



PALMERSTON NORTH CITY COUNCIL

AGENDA

**PLAY, RECREATION & SPORT
COMMITTEE**

9AM, WEDNESDAY 18 MARCH 2020

COUNCIL CHAMBER, FIRST FLOOR,
CIVIC ADMINISTRATION BUILDING,
32 THE SQUARE, PALMERSTON NORTH



MEMBERSHIP

Leonie Hapeta (Chairperson)
Billy Meehan (Deputy Chairperson)
Grant Smith (The Mayor)

Brent Barrett	Patrick Handcock ONZM
Zulfiqar Butt	Karen Naylor
Vaughan Dennison	Bruno Petrenas
Lew Findlay QSM	

Agenda items, if not attached, can be viewed at:

pncc.govt.nz | Civic Administration Building, 32 The Square
City Library | Ashhurst Community Library | Linton Library

Heather Shotter
Chief Executive, Palmerston North City Council

Palmerston North City Council

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Private Bag 11034, 32 The Square, Palmerston North



PLAY, RECREATION & SPORT COMMITTEE MEETING

18 March 2020

ORDER OF BUSINESS

NOTE: The Play, Recreation & Sport Committee meeting coincides with the ordinary meeting of Council and the Finance & Audit Committee meeting. The Committees will conduct business in the following order:

- Council
- Finance & Audit
- Play, Recreation & Play

1. Apologies

2. Notification of Additional Items

Pursuant to Sections 46A(7) and 46A(7A) of the Local Government Official Information and Meetings Act 1987, to receive the Chairperson's explanation that specified item(s), which do not appear on the Agenda of this meeting and/or the meeting to be held with the public excluded, will be discussed.

Any additions in accordance with Section 46A(7) must be approved by resolution with an explanation as to why they cannot be delayed until a future meeting.

Any additions in accordance with Section 46A(7A) may be received or referred to a subsequent meeting for further discussion. No resolution, decision or recommendation can be made in respect of a minor item.

3. Declarations of Interest (if any)

Members are reminded of their duty to give a general notice of any interest of items to be considered on this agenda and the need to declare these interests.

4. Public Participation at Meetings

Page 13

Memorandum, presented by Natalya Kushnirenko, Democracy & Governance Administrator.

5. Public Comment

To receive comments from members of the public on matters specified on this Agenda or, if time permits, on other Committee matters.

(NOTE: If the Committee wishes to consider or discuss any issue raised that is not specified on the Agenda, other than to receive the comment made or refer it to the Chief Executive, then a resolution will need to be made in accordance with clause 2 above.)

6. Deputation - Gravel and Tar Cycling Event

Page 11

4. Officer report on Council's level of support to the Gravel & Tar UCI Cycling Event held January 2020

Page 13

Memorandum, presented by Tasha Paladin, Head of Events & Partnerships.

5. Progress report: Sport Manawatū - Six month report (1 July to 30 December 2019) to Palmerston North City Council

Page 17

Memorandum, presented by Julie Macdonald, Strategy & Policy Manager.

6. Bowling Club Merger - Pre-feasibility report

Page 73

Report, presented by Aaron Phillips, Senior Parks Planner and Kathy Dever-Tod, Manager Parks and Reserves.

7. Draft Play Policy 2020 (Play Palmy, Play!) for consultation Page 121

Memorandum, presented by Julie Macdonald - Strategy & Policy Manager.

8. Free Swimming for Children Under Five Years Old - Update on the 2019/2020 Annual Plan Programme Page 133

Memorandum, presented by Kathy Dever -Tod, Manager Parks and Reserves.

9. Manawatu River Framework: Progress Report Page 141

Memorandum, presented by Jason Pilkington, Parks Planner and Kathy Dever-Tod, Manager Parks and Reserves.

10. Committee Work Schedule Page 185

11. Exclusion of Public

To be moved:

“That the public be excluded from the following parts of the proceedings of this meeting listed in the table below.

The general subject of each matter to be considered while the public is excluded, the reason for passing this resolution in relation to each matter, and the specific grounds under Section 48(1) of the Local Government Official Information and Meetings Act 1987 for the passing of this resolution are as follows:

General subject of each matter to be considered	Reason for passing this resolution in relation to each matter	Ground(s) under Section 48(1) for passing this resolution

This resolution is made in reliance on Section 48(1)(a) of the Local Government Official Information and Meetings Act 1987 and the particular interest or interests protected by Section 6 or Section 7 of that Act which would be prejudiced by the holding of the whole or the relevant part of the proceedings of the meeting in public as stated in the above table.

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Also that the persons listed below be permitted to remain after the public has been excluded for the reasons stated.

[Add Third Parties], because of their knowledge and ability to assist the meeting in speaking to their report/s [or other matters as specified] and answering questions, noting that such person/s will be present at the meeting only for the items that relate to their respective report/s [or matters as specified].

MEMORANDUM

TO: Play, Recreation & Sport Committee

MEETING DATE: 18 March 2020

TITLE: Public Participation at Meetings

PRESENTED BY: Natalya Kushnirenko, Democracy & Governance Administrator

APPROVED BY: Sheryl Bryant, General Manager - Strategy & Planning

RECOMMENDATION(S) TO PLAY, RECREATION & SPORT COMMITTEE

1. That the Play, Recreation & Sport Committee set aside a public comment section of not more than 30 minutes at the commencement of each ordinary meeting of the Committee to provide members of the community the opportunity to comment.

1. ISSUE

Each newly established Committee needs to consider whether or not it wishes to have public participation at its meetings. The procedures to receive public comment are set out in this report.

2. BACKGROUND

It has been a decision by Committees and Subcommittees in the past to set aside a period of time to receive public comment at the beginning of the meetings for members of the public to comment on issues on the agenda, and if time permits, on other issues. This procedure has been proven to be effective in providing an opportunity for greater communication with the community.

Providing a public comment section at the beginning of the meeting enables any member of the public to come along to the meeting to make comment on any matters on the agenda or other matters if time permits.

This procedure also enables an opportunity for quick response from any Council officer who might be present and also facilitates the request for reports for subsequent meetings. In some cases, concerns raised by members of the public may well be resolved by Council officers present at the meeting.

The Council has previously adopted its own Standing Orders and in those Standing Orders provision has been made to allow for public comment at Committee and Subcommittee meetings should a Committee wish to adopt this practice. Please refer to the 'Public

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Participation' section as outlined in clause 3.23 of the Palmerston North City Council's Standing Orders, as appended to this report.

If a member or members of the public wish to comment on issues that do not appear on the agenda, they must do so with the Chairperson's approval in the public comment section of the meeting.


3. NEXT STEPS

If the Committee decide to allow public comment, this will be provided for in all Committee ordinary meetings for the following term.

4. COMPLIANCE AND ADMINISTRATION

Does the Committee have delegated authority to decide?	Yes
Are the decisions significant?	No
If they are significant do they affect land or a body of water?	No
Can this decision only be made through a 10 Year Plan?	No
Does this decision require consultation through the Special Consultative procedure?	No
Is there funding in the current Annual Plan for these actions?	No
Are the recommendations inconsistent with any of Council's policies or plans?	No
The recommendations contribute to Goal 3: A Connected and Safe Community	
The recommendations contribute to the outcomes of the Connected Community Strategy	
The recommendations contribute to the achievement of action/actions in the Active Citizenship Plan	
Contribution to strategic direction and to social, economic, environmental and cultural well-being	Increasing opportunities for the community to contribute to Council decision making and for the Council to engage with the community.

ATTACHMENTS

1. Standing Orders - Public Participation [↓](#) 

3.23 PUBLIC PARTICIPATION

Period for public comment

3.23.1

A period of up to 30 minutes may be set aside at the commencement of each ordinary committee meeting for public comment, immediately following the notification of minor items.

[Council, 30 November 2005]

Content of public comment

3.23.2

Public comment shall be confined to those items appearing on the order paper for the particular meeting concerned, and, if time permits, any other matter.

[Council, 30 November 2005]

Advice of items on which public comment is intended

3.23.3

Persons wishing to make public comment shall advise the chief executive or chairperson and shall indicate those items or matters upon which comment is intended. Such advice shall be given either before the meeting or at the meeting at the commencement of the period set aside for public comment. The chairperson may determine that any person may not comment at any particular meeting, or that any comment made shall be confined to a particular item or matter.

[Council, 30 November 2005]

Time limit on public comment

3.23.4

Each person addressing the meeting may speak for a maximum of three minutes. This time limit may be extended at the discretion of the chairperson for a further three minutes. Each person may address the meeting once only, regardless of whether or not that person wishes to comment on more than one item or matter.

[Council, 30 November 2005]

Questions on public comment

3.23.5

With the permission of the chairperson, members may ask questions of speakers during the period set aside for public comment. Such questions by members shall be confined to obtaining information or clarification on matters raised by the speakers.

[Council, 30 November 2005]

Comment on item not on the agenda

3.23.6

Where public comment is made on an item that is not on the order paper, such comment shall be received or referred to the chief executive or another committee or sub-committee for report. Otherwise, such comment shall not be considered nor discussed unless the procedure for dealing with items not on the agenda is followed (see standing order 2.15.8).

[Council, 30 November 2005]

Termination of comment

3.23.7

The chairperson may terminate any public comment being made if it is irrelevant, repetitive, disrespectful, or offensive, or if the chairperson has reason to believe that statements made have been predominately motivated by ill will or otherwise take improper advantage of the occasion (see standing order 3.16 regarding qualified privilege).

[Council, 30 November 2005]

Public comment at extraordinary meetings of the local authority and its committees

3.23.8

The above procedures may, with the approval of the chairperson, also apply to extraordinary committee and extraordinary subcommittee meetings either generally or to particular meetings PROVIDED THAT at such meeting or meetings public comment shall be confined to those items appearing on the order paper for the particular meeting concerned.

[Council, 30 November 2005]

Application of public comment

3.23.9

Standing orders 3.23.1 to 3.23.8 shall apply only to those committees and subcommittees that adopt the above procedures. This order does not apply to meetings of the local authority.

[Council, 30 November 2005]

DEPUTATION

TO: Play, Recreation & Sport Committee

MEETING DATE: 18 March 2020

TITLE: Deputation - Gravel and Tar Cycling Event

RECOMMENDATION(S) TO PLAY, RECREATION & SPORT COMMITTEE

1. That the Play, Recreation & Sport Committee receive the deputation for information.
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SUMMARY

Mr Steve Stannard will make a deputation regarding the Gravel and Tar cycling event that was held in January 2020.

ATTACHMENTS

Nil

MEMORANDUM

TO: Play, Recreation & Sport Committee

MEETING DATE: 18 March 2020

TITLE: Officer report on Council's level of support to the Gravel & Tar UCI Cycling Event held January 2020

PRESENTED BY: Tasha Paladin, Head of Events & Partnerships

APPROVED BY: Sacha Haskell, General Manager - Marketing and Communications

RECOMMENDATION(S) TO PLAY, RECREATION & SPORT COMMITTEE

1. That the memorandum titled "Officer report on Council's level of support to the Gravel & Tar UCI Cycling Event held January 2020" and dated 18 March 2020 be received for information.

1. ISSUE

This report is to present details of the level of support provided by Council to the Union Cycliste Internationale (UCI) sanctioned cycling event, Gravel & Tar that was recently hosted by the region.

2. BACKGROUND

The Gravel & Tar Classic cycling race is leading the fast-growing international interest in off-road (gravel) participatory and competitive cycling. It is an event designed to showcase the Manawatu region through an elite event, but also to engage local recreational cyclists providing an opportunity for competition, fun, and health.

The headline event, the Gravel and Tar Classic has been run with success since 2016, building in 2018 to attract three international teams, a NZ National team, seven domestic trade teams, and individual riders from as far afield as the UK.

As the only UCI accredited 1.2 level (one day, level 2) cycling event in Australasia, the event provides opportunities for international professional teams through to NZ trade teams to compete together. With only another four UCI races in Australia, the Gravel and Tar attracts international attention from teams, supporters, and cycling fans around the world.

Visitors for the event roughly fit into three groups

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- 1) Cyclists and cycling fans from around NZ who wish to watch and associate with professional cycling teams
- 2) NZ based professional cyclists who race for the prize money and also have the opportunity to gain UCI points
- 3) International professional cyclists who race for the prize money and UCI points. This group of cyclists tend to bring team support (managers, directors, mechanics, often sponsors, and supporters specific to their teams) with them.

The international professional cyclists attend through invitation; their attendance is dependent upon their racing calendar and finances (including prize purse).

Gravel & Tar is considered an economic event to the region and has previously been funded through the Major Event Fund in both 2018 (\$20,000) and 2019 (\$30,000).

In 2019 Sport Manawatu, through the Event Partnership Fund, assisted with the Official Gravel & Tar Race Dinner (\$2,500). The purpose of the dinner was to welcome the riders, officials, and supporters, especially those from overseas, to New Zealand and the Manawatu. Sport Manawatu officially welcomed the riders along with Mayor Grant Smith and Manawatu District Mayor Helen Worboys.

3. 2020 EVENT

2020's event built on the strong foundations of 2018 and 2019, attracting a greater diversity of international riders from as far away as the Netherlands, UK, Singapore, Sweden, and New Caledonia. These teams stayed and trained in the Manawatu for the week in between NZ Cycle Classic UCI event in Wairarapa and the Sunday after Gravel & Tar.

The main reason for organising the UCI races is to showcase the region and raise the profile of Cycling within the Manawatu.

Event Name 2020	Distance	Total Teams	Domestic Teams	International Teams	Total Riders
Gravel & Tar Classic	133.2km	12	8	4	68
Gravel & Tar La Femme	115km	7	4	3	33
Slicks & Stones	100km	n/a	n/a	n/a	32

2020 Results:

Placing	Gravel & Tar Classic (Men)	Gravel & Tar La Femme (Women)
1 st	Blackspoke Pro (NZ)	Green Monkey (International)
2 nd	Memil Pro (Sweden)	NZ National Team (NZ)
3 rd	NZ National Team (NZ)	Tank Guy/Bike Box (NZ)

Council supported the Gravel & Tar 2020 event via funding from the Major Event Fund (\$30,000) and hosting a finish line event “Over the Line” at Memorial Park from 12:00pm to 5:00pm.

The event was attended by approximately 800 persons over the day. In addition to live music from local performers, food trucks, bouncy castles, face painting and other family-based activities, the finish line event also provided the community with secure bike parking and the opportunity to see some of the greatest cyclists passing through the finish line to complete the hardest single-day road race in the Oceania region.

4. COMPLIANCE AND ADMINISTRATION

Does the Committee have delegated authority to decide? If Yes quote relevant clause(s) from Delegations Manual <Enter text>	No
Are the decisions significant?	No
If they are significant do they affect land or a body of water?	No
Can this decision only be made through a 10 Year Plan?	No
Does this decision require consultation through the Special Consultative procedure?	No
Is there funding in the current Annual Plan for these actions?	Yes
Are the recommendations inconsistent with any of Council’s policies or plans?	No
<Enter text>	
The recommendations contribute to Goal 2: A Creative and Exciting City	
The recommendations contribute to the outcomes of the Creative and Liveable Strategy	
The recommendations contribute to the achievement of action/actions in the Events and Festivals Plan The actions are: Provide events expertise, management resources to support the delivery of economic events Develop a national and international reputation as an exciting city with plenty to do at nights and weekends	

Contribution to strategic direction and to social, economic, environmental and cultural well-being	<p>Contributes to Strategic Direction through support of Goal 2.</p> <p>The Gravel & Tar Cycling event contributes to city's social well-being through a healthy and connected community, getting people out and enjoying sport.</p>
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ATTACHMENTS

Nil

MEMORANDUM

TO: Play, Recreation & Sport Committee

MEETING DATE: 18 March 2020

TITLE: Progress report: Sport Manawatū - Six month report (1 July to 30 December 2019) to Palmerston North City Council

PRESENTED BY: Julie Macdonald, Strategy & Policy Manager

APPROVED BY: Sheryl Bryant, General Manager - Strategy & Planning

RECOMMENDATION(S) TO PLAY, RECREATION & SPORT COMMITTEE

1. That the Committee receive the memorandum entitled 'Progress report: Sport Manawatū - Six month report (1 July to 30 December 2019) to Palmerston North City Council' and dated 18 March 2020.

1. ISSUE

- 1.1 In July 2019 a new funding agreement was entered between Sport Manawatū and the Council. A strategic partnership plan forms part of this agreement and includes a new set of outcomes aligned to Council's strategic direction, particularly as expressed in the Active Community, Active and Public Transport, Events and Festivals and Economic Development Plans.
- 1.2 This memorandum provides the first opportunity under the new funding agreement to review progress made by Sport Manawatū under these new outcomes.
- 1.3 Six and twelve-month reports are required under the agreement. Attachment 1 is Sport Manawatū's six-month report to the Council for the period from 1 July to 30 December 2019.

2. BACKGROUND

- 2.1 Sport Manawatū is an independent charitable trust and receives multiple and diverse sources of funding, including from Sport New Zealand, the Palmerston North City Council (approximately 20% of its total revenue) and other councils in the region, the MidCentral District Health Board, and community trusts. Sport Manawatū works towards meeting several different outcomes through its activities and,

therefore, this report includes activities that aren't solely funded through Council's service contract.

- 2.2 Council has funded Sport Manawātū since the early 1990s. Over time the grant has increased as services were added, including strategic plan implementation, event support, and active transport promotion. Changes in the level of grant funding have reflected organisational changes by Council (such as fluctuations in in-house versus outsourced delivery models) as well as Council policy changes (e.g. changes to community outcomes and the community funding policy).
- 2.3 The new funding agreement outcomes stemming from Council's strategic direction are:
1. *Palmerston North has the most active community in NZ.*
 2. *People have the skills to safely and confidently cycle, and walk, on our active transport network and system (roads, footpaths, shared paths, cycleways).*
 3. *Everyone is encouraged to be active by playing and being active in sport and recreation facilities (places and spaces) across our City.*
 4. *Sports and community sport events create social and participation opportunities as well as economic benefits.*
- 2.4 The new outcomes guide activities and are reflected in Sport Manawātū's report. It should be noted that many of the outcomes in the previous fee for service contract have been incorporated within the broader context of the new outcomes.

3. SIX MONTH REPORT HIGHLIGHTS

3.1 Outcome 1: Palmerston North has the most active community in NZ.

- Developed a multi-year physical activity intervention initiative targeting the suburb of Roslyn.
- Facilitated a coach developer training workshop involving 12 coach developers from a wide range of sports and organisations.
- Organised the inaugural Manawātū festival for women and girls (12-20 October 2019) to improve opportunities, experiences and outcomes for women and girls involved in sport and active recreation.
- Allocated over \$260,000 Kiwisport investment (a Sport New Zealand initiative) to a wide range of schools and sporting organisations.

- Reported good attendance in the Green Prescription programme with an average of 140 people attending weekly community classes.
- Redesigned the Whānau Fit programme to better achieve the goal to support long-term engagement in sport and recreation.
- Supported four applications representing 12 individuals through the Active Communities Fund.
- Contributed to the development of a regional 'play framework' and assisted the Council in gaining insights into play.

3.2 Outcome 2: People have the skills to safely and confidently cycle, and walk, on our active transport network and system (roads, footpaths, shared paths, cycleways).

- The cycle skills adviser supported the delivery of cycle skills instruction to several teachers in schools that have Bikes in Schools.
- Sport Manawatū is aiming to deliver the national Bike Ready programme to 660 programme participants (this year) on behalf of Council, and will focus efforts on Year 5 and 6 students in nine schools across the City.

3.3 Outcome 3: Everyone is encouraged to be active by playing and being active in sport and recreation facilities (places and spaces) across our city.

- A pre-feasibility report on the consolidation of three of the City's bowling clubs, and potential covered artificial green, is complete (and was guided by the investment decision-making process in the Regional Sport Facility Plan).
- The Council, with support from Sport Manawatū, has assisted the Manawatu Volleyball Club (MVC) to develop an outdoor community beach volleyball venue at the Takaro Sports Club in the vacant croquet area.
- Following the closure of the Vert-X Indoor climbing facility on Park Road, Sport Manawatū facilitated a community stakeholder meeting with members of the public interested in establishing future indoor climbing activity options.
- The Regional Sport Facilities Plan steering group met in October to discuss the implementation phase and agree on the priority sports facility projects within each of the territorial authorities.

