AMP jointly produced with Tasman District Council	To do
10	Develop more accessible information systems	Ongoing
11	Continued improvement of asset information quality	Ongoing
12	Better guidance on renewal priorities	Ongoing
13	Improved monitoring of asset use	Ongoing
14	Identification of relationship arrangements between Council and established Parks and Reserves users, particularly around asset ownership and asset funding assumptions	Some identified such as lights. Working on other asset groups

### 8.3 MONITORING AND REVIEW PROCEDURES

Asset management monitoring and review activities will be undertaken as follows:

- Formal adoption of the Plan by Council
- Revise activity 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 and improvement programme, and six monthly thereafter

Plans receive a full review and update every three years in alignment with the LTP process.

### 8.4 PERFORMANCE MEASURES

#### AMP Performance Measures

Benchmarking of the activity through Audit NZ and Local Government NZ is carried out. The benchmarking can be used for additional or revised levels of service.

#### AMP Effectiveness Measuring

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.



Figure 74 – Light Nelson 2018

## 9 APPENDICES

### 9.1 APPENDIX 1: INVENTORY OF PARKS AND RESERVES BY CATEGORY

Table 43 – Public Gardens

Reserve	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>

Table 44 – Neighbourhood Parks

Reserve	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

<b>Reserve</b>	<b>Area (ha)</b>
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
Kingfisher Reserve	0.07
Kowhai Reserve	0.46

<b>Reserve</b>	<b>Area (ha)</b>
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

<b>Reserve</b>	<b>Area (ha)</b>
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>

Table 45 – Sportsgrounds

<b>Reserve</b>	<b>Area (ha)</b>
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</b>	<b>121 ha</b>

Table 46 – Conservation Reserves

<b>Reserve</b>	<b>Area (ha)</b>
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>

Table 47 – Landscape Reserves

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>

Table 48 – Esplanade and Foreshore Reserves

Reserve	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
Monaco Foreshore	1.41

<b>Reserve</b>	<b>Area (ha)</b>
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 ha</b>

Table 49 – Walkway Reserves

<b>Reserve</b>	<b>Area (ha)</b>
Abraham-Quebec	0.02
Allan-Ronaki	0.03
Allport-Seaview	0.01
Apple Lane	0.02
Atawhai-Iwa	0.01
Atawhai-North	0.03
Beachville-Fountain	0.01
Beavans Way	0.07
Berry lane	0.02
Bishopdale-Clifford	0.02
Bishops Way	0.09
Broadgreen-Cobham	0.01
Cambelldon-Best	0.03
Cape View	0.02
Champion-Marino	0.04
Champion-Taranaki	0.03
Chaucer Lane	0.02
Commodore-Zeehaen	0.2
Daelyn	0.02
Days Track	0.82
Fell-Harford	0.01
Fergusson-Norrie	0.06
Fullford-Joyce	0.04
Gorrie-Totara	0.01
Highview-Pinnacle	0.03
Holcroft-Glover	0.02
Jenner-Murphy	0.14
Kendall-Hammill	0.04
Kereru Way	0.02
Kerr-Wellington	0.29

<b>Reserve</b>	<b>Area (ha)</b>
Main Road Stoke-Best	0.03
Main Road Stoke-Covent	0.03
Maire-Zeehaen	0.77
Manson Lane	0.06
Manuka Street	0.23
Marino-Iti	0.29
Market-Flaxmore	0.01
Marsden Valley-Isel	0.71
Mary Ann Lane	0.15
Merton Way	0.04
Mount-Locking	0.09
Mount-Wellington	0.04
Nayland-Liverpool	0.08
Nayland-Thetford	0.01
Neinei Lane	0.02
Newlands Way	0.02
Newman Drive	0.01
Ngaire Lane	0.02
Pioneer-Valley Heights	0.11
Point-Martin	0.04
Pukatea Reserve	0.45
Quebec-Arrow	0.39
Quebec-Watson	0.14
Railway Reserve-Cobham	0.01
Railway Reserve North	7.48
Railway Reserve South	8.57
Renwick-Kawai	0.09
Rocks-Bisley	0.02
Rocks-Malcolm	0.07
Songer-Aldinga	0.03

<b>Reserve</b>	<b>Area (ha)</b>
Stafford	0.05
Stepney Lane	0.1
Stoke School-Nikau	0.006
Sturmer Lane	0.02
Suffolk-Caroline	0.02
Suffolk-Vining	0.02
Tamaki Street	0.14
Tamaki-Princes	0.19
The Ridgeway-Hampshire	0.03
The Ridgeway-Maitland	0.24
The Ridgeway-Somerset	0.02
Torlesse-Enner Glynn	0.01
Torlesse-Waterhouse	0.01
Towai-Arapiki	0.03
Trafalgar-Shelbourne	0.003
Trent Way	0.02
Vanguard-Konini	0.15
Vanguard-Matipo	0.14
Waimea-Brunner	0.1
Waimea-Lynwood	0.02
Walters-Davies	0.04
Whakatu-Airport	0.16
Whakatu-Annesbrook	0.25
Willow Walk	0.49
Willwatch Way	0.1
Wolfe-Montcalm	0.11
<b>Total Area</b>	<b>24.7 ha</b>

## 9.2 APPENDIX 2: PRIMARY RELEVANT STATUTES AND POLICIES

### Statutes, Standards and Guidelines

- Biosecurity Act 1993
- Building Act 2004
- Burial and Cremation Act 1964
- Camping Grounds Regulations 1985
- Climate Change Response (Zero Carbon) Amendment 2019
- 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
- Claims Settlement Acts 2014
  - Ngāti Apa ki te Rā Tō, Ngāti Kuia, and Rangitāne o Wairau
  - Ngāti Kōata, Ngāti Rārua, Ngāti Tama ki Te Tau Ihu, and Te Ātiawa o Te Waka-a-Māui
  - Ngāti Toa Rangātira
- National Policy Statements
  - Urban Development 2020
  - Freshwater Management 2020
  - New Zealand Coastal Policy Statement 2010
- Occupiers Liability Act 1962
- Public Bodies Contracts Act 1959
- Public Works Act 1981
- Reserves Act 1977
- Residential Tenancies Act 1986
- Resource Management Act 1991
- NZS 3910:2003 Conditions of Contract for Building and Civil Engineering Construction
- NZS 4121:2001 Design for Access and Mobility: Buildings and Associated Facilities
- NZS 4242:1995 Headstones and Cemetery Monuments
- NZS 4360:2000 Risk Management for Local Government
- NZS 4404:2004 Land Development and Subdivision Engineering
- NZS 5828:2004 Playground Equipment and Surfacing
- NZS 8409:2004 Management of Agrichemicals
- NZS 8603:2005 Design and Application of Outdoor Recreation Symbols
- SNZ HB 5828.1:2006 General Playground Equipment and Surfacing Handbook
- SNZ HB 8630:2004 Tracks and Outdoor Visitor Structures
- SNZ HB 9213:2003 Guide to Local Government Service Delivery Options

- Peak Body Guidelines

### **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 Koata
- Ngāti Rārua
- Ngāti Tama ki Te Tau Ihu
- Te Ātiawa o Te Waka-a-Māui
- Ngāti Toa RaNgātira

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 (Ngāti Kuia)
- Nga Taonga Tuku Iho Ki Whakatū Management Plan 2004 (Ngāti Rarua, Rangitira, Te Ātiawa, Ngāti Koata, Ngāti Tama)
- Iwi Management Plan 2002 (Ngāti Koata)
- Te Tau Ihu Mahi Tuna (Eel Management Plan) 2000 (all iwi)

## **Long Term Plan 2021-2031**

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.

## **Tasman-Nelson Regional Pest Management Strategy 2019-2029**

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 line with the strategy.

The 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 Plan to achieve the objectives are grouped in four main categories: requirement to act, Council inspection, service delivery and advocacy/education.

## **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.

## **Nelson 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.

## **Nelson Biodiversity Strategy**

The Nelson Biodiversity Strategy describes a vision for biodiversity management in Nelson City. This strategy was reviewed in 2017 and 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

Council regularly reviews this strategy, having updated it in 2010, 2013, the International Year of Biodiversity and 2017. 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.