3.4 Outcome 4: Sports and community sport events create social and participation opportunities as well as economic benefits.

- A panel comprising representatives from Sport Manawatū, CEDA and PNCC was established in July to jointly make decisions on funding from the Sports Event

Partnership Fund that supports sporting events in the city. In the 6-month reporting period, over \$150,000 was allocated from this fund with an estimated economic benefit of \$13 million.

4. NEXT STEPS

- 4.1 The twelve-month report will include more in-depth analysis of progress towards the outcomes sought in the funding agreement. This report will include Council staff reporting on the relevant measures that are monitored by Council at Plan level (currently being collated) as well as Sport Manawatu's own measures established in the funding agreement.
- 4.2 Council and Sport Manawātū will continue to work closely together on a wide range of activities and initiatives over the coming months.

5. COMPLIANCE AND ADMINISTRATION

Does the Committee have delegated authority to decide?	Yes
If Yes quote relevant clause(s) from Delegations Manual clause 167.2	
Are the decisions significant?	No
If they are significant do they affect land or a body of water?	No
Can this decision only be made through a 10 Year Plan?	No
Does this decision require consultation through the Special Consultative procedure?	No
Is there funding in the current Annual Plan for these actions?	No
Are the recommendations inconsistent with any of Council's policies or plans?	No
The recommendations contribute to Goal 2: A Creative and Exciting City	
The recommendations contribute to the outcomes of the Creative and Liveable Strategy	
The recommendations contribute to the achievement of action/actions in the Active Community Plan	
The action is: Contract Sport Manawātū to deliver sport and recreation services to meet a number of community outcomes sought by Council	
It also contributes to actions in the Active and Public Transport, Events and Festivals and the Economic Development Plans.	
Contribution to strategic direction and to social, economic,	A strong working relationship with Sport Manawātū is essential in meeting a range of strategic outcomes sought by the Council. The delivery of actions, priorities and outcomes in the Active Community Plan requires close collaboration with Sport Manawātū who are well-

environmental and cultural well-being	positioned in the community to deliver relevant services. The new funding agreement and strategic partnership plan will assist future services and activities to be delivered to the community.
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ATTACHMENTS

1. Sport Manawātū Palmerston North City Council July - Dec 2019 Six month report [!\[\]\(8c4dca64662d21542001ca0ed7eeb688_img.jpg\) !\[\]\(3de35c640e7147a3fb61ee393128d2ae_img.jpg\)](#)

EVERYONE ACTIVE



**JULY - DEC
2019**

6 MONTH REPORT

SPORTMANAWATU

PALMERSTON NORTH CITY COUNCIL



PALMERSTON NORTH CITY COUNCIL SHORT SPORT REPORT

01 July to 31 December 2019

Sport Manawātū revised its partnership plan with the Council as part of a new strategic approach to sport and active recreation in the City. The new work plan took effect 01 July 2019 and focuses on the following outcome areas:

1. Palmerston North is the most Active Community in New Zealand
2. People have the skills to safely and confidently cycle and walk on our active transport network and system
3. Everyone is encouraged to be active by playing and being active in sport and recreation facilities across our city.
4. Sports and community sport events create social opportunities and economic benefits.

1. PALMERSTON NORTH IS THE MOST ACTIVE COMMUNITY IN NEW ZEALAND

Supporting an Active City

Following the release of the Active NZ survey year 2 data results, Sport Manawatu in collaboration with Council commenced an investigation to identify how we would deliver on the Council's vision of the most active city in New Zealand. We were able to identify using the Sport NZ Insights tool that 76.1% of city residents are active over a seven-day period, while nationally, Auckland City at 86% has the highest percentage.

Previous intervention models applied an all of city approach to addressing physical activity needs, however it has been difficult to assess successes. It was agreed that a targeted city approach to physical activity promotion be considered which required us to gather Insights on physical activity participation across suburbs. Using this model enabled us to identify our most inactive suburbs of which Roslyn was identified. In addition to physical activity participation, a further consideration for selecting Roslyn (75.9%) as a targeted community was its geographical position in the city, and a lack of physical activity provision.

Analysis of the suburb was conducted which investigated population size, demographics, ethnicity, health care requirements and physical activity behaviours. (An insights report looking into suburb demographics and activity behaviours is attached at annex A to this report). The agreed approach is to commit resources to a multi-year physical activity intervention initiative aimed at promoting physical activity, growing community resources that also serve to achieve mutual beneficial outcomes with other service providers working across health, social welfare and education.

Initial discussions with Andrew Mitchell from the Church on Vogel have allowed us to identify gaps, and possible intervention options including the position of the Whanau Fit and Active Families in the suburb. Further insights will need to be gathered to help us identify and close gaps relating to service requirements. Physical activity in the Roslyn suburb at a glance:

- Roslyn resident's physical activity frequency levels decline as they age. This trend was in line with the national population's fall off in physical activity frequency for older individuals.
- Walking was the most popular physical activity Roslyn residents engaged in as they aged.
- Individual activities such as jogging/running and individual workouts were the most popular physical activities undertaken by Roslyn residents.
- Physical activity levels for Māori, Asian and Pacific populations are (on average) less than those of individuals from European backgrounds.
- Residents of high deprivation communities (such as Roslyn) face a greater array of barriers preventing them from engaging in regular physical activity than individuals living in low deprivation communities.
- Children living in high deprivation communities are more likely to consume fast foods and fizzy drinks and miss breakfast more often than children living in low deprivation communities.

The next step for Sport Manawatu will be connecting with community members at Wacky Water Day to help identify what services/activities currently exist. This information will provide us with baseline information and determine how we might successfully achieve community buy-in and respond to challenges. This analysis will ultimately lead to the development of a community participation plan we're we'll agree on interventions. We believe the impact of this approach will result in 9% increase by 2022 (representative of 510 people) completing a minimum of 2.5 hours or 3 days during a seven-day week.

Sport Development Team

- Facilitated a Coach Developer Training workshop covering presentation skills involving 12 Coach Developers from Bike Manawatu, Rugby, Golf, Touch Rugby, SM Staff, Cricket, Special Olympics, Swimming, Netball and Feilding High School, Football and Sport Whanganui.
- Facilitated a Community Coach Advance workshop on player welfare presented by Nick Chong from NZ Football. The workshop was attended by 12 Coaches from Football, Hockey, Touch, Rugby, Golf, Squash, Special Olympics, Swimming and Tennis.
- Involved on an interview panel to appoint age group coaches for Manawatu Rugby League coaching roles.
- Delivered a Grassroots coaching course at Longburn Adventist College involving 16 teachers and student coaches.
- Delivered a Grassroots coaching course with College Street Normal involving 23 students.
- Supported Central Zone Rugby League with a judiciary hearing
- Coach observation MCA cricket coaches – men's senior rep team
- Supported Basketball Manawatu with a judiciary hearing process.
- Included nine GM from the region including staff from Manawatu/Whanganui Golf. GM from Manawatu and PN Golf Clubs.
- Supported Central Squash coach development workshop hosted at SquashGym PN nine Coach from the region including four coaches from Palmerston North.
- Supported Touch Manawatu with interviewing and appointing six representative coaches involved in age group teams.
- Good sports facilitator training – programme designed to enhance positive sporting experiences for children- presented by Simone Spencer from Active Auckland
- Facilitated Coach Developer training sessions - 2 sessions presented
 - Building Learning relationships
 - Self-reflection

Manawatu Festival for Women and Girls

The inaugural Manawatu Festival for Women and Girls was held in Palmerston North 12-20 October 2019. The purpose of the week was to improve opportunities, experiences and outcomes for women and girls engaged in sport and active recreation.

The week started with the Manawatu Cyclones playing at CET Arena with free entry for those attending the match. We then had 12 activations across the region with Sport and Active recreation

providers running 'Have a Go' days. The week ended with a Celebration lunch with Dr Farah Palmer as a guest speaker and the attendees watching the National women's football league Central playing Auckland. Alongside the events was a successful media campaign with SeeHerBeHer. Articles appeared in the Manawatu Standard each day and were shared across Social media channels.

Sport Manawatu launched the **WICKED** Women Inclusive Coaching Keeping Engaged in Development) during the festival week which will continue over the year. This is a co-designed coaching course with 22 registered coaches attending two sessions to date.



WICKED programme attendees

Young People

Emma Carey was appointed Secondary Schools Advisor in November, taking over from Lana McCarthy who took on a role at Charles Sturt University in Australia. A lot of planning has been done as we look at starting new programmes in selected secondary schools within Manawatu for 2020. These programmes include:

Secondary Schools Student Coaching Programme – The two Palmerston North schools chosen for this programme are Awatapu College and Queen Elizabeth College, who both fit into our priority group of low decile schools.

As less and less parents and staff members volunteer their time to coach sports teams, we heavily rely on students for this. The purpose and aim of this programme are to provide senior students with coach development opportunities that will enhance their coaching skills and abilities, build confidence, and provide ongoing support for these student coaches. In return we hope that more students will want to coach, and the number of junior school students participating in sport will increase.

Secondary Schools Co-Design Leadership Programme – The two Palmerston North schools chosen for this programme are Tu Toa and Freyberg, who also fit into our priority group of low decile schools. This programme is aimed at influencing year 11 and 12 students to explore, discover and develop their personal leadership and organisation skills. The purpose is for these students to develop and implement their own physical activity initiatives that provide low participating groups within their school with a positive experience and an increased number of physical activity participation.

Another opportunity being planned is the Manawatu Youth Sports Council. The council is formed to help students be the leaders amongst their peers, with their contribution being valuable to the success of school sport in Manawatu. They will be provided with opportunities to enhance and develop lifelong leadership skills, access personal development opportunities, and gain knowledge and experience that can be documented in their personal CV's. There was no council in 2019 so we are getting it back up and running for 2020. It is open to secondary school students aged 16-18, and they must apply for a place on the council to be the student voice for Secondary School sport.

Kiwisport Fund

Sport NZ have taken a new approach to address the drop-off in kids participating in organised sport in New Zealand. They have identified five priority areas which includes:

- Identifying and focusing on initiatives /programmes that support low participating groups/communities.
- Bringing an increased focus on investing into initiatives which meet the needs of young people (12-18 years).
- Focusing on innovative approaches to getting girls and young women (10-18 years) participating in activities and sport that meet their needs.
- Continuing to decrease support for in-curriculum initiatives.
- Focusing on the importance of quality experiences.

Allocated funding 01 July 2019 – 31 December 2019

PNCC Kiwisport – Funded Projects		
Organisation	Project Name	Amount Funded
Awatapu College	Awatapu Fitness Club	5,000
Cloverlea School	Cloverlea Volleyball	2,526
Central Normal School	Athletics at CNS	4,909
Hokowhitu School	Senior Athletics	3,822
Manawatu Touch Association	Future Whistles	5,000

Monrad Intermediate	Traditional Maori Games	4,686
Netball Manawatu	Males in Netball	4,983
Parafed Manawatu	Wheelchair Basketball	5,000
PNTH Weightlifting Club	PNWC Youth Development	5,000
Russell Street School	Russell Street Athletics	5,000
Special Olympics NZ	Breaking Down the Barriers	4,524
Palmerston North Golf Club	Junior Golf Development Programme	5,000
Sport Manawatu	Manawatu Festival	4,066
B12 Touch	Shelley Naylor Realty Touch Module	14,315
Central Football	Volunteer Football Coach Development	8,949
Central Football	Fun Futsal for All	10,000
Manawatu Cricket	Female Cricket Pathway	35,312
Palmerston North Athletic Harriers Club	Primary School Athletics	13,958
Turitea School	Fitzherbert Interschool Sport Programme	14,029
RecreActive	Water Skills for Life	22,548
Takaro School	Takaro BJJ/MMA	8,511.14
Takaro School	Te Whakato te Kakano (Softball)	9,785.00
OnBoard Skate Inc	Grind Girls	9,998.15
SnapBACK Gym	Boxing Ring Assistance	4,420
Terrace End School	Athletics Equipment	590.96
Splashhurst Community Pool	Splashhurst Rural School Programme	10,000
Parkland School	Athletics Equipment	5,974.98
Manawatu Special Needs Taekwondo-Do	Open Days – Give it a go!	2,911
Takaro School	Athletics Equipment	7,366.66
Matthew Conger	Young Women Officiating	3,150

Roslyn School	Gymnastics at Roslyn School	5,000
Terrace End School	Terrace End Volleyball	4,906.53
Monrad Intermediate	Basketball Programme	4,994.00
College Street Normal School	CSNS Volleyball	5,000
Total		\$261,235.42

Green Prescription

The Green Prescription programme (GRx) is about engaging individuals who are currently inactive and would benefit from an increased level of physical fitness. The programme helps to support participants with their health and fitness goals by linking them to appropriate and sustainable physical exercise options, whilst giving them the skills and education to make healthy nutrition and lifestyle choices. GRx during the last 6-months:

- The adult programme continues to be received well, with good attendance numbers and individual participant success. In the last 6-months, we had on average 140 participants attend our weekly community classes.
- One hundred and fifty-eight participants graduated from our initial 10-week programme. The participants demonstrated an improvement in their health and physical activity levels and most importantly have identified appropriate/sustainable exercise options to continue forward with.
- The GRx team partnered with the Manawatu Diabetes Trust to deliver our third 5-week GRx/Healthy Lifestyle programme to local refugee learners at the ELP (English Learning Partners – Palmerston North) school. (Our first programme was delivered in Oct 2016). Fifty-seven former refugees participated in the 2019 programme.



Active in the Square

Active Families

The Active Families and Active Teens programmes in Palmerston North promote healthy active lifestyles for our communities. The past six months has seen the delivery of an Active Families programme, and two Active Teen programmes in Palmerston North. These three programmes have seen us support over 10 families (15–20 children) and 22 teens; and were located at key areas around the city including Terrace End School, YMCA and Roslyn Scout hall.

The programme continued to collaborate with community health and wellbeing providers with CLM Palmy Powerhouse, Snap Back Boxing Gym, and Think Hauora Dieticians, all providing sessions for our families and teens. The Active Families programme also collaborated with local tertiary institutes taking on three UCOL Practicum Students who wished to gain experience within the Active community programmes.

We wanted to expose our families and teens to the vast number of places and facilities within the city that were available be active together at, and this saw the programme include sessions that were delivered at Lido Aquatic Centre and playgrounds in the city.

Collaboration continues with REPLAY Recycled Sports Gear to create a Sports Gear Library for our families. The Pass-Sport resource for families to use when playing with equipment is in its final production stages and this will encourage play and physical activity as a family outside of the weekly sessions.

Whanau Fit Programme

Shortly after term 3 started, the Active Communities Advisor began delivery of the revamped Whanau Fit Programme to 48 Māori, pākehā, Latin-American and Indian participants from within Palmerston North. Participants range in age from 7-64 years old, with the group made up of family groups and individuals. The WFP's format was redesigned in an attempt to better achieve the programme goals, which is supporting long-term engagement in sport and recreation. The programme aim was to expose participants to existing fitness-related activities, including martial arts, delivered in Palmerston North, as opposed to the previous focus which has been on the triathlon disciplines. By redesigning the format (length, content, provider support), we have been better able to reach more of our target population and directly support the council's vision of being 'the most active community in New Zealand'. Fortunately, this approach doesn't require the introduction of new activities (although this is often welcomed from programme participants). Instead it presents what the city already has in the way of health pursuits, fitness facilities, martial art and sports clubs, public amenities and spaces used for active recreation. The sessions were (mostly) one-off introductory sessions or taster sessions lasting about 60-90 minutes.

Key learnings to date

- There was more interest shown towards the martial arts in comparison with fitness facilities. Of the martial arts, boxing was by far the most popular, followed by karate and kickboxing.
- Mau rākau was also very well-liked, by all ages and all nationalities.

- On the fitness facility side of things, Massey Rec Centre's Body Balance class and City Fitness' Groove class were enjoyed hugely, particularly by women.
- A focus on introduce participants to Palmerston North's excellent cycle tracks, walking paths, and aquatic facilities. These are particularly appealing to many of the people we target (through this programme, Active Families, Active Teens, Green Prescription) due to the low cost of participation, the beautiful surrounds, and the absence of competition.
- With further promotion of cycling for all, not just as a form of exercise but as a great form of transport, more will venture out on to mountain bike parks like Arapuke, with the base skills necessary to attempt it.
- Many people had no idea activities like Hapkido and mau rākau were happening in their community, which often occur just around the corner from where residents reside.

Another module we've been developing during the reporting is one introducing participants to the outdoors. This Outdoor Recreation (OR) module was developed in consultation with the local Ropes Course (High Wire) owner and an outdoor education instructor. Both operate small businesses with decades of experience and are wanting to be part of developing interest in the use of the outdoors, particularly targeting population groups who despite its proximity and richness traditionally don't venture into the outdoors – young girls, Māori, Polynesian and migrant groups. Although not there yet, the Active Communities Advisor will continue to collaborate with them, in readiness for the developments taking place around the PNCC's Kahuterawa Outdoor Recreation Plan. This module will be trialled in the City mid to late 2020.

Active Communities Fund

Established by the Palmerston North City Council, the Active Communities Fund aims to remove financial barriers to enable individuals, families, caregivers, children and youth the opportunity to be more active, more often. The fund aims to remove barriers to participation through the provision of:

- Activity related costs;
- Activity related equipment not provided through a club, school or activity provider;
- Activity uniform, clothing or footwear;
- Facility fees or Event costs;
- Access to one on one or small group coaching;
- Opportunities that support a life-long love of being physically active;
- Travel related costs to enable participation;
- Funding may be given retrospectively on a case by case basis.

The panel assesses applications on a case by case basis and meet a minimum of four times annually. Sport Manawatu recently developed a promotional flyer and completed minor website changes making it easier for applicants to apply and have begun carrying out reviews with groups and recipients to understand how the fund has made an impact on their lives. Four applications were received during this reporting period seeking funds to support 12 individuals. They included:

Activity	Group	Amount funded
Membership Costs	SnapBack Gym	\$808
Subscriptions	Queen Elizabeth College	\$730
Activity Fees	Freyberg High School	\$330

Tournament Fees	PNGHS	\$521.56
Total		\$2,389.56

Recipient Feedback - Summer Te-Purei



Summer Te-Purei received Active Communities funding to attend a Personal Development camp. Helen Green, a career Counsellor at Freyberg High School provides the following impact statement below:

Active Communities funded Summer to attend her first school camp. Summer is an academically and athletically talented young woman. She has been part of the Big brother/Big sister programme for a number of years and lives with her grandparents. She attended the Year 10 'girls only' surf camp at Mt Maunganui. The camp was designed 'girls only' to promote healthy body image and self-confidence using the vehicle of physical activity in water sports (generally unavailable in PN). She participated in surf safety, paddle boarding, surfing and other beach activities.

Summer's feedback was very positive, she was actively engaged in all activities and worked well with her peers. Often quite a sad and sullen student it was wonderful to see Summer smiling and engaging with her peers. It did take the first day for her to begin to relax and try to fit in, by the end of the camp she was really buzzing and beginning to grow confident in her interactions with students and staff. Summer has had opportunities with other school activities and representative netball which she has not been able to follow through with due to lack of encouragement, support and funding.

I am confident that this experience will encourage her to seek out the support she needs from peers and adults in her life. The new challenging experiences and opportunities in an emotionally and physically safe environment will be invaluable to her as she moves into Year 11 and young adulthood. I cannot thank the Council enough for this funding as there is no way Summer could have attended the camp without it.

Summer Te-Purei letter of thanks

Thank you for paying for my surf camp trip to Mount Maunganui. I really appreciate the opportunity you gave to me. I experienced what it was like waking up to the ocean every morning, made new friends, and had an awesome time learning to surf, paddleboard and about beach safety. It was a first time for many things especially gong on a School camp away from home. So, thank you very much!



Play Framework

Sport Manawatu carried out a survey earlier in the year to identify the behaviours of children and beliefs of teachers involved with a Play based learning model. In addition, further Insights were gathered to help identify the importance of Play as a cornerstone to be physically active for life. Discussions with Council staff and our Regional Sport Trust network has supported the adoption of a Play framework. The framework looks at Play for children and adults as continuum, determines focus areas including safe places, promotion and advocacy. Most importantly, it encourages outcomes that require parents to give time, place and permission for children to explore. PNCC are developing a Play policy and we see our partnership and framework approach contributing to regional outcomes. We will be looking to assist the Council gather insights in February to assist with the draft Play policy.