## **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 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.

### 9.3 APPENDIX 3: RESIDENTIAL GROWTH AND INFRASTRUCTURE TIMING

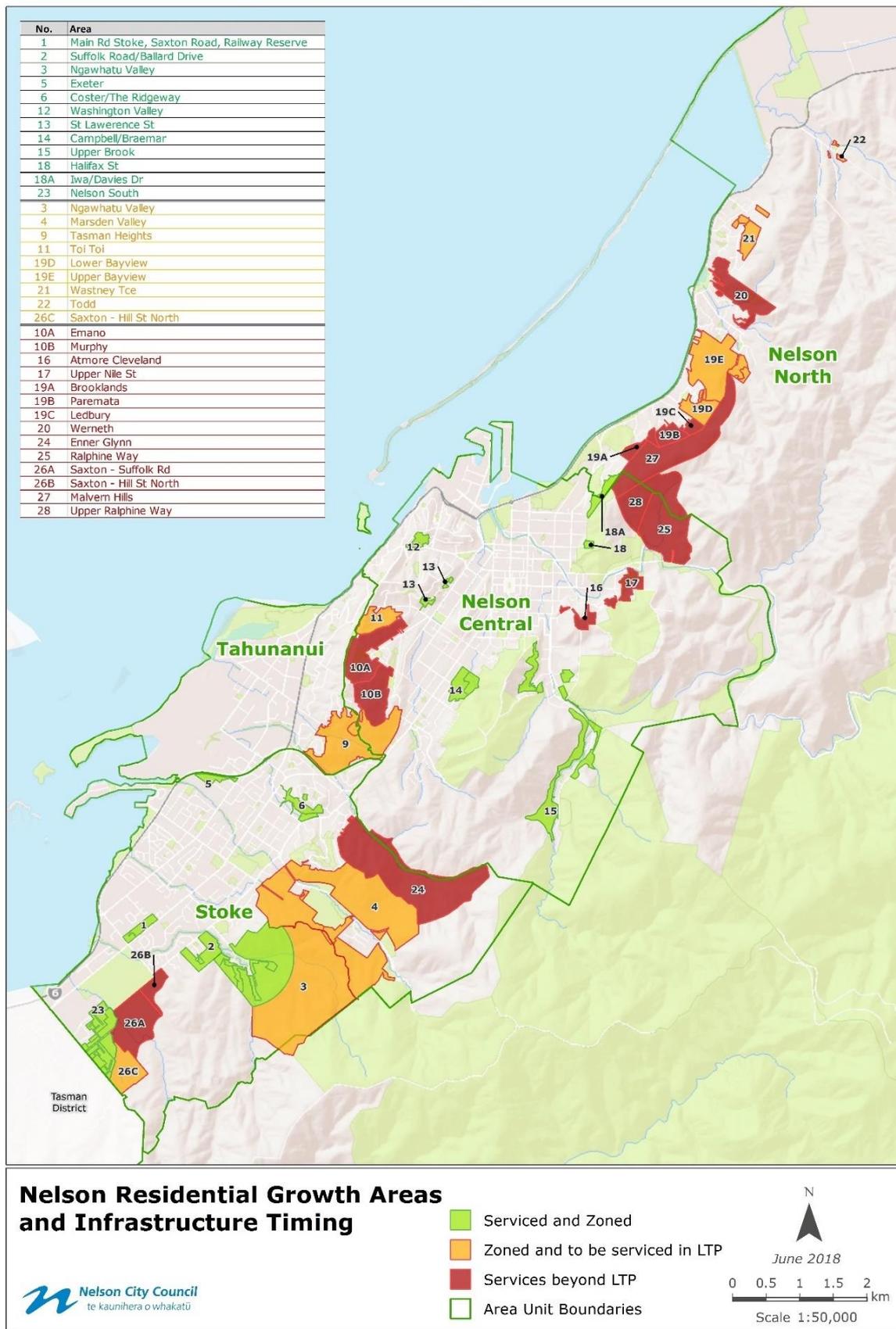


Figure 75 – Nelson residential growth Areas and infrastructure timing

## 9.4 APPENDIX 4: ASSET CONDITION ASSESSMENT PROGRAMME

Table 50 – Asset Assessment Matrix

Inspection Guidelines								
Frequency	Month	Two Months	Six Months	Annual	Two Year	Three Year	Five Year	Six Year
Type	Visual	Visual (Park Basis)	Operational	Operational	Operational	Operational	Full	Full
Who	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
Ability	Practical background/ familiarity with standards	Practical background/ familiarity with standards	Trade Certificate/ NZCE Training	Professional Qualification				

Table 51 – Asset Inspection Programme

Asset Inspection Details								
Assets	One Month	Two Month	Six Month	One Year	Two Year	Three Year	Five Year	Six Year
<b>Level 1</b>								
• Playgrounds (Saxton and Tahuna daily visual)								
<b>Level 2</b>								
• Minor structures <1.5m • Asphalt and chipseal sealed surfaces								
<b>Level 3</b>								
• Concrete & unpaved surfaces • Firebreaks • Fountains, Ponds • Retaining Walls <1.5m								
<b>Level 4</b>								
• Signs • Park Furniture • Fencing • Sports field equipment • Bike stands • Drinking fountains								
• Underground Services								
<b>Level 5</b>								
• Heritage Trees (full inventory except woodlands)								

Asset Inspection Details								
Assets	One Month	Two Month	Six Month	One Year	Two Year	Three Year	Five Year	Six Year
• Park Trees (no inventory except parks heritage trees)								
• CBD Trees								
• Street Trees								
• Biodiversity Values								

Note:

- All assets receive an inspection following a major adverse effect such as a flood or earthquake
- The split between minor and major structures in Level 1 or 2 is falls greater than 1.5m

## 9.5 APPENDIX 5: DEVELOPMENT STANDARDS

Development standards for Parks and Reserves are contained within Chapter 10 of the Nelson Tasman Land Development Manual 2019 (NTLDM).

The NTLDM is a document that combines network asset design and construction requirements for both Nelson and Tasman regions. It also includes formation and construction standards for some private assets that connect to network assets.

The NTLDM is intended to provide consistent minimum standards and guidance for network assets that Council will accept as part of its network, and activities affecting them including maintenance and operations. The aim is to achieve the right balance between durable, cost effective, environmentally sustainable and fit-for-purpose infrastructure for our communities.

## 9.6 APPENDIX 6: RISK MANAGEMENT

### Parks and Reserves Risk Register

Table 52 – Risk Register

Identification			Residual Risk Analysis				Summary	
Event	Assets	Consequence	Mitigation	Impact	Chance	Factor	Response	Treatments
Earthquake or tsunami damages assets	All	<ul style="list-style-type: none"> <li>Structures and buildings unable to withstand seismic or tsunami event</li> <li>Slips on hills affect trails and access roads</li> </ul>	<ul style="list-style-type: none"> <li>After event – inspect, assess, closure, signage, repair, insurance</li> </ul>	1	3	3	Accept	<ul style="list-style-type: none"> <li>Maintain emergency plan</li> </ul>
Rain event damages assets	All	<ul style="list-style-type: none"> <li>Assets in low lying, poorly drained, flood prone parkland are flooded and out of service</li> <li>Slips affect trails and access roads</li> </ul>	<ul style="list-style-type: none"> <li>Land management to reduce risks, e.g. waterway containment, drainage systems</li> </ul>	3	3	9	Accept	<ul style="list-style-type: none"> <li>Maintain emergency plan</li> </ul>
Wind event damages trees	All, but particularly Public Gardens	<ul style="list-style-type: none"> <li>Tree damage and subsequent property damage or personal injury</li> </ul>	<ul style="list-style-type: none"> <li>Monitor weather forecasts</li> <li>Regular condition assessment to identify treatment actions and high risk trees</li> </ul>	4	4	16	Accept	<ul style="list-style-type: none"> <li>Ongoing condition assessments to identify remedial actions</li> <li>Maintain assessment frequency</li> <li>Tree maintenance/removal to minimise risks</li> </ul>

Identification			Residual Risk Analysis				Summary	
Event	Assets	Consequence	Mitigation	Impact	Chance	Factor	Response	Treatments
Coastal erosion at Tahuna Back Beach caused by natural coastal processes	Esplanade and Foreshore	<ul style="list-style-type: none"> <li>Loss of reserve land</li> </ul>	<ul style="list-style-type: none"> <li>Planting sand-binding grasses. Trapping windblown sand</li> <li>Controlling pedestrians. Technical work underway</li> </ul>	4	3	12	Accept	<ul style="list-style-type: none"> <li>Managed retreat</li> <li>Continue with existing controls to mitigate erosion speed</li> <li>Continue with technical work to identify highest risk areas</li> </ul>
Fire caused by dry conditions, accident or arson	Landscape Conservation	<ul style="list-style-type: none"> <li>Damage or destruction of vegetation or property</li> <li>Personal injury</li> </ul>	<ul style="list-style-type: none"> <li>Rural fire management guidelines, fire break management, weed control, firefighting water supply. Identify high risk areas</li> </ul>	4	3	12	Reduce	<ul style="list-style-type: none"> <li>Procedures to close areas, provide warnings and prevent public access</li> <li>Weed management plans</li> </ul>
Drought, network failure or other major event affects water supply	Sportsground Public Garden	<ul style="list-style-type: none"> <li>Water supply restricted</li> <li>Unable to irrigate or supply water to features</li> </ul>	<ul style="list-style-type: none"> <li>Backup supply by tanker for critical services</li> <li>Efficient irrigation systems</li> </ul>	3	3	9	Accept	<ul style="list-style-type: none"> <li>Water use efficiency practices implemented</li> <li>Back up supply options available</li> </ul>
Building and minor structures deficient or fails	All	<ul style="list-style-type: none"> <li>Substandard construction or materials, lack of regular assessment, maintenance or repair, vandalism</li> </ul>	<ul style="list-style-type: none"> <li>Programmed condition assessment regime</li> <li>Maintenance schedule (Managed through Property and Facilities Activity Management Plan)</li> </ul>	3	2	6	Accept	<ul style="list-style-type: none"> <li>Regular maintenance, renewal and monitoring</li> </ul>