Community Group Strength and Balance

One of the ways Sport Manawātū is helping New Zealanders to live stronger for longer is by supporting the development of community group strength and balance exercise classes targeting those over the age of 65 years throughout the Mid Central Health region.

- There are now 22 Strength and Balance classes endorsed on the 'Live Longer for stronger' website in Palmerston North city.
- We have created a Use it or lose it booklet which lists all of the approved classes across the region. The booklets have been circulated at the Palmerston North and Ashhurst libraries.
- Sport Manawatu continue to report to the DHB Safe Mobility Council and work with the 'Falls Prevention Team' as a way to promote programmes through GP's and Health Care workers.

- The team have also developed a quick reference flow chart for health professions which gives information on the different programmes and pathways to the various services.
- We have been promoting our Community Strength and Balance programmes as part of the Healthy Aging workshops and Super Senior Expos.

2. PEOPLE HAVE THE SKILLS TO SAFELY AND CONFIDENTLY CYCLE ON OUR ROADS, SHARED PATHS, AND CYCLEWAYS.

Bikes in Schools

Sport Manawātū and Council have continued to progress actions within this outcome area relating to becoming an NZTA BikeReady National Cycle Skills region. The NZTA BikeReady programme centres on quality standards and measures which includes spending more instructional time with individual participants. The programme includes an increase in funding that will greatly assist with building local capacity (developing more quality Cycle Skills Instructors and getting more children riding a bike).

Sport Manawātū with feedback from NZTA have prioritised Year 5 and 6 students believing they have the required maturity and mental acumen to benefit from the BikeReady programme. We have also gained valuable insights through School pre-programme surveys to support this rationale. The move to using student surveys has provided us with a tool to determine who we respond to and how our intervention best achieves both Council and Sport Manawatu cycling outcomes.

We have begun to identify programme benchmarks in addition to developing a case study to assess students, teachers and parents' attitudes and behaviours to cycling. The case study will be developed and presented at the review point of our three-year partnership agreement in 2022. Sport Manawatu in partnership with the Council have begun to monitor progress as part of a long-term study to address the decline of children riding a bike. The Schools we are partnering with during this annual period include:

- Parklands School
- Roslyn School *
- Winchester School
- Cloverlea School *
- West End School
- College Street Normal School
- Takaro School
- Palmerston North Intermediate Normal School
- Ross Intermediate *

*Denotes Schools that are in the process of or have developed School Travel Plans with assistance from the Council. A brief analysis from the information captured to date includes:

- Prioritizing programme delivery in Schools where students who own bikes exceeds 50% of School role size across the Year 5/6 age groups
- 30 – 40% of parents believe cycling is unsafe
- The Council are looking to use the survey information to help guide decisions on helping to identify Schools who may be considered for School Travel Plans, and the Bikes in Schools project.

Bike Ready targets – Reaching an annual target of 660 programme participants

- Parkland School - 105 Year 5&6 students completed Grade 1 and 93 of those went on to complete Grade 2
- Roslyn School - 83 Year 7&8 students completed Grade 1 and 52 of those of those went on to complete Grade 2
- Winchester School - 99 Year 5&6 students completed Grade 1 and all of those of those went on to complete Grade 2
- Grade 1 Skills is a three hour on court bike handling skills program and Grade 2 is a 2-4 hour
- On road training programme
- Parkland School, Roslyn School and Winchester School have completed our Cycle skills survey.
- In the next six months, we aim to work with College Street Normal School, Cloverlea School and Hokowhitu School to get senior children riding on the road.

Bikes in Schools

The Sport Manawatu Cycle Skills Advisor has been working with a Teacher from Roslyn School to support their Professional Development (PD) using Grade 1 skills instruction to get more children riding a bike. A further programme is scheduled in November involving this Teacher and three senior classes.

- Sport Manawatu will be back at Cloverlea School early next year to facilitate a teacher refresher course.
- Awapuni Primary School have been signed up as new Bikes in Schools establishment and we have provided them some options re bike purchases. Training will also be offered to support Teacher PD.
- Ashhurst will get teacher training and our programme support early next year.

3. *EVERYONE IS ENCOURAGED TO BE ACTIVE BY PLAYING AND BEING ACTIVE IN SPORT AND RECREATION FACILITIES ACROSS OUR CITY.*

Spaces and Places

Third Bearing Consultants were contracted in August to carry out a Feasibility Assessment on behalf of (Takaro, Terrace End and Northern Clubs) to address questions raised during the Bowls relocation deputation to Council in June 2019. This work was completed in December 2019, with Council Officers to report for the March Play, Recreation and Sport committee meeting. The outcome of the March meeting will determine whether the relocation project which includes a covered Bowling green comes to fruition.

Artificial Football Turf

Sport Manawatu will be involved in the Artificial Football turf needs assessment review being undertaken by Recreation, Sport, Leisure Consulting. Sport Manawatu's role will be to assist the stakeholders through the Regional Sports Facilities Plan decision making process and facility evaluation process.

Beach Volleyball

The Council with support from Sport Manawatu have been assisting the Manawatu Volleyball Club (MVC) develop its facility project for an outdoor community beach Volleyball venue. A partnership was reached between MVC and the Takaro Sports Club with the group completing a design and build plan for two outdoor courts in the vacant croquet area.

The Sport Development team are working in partnership with Volleyball NZ to form a Volleyball Manawatu Association. The previous association was disestablished in 2017. Mark Cleaver has been contracted by Volleyball NZ to work with the local clubs and Volleyball supporters to form a committee and register the association as an incorporated society and with the Charities Commission. An application has been made to Kiwisport for a VolleyFest administrator to deliver a targeted programme to youth who don't currently engage with Volleyball. This is targeted specifically at Māori and Pacifica young women.

City Climbing Wall Discussion

Following the closure of the Vert-X Indoor Climbing facility on Park Road, Sport Manawatu facilitated a community stakeholder meeting with members of the public interested in establishing future indoor climbing activity options. An audience of close to 30 people attended the meeting with individuals, families and organisations including staff from the Massey Recreation Centre expressed a desire for a facility to be available. Earlier discussions with management from the Massey Recreation Centre explored their site as a potential facility option in the short term. We are however aware that any future facility development would need to follow the facility investment decision making process. A number of ideas were captured with follow up work to occur early 2020. Information captured during the meeting included:

What community members are looking for in a facility

- Intro level climbs – beginners.
- Recreational climbs (use with or without coach).
- Climbs suitable for competitive members (Regional and National level options).
- Coaching options.
- Top roping, abseiling, bouldering, lead climbing.

Community feedback

- If it came to a choice between top rope or bouldering, top rope would win since the Massey wall is already available for bouldering (restrictions apply).
- Parents said they enjoyed climbing with/belaying their children, however in my experiences at VertX a large number of parents wanted to drop their kids off to climb on their own or were happy to watch but not belay.
- Facility options that cater for private bookings, functions, club-based activities, School leagues
- Cafe or similar set up
- Geographical location suitable to attract a range of potential users

An outcome from the meeting will involve Sport Manawatu following up with several established Indoor Climbing businesses operating in the central north island. In addition, a project working group will be established to assist with championing the idea locally. Four attendees from the community meeting expressed an interest.

Manawatu Tri Club

The Manawatu Tri club are investigating options for clubrooms within the city. Tri club committee members have met with Council Officers and Sport Manawatu to help identify an establishment where the club can host meetings, events and store sporting equipment.

Regional Sport Facilities Plan

The Regional Sport Facilities Plan steering group met in October to discuss the Implementation Phase MoU and identify and agree on the priority projects. Four of the seven councils have expressed a commitment to fund the plans implementation with additional meetings scheduled to progress the remaining councils. The steering group are due to meet in March as part of our regional collective updates and to share information relating to District facility projects. Sport Manawatu are also looking to confirm a replacement RSFP Sponsor in February following the departure of Ross McNeil (CEO Rangitikei District Council) in October.

4. SPORTS AND COMMUNITY SPORT EVENTS CREATE SOCIAL OPPORTUNITIES AND ECONOMIC BENEFITS FOR THE CITY.

Sports Event Partnership Fund

A panel comprising representatives from Sport Manawātū, CEDA and PNCC was established in July as a way to jointly make decisions on hosting sporting events in the city. The desired approach was put in place to ensure that funding decisions were made within a strategic context and improve coordination among event funders. Events approved during the previous period include:

Sport Event Partnership Fund 01 July to 31 December 2019			
Organisation	Event	Amount Funded	Economic Impact
Badminton New Zealand	Yonex NZ Junior Team Badminton Championship	16,000	954,668
Athletics NZ	NZ Road Relays	5,000	589,661
Cycling NZ Schools	National Secondary Schools Road Championship	7,500	1,539,595
NZ Secondary School Rugby	NZ Barbarians National 1 st XV Championships	16,000	521,492
Manawatu Cricket	CD U15 Girl Cricket Tournament	10,000	272,844
Hockey Manawatu	Jenny Hair Tournament and Hatch Cup	8,000	2,113,540
Basketball NZ	Schick Secondary School National Tournament	40,000	4,448,284
Ethkick	2020 Ethkick and Ethsports	4,500	Community Event
Manawatu Golf Club	NZ Super 6's Tournament	12,500	516,931
Netball Central	Central Pulse Fixture	10,000	103,017
PN Marist Football Club	National Marist Tournament	5,000	382,096
Racketlon Manawatu	2020 Racketlon Championships	2,500	69,138
Manawatu Softball	Youth Tournaments	12,700	1,220,462

Palmerston North Bowls	Golden Oldies Tournament	1,500	311,179
Total		\$151,200	\$13,042,907

Annex A – PHYSICAL ACTIVITY REPORT

ROSLYN SUBURB

RESIDENT DEMOGRAPHICS AND PHYSICAL ACTIVITY STATISTICS

REPORT COMPILED BY:

STEVE HODGES
INSIGHTS ANALYST AT
SPORT MANAWATU
NOVEMBER 2019

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EXECUTIVE SUMMARY

The primary purpose of conducting this insights research is to answer the following question:

To understand the current state of participation in, and access to active recreation among children, youth and adults in the Roslyn suburb of Palmerston North.

The following is a summary of the key findings from a review of reports and statistics sourced to answer this question.

DEMOGRAPHICS - ROSLYN

- The population of the Roslyn community increased by 4.0% between 1996 - 2015.
- The majority (69%) of the Roslyn population identify as European.
- Roslyn has one of the highest populations of overseas born residents in Palmerston North.

LIFESTAGE - ROSLYN

- The Roslyn resident population was distributed more towards the younger age groups than the wider Palmerston North City population.

ACTIVITY LEVELS - ROSLYN

- Roslyn resident's physical activity frequency levels decline as they age. This trend was in line with the national population's fall off in physical activity frequency for older individuals.
- Walking was the most popular physical activity Roslyn residents engaged in as they aged.
- Individual activities such as jogging/running and individual workouts were the most popular physical activities undertaken by Roslyn residents.
- Physical activity levels for Maori, Asian and Pacific populations are (on average) less than those of individuals from European backgrounds.

DEPRIVATION - ROSLYN

- Residents of high deprivation communities (such as Roslyn) face a greater array of barriers preventing them from engaging in regular physical activity than individuals living in low deprivation communities.
- Children living in high deprivation communities are more likely to consume fast foods and fizzy drinks and miss breakfast more often than children living in low deprivation communities.

SCHOOLS - ROSLYN

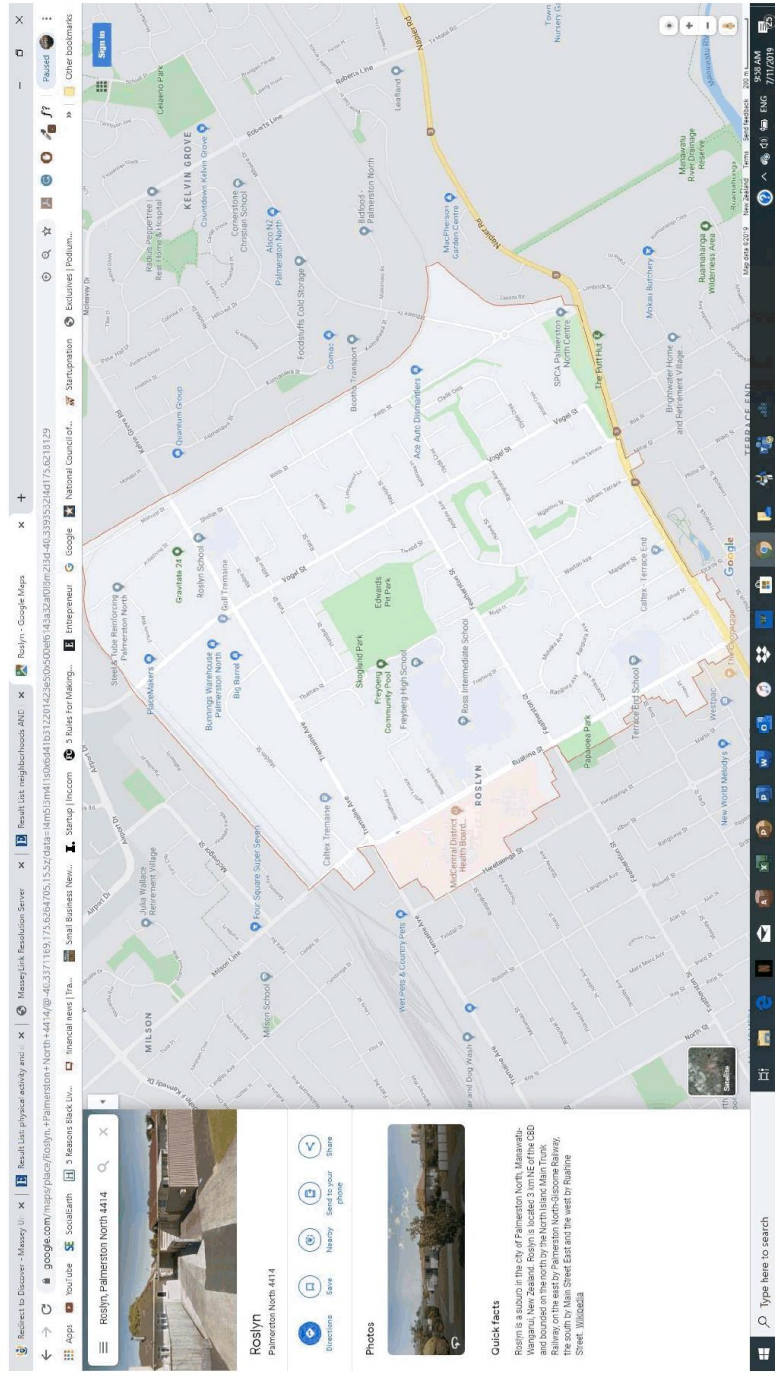
- There are four main schools situated in Roslyn. Two primary schools, one intermediate school and one High school.
- Freyberg High School has suffered a significant (12%) decline in student participation in school sports in the years between 2005 – 2018.
- All Roslyn schools have a relatively high proportion of students from non-European backgrounds, with the largest populations being of Maori, Pacific and Asian ethnicity.

POPULATION ACTIVITY LEVELS – MANAWATU – Sport NZ Insights tool

- The Manawatu region ranks 12th out of 17 districts surveyed for total adults' average number of activity hours (last 7 days).
- The Manawatu region ranks 13th out of 17 districts surveyed for total young people's average number of activity hours (last 7 days).

RESEARCH FINDINGS

ROSLYN SUBURB BOUNDARY MAP



Source: Google Maps
<http://bit.ly/2QrRmfG>

ROSLYN AREA DEMOGRAPHICS

- As at 2018 the total resident population of Roslyn was 5,670. The suburb makes up 6.4% of the total Palmerston North City population of 88,700. *Source: Statistics NZ Census, 2018.*
- Roslyn experienced a 4.0% (230 people) growth in its total population between 1996 – 2015. This was the 12th highest population percentage growth out of 27 Palmerston North City suburbs surveyed. *Source: Statistics NZ population estimates.*
- Roslyn is one of the top 6 Palmerston North City suburbs with the highest overseas populations. *Source: Palmerston North City Council. 2011, Palmerston North Settlers profile*
- Roslyn's total population is forecast to grow 9.6% (560 people) between 2013 – 2043. *Source: Statistics NZ population projections.*
- Of significance, the suburbs deprivation index rating is 9 out of a max rating of 10. Meaning it sits in the highest quartile of the index. *Source: Sport NZ Insights Tool.*

52%

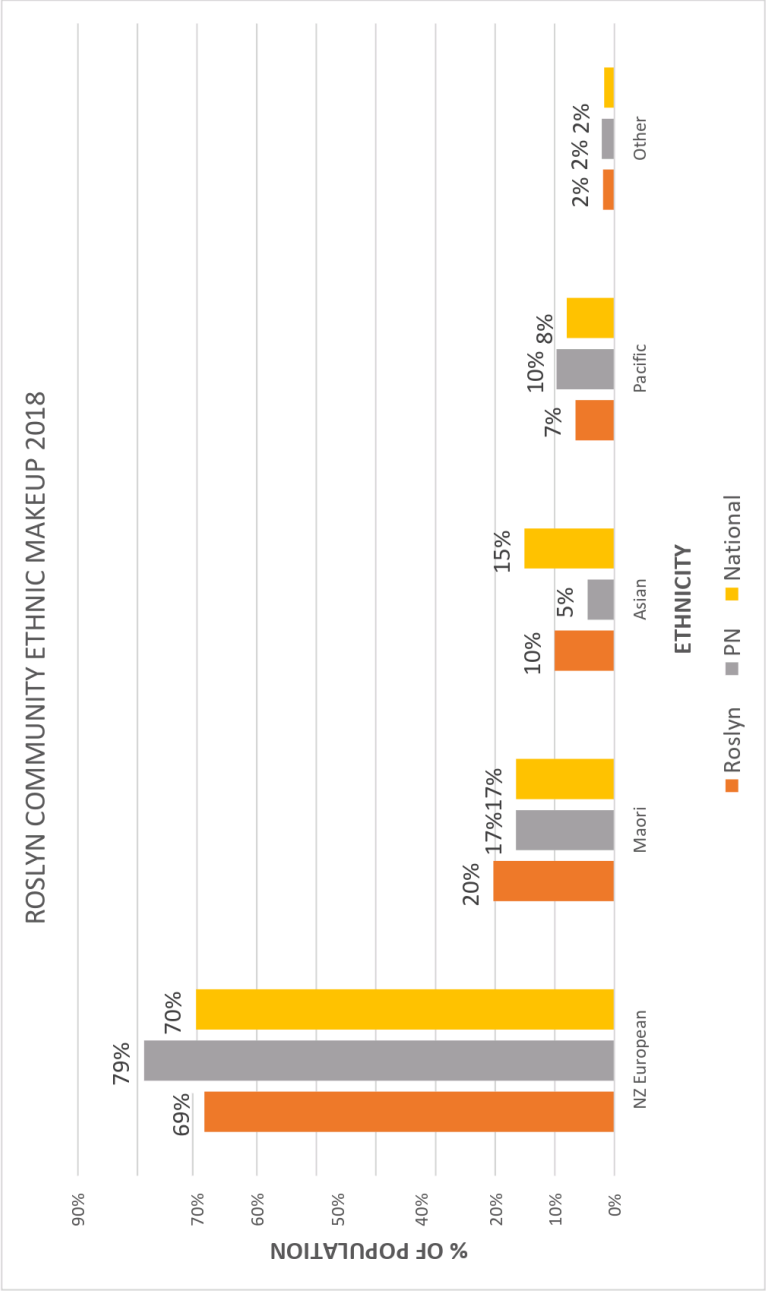
of Roslyn residents
were **male**

Source: Sport NZ Insights Tool

<https://sportnz.org.nz/managing-sport/research-and-insights/intelligence-tools/>