Identification			Residual Risk Analysis				Summary	
Event	Assets	Consequence	Mitigation	Impact	Chance	Factor	Response	Treatments
Fire in buildings caused by electrical fault, vandalism or arson	Sportsground Public Garden Esplanade and Foreshore	<ul style="list-style-type: none"> <li>• Damage or destruction of buildings</li> <li>• Personal injury</li> </ul>	<ul style="list-style-type: none"> <li>• Firefighting equipment, control unauthorised access, remove ignition/fuel source (Managed through Property and Facilities Activity Management Plan)</li> </ul>	1	4	4	Accept	<ul style="list-style-type: none"> <li>• Maintain and monitor fire prevention measures</li> </ul>
Critical structural assets fail (e.g. bridges, platforms, safety barriers) due to substandard construction or materials, lack of regular assessment, maintenance or repair	All	<ul style="list-style-type: none"> <li>• Damage or destruction of structures</li> <li>• Personal injury</li> </ul>	<ul style="list-style-type: none"> <li>• Programmed condition assessment regime</li> <li>• Maintenance schedule (Managed through Property and Facilities Activity Management Plan)</li> </ul>	1	5	5	Accept	<ul style="list-style-type: none"> <li>• Condition inspection and repair</li> <li>• Two monthly by maintenance contractor</li> <li>• Two yearly visual assessment (builder)</li> <li>• Six yearly structural assessment (engineer)</li> </ul>
Park furniture failure caused by vandalism/ misuse, normal wear and tear	All	<ul style="list-style-type: none"> <li>• Damage or destruction of furniture</li> <li>• Personal injury</li> </ul>	<ul style="list-style-type: none"> <li>• Regular inspections to assess functionality (repair/replace as required)</li> </ul>	5	1	5	Accept	<ul style="list-style-type: none"> <li>• Maintenance inspection and repair. Two monthly by maintenance contractor</li> </ul>
Sand carpet – do not achieve optimum life expectancy caused by inadequate maintenance and renovation	Sportsground	<ul style="list-style-type: none"> <li>• Sand carpet requires renewing earlier than expected life</li> </ul>	<ul style="list-style-type: none"> <li>• Scheduled maintenance and renovation as per manufacturer's guidelines</li> </ul>	2	2	4	Accept	<ul style="list-style-type: none"> <li>• Ensure maintenance regime implemented</li> </ul>
Incidents caused by general hazards e.g. bikes vs. pedestrians, vandalism	All	<ul style="list-style-type: none"> <li>• Trips and falls, minor injuries</li> </ul>	<ul style="list-style-type: none"> <li>• Hazard identification and remediation</li> <li>• Keep tracks clear, control overgrown vegetation</li> </ul>	4	2	8	Accept	<ul style="list-style-type: none"> <li>• Contractor inspects and reports any hazards as part of normal duties and two monthly inspection</li> </ul>

Identification			Residual Risk Analysis				Summary	
Event	Assets	Consequence	Mitigation	Impact	Chance	Factor	Response	Treatments
Bike riding injury on tracks caused by inadequate maintenance, poor design or construction, riding tracks unsuitable for skill level, collisions	Walkways Landscape Conservation Esplanade and Foreshore	<ul style="list-style-type: none"> <li>Personal injury</li> </ul>	<ul style="list-style-type: none"> <li>Regular maintenance</li> <li>MTB track grading and signage</li> <li>Out and About On Tracks strategy to manage conflict</li> </ul>	5	2	10	Accept	<ul style="list-style-type: none"> <li>Appropriate track design, construction and grading</li> <li>Regular inspection and maintenance</li> <li>Channelling</li> </ul>
Injury to volunteers and activities of others on council land, caused by general hazard	All	<ul style="list-style-type: none"> <li>Injury to volunteers</li> </ul>	<ul style="list-style-type: none"> <li>Volunteers managed under HSWA 2015</li> </ul>	1	2	2	Accept	<ul style="list-style-type: none"> <li>Risk management covered by HSWA</li> <li>Consider separate risk management plan for major volunteer activity</li> </ul>
Hazard from hard balls etc. User interaction conflicts. Inappropriate activity for reserve type (e.g. golf/ cricket, disc golf)	All	<ul style="list-style-type: none"> <li>Personal injury</li> <li>Park or other property damage</li> </ul>	<ul style="list-style-type: none"> <li>Signage</li> <li>Reserve Management Plans. Bylaw</li> </ul>	4	2	8	Reduce	<ul style="list-style-type: none"> <li>Signage</li> <li>Review usage and investigate alternative locations</li> <li>Activity ban</li> <li>Enforcement</li> </ul>
Issues and injury caused by dogs	All	<ul style="list-style-type: none"> <li>Injury from dog attacks</li> <li>Nuisance from dog faeces</li> </ul>	<ul style="list-style-type: none"> <li>Bylaw. Dog ranger enforcement</li> <li>Signage. Provision of doggy doo bag dispensers</li> </ul>	3	2	6	Accept	<ul style="list-style-type: none"> <li>Dog control bylaws</li> <li>Dog ranger enforcement</li> <li>Signage</li> </ul>
Accident associated with water bodies (built water areas) e.g. caused by unfenced areas, deep water, difficult exit, entrapment etc.	All	<ul style="list-style-type: none"> <li>Drowning</li> </ul>	<ul style="list-style-type: none"> <li>Design guidelines for max depth, visibility, exit points</li> </ul>	3	4	12	Accept	<ul style="list-style-type: none"> <li>Record and report all management actions</li> </ul>

Identification			Residual Risk Analysis				Summary	
Event	Assets	Consequence	Mitigation	Impact	Chance	Factor	Response	Treatments
			<ul style="list-style-type: none"> <li>Maintenance to keep edges clear of vegetation and entrapment hazards</li> </ul>					
Third party structures fail or are inherently unsafe	All	<ul style="list-style-type: none"> <li>Injury as a result of third party structures</li> </ul>	<ul style="list-style-type: none"> <li>Contractor inspections and report</li> <li>Removal of any considered unsafe</li> </ul>	3	3	9	Accept	<ul style="list-style-type: none"> <li>System to check and document identification assessment and action</li> </ul>
Injury at playground (as a result of normal activity, misuse or equipment design or failure)	Play Facilities	<ul style="list-style-type: none"> <li>Injuries or death</li> </ul>	<ul style="list-style-type: none"> <li>Compliance with NZS 5828. Prioritise high use sites</li> </ul>	3	4	12	Accept	<ul style="list-style-type: none"> <li>Inspections: monthly - contractor (internal)</li> <li>Five yearly independent review</li> </ul>
Lessee failure to maintain assets e.g. caused by poor lease documentation, non-performance of leases, ineffective management and monitoring of leases	All	<ul style="list-style-type: none"> <li>Leased assets fail</li> </ul>	<ul style="list-style-type: none"> <li>Well specified lease documents</li> <li>Annual monitoring and management</li> </ul>	1	2	2	Accept	<ul style="list-style-type: none"> <li>Ongoing lessee liaison and monitoring</li> </ul>
Contractor failure	All	<ul style="list-style-type: none"> <li>Service delivery falls below acceptable standard</li> </ul>	<ul style="list-style-type: none"> <li>Well specified contract</li> <li>Regular monitoring of service standards</li> </ul>	3	3	9	Accept	<ul style="list-style-type: none"> <li>Ongoing service standard monitoring</li> </ul>
Economic or other unforeseen impact significantly reduces revenue	All	<ul style="list-style-type: none"> <li>Revenue below budget</li> </ul>	<ul style="list-style-type: none"> <li>Ongoing monitoring and awareness</li> </ul>	1	2	2	Accept	<ul style="list-style-type: none"> <li>Ongoing monitoring</li> </ul>

Identification			Residual Risk Analysis				Summary	
Event	Assets	Consequence	Mitigation	Impact	Chance	Factor	Response	Treatments
Statutory compliance failure caused by failure to follow all legal requirements and processes or lack of awareness of requirements	All	<ul style="list-style-type: none"> <li>Statutory compliance failure</li> </ul>	<ul style="list-style-type: none"> <li>Consideration of all legal requirements affecting the parks operations</li> </ul>	3	2	6	Accept	<ul style="list-style-type: none"> <li>Ongoing consideration for all projects and activities</li> </ul>
Emissions Trading Scheme (ETS) charges e.g. caused by changing exotic forestry to native revegetation	Landscape Conservation	<ul style="list-style-type: none"> <li>Increased ETS charges</li> </ul>	<ul style="list-style-type: none"> <li>Awareness and consideration of ETS rules</li> </ul>	3	2	6	Accept	<ul style="list-style-type: none"> <li>Awareness and consideration of ETS rules</li> </ul>
Poor performance or failure of sporting assets, including playing surfaces and lighting	Sportsground	<ul style="list-style-type: none"> <li>Sporting codes do not have adequate playing surfaces or facilities</li> <li>Reputational risk</li> </ul>	<ul style="list-style-type: none"> <li>Maintenance and renewal programme</li> </ul>	4	2	8	Accept	<ul style="list-style-type: none"> <li>Close relationship with maintenance contractor</li> <li>Sound renewals planning especially for high profile assets.</li> </ul>
Council loses control of weeds	Landscape Conservation Esplanade and Foreshore	<ul style="list-style-type: none"> <li>Loss of native biodiversity</li> <li>Proliferation of unwanted species</li> </ul>	<ul style="list-style-type: none"> <li>Ongoing monitoring and awareness</li> </ul>	3	4	12	Reduce	<ul style="list-style-type: none"> <li>Weed management plans</li> <li>Utilise Nelson Nature opportunities</li> <li>Communication between Forestry and Parks operations</li> <li>Improved monitoring</li> </ul>
Excavation and development of reserves developed on historic landfill	Sportsground Public Garden	<ul style="list-style-type: none"> <li>Effects on public health from and contaminated soil or methane</li> <li>Damage to infrastructure e.g. from subsidence</li> </ul>	<ul style="list-style-type: none"> <li>Hazardous Activities and Industries List (HAIL) including GIS layer</li> <li>Resource consent under NES</li> </ul>	3	3	9	Accept	<ul style="list-style-type: none"> <li>Maintain awareness of historic landfill sites and NES consent requirements</li> <li>Commission contamination reports</li> </ul>