48%

of Roslyn residents
were **female**

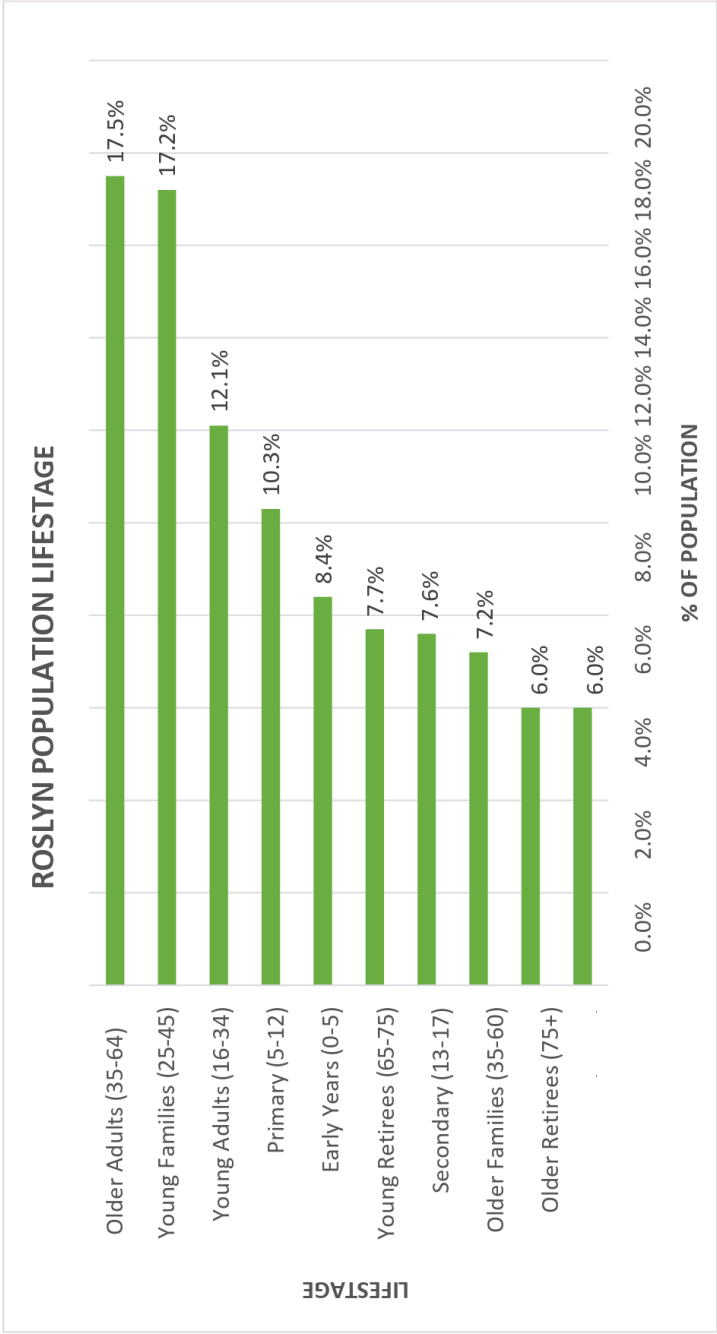


Source: Sport NZ Insights Tool

<https://sportnz.org.nz/managing-sport/research-and-insights/intelligence-tools/>

RESIDENT POPULATION LIFESTAGE

- 13.7% of people living in Roslyn are aged 65 years and over, compared with 14.2% of the total Palmerston North City population and 15.3% of the National population.
- 26.3% of people in Roslyn are aged 17 years and under.

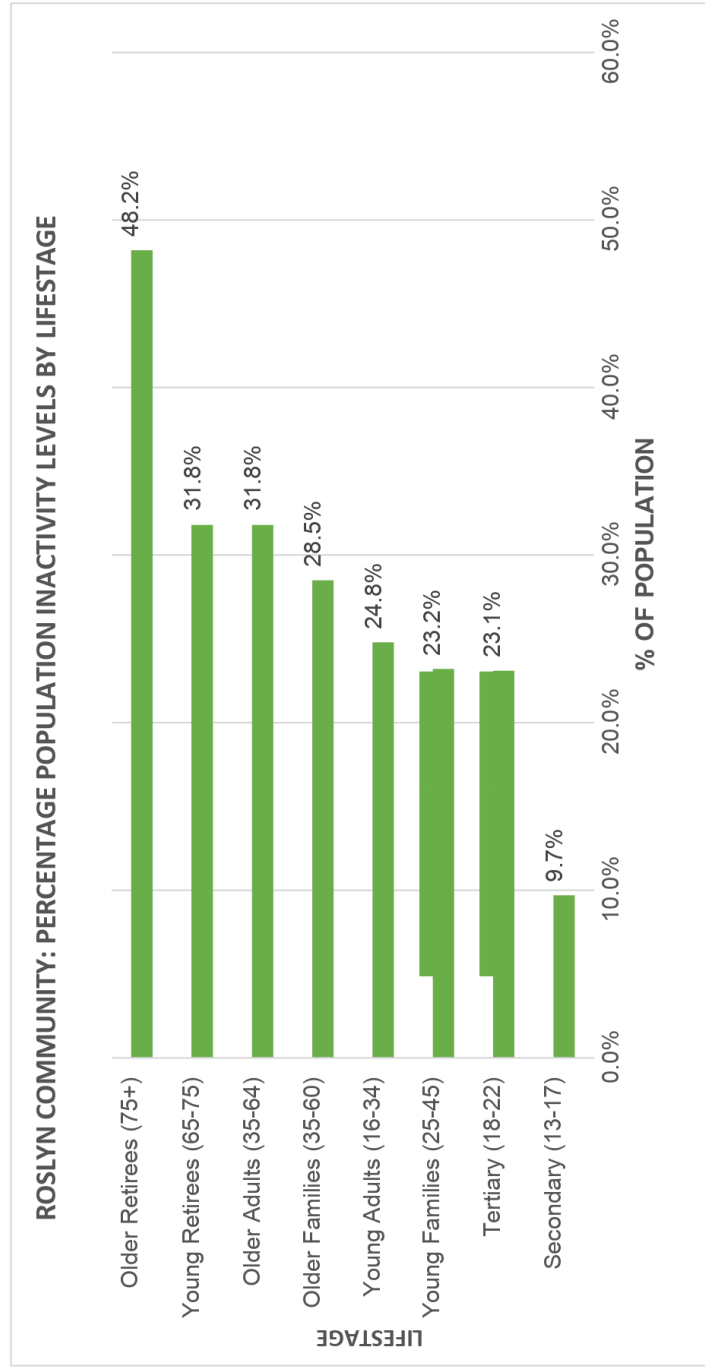


Source: Sport NZ Insights Tool

<https://sportnz.org.nz/managing-sport/research-and-insights/intelligence-tools/>

ROSLYN RESIDENT ACTIVITY LEVELS

The total percentage of the Roslyn population that was considered physically active (Meeting the National guidelines of physical activity for their age group) was 75.9% compared to the Palmerston North City Council average of 76.1%.

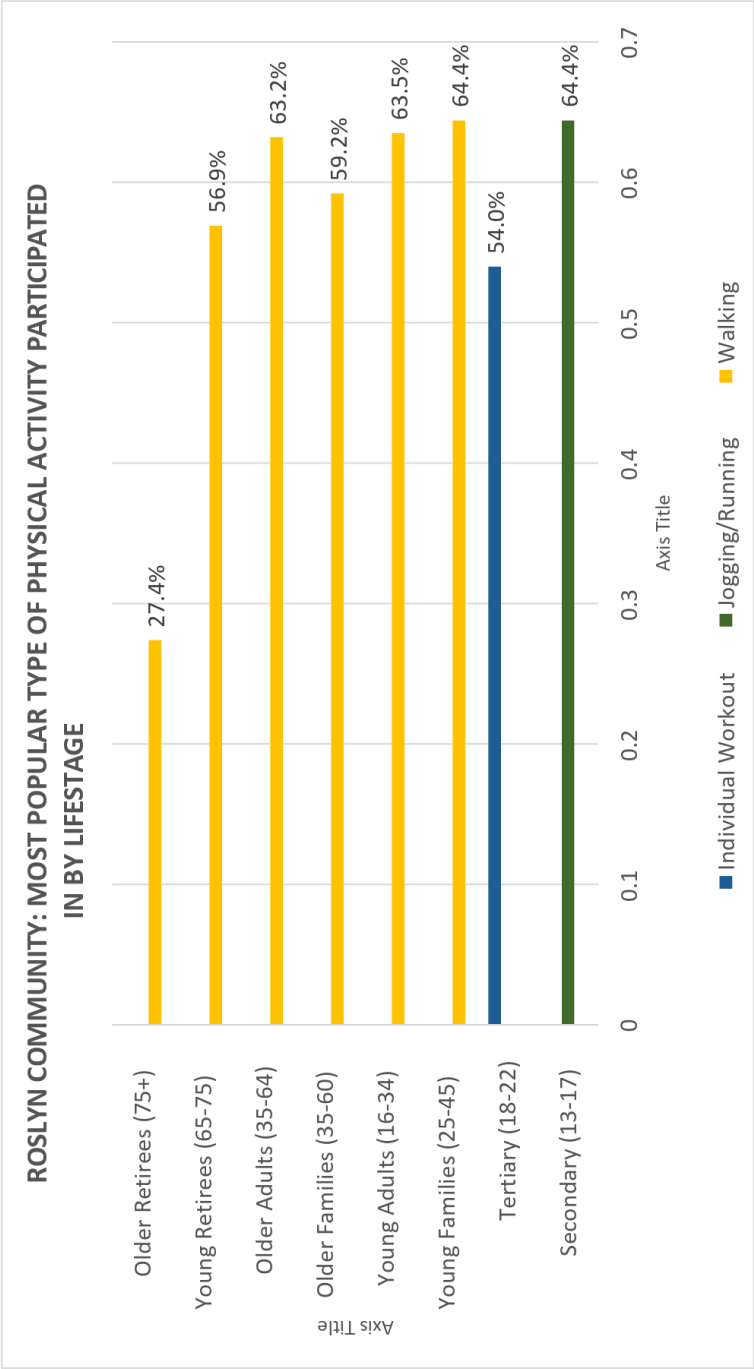


Source: Sport NZ Insights Tool

<https://sportnz.org.nz/managing-sport/research-and-insights/intelligence-tools/>

MOST POPULAR PHYSICAL ACTIVITY PARTICIPATED IN BY LIFESTAGE

- What stands out in this chart is the dominance of walking as the preferred type of physical activity among most Roslyn residents. This is particularly true as people get older.

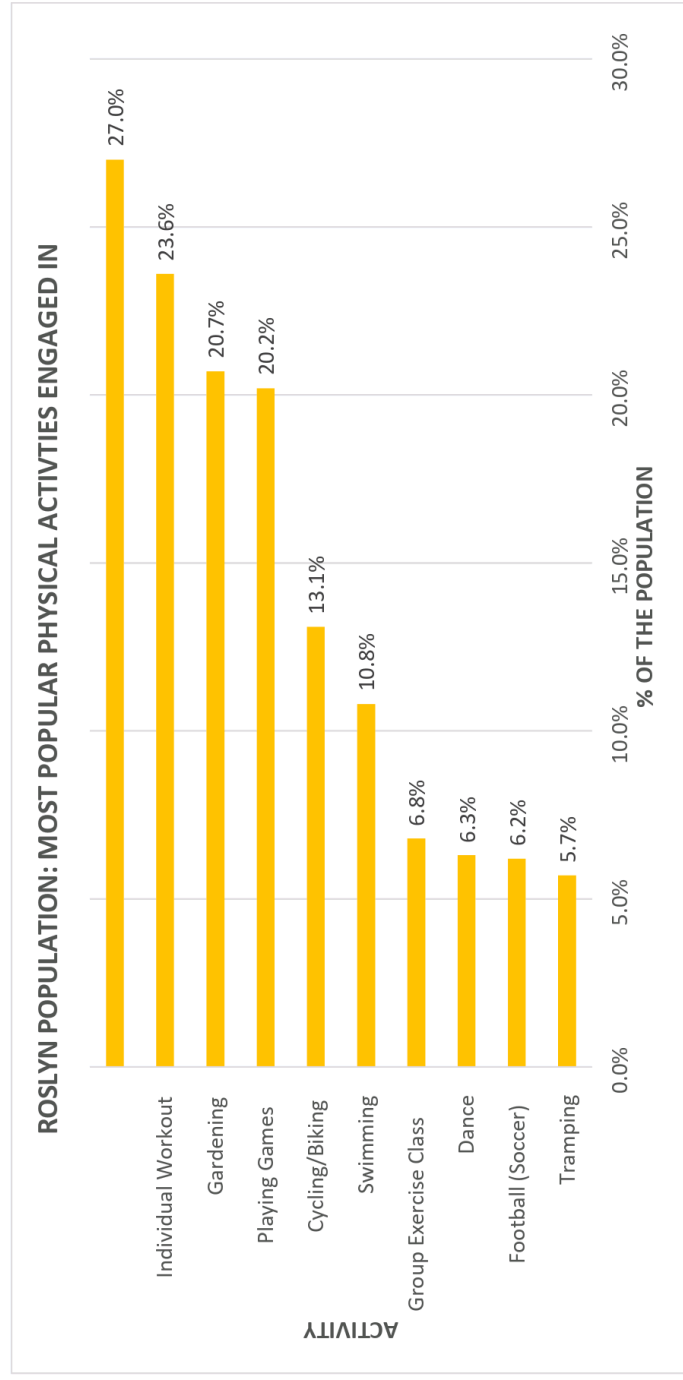


Source: Sport NZ Insights Tool

<https://sportnz.org.nz/managing-sport/research-and-insights/intelligence-tools/>

THE 10 MOST POPULAR ACTIVITIES PARTICIPATED IN BY ROSLYN RESIDENTS

What stands out in this graph is the dominance of activities that are non-competitive, low cost and/or involve no cost to participate in and in nearly all cases can be done individually.

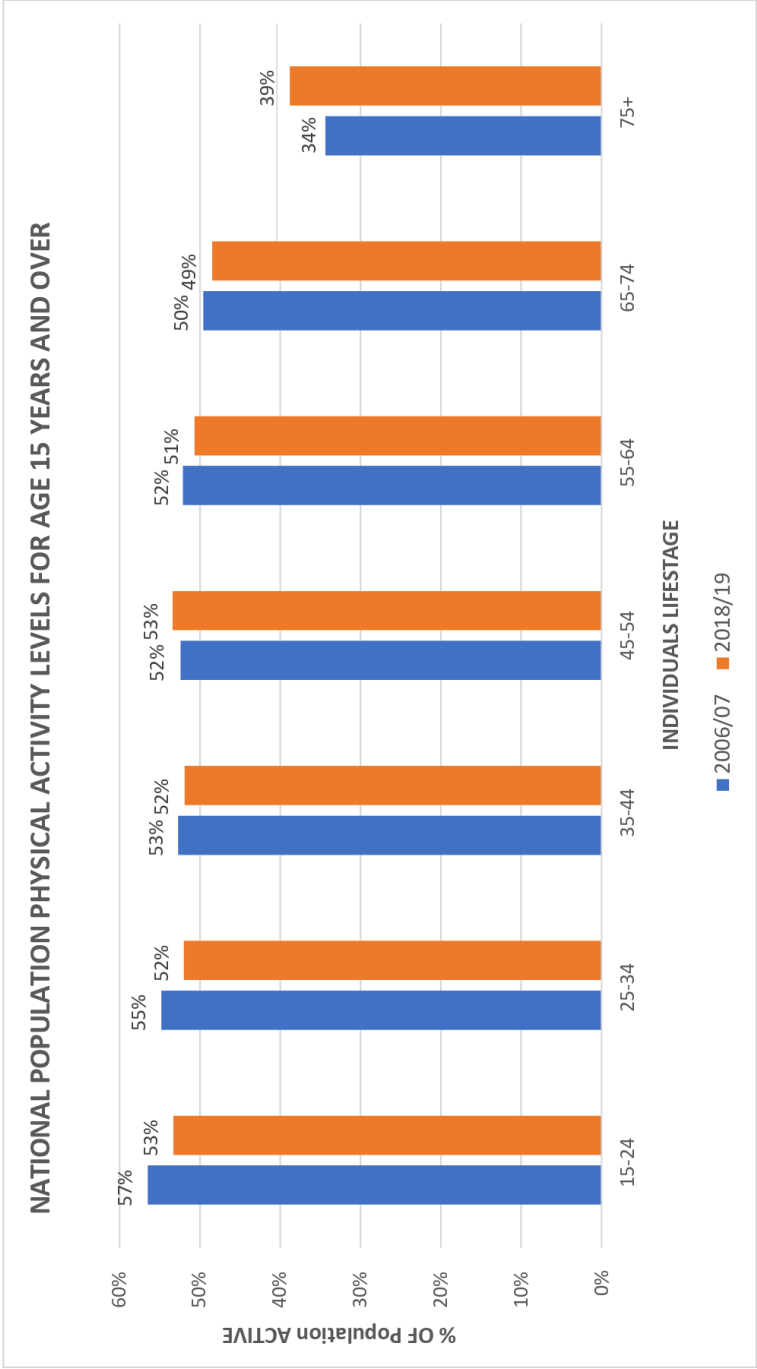


Source: Sport NZ Insights Tool

<https://sportnz.org.nz/managing-sport/research-and-insights/intelligence-tools/>

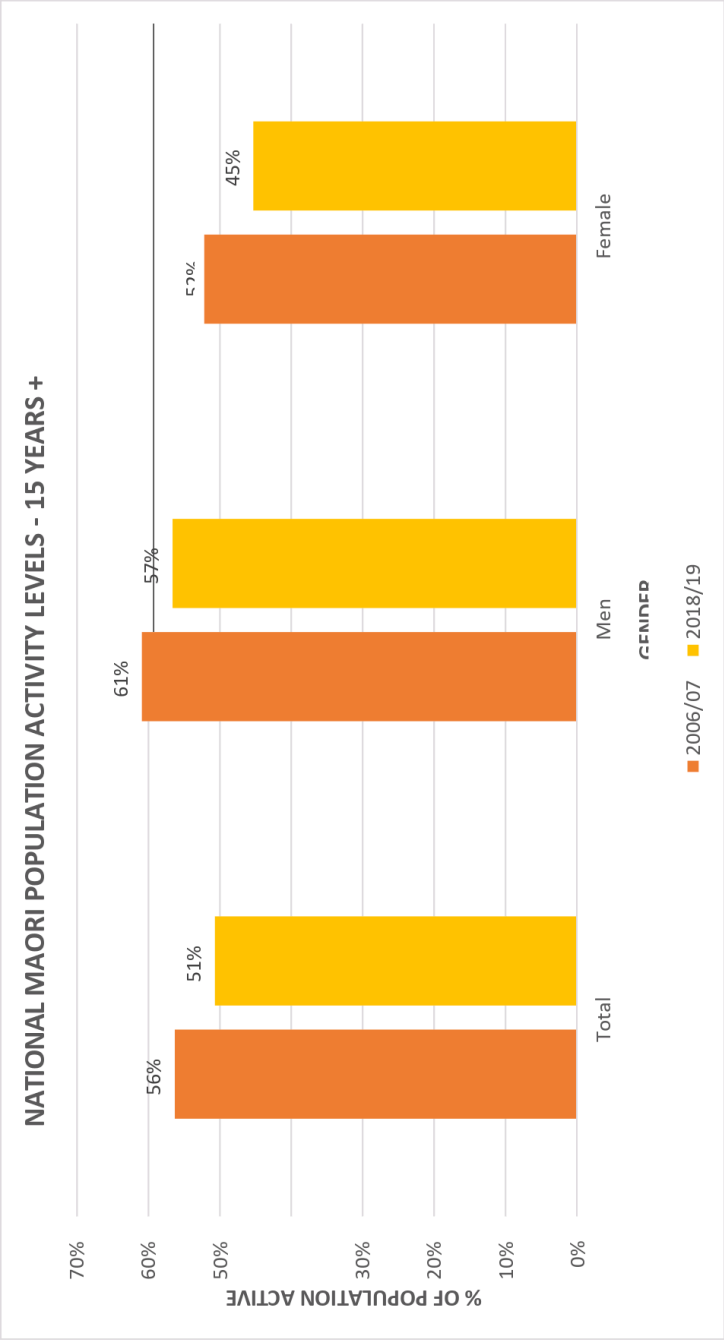
GENERAL ACTIVITY LEVEL TRENDS FOR INDIVIDUALS AGED 15 YEARS AND OVER

What this graph shows is the trend of declining levels of physical activity among most life stage populations over a 12- year period from 2016/17 – 2018/19. The largest declines were experienced in the two youngest life stages (15-24 & 25-34 years respectively).



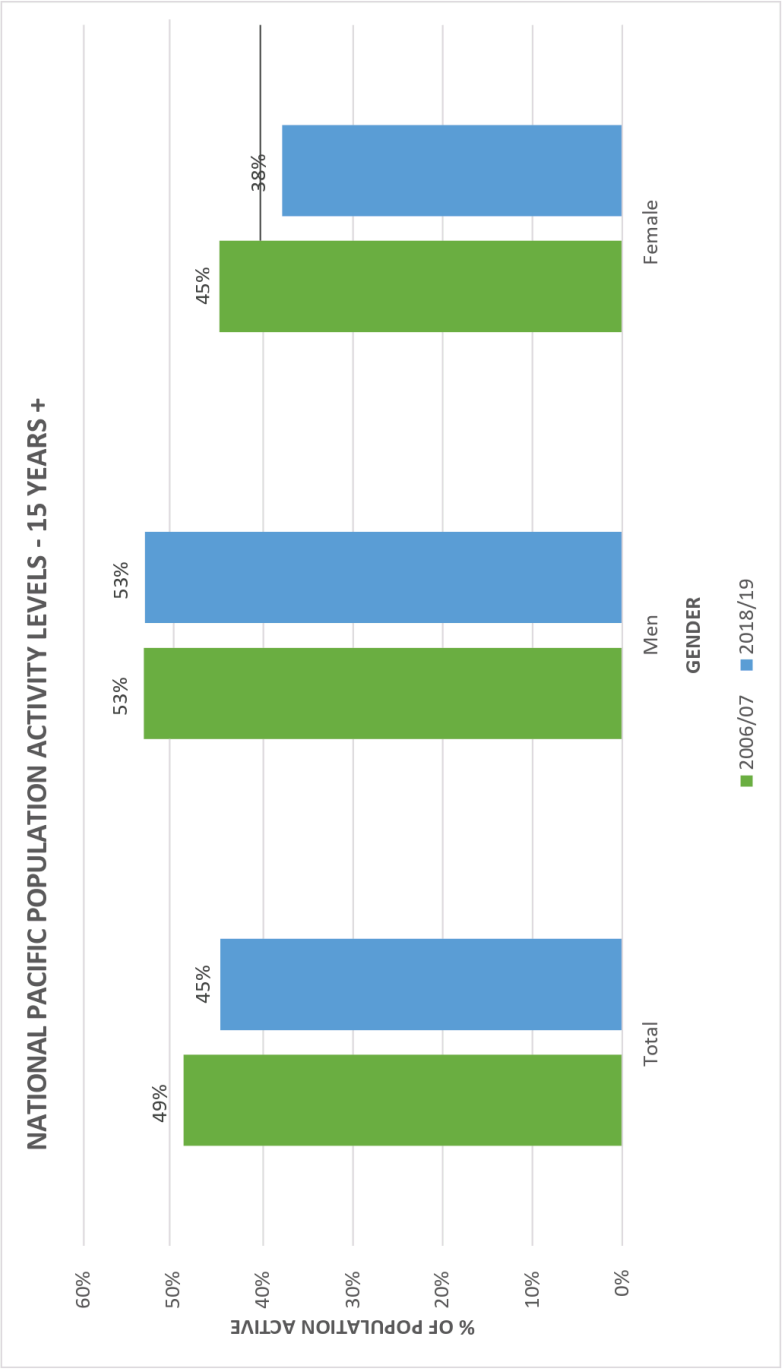
Graph Data Source: Ministry of Health: NZ Health Survey, 2018-19

What this graph shows is that the general Māori population's involvement in physical activity has suffered a significant decline over the 12 years between 2006/07 – 2018/19.



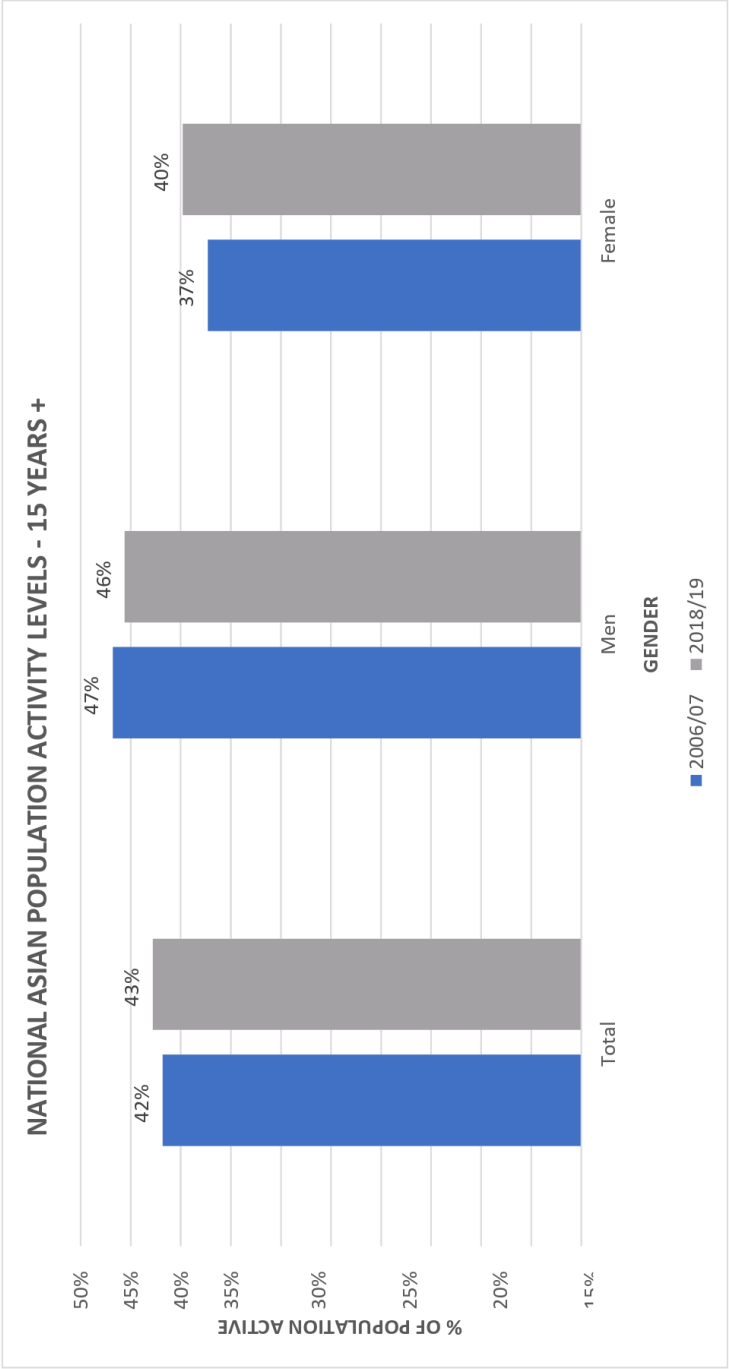
Graph Data Source: Ministry of Health: NZ Health Survey, 2018-19

This graph shows the general Pacific population's involvement in physical activity has experienced a decline over the 12 years between 2016/17 – 2018/19, with females showing the largest drop off.



Graph Data Source: Ministry of Health: NZ Health Survey, 2018-19

What this graph shows is that there has been a small overall increase in the physical activity levels of New Zealand's Asian population over the 12 year period from 2006/7 – 2018/19, with the bulk of the increase caused by a significant rise in the number of females meeting the recommended physical activity levels.



Graph Data Source: Ministry of Health: NZ Health Survey, 2018-19

PHYSICAL ACTIVITY AND DEPRIVATION NATIONALLY

- Young people, Māori and Pacific are over-represented in the most deprived areas.
- The biggest gap for young people and adults from high deprivation areas is the **opportunity** to participate in sports and activities of choice.
- Young people from high deprivation areas have a **greater appetite** to increase their participation than from low deprivation areas.
- Residents of high deprivation areas are less likely to participate in any given week in fewer sports and activities.
- Young people from high deprivation areas **participate in Physical activity through PE** more than young people from low deprivation areas.
- Young people and adults from high deprivation areas are **less likely to participate through clubs**, competitions and tournaments, when young people participate in this way, they spend less time participating than those from low deprivation areas.
- **Cost and lack of transport** are greater barriers to participation for young people and adults from high deprivation areas compared with those from low deprivation areas.
- The primary reason adults from high deprivation areas want to participate in physical activity is for **physical wellbeing** (exercise, fitness or health) 69%. They are more likely (than people from low deprivation areas) to participate in physical activity to lose or maintain weight or look good (21%) v (16%)
- Young people's primary motivation for participating in physical activity is for **fun** (72%). They are more likely to participate to lose or maintain weight (8% v 4%) than young people from low deprivation areas.

HURDLES FOR YOUNG PEOPLE

Young people from high deprivation areas are:

- Less likely to be busy or lack motivation
- More likely to have cost and transport barriers
- More likely to lack confidence and fitness

HURDLES FOR ADULTS

- More likely to struggle with self-motivation
- More likely to have no one to participate with
- More likely to say lack of fitness, poor health and injury are barriers

- More likely to say lack of equipment, cost and transport are barriers
- More likely to prefer to spend time on other interests and hobbies than adults from low deprivation areas

Source: Active NZ Spotlight on the impact of deprivation on participation, 2018

HEALTH AND WELLBEING OF YOUNG PEOPLE UNDER 15 IN THE CENTRAL DHB

Fruit and Vegetables:

- Intake was lower among children residing in higher (Quantile 5) deprivation areas. The rate for Pacific and Asian children was lower than non-Pacific children.

Breakfast:

- Children in higher deprivation (Quantile 5) regions had lower rates of eating breakfast at home every day.
- Maori and Pacific children had lower rates of eating breakfast at home every day compared to non-Maori and non-Pacific children and Asian or European children. Frequency of eating breakfast at home decreased as children aged.

Fizzy Drinks:

- The prevalence rates of children who consumed a higher number of fizzy drinks (three or more) were higher with deprivation scores.
- The prevalence of children who consumed one or more or three fizzy drinks a week was higher for Maori children and Pacific children compared with Non-Maori and non-Pacific or Asian and European/Other children.

Fast Food:

- Children in more deprived areas consumed fast food at a higher frequency of there or more times a week compared to children in less deprived areas.
- More Maori and Pacific children consumed fast food one or more or three times per week compared to non-Maori and non-Pacific children

Source: University of Otago, Health and Wellbeing of under-15-year old's in Midcentral and Whanganui 2018

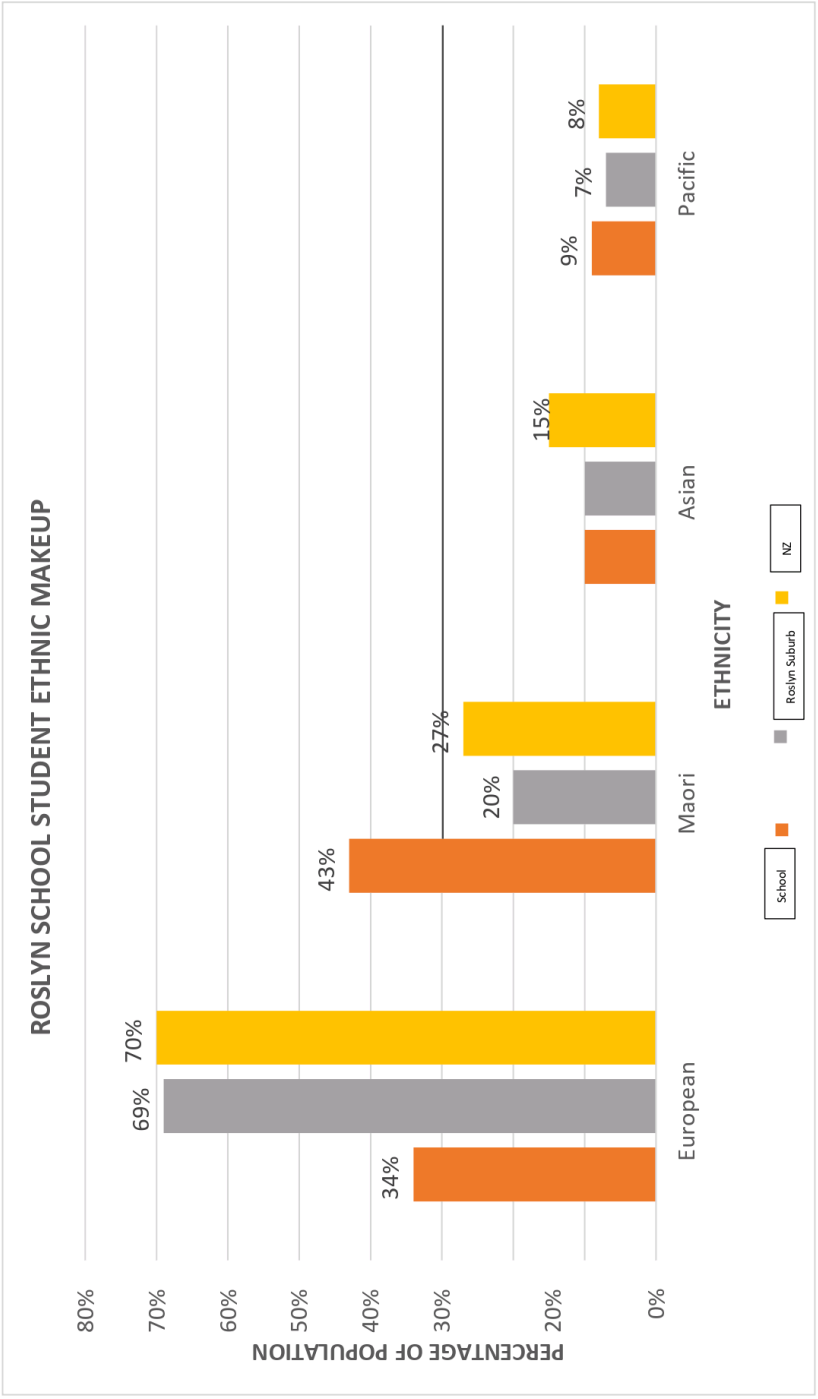
ROSLYN COMMUNITY SCHOOLS STATISTICS

There are four schools located in the Roslyn suburb, they are:

- Roslyn School (Co-educational, Years 1 – 8). Student Roll - 316
- Freyberg High School (Co-educational, Years 9 – 13) Student Roll – 1,216
- Terrace End School (Co-educational, Years 1 – 6). Student Roll - 151
- Ross Intermediate (Co-Educational, Years 7 & 8). Student Roll - 527

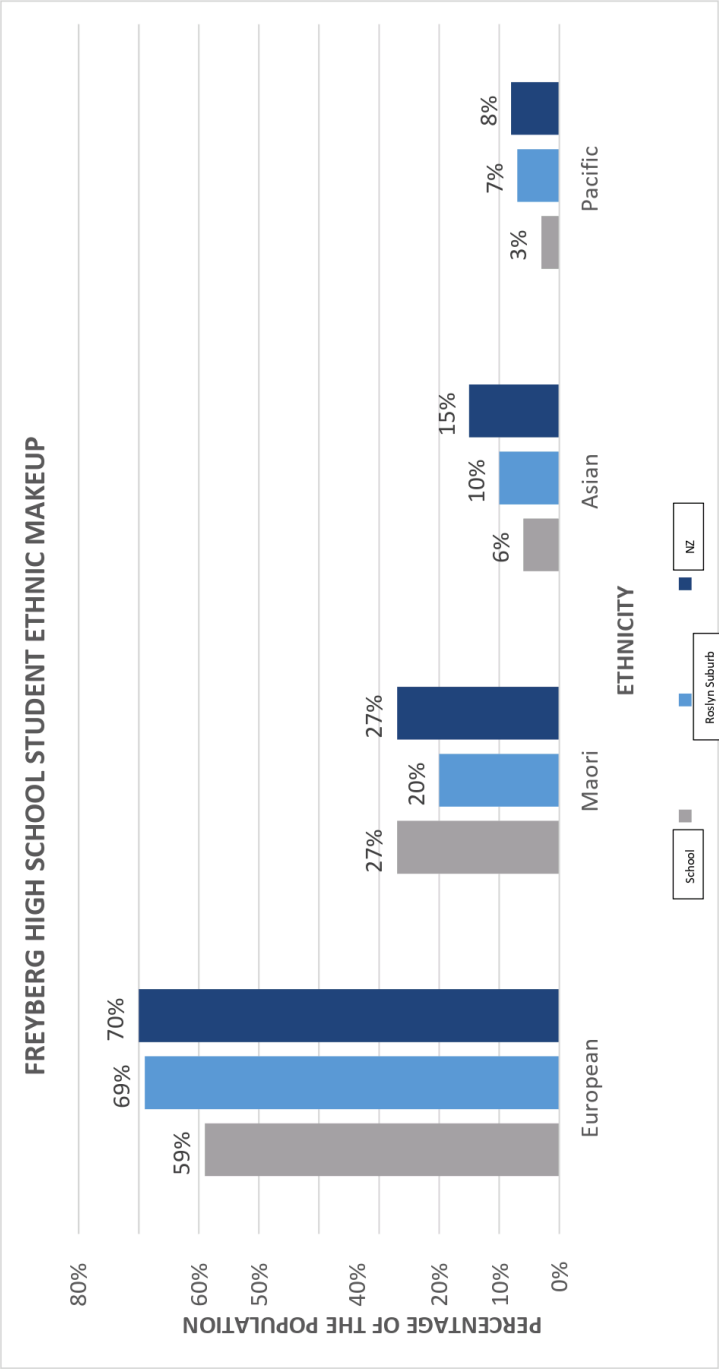
The following graphs show the ethnic makeup of each school and the proportion of students that make up the four most prominent ethnicities (by population) attending each school.