Identification			Residual Risk Analysis				Summary	
Event	Assets	Consequence	Mitigation	Impact	Chance	Factor	Response	Treatments
								<ul style="list-style-type: none"> <li>Evaluate risk of disturbance and land settling prior to development</li> </ul>
Excavation or other damage to heritage or archaeological resources	All	<ul style="list-style-type: none"> <li>Loss of historic heritage</li> </ul>	<ul style="list-style-type: none"> <li>Nelson Resource Management Plan / Nelson Plan</li> <li>NZAA Archsite</li> <li>Reserve Management Plans</li> </ul>	3	3	9	Accept	<ul style="list-style-type: none"> <li>Maintain awareness</li> <li>Support Nelson Plan efforts to protect sites</li> </ul>
Non-compliance with legislation and legal requirements	All	<ul style="list-style-type: none"> <li>Loss of reputation and community trust</li> <li>Fines or suspension of rights to work</li> </ul>	<ul style="list-style-type: none"> <li>Staff training</li> <li>Ongoing monitoring of legislation and existing consents</li> </ul>	4	2	8	Accept	<ul style="list-style-type: none"> <li>Documented processes to manage situations</li> <li>Legal advice when necessary</li> </ul>
Loss of Institutional knowledge Insufficient systems in place to capture innate employee knowledge not captured elsewhere	All	<ul style="list-style-type: none"> <li>Loss of important information and historical details not held anywhere else</li> </ul>	<ul style="list-style-type: none"> <li>Systems in place to capture knowledge and 'download' information</li> <li>Staff personal development plans</li> </ul>	3	4	12	Accept	<ul style="list-style-type: none"> <li>Ensure robust processes and knowledge management systems which are understood and easily accessed</li> <li>Do not have staff work in isolation without good auditing processes</li> </ul>
Climate change impacts such as sea level rise, temperature changes and extremes of rainfall	All	<ul style="list-style-type: none"> <li>Impacts on usability of assets and spaces or complete loss of assets</li> </ul>	<ul style="list-style-type: none"> <li>Reduce reliability on vulnerable spaces for critical assets</li> <li>Anticipate consequences and minimise long term</li> </ul>	4	4	16	Accept	<ul style="list-style-type: none"> <li>Planned approach to address impacts of climate change such as managed retreat</li> </ul>

Identification			Residual Risk Analysis				Summary	
Event	Assets	Consequence	Mitigation	Impact	Chance	Factor	Response	Treatments
			investments in vulnerable spaces					
Major external events impacting the activity such as pandemic, recession etc.	All	<ul style="list-style-type: none"> <li>Economic impacts on affordability and usability of spaces</li> </ul>	<ul style="list-style-type: none"> <li>Robust financial management</li> </ul>	3	3	9	Minimise	<ul style="list-style-type: none"> <li>Build resilience into Council systems</li> <li>Reduce Levels of Service</li> </ul>

Table 53 – Council's Corporate Risk Matrix and Likelihood Values

Consequence of the Risk					Likelihood of Risk Occurring	
Insignificant (1)	Minor (2)	Moderate (3)	Major (4)	Catastrophic (5)		
<b>5</b>	<b>10</b>	<b>15</b>	<b>20</b>	<b>25</b>	Almost Certain (5)	<ul style="list-style-type: none"> <li>May occur at any time or at least once per year</li> <li>Expected to occur under normal circumstances</li> <li>Over 90% chance of happening under these conditions</li> </ul>
<b>4</b>	<b>8</b>	<b>12</b>	<b>16</b>	<b>20</b>	Likely (4)	<ul style="list-style-type: none"> <li>Could occur several times in 5-10 years</li> <li>Likely to occur under normal circumstances</li> <li>Over 75% chance of happening under these conditions</li> </ul>
<b>3</b>	<b>6</b>	<b>9</b>	<b>12</b>	<b>15</b>	Possible (3)	<ul style="list-style-type: none"> <li>Could occur once in 10 years</li> <li>Could reasonably be expected to occur under normal circumstances</li> <li>Around 50% chance of happening under these conditions</li> </ul>
<b>2</b>	<b>4</b>	<b>6</b>	<b>8</b>	<b>10</b>	Unlikely (2)	<ul style="list-style-type: none"> <li>Could occur in your working life (1 in 33)</li> <li>Unlikely to occur under normal circumstances</li> <li>Around 10% chance of happening under these conditions</li> </ul>
<b>1</b>	<b>2</b>	<b>3</b>	<b>4</b>	<b>5</b>	Rare (1)	<ul style="list-style-type: none"> <li>Not expected to ever occur again (1 in 100 or less)</li> <li>Conceivable but only in rare circumstances</li> <li>Less than 10% chance of happening under these conditions</li> </ul>