Comment: What stands out in the all four graphs is the high proportion of non-European students attending Roslyn schools compared to the regional and national population. This is reflective of the significant change in the ethnic diversity of the wider Palmerston North population between 1996 – 2013 with further growth forecast over the period 2018 – 2043. Census data shows that between 1996 – 2013 Palmerston North City recorded the following growth in its non-European populations; Maori (40%), Asian (96%), and Pacific (68%). In contrast the population for European and other ethnic groups declined slightly over the same 17-year period. *Source: Statistics NZ ethnic population estimates*



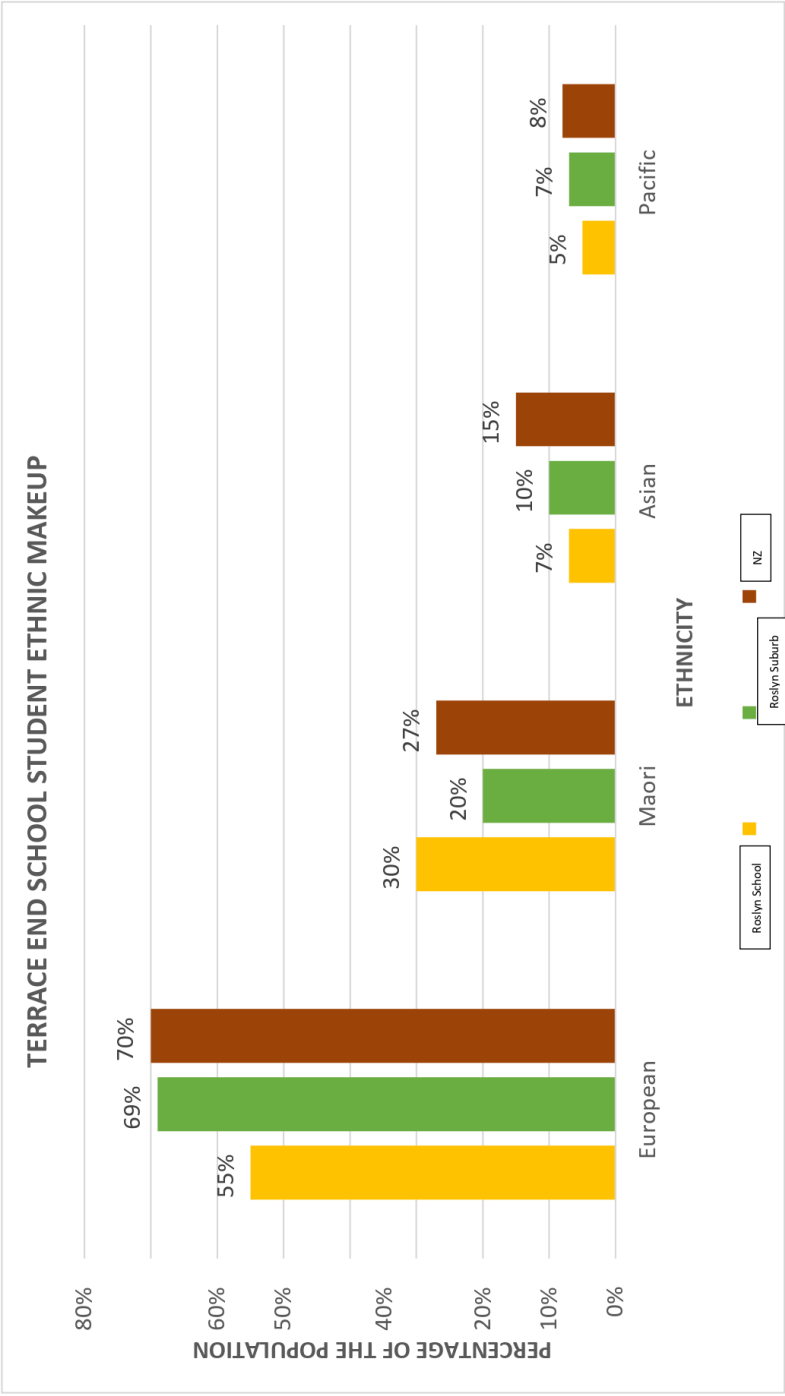
Source: Sport NZ Insights Tool

<https://sportnz.org.nz/managing-sport/research-and-insights/intelligence-tools/>



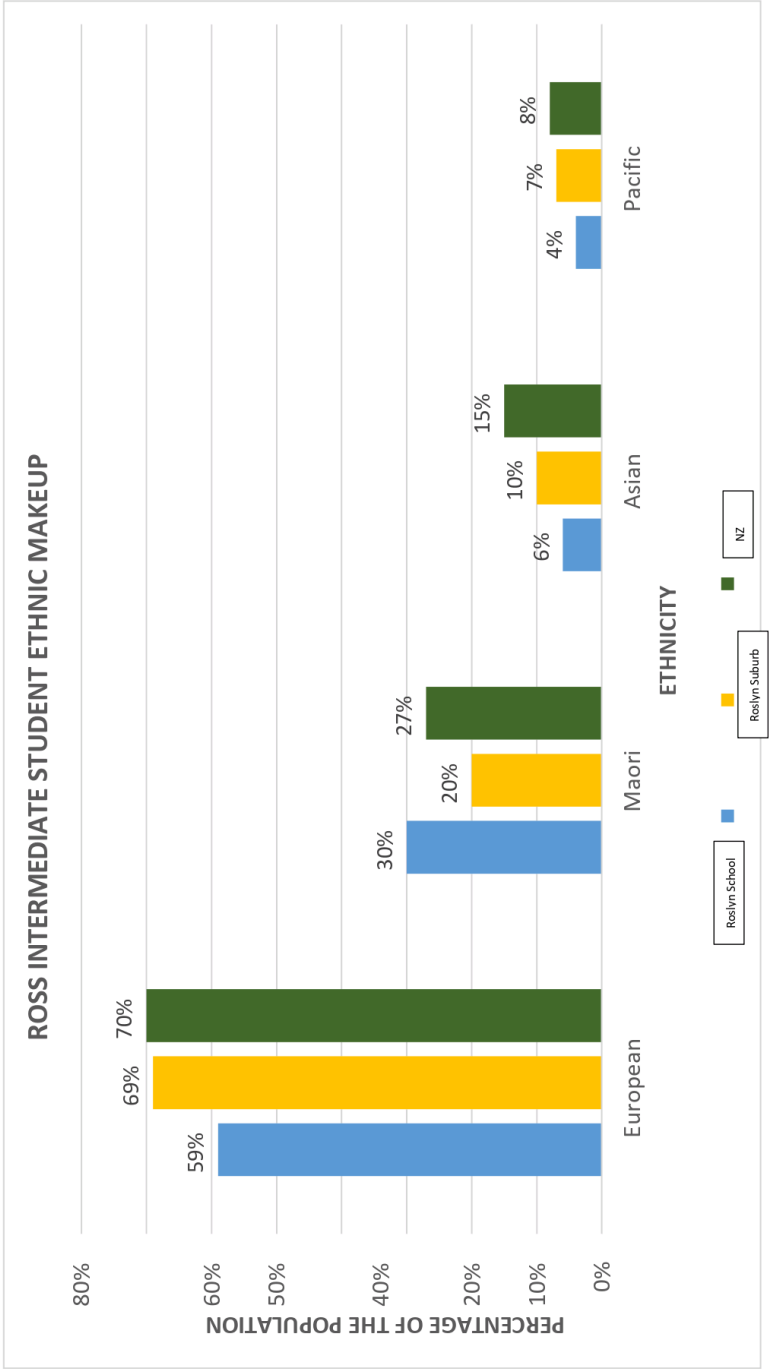
Source: Sport NZ Insights Tool

<https://sportnz.org.nz/managing-sport/research-and-insights/intelligence-tools/>



Source: Sport NZ Insights Tool

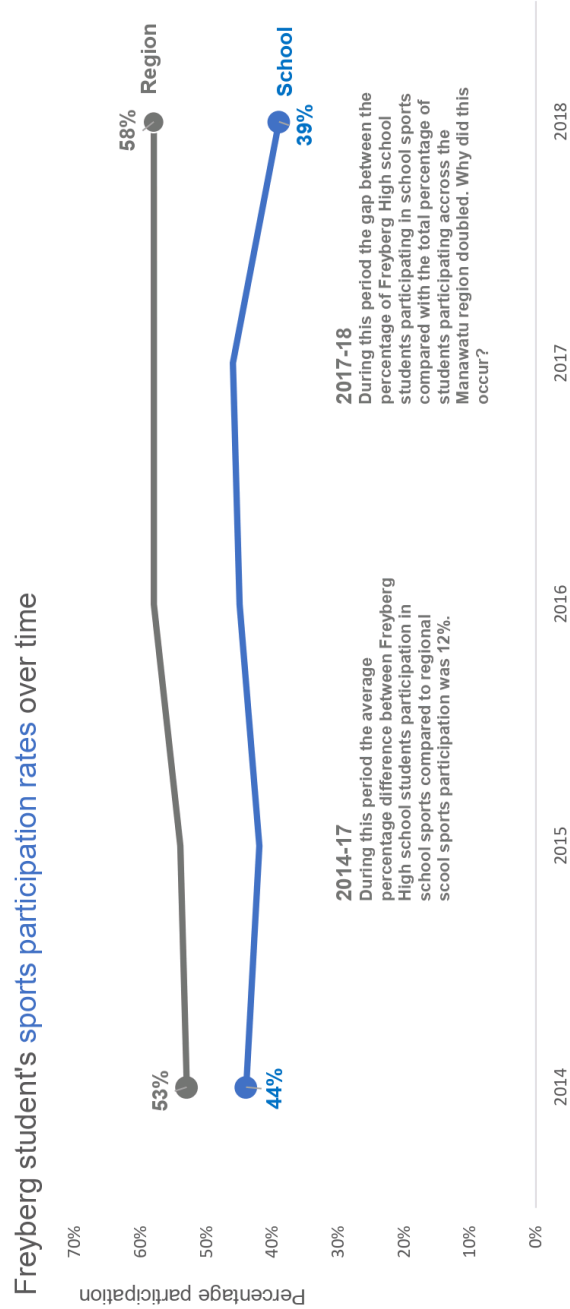
<https://sportnz.org.nz/managing-sport/research-and-insights/intelligence-tools/>



Source: Sport NZ Insights Tool

<https://sportnz.org.nz/managing-sport/research-and-insights/intelligence-tools/>

FREYBERG SCHOOL: STUDENT SPORTS PARTICIPATION
Comment: What can be clearly seen in this chart is the steady decline of Freyberg High school student's participation in school sports during the five year period from 2014 to 2018 compared with the steady growth in the average level of participation of all high schools in the Manawatu region over the same period. *Source: NZ Secondary School Sports participation census data, 2018.*



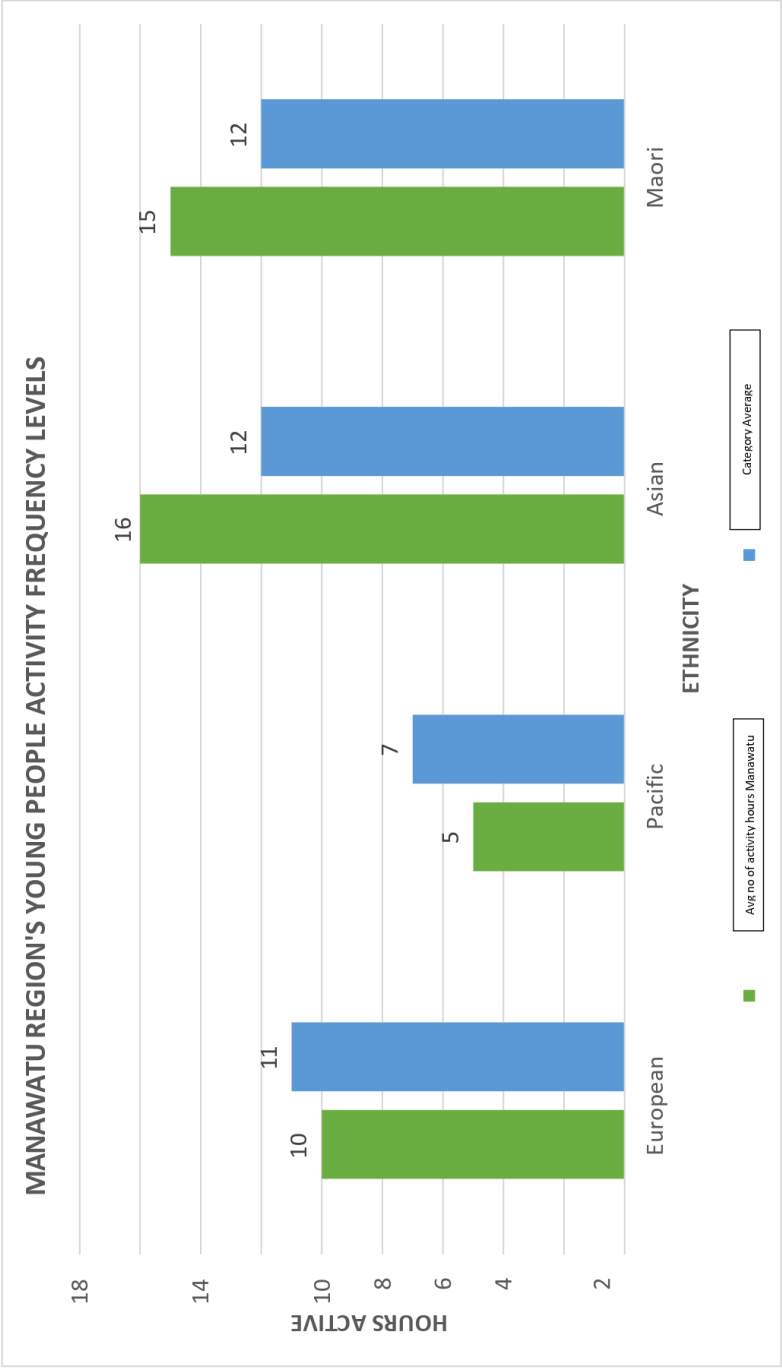
MANAWATU YOUNG PEOPLE (5 – 17 YEARS) ACTIVITY FREQUENCY ALL IN LAST 7 DAYS:

Meeting activity and duration (Ministry of Health) guidelines (at least 60 minutes of moderate or vigorous activity, 7 days a week).

Comment: The Manawatu region ranks 13th out of 17 districts surveyed for total young people’s average number of activity hours (last 7 days). Comparing Manawatu youth activity levels by ethnicity reveals the following:

- European youth rank last out of 17 regions.
- Asian youth are ranked 14th.
- Maori youth are ranked 2nd.
- Pacific youth are ranked 5th

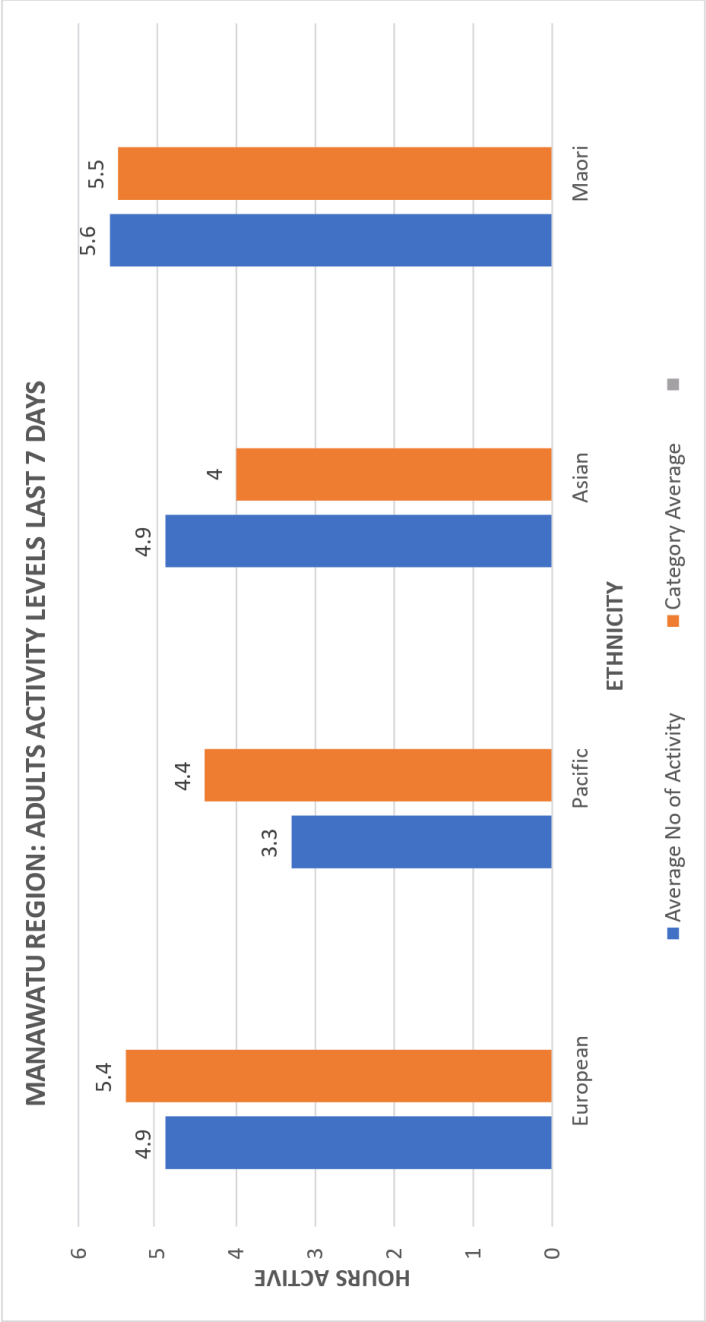
Note: The sample size that was used to determine these results was too small to draw accurate conclusions about the Manawatu regions young people’s activity levels.



Source: Sport NZ Active NZ Data Visualisation Tool

<https://sportnz.org.nz/managing-sport/research-and-insights/intelligence-tools/data-visualisation-tool/>

<p>MANAWATU ADULTS ACTIVITY FREQUENCY ALL IN THE LAST 7 DAYS</p> <p>Meeting activity and duration (Ministry of Health) guidelines (at least 30 minutes of moderate or 15 minutes of vigorous activity, 5 days a week).</p> <p>Comment: The Manawatu region ranks 12th out of 17 districts surveyed for total adults' average number of activity hours (last 7 days). Comparing Manawatu youth activity levels by ethnicity reveals the following:</p> <ul style="list-style-type: none">• European adults rank 13th out of 17 regions.• Asian adults are ranked 6th.• Maori adults are ranked 8th.• Pacific adults are ranked 14th <p>Note: Sample sizes for Pacific and Asian adults was very small and therefore may not be an accurate representation of these groups' respective total populations activity levels.</p>	
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Source: Sport NZ Active NZ Data Visualisation Tool

<https://sportnz.org.nz/managing-sport/research-and-insights/intelligence-tools/data-visualisation-tool/>

REFERENCES

Ministry of Health: NZ Health Survey, 2018-19

Palmerston North City Council: Settlers Profile, 2011

NZ Secondary Schools Sports Participation Census Data, 2018 Sport

NZ Insights Tool, 2019

Sport NZ: Active NZ Spotlight on the Impact of Deprivation on Participation, 2018 Sport NZ: Active NZ Data Visualisation Tool

Statistics NZ: Census, 2018

Statistics NZ: Population Projections, 2013 Statistics NZ: Population Estimates, 2013

University of Otago: Health and Wellbeing of Under-15 Year Olds in MidCentral and Whanganui, 2018

Annex B GREEN PRESCRIPTION SUCCESS STORIES

FAALATAINA POOI

Faalataina is 58 years old and was referred to Green Prescription (GRx) by Rosalyn Santos, (City Doctors), on 23rd July 2019. Rosalyn told Faalataina that she has arthritis in her lower back and in some other joints. They were wanting to operate on Faalataina's back but there was a 50/50 chance she would walk again, so from that information it prompted her to want to improve her health by joining the GRx programme.



Before joining the programme Faalataina was exercising twice a week and suffering from the chronic pain that came with the arthritis in her lower back. Since joining the programme Faalataina is now exercising five days a week, she started working in the gym with GRx and enjoys walking as it helps her body move well especially her joints.

During this process Faalataina had a goal to lose weight by the end of the programme and she has now lost 8kgs. She can walk a lot faster now and is happy because her favourite thing about the programme was learning what foods are better to eat than others and how eating healthier food makes her feel better within herself.

Faalataina says she is very thankful for the GRx programme as it has encouraged her a lot with staying healthy, eating well, and understanding the importance of exercise. Her future goals are to continue losing weight, improve her joint health, and live a generally healthy lifestyle.

Faalataina has since seen her Rosalyn, her Doctor, and says she is so happy and proud of the progress Faalataina has made since joining the programme.

ACTIVE FAMILIES SUCCESS STORY

LELENI FAMILY



The Leleni family started the Active Families programme at the end of 2018 with a desire to become more active as a family and push each other to become fit and lose/maintain a healthy weight. The two children Ella and Charlotte have always participated in organised sports, but the family did very little activity together. Throughout their involvement on the programme, the Leleni family has learnt the importance of being active as a family and the special memories created by it – which in turn has created more motivation to be active together.

Throughout the programme they were supported with nutritional advice, given lots of ideas for activities they could do together at home, and given ideas on how to use surroundings to improvise. The family now go for evening walks together, swim together, play more outdoor games and recently all completed a 'Building Champions' Obstacle Challenge together – of which they wish to enter more events alike in the future. The family also eat healthier than before and are seeing the positive health benefits of changes to both their activity levels and nutrition, with the family at a healthier weight range.

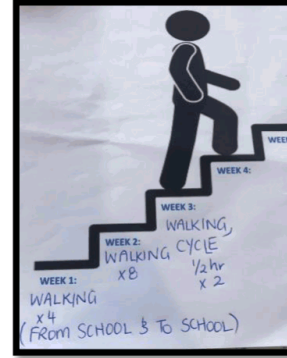
The biggest growth has been seen in youngest daughter Ella. At the beginning of the programme Ella was very shy and happy to hang in the background. After the encouragement to step out of her comfort zone she received at every Active Families session, Ella's confidence has continued to grow to the point she will now give anything a go! Just recently Ella did not want to ride a bicycle at our cycling session for fear of losing her balance and falling, but with her newfound confidence, encouragement from Mum and Active Team support staff, Ella was riding a bike by the end of the session and now the family can all go riding together. When answering what activity/exercise they enjoyed doing the most together as a family at the end of the programme, Ella actually answered with Bike Riding – an amazing transformation. Ella was also awarded one of our Growth awards at our Big Day Out celebration to recognise the effort she has put into the programme over the last year despite her fears.



ACTIVE FAMILIES SUCCESS STORY - HOME-LED FAMILY

THE TAOPUA WHANAU

The Taopua family joined the Active Families programme in June but due to their family commitments were not able to make the weekly sessions so joined the Home-Led support programme. The family of which is made up of Aunty and Uncle, one child and three nieces and nephews who have been placed in whanau care were referred through OT for the youngest niece's health and wellbeing. In our initial meeting with the family, we gave them a 'Stairs to Wellbeing' planning resource for the family to sit down together and plan small little changes they were going to make week by week to improve their activity levels as a family.



After just a few months on the programme, the confidence of the children has greatly improved through the support of the whole family getting outside and being active together. Even with bouts of sickness and other things popping up, the family would reset and continue to work on their Staircase goals step by step. The children are now confident toward team sports and are happy to try out any sport for the first time (of which did not happen before). They have even noticed improved sleeping patterns of the children from all the activity. The children are all now fully involved in multiple sports and activities including Touch, Hockey, Softball/T-Ball and Swimming. The whole family is involved in a lot of biking, walking and scootering and majority of the time they bike and scooter to school. They even took bikes and scooters with them on holiday over the Christmas break to enjoy together.

All credit to the success of this family is down to the motivation of both Aunty and Uncle and the Active Families just provided support and guidance when needed and a regular check in to hold the family to account to keep them working toward meeting their goals. We are very excited to see how the Taopua family will continue to be active together over the rest of their time on the programme.



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REPORT

TO: Play, Recreation & Sport Committee

MEETING DATE: 18 March 2020

TITLE: Bowling Club Merger - Pre-feasibility report

PRESENTED BY: Aaron Phillips, Senior Parks Planner and Kathy Dever-Tod, Manager Parks and Reserves

APPROVED BY: Tom Williams, Chief Infrastructure Officer

RECOMMENDATION(S) TO PLAY, RECREATION & SPORT COMMITTEE

1. That the Council support a merged bowling club being located on Waihikoa Park, North Street, at the site currently leased to the Northern Bowling Club.
2. That the Council agree that the Terrace End Bowling Club will be relieved of their responsibility under their lease clause 36.d. to remove the buildings and leasehold improvements from the Summerhays site estimated as costing \$200,000.
3. That the Council refer the provision of a grant of \$300,000 to the draft 2021/31 Ten Year Plan process representing a proposed contribution to assist the merging clubs with construction of an artificial bowling green on the Waihikoa Park at North Street.
4. That the Council, when finalising its 2020/21 Annual Budget, consider incorporating provision of \$50,000 to engage external consultants to carry out investigations and reporting for the Regional Sports Facilities Investment Decision Making Process, including assessment of the best location for a covered bowling green.
5. That it be noted consultation on the future of the Summerhays Street site will be subject of a separate report to Planning and Strategy Committee.

SUMMARY OF OPTIONS ANALYSIS FOR

Problem or Opportunity	<p>Bowling club merger proposals have come to Council several times in the last 15 years.</p> <p>The current proposal is for three clubs, Northern, Takaro and Terrace End to merge to the Northern facilities on North Street.</p> <p>The proposal contemplates two stages – the first merging the three clubs and building an artificial green, the second providing a cover (roof) over that green meeting Bowls NZ strategic aims of a covered green in each of Bowls New Zealand centres.</p> <p>Council has sought a pre-feasibility report on the proposal and the three clubs proposing to merge have updated their proposal to Council.</p> <p>This report considers the pre-feasibility assessment report and seeks a Council decision on the proposal.</p>
Stage One: Merging three bowling clubs and artificial green development	
OPTION 1:	Support the merger but decline to contribute financially to the artificial green development.
Community Views	<p>No general community views have been sought during the assessment of the proposals.</p> <p>The community of interest, bowling clubs and their associated clubs and tenants, have been canvassed during the process.</p>
Benefits	This is the status quo requiring no further work.
Risks	The clubs do not merge and there is an opportunity costs with delays, or possibly never, freeing up the Summerhays land for other Council priorities – in this case assumed to be housing.
Financial	<p>No further costs.</p> <p>Council does not release the Summerhays Street land for redevelopment and forgoes \$1.2 million to \$3.5 million in future gross earnings.</p>
OPTION 2:	Support the merger and forward a budget amount different to that proposed by the Bowling Clubs, to the draft 2021/2031 Ten Year planning process e.g. \$150,000 for artificial bowling green at North Street and not enforce the lease requirement for removing the buildings at Summerhays Street estimated at \$200,000.
Community Views	No general community views have been sought during the assessment

	<p>of the proposals.</p> <p>The community of interest, bowling clubs and their associated clubs and tenants, have been canvassed during the process.</p> <p>Community views on the proposed contribution would be sought through the 2021/2031 Ten-year Plan consultation.</p>
Benefits	<p>This option provides for the merging clubs to have a similar level of service to that currently provided at Takaro Bowling Club if they fundraise or raise a loan for the balance of the cost of an artificial green.</p>
Risks	<p>The incentive may not be sufficient to encourage the merger. The clubs may choose not to merge.</p> <p>The land sale does not proceed, and Council must repay its loan by other means.</p>
Financial	<p>\$150,000 unbudgeted expenditure in 2021/22.</p> <p>It is assumed that this will be funded through a loan and repaid from income from land sales when they occur. This would have a marginal impact on rates.</p>
OPTION 3:	<p>Support the merger and forward a \$300,000 budget item to the draft 2021/2031 Ten Year planning process for an artificial bowling green at North Street and not enforce the lease requirement for removing the buildings at Summerhays Street estimated at \$200,000.</p>
Community Views	<p>No general community views have been sought during the assessment of the proposals.</p> <p>The community of interest, bowling clubs and their associated clubs and tenants, have been canvassed during the process</p> <p>Community views on the proposed contribution would be sought through the 2021/2031 Ten-year Plan consultation.</p>
Benefits	<p>The merger is most likely to proceed in a timely manner under this option.</p>
Risks	<p>The land sale does not proceed, and Council must repay its loan by other means.</p>
Financial	<p>\$300,000 unbudgeted grant in 2021/22.</p> <p>It is assumed that this will be funded through a loan and repaid from income from land sales of the vacated land at Summerhays Street. This would have a marginal impact on rates.</p>
Stage two: Covering an artificial green/regional bowls facility	

OPTION 1:	Decline the proposal to financially support covering an artificial green at the North street site.
Community Views	No general community views have been sought during the assessment of the proposals. The community of interest, bowling clubs and their associated clubs and tenants, have been canvassed during the process.
Benefits	This is the status quo option, no increase in Council expenditure.
Risks	The regional bowling club covered green does not progress.
Financial	No impact on Council budgets.
OPTION 2:	Support, in principle, contributing \$350,000 towards covering an artificial green at the North Street site, subject to the findings of the Sports Facility Investment Decision Making Process and consideration of consideration community feedback as part of the 2021/2031 Ten Year Plan.
Community Views	No general community views have been sought during the assessment of the proposals. The three merging clubs support a covered green. The views of the other clubs on the covered green at Northern proposal are not known. Community views would be sought during the draft 2021/2031 Ten Year Plan.
Benefits	This option meets Bowls NZ strategic aims of a covered green in each of Bowls New Zealand centres.
Risks	The external funding groups are likely to expect more evidence that the decision on the location and type of facility is well considered and not restricted to one site. The risk is they are reluctant or will not fund the covered green without further option analysis.
Financial	\$350,000 unbudgeted grant in 2021/22. It is assumed that this will be funded through a loan and repaid from income from land sales. This would have a marginal impact on rates.
OPTION 3:	Support an investigation to cover an artificial green somewhere in the Manawatu as a regional facility investment proposal, not necessarily at the Northern site, and complete the Regional Sports Facilities Investment Decision Making Process.
Community Views	No general community views have been sought on the proposed covered green. The community of interest, bowling clubs and their associated clubs

	and tenants, have been canvassed during the process. Community views could be sought during the 2021/2031 Ten Year Plan consultation.
Benefits	External funding support is more likely to be favourable with a robust option assessment and business case. This option meets Bowls NZ strategic aims of a covered green in each of Bowls New Zealand centres.
Risks	The investigation may result in the three merged bowling clubs not getting a covered green at the North Street site.
Financial	\$50,000 of operational costs in 2020/21. This unbudgeted item would add an estimated 0.05% to the 2020/21 rates.

RATIONALE FOR THE RECOMMENDATIONS

1. OVERVIEW OF THE PROBLEM OR OPPORTUNITY

- 1.1 Bowling Club merger considerations have arisen several times in the last 15 years.
- 1.2 After some recent iterations three clubs have put considerable effort into considering merger proposals;
 - Northern Bowling Club which occupies park of Council owned Waihikoa Park on North Street.
 - Takaro Bowling Club which occupies part of Council owned Takaro Park,
 - Terrace End Bowling Club which occupies Council owned land on Summerhays Street, and

2. BACKGROUND AND PREVIOUS COUNCIL DECISIONS

- 2.1 Council received an approach from the Bowling Clubs of Palmerston North regarding merger proposals at its 17 December 2018 meeting. The arising resolution was:

56-18

1. That Council carry out a Property Development Assessment of land currently occupied by the Terrace End Bowling Club and report back in June 2019.
2. That Council request the Bowling Clubs prepare their merger proposal addressing code administration arrangements and future facility requirements and report back to the Council in June 2019.

- 2.2 The Bowling Clubs submitted a proposal to the 10 June 2019 Sport and Recreation Committee. The proposed merger model was for the three clubs to co-locate to the Northern Club facilities on Waihikoia Park on North Street.
- 2.3 New proposals for sports facilities are assessed using the Sports Facilities Investment Decision Making Process (the Investment Process) and the criteria within that. The Investment Process summary flowchart is provided in Appendix One.
- 2.4 Officers assessed the proposal against the Level One and Level Two Gateway Criteria of the Facility Investment Decision Process.
- 2.5 Some aspects of the assessment criteria were covered well. The assessment found more detail was required on the following areas in order to be assessed at the Preliminary Feasibility Assessment gateway:
- Detail on existing and potential other users of the facility (including the clubrooms) and their level of commitment.
 - Information on the accessibility of bowls – membership costs, demographics and any special accessibility programmes e.g. youth bowling initiatives, schools' programmes.
 - Indicative operational budgets for the combined club including income and expenses.
 - Architectural conceptual and Quantity Surveyors rough order estimates on Clubhouse upgrade requirements including demolition, upgrades, fire safety, and stormwater detention costs.
 - Architectural and quantity surveyor revision of previous engineers' rough order estimates on the indoor green proposed as Stage Two.
 - The indoor green location vs the NZCT Cricket Centre including:
 - building size including foundations.
- 2.6 The Property Development Assessment Report for the Summerhays Street Council owned land occupied by the Terrace End Bowling Club was submitted to the Sport and Recreation Committee on 10 June 2019.



Figure One: Summerhays Street land occupied by the Terrace End Bowling Club

2.7 The high-level development options reported were:

Option	Potential Revenue	Risk	Alignment with Strategies/ Plans
Sell site to private developer	\$1,200,000	Low	- Housing and Future Development Plan - Housing Needs Assessment
Subdivide and sell sections – High, Medium or Mixed Density Options	\$2,400,000 – \$2,500,000	Low	- Housing and Future Development Plan - Housing Needs Assessment
Council Building Housing	\$7,000,000	High	- Housing and Future Development Plan - Housing Needs Assessment
Partner with a group builder/ developer	\$3,500,000	Med	- Housing and Future Development Plan - Housing Needs Assessment
Council develop as social housing	N/A	Med	- Social Housing Plan - Housing Needs Assessment
Develop – Recreation/ community use	N/A	Low	- Active Community Plan

2.8 Half of the Summerhays Street land is zoned recreation and would require rezoning prior to any possible development for housing.



Figure Two: Summerhays land zoning

2.9 Councils Property Manager considers that the most likely course of action, were the land sale approved after considering community consultation, would be for Council to subdivide and sell sections or partner a group builder. The expected gross yield would be in the order of \$2.4 million - \$3.5 million.

2.10 No Property Development Assessment was carried out at the portion of Takaro Park occupied by the Takaro Bowling Club because:

- The clubrooms are occupied by a number of recreation groups that are not moving as part of the merger. The clubrooms and carparking are being retained by those groups under the Takaro Sports Club.
- Recreation groups have started taking up the vacated space, beach volleyball is planned for the vacated croquet lawns.
- The space is part of a wider reserve, has reserve status under the Reserves Act 1977, and provides opportunities for other recreation activities that periodically arise such as community gardens.

2.11 The resolution of Council from the 10 June 2019 report was:

35-19

1. That Council instruct the Chief Executive to use the Sports Facility Investment Process to complete the preliminary feasibility assessment for the proposed bowling club merger and report back to the appropriate Committee in November 2019.

3. PRE-FEASIBILITY REPORT

- 3.1 Sport Manawatu and the three clubs engaged consultancy firm Third Bearing to review and expand their proposal to provide a Pre-Feasibility Assessment (the Assessment Report) – refer Appendix Two.
- 3.2 The Assessment Report covers the detail requested in the June 2019 officer assessment noted in section 2.7 of this report. The table below provides summary comment:

Detail requested June 2019	Assessment report 2020
<ul style="list-style-type: none"> Detail on existing and potential other users of the facility (including the clubrooms) and their level of commitment. 	<ul style="list-style-type: none"> Section 4.3 of the Assessment report provides details on existing other users of the clubs and assumes that in the order of 70% would relocate with the merged club. Utilisation of the clubrooms is estimated at 73%.
<ul style="list-style-type: none"> Information on the accessibility of bowls – membership costs, demographics and any special accessibility programmes e.g. youth bowling initiatives, schools' programmes. 	<p>Membership fees are assumed to stay the same.</p> <p>A utilisation profile was developed for the Assessment Report. It indicates school competition and Bowls 3/5 the short format versions alongside traditional competition.</p> <p>The age of the bowling club membership presents the largest risk to the proposal as it is these members that support the operation of the club and the access for the casual members and the programmes e.g. Business House. If the membership continues to decline significantly it will place a strain on the volunteers running the activities.</p>
<ul style="list-style-type: none"> Indicative operational budgets for the combined club including income and expenses. 	<p>Financial viability is assessed in Section 6 of the Assessment Report and an indicative operational budget provided in Appendix Two of the Assessment Report.</p> <p>The Assessment Report found the merger is financially viable even if only two clubs merged and no membership growth occurred (Page 18, Sections 76 and 77 of the Assessment Report).</p>
<ul style="list-style-type: none"> Architectural conceptual and Quantity Surveyors rough order estimates on 	<p>The extent of modification has been rescoped.</p> <p>Clubhouse renovations mentioned in clause 16 as</p>

Clubhouse upgrade requirements including demolition, upgrades, fire safety, and stormwater detention costs.	needing only minor alteration. Officers are satisfied this negates the need for architectural and QS revision.
<ul style="list-style-type: none"> Architectural and quantity surveyor revision of previous engineers' rough order estimates on the indoor green proposed as Stage Two. 	<p>Clause 57 on page 14 notes several other comparable projects have been completed in New Zealand and a cost of \$1.3 million is assumed.</p> <p>Officers are satisfied that there are sufficient examples from other regions and the high level of standardisations, particularly when converting an existing green, means there is low risk of large variances in cost.</p>
<ul style="list-style-type: none"> The indoor green location vs the NZCT Cricket Centre including: <ul style="list-style-type: none"> building size including foundations. 	<p>Council officers obtained a preliminary assessment of the risk of shade impacts on the adjacent Manawatu Cricket NZCT Cricket Centre from the NZ Sports Turf Institute. Their conclusion was "a structure is expected to add more shade but not in a meaningful/significant impact on its ability to dry pitches."</p> <p>More detailed consideration will be required addressing if the merger progresses to covering the proposed artificial green.</p>

4. SPORTS FACILITIES INVESTMENT DECISION PROCESS – LOCAL VS REGIONAL LEVEL.

- 4.1 The Investment Process was developed to be applied to regional sports facilities proposals. Council adopted the process and criteria for all sports facilities processes, including local level ones.
- 4.2 Officers have been considering the process and whether it is fit for purpose for all proposals or may be amended or modified based for different levels of proposal – particularly for local level proposals.
- 4.3 A detailed series of assessment works, often involving consultancy costs, across a six-stage full process will typically take 12 to 24 months and require \$20,000 to \$100,000 in resourcing depending on its complexity, the level of knowledge and skill in feasibility work of the applicant, and level of risk.
- 4.4 Consideration should be given to the level of assessment required to make informed and confident decisions with some balance with the time, cost, and risks. Officers

are considering how the process might be modified and applied for local level proposals. Further work on this is occurring but in the interim the following criteria are suggested:

1. *Level of complexity* e.g. number of parties involved, number of codes involved, ease of facility being replicable from existing examples.
2. *Cost of implementation/scale of council contribution* e.g. a \$50,000 proposal asking for \$25,000 from Council compared to a \$1,000,000 proposal asking for \$750,000 from Council.
3. *Level of risk* - what if it fails? e.g. cost to remediate to alternative use, reputation damage, level of usefulness to other recreation activities if activity vacates.

4.5 The Assessment Report identifies four strategic success factors, suggesting they are required before any large investment in a covered green is considered (page 5 of the Assessment Report):

1. A city bowls strategy be developed.
2. Utilisation vs membership – financial viability driven by other users.
3. Operational partnerships – potentially share services with other clubs.
4. Commitment of transition volunteers – the right group of people needing to come together.

4.6 Stage One of the proposal, the clubs coming together on the one site, developing an artificial green and minor upgrades to the clubrooms, has:

1. *A moderate level of complexity.*

There are four direct parties involved. Progress is being made and there has been a sustained effort over several years to reach this point. While other codes will use the clubrooms the playing surfaces that are the subject of the proposal for development only involve the bowling code as a specialised surface.

2. *The proposed Councils contribution of \$300,000 is a moderate local level sports facility.*

Council contributes larger amounts to a number of facilities development and renewals in any given year, but this is not a minor amount either.

Utilisation within the clubrooms space is noted as likely strong. Good utilisation in the clubrooms has the potential to flow onto the artificial turf use through social activities and awareness of opportunity to try the sport.

3. *The level of risk is considered low.*

Similar mergers have taken place before, artificial greens are now common throughout the country, and the artificial green development proposal would not be seeking additional external funding.

If Council were to support the green development the risk could be managed through conditions on the funding i.e. that it is not drawn on, or released in stages, until full designs and quotes were approved. That way the worst-case scenario is the clubs remain in their present 3 locations and either no grant is paid out or only design funding is released. The risk then would then largely be a reputational one.

- 4.7 The Assessment Report notes that the clubs propose a 12 – 18 month timeframe (page 21 Clause 94) and a desire to progress through Stage One merger within 6 months of approval. If Council wished to see full Investment Decision Process assessments and detailed business cases prior to any further decision, it is expected the proposed timeline would be extended by 6 to 12 months and cost a further \$20,000 to \$50,000 in consultant fees.

5. REQUEST FOR SUPPORT.

The letter in Appendix Three revises the proposed the contributions being sought. The request is for:

5.1 \$300,000 support to cover the construction of an artificial green.

Section 53 of the Assessment Report details the cost estimate. It is noted as a likely maximum and lower end cost of \$230,00 is noted as possible. If Council were to contribute it should do so on an “up to” basis and be clear it is for artificial green costs only.

5.2 \$200,000 to cover the cost of demolition of the Terrace End Club building.

It is unlikely the Terrace End Bowling Club was ever going to be in a financial position to demolish the building upon vacating the site. Council is entitled to require the club to cover the cost of removal under clause 36.d. of the 2009 lease.

The short term merger process may involve the club retaining separate identity and sharing the Northern facility as has happened in other locations in New Zealand as discussed in the table on page 9 of the Assessment Report.

A similar scenario occurred when the then Manawatu Bowling Club, at the corner of Park Road and Fitzherbert Ave (Huia Street Reserve), merged to the Palmerston

North Club on Linton Street. The Manawatu Bowling Club folded, abandoned the buildings, which required Council to cover the cost of removal after the upgrade to modern standards were considered too high for other uses.