Very Low	Low	Medium	High	Very High
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Table 54 - Residual Risk Tolerance

Residual Risk Tolerance				
Risk Level	Description and Action	Authority for Tolerance	Timing for Actions	Advise including Treatments
Very High	<ul style="list-style-type: none"> <li>Not normally tolerable</li> <li>Immediate intervention to reduce risk</li> </ul>	<ul style="list-style-type: none"> <li>Full Council on advice from CE</li> </ul>	<ul style="list-style-type: none"> <li>Immediate if possible but no more than one month</li> </ul>	<ul style="list-style-type: none"> <li>Full Council using best practicable means</li> </ul>
High	<ul style="list-style-type: none"> <li>Not normally tolerable</li> <li>Initiate action as soon as practicable to reduce risk</li> </ul>	<ul style="list-style-type: none"> <li>SLT or Group Manager</li> <li>Council at CE discretion</li> </ul>	<ul style="list-style-type: none"> <li>As soon as practicable but no more than two months</li> </ul>	<ul style="list-style-type: none"> <li>SLT or accountable Group Manager</li> <li>Council at CE discretion</li> </ul>
Medium	<ul style="list-style-type: none"> <li>Normally tolerable</li> <li>Frequently review to look for opportunities to further reduce risk where practicable</li> </ul>	<ul style="list-style-type: none"> <li>Business Unit Manager</li> </ul>	<ul style="list-style-type: none"> <li>At least within one quarter</li> </ul>	<ul style="list-style-type: none"> <li>Accountable Group Manager</li> </ul>
Low	<ul style="list-style-type: none"> <li>Acceptable risk</li> <li>Routine review for low cost actions to further reduce risk</li> </ul>	<ul style="list-style-type: none"> <li>No specific authority required</li> </ul>	<ul style="list-style-type: none"> <li>Routine review period (e.g. 3-6 monthly)</li> </ul>	<ul style="list-style-type: none"> <li>None</li> </ul>
Very Low	<ul style="list-style-type: none"> <li>Acceptable Risk</li> <li>No specific actions to reduce further</li> </ul>	<ul style="list-style-type: none"> <li>No specific authority required</li> </ul>	<ul style="list-style-type: none"> <li>Only if incidental to another action</li> </ul>	<ul style="list-style-type: none"> <li>None</li> </ul>

## 9.7 APPENDIX 7: RESERVE MANAGEMENT PLANS

The tables below show existing and proposed reserve management plans.

*Table 55 – Adopted Reserve Management Plans*

<b>Reserves Covered</b>	<b>Adopted</b>	<b>Review</b>	<b>Priority</b>
Tahunanui Reserve	April 2004	2021	1
Esplanade and Foreshore	July 2008	TBC	2
Conservation and Landscape	November 2009	TBC	3
Saxton Field	October 2008	2020	4
Rutherford and Trafalgar Parks	August 2010	TBC	5
Haven Holes Esplanade Reserve	May 2006	TBC	6

*Table 56 – Proposed Reserve Management Plans*

<b>Reserves Covered</b>	<b>Date</b>	<b>Priority</b>
Brook Recreation Reserve <sup>13</sup>	TBC	1
Neighbourhood Parks	TBC	2
Sportsground Reserves	2020	3
Public Gardens	TBC	4

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<sup>13</sup> The Brook Recreation Reserve had a Reserve Management Plan which was adopted in principle in 2015. This adoption was revoked in September 2020 and a new process for developing a new Reserve Management Plan is to be undertaken.

## 9.8 APPENDIX 8: ASSET MANAGEMENT INFORMATION 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
- Support of activity management planning processes.
- The system provides detailed records for the reserve land itself and the assets as outlined below

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 Information System (AMIS) and Geographical Information System (GIS) hold information on the area maintained by Council. Inconsistencies do exist between the AMIS and PMS with these being corrected as they are found.

Workflows exist for the addition of new assets to the system.

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. Parks and Recreation staff are able to link directly to IPS8 from nMap and create work orders.

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: RESOURCE CONSENTS REQUIRING MONITORING

Table 57 – 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
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

9.10 APPENDIX 10: FINANCIAL SUMMARY

Table 58 – Financial summary