It an inherent risk for Council as a key supporter of not-for-profit activities – they are always unlikely be retaining funds to cover exiting the premises and making the site good.

If the merger proposal fails in the long run it would be likely the buildings will deteriorate and be abandoned and Council will have to bear the demolition or remediation costs.

It is assumed the cost of building demolition would for part of the site development costs and be covered by sale if that land were approved for sale and rezoned.

5.3 \$350,000 contribution to covering a green.

The Assessment Report notes that a decision about a covered green is regionally significant and aligns with Bowls NZ strategic direction. The point is well made that an external funder would want to see some city or regional assessment of options prior to supporting a regional facility.

It is encouraging to see in the financial modelling that there may be some capacity within the merger clubs to support some loan funding towards a covered artificial green.

Completing an artificial green and covering it at the same time would have some economies of scale over constructing them separately. If undertaken separately, the artificial green design and positioning would need to carefully consider the structural needs for covering the green.

6. DESCRIPTION OF OPTIONS

6.1 The options are split into two separate components.

Firstly, consideration of the proposal to contribute to Stage One - the merger of the three clubs and development of the artificial green.

Secondly, the proposed Stage Two and covering an artificial green.

6.2 On this basis of the moderate complexity, progress made, moderate council contribution, assuming any contribution would be funded from the sale of the vacated Summerhays land (net of \$200,000 demolition costs discussed in section 5.2 of this report), and the low risk, Officers consider there is enough information in the

Assessment Report, and previous Council Officers reports, to make a decision on whether to support Stage One of the proposal.

- 6.3 Council could link supporting new bowls club facilities, the local merged club and the regional covered green, to the sale of the land at Summerhays Street. The land sale decision will require community consultation and a rezoning. That process is likely to take 18 months to 3 years depending on priorities and workloads.
- 6.4 Officers recommend that the local level decision of supporting the bowling club merger be separated from the land sale and a decision made irrespective.
- 6.5 If support were approved this would be by way of a grant with the bowling clubs owning, maintaining and renewal of the artificial bowling green.
- 6.6 The decision on supporting covering a green could progress in parallel with the land sale proposal.
- 6.7 If Council were to support a financial contribution to the merging clubs and artificial green, the grant conditions should include that:
 - a. Takaro and Terrace End Clubs relocate to the Northern site before the financial contribution is available.
 - b. That the Council grant is up to a maximum value and can only be applied to the artificial green construction and not to other merger projects e.g. clubroom upgrades. If the cost comes in lower than estimated, then only the value of the cost would be granted.
 - c. Confirmation that the designs for the artificial green have allowed for the potential addition of the cover structure, and that a cover structure will not affect the NZCT Cricket Centre.
- 6.8 Neither the proposal for bowling facility development or the possibility of land sales from the Summerhays Street land is contemplated within existing budgets or has been consulted on.
- 6.9 **Stage One Options: Merger and Artificial Green contribution**
 - a. **Option One:** Support the merger but decline to contribute financially to the artificial green development.
 - b. **Option Two:** Support the merger and forward a budget amount different to that proposed by the Bowling Clubs, to the draft 2021/2031 Ten Year planning process e.g. \$150,000 for artificial bowling green at North Street and not enforce the lease requirement for removing the buildings at Summerhays Street estimated at \$200,000.

- c. **Option Three:** Support the merger and forward a \$300,000 budget item to the draft 2021/2031 Ten Year planning process for an artificial bowling green at North Street and not enforce the lease requirement for removing the buildings at Summerhays Street estimated at \$200,000.

6.10 Stage Two Options: Covering the artificial green:

- a. **Option One:** Decline the proposal to financially support covering an artificial green at the North street site.
- b. **Option Two:** Support, in principle, contributing \$350,0000 towards covering an artificial green at the North Street site, subject to the findings of the Sports Facility Investment Decision Making Process and consideration of community feedback as part of the 2021/2031 Ten Year Plan.
- c. **Option Three:** Support an investigation to cover an artificial green somewhere in the Manawatu as a regional facility investment proposal, not necessarily at the northern site, and complete the Regional Sports Facilities Investment Decision Making Process.

7. ANALYSIS OF OPTIONS

7.1 Stage One: Merger and Artificial Green contribution:

Option One: Support the merger but decline to contribute financially to the artificial green development

The proposal is seeking to sustain and grow a sporting code struggling with changing preferences for recreation and a significant decline in membership.

An artificial green is not necessary in terms of current playing numbers but has been noted as having some success in other areas in attracting new casual and business house use. Some operational cost advantages are noted although no comparison is made with the renewal costs of periodically replacing the surface.

Council could choose to leave the bowling clubs with their current grass lawn level of service.

Under this option it is expected that one or two of the clubs might refuse to merge until such time as forced to by financial issues. It is unlikely bowls will be able to arrest the decline in membership.

Option Two: Support the merger and forward a budget amount different to that proposed by the Bowling Clubs, to the draft 2021/2031 Ten Year planning process e.g. \$150,000 for artificial bowling green at North Street and not enforce the lease

requirement for removing the buildings at Summerhays Street estimated at \$200,000.

Council could consider the proposed \$300,000 contribution to the artificial green to be high given the numbers involved in actual play on the artificial green. Council could support the merger to a lower level e.g. \$150,000 towards the artificial green and \$200,000 for building removal at Summerhays Street and assume that the merged club may generate surpluses that would enable loan servicing for the balance of funds for an artificial turf upgrade.

This option has not been discussed with the clubs.

The clubs are limited in the size of the loan they could service. If they were required to partially fund the new green, this would limit their capacity to loan fund covering of the green. This may mean a that Council would need a make a larger contribution to covering the green in the future.

Community views would be sought during the 2021/2031 Ten Year Plan.

Option Three: Support the merger and forward a \$300,000 budget item to the draft 2021/2031 Ten Year planning process for an artificial bowling green at North Street and not enforce the lease requirement for removing the buildings at Summerhays Street estimated at \$200,000.

This option provides for acceptance of the Club's proposal for stage one. It is a large contribution for the numbers involved on the playing surface itself, being leveraged off a land sale of the Terrace End site.

This option would most likely result in a smooth merging of the clubs freeing up space at Takaro Park for other recreation activities and enabling the sale of the Summerhays Street land for housing development, with some net proceeds.

Community views would be sought during the 2021/2031 Ten Year Plan.

7.2 **Stage Two Options: Covering an artificial green:**

Option One: Decline the proposal to financially support covering an artificial green at the North street site.

Bowling numbers have been consistently declining for an extended period. Takaro Bowling Club, who are noted as having been proactive and developed an artificial green already still has modest bowling membership. There is some risk that the proposal will not halt the decline in membership. Council may choose not to accept the risk and make no financial contribution to covering a green.

Option Two: Support, in principle, contributing \$350,0000 towards covering an artificial green at the North Street site, subject to the findings of the Sports Facility Investment Decision Making Process and consideration of the community feedback as part of the 2021/2031 Ten Year Plan.

Council could support the efforts of the three clubs to come together and support in principle covering an artificial green at the northern Club site if the detailed feasibility and business cases stages provided viable at the site.

This would provide an immediate 'carrot' for the existing bowlers of the three clubs, and possibly encourage Hokowhitu Club members to consider re-joining the merger proposal, to come together positively at the new club and progress merger developments.

There is a risk that external funders would resist the proposed location as not having been assessed robustly against other locations in the city and region.

Option Three: Support investigation of covering an artificial green somewhere in the Manawatu as a regional facility investment proposal, not necessarily at the northern site, and complete the Regional Sports Facilities Investment Decision Making Process.

If external funding of \$500,000 for covering an artificial green is proposed, it is likely several funders of a regional or national nature will be required. These funders will not only require evidence of the feasibility of the location but also some evidence that other location options were considered and the rationale for choosing the preferred site.

Working through a location option assessment process and detailed feasibility/business case process could cost in the order of \$40,000 - \$60,000.

8. CONCLUSION

- 8.1 Breaking the proposal into two stages, merging the clubs and developing an artificial green, and then considering covering a green allows Council to make an immediate decision on the club merger/artificial green first stage.
- 8.2 There is sufficient information in the Assessments Report and previous and current Council reports to make a decision on the artificial green.
- 8.3 Council has the opportunity to proactively encourage the merger which has had several false starts over the last 15 years.
- 8.4 The \$300,000 requested is on the face of it a considerable amount to support a relatively modest sporting code. However, the return on the land vacated at Summerhays, assuming it were sold, will be in the vicinity of range of \$2.5 million to \$3.5 million before costs and contributions to the merger.

PALMERSTON NORTH CITY COUNCIL

- 8.5 The proposal is not contemplated in any existing Council budgets and has not been consulted upon. Community views should be sought before a final decision is made.
- 8.6 Supporting the covered green presents a challenge given its regional nature. Council would be better to fund the cost of an options location assessment and detailed feasibility/business case than committing to the North Street location.
- 8.7 It is recommended that Council:
1. That Council consults on the proposal to provide a grant of \$300,000 to support the bowling club merger, as part of the draft 2021/2031 Ten Year Plan process.
 2. That Council waives the lease requirement for Terrace End Bowling Club to remove its buildings and improvements from the Summerahys site.
 3. That Council support investigation of covering an artificial green as a regional facility and completes the full Regional Sports Facilities Investment Decision Making Process for that proposal.
 4. That Council approves up to \$50,000 in the 2020/21 Annual Budget for external consultant fees to carry out the investigations and reporting for the Regional Sports Facilities Investment Decision Making Process, including assessment of the best location for a covered green.
 5. That Council consults with the community on the proposed sale of the land at Summerhays Street, currently occupied by the Terrace End Bowling Club.
 6. That the community consultation on the proposed land sale includes the proposal to:
 - a) Use a portion of the net proceeds to recoup the demolition costs of the Terrace End Bowling Club clubrooms estimated at \$200,000 and a grant for the new artificial green for the merged club of \$300,000.
 - b) Apply the balance of funds, indicatively \$700,000 to \$2 million instead of borrowing for recreation facility development.

9. NEXT ACTIONS

- 9.1 Commission an options/feasibility study for a covered artificial bowling green in the Manawatu.

10. OUTLINE OF COMMUNITY ENGAGEMENT PROCESS

- 10.1 The three bowling clubs and their respective associated sporting codes have been engaged through the merger proposal process.
- 10.2 No general community feedback has been sought on the merger proposal.

- 10.3 Community feedback on the proposed sale of the land at Summerhays Street would be sought through a community consultation exercise.
- 10.4 Community feedback on the proposed contribution to the artificial green (\$300,000) and demolition of buildings at Terrace End Club (\$200,000) would be sought as part of the draft 2021/2031 Ten Year Plan consultation.

COMPLIANCE AND ADMINISTRATION

Does the Committee have delegated authority to decide?	No
If Yes quote relevant clause(s) from Delegations Manual <Enter text>	
Are the decisions significant?	No
If they are significant do they affect land or a body of water?	No
Can this decision only be made through a 10 Year Plan?	No
Does this decision require consultation through the Special Consultative procedure?	No
Is there funding in the current Annual Plan for these actions?	No
Are the recommendations inconsistent with any of Council's policies or plans?	Yes
The recommendations contribute to Goal 2: A Creative and Exciting City	
The recommendations contribute to the outcomes of the Creative and Liveable Strategy	
<p>The recommendations contribute to the achievement of action/actions in</p> <p>The action is:</p> <p>Facilitate sports code-led developments where there is a demonstrated community benefit.</p> <p>In the event of Bowling Clubs not requiring leases over Council land, assess need for other uses and convert the land to meet another sport or recreation need (by end 2022/2023).</p>	
Contribution to strategic direction and to social, economic, environmental and cultural well-being	The merged clubs would be in a more sustainable club providing opportunities for recreation.

ATTACHMENTS




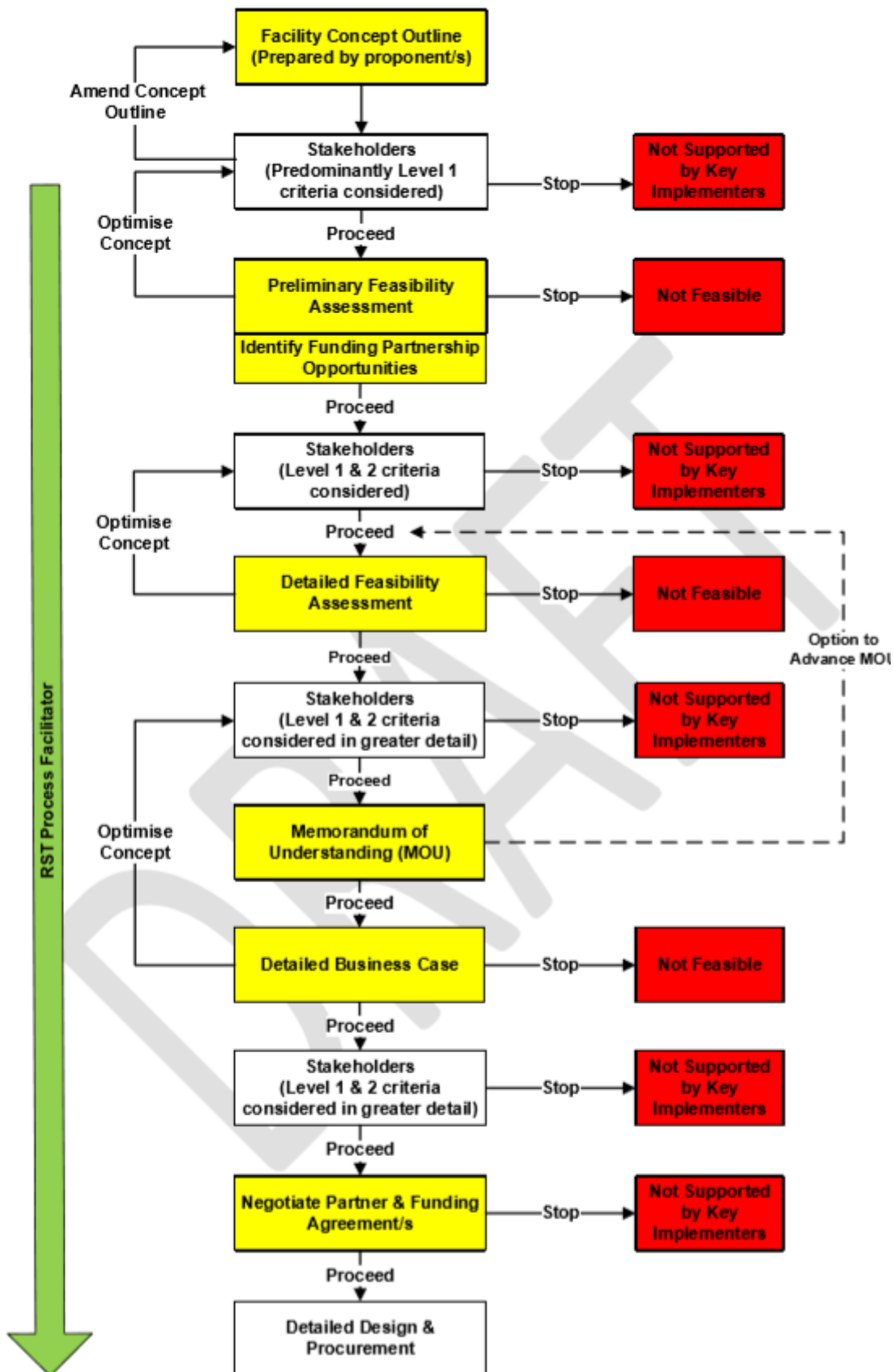
1. Full Sports Facility Investment Process flowchart [↓](#) 
2. Pre-feasibility Assessment of Bowling Club Merger 2020 [↓](#) 
3. Bowling Club Merger proposal request letter [↓](#) 

Figure 5.1: Full Facility Investment Decision Making Process

**Note:**

Stakeholders may include the likes of Local Authorities, Sport Manawatu, Sport Wanganui, Department of Conservation, Community Funders, SNZ, RSO, NSO, Schools, and MOE.



PRE - FEASIBILITY ASSESSMENT OF
POSSIBLE PARTNERSHIP OF BOWLING
CLUBS IN PALMERSTON NORTH

REPORT FOR NORTHERN BOWLING
CLUB, TERRACE END BOWLING CLUB
AND TAKARO SPORTS CLUB

DECEMBER 2019



1. INTRODUCTION

1.1 Scope

Third Bearing Limited ("Third Bearing") has been engaged to undertake a pre-feasibility assessment that tests the viability of bringing the bowling clubs together at a single site. The report also addresses questions raised by the Palmerston North City Council (PNCC) Sport and Recreation Committee following a submission by the Bowling Club Working Group.

PNCC endorsed the Regional Sport Facility Plan (RSFP) and the investment process framework outlined in this plan to guide decision-making for proposed sport and recreation facilities.

The purpose of the RSFP is to provide a high level strategic framework for regional sport and recreation facility planning. It is designed to provide direction on what should be done and crucially, what should not be done. The plan is designed to focus thinking at a network wide sport and recreation facilities level with emphasis on national, regional and sub-regional assets, while also capturing local level facility data.

The evaluation criteria outlined in the Plan are broken down into two levels:

- > **Level One or Gateway Criteria** – these look at the degree of alignment the facility/proposed facility has with national, regional and local plans and strategies (including alignment with the principles, criteria and recommendations of the Plan); the degree to which the projected needs are met, and the track record of the proponent organization.
- > **Level Two Criteria** – the potential for operational and/or capital partnerships between stakeholders, the degree to which a (proposed) facility complements or optimizes the existing or proposed network, the degree to which demand exceeds supply and the facility can meet the identified gap.

The Facility Investment Decision Making Process provides six key work stages:

1. Facility Concept Outline
2. Preliminary Feasibility Assessment
3. Detailed Feasibility Assessment
4. Memorandum of Understanding
5. Detailed Business Case
6. Negotiate Partner and Funding Agreements.

All proposed facilities, whether new build or redevelopments, are required to go through this process. The process is designed to reduce time and cost for both the project proponents and potential stakeholders by only requiring the minimum amount of work to be undertaken at each stage in order to inform the next stakeholder review stage.

Currently this project is at Preliminary Feasibility Assessment stage.

1.2 Background

Over many years and more recently as two year ago there have been many attempts to achieve agreement on a central lawn bowling facility. Whilst past attempts have failed the desire to see this achieved has continued.

A working party was formed in 2018 with representatives from the five city bowling clubs, Bowls Manawatu (the Centre) and Sport Manawatu (SM). Subsequently, Palmerston North and Hokowhitu Clubs have withdrawn from the working party for reasons of remaining autonomous.



The three remaining clubs have continued to progress the initiative and committed funding to support the development of the pre-feasibility study. The working group had identified two sites for the potential relocation, Takaro Sports Club and Northern Bowling Club, this assessment was established on the basis they could accommodate a fourth green development and their proximity to potential membership/participation sources ie schools, business. Following this assessment the working group determined the preferred site to be Northern.

A deputation by the working group to PNCC in May 2019 resulted in further information being required to satisfy assessment against the RSFP. The deputation requested PNCC consider making a financial contribution equivalent to the value of stage one then valued at \$496,364 and provide an indication of substantial financial support to stage two then valued at \$2,827,000. PNCC identified a number of gaps in the information presented and requested that further information be presented back. This report provides support to the matters raised.

1.3 Purpose

The Pre-Feasibility Study is a high level assessment that tests the viability of the project and assesses the operational model. At a high level, the development costs of the project are estimated based on similar developments from around the country. If the Pre-Feasibility Study results are supportive, the full Feasibility Study can be progressed to provide more accurate costings and expected benefits.

PNCC had requested the provision of architectural conceptual and QS estimates – this work has not been undertaken at Pre-Feasibility stage, it would be provided in the Detailed Feasibility Assessment.





2. SUMMARY OF KEY POINTS

This pre-feasibility study identifies four key questions that need to be answered in order for the three clubs to determine viability. Our views on each of the questions is given below, followed by what we see as the key success factors.

Is the partnering of clubs viable?

The combining of clubs would be financially sustainable, and should provide an annual surplus sufficient to either help finance intended developments and/or the hiring of a combined club manager. The ability to do both of these will depend on how successful the combined club is at increasing overall utilisation and whether it adopts changes such as small increases to bar prices (which provides a better return when compared to the number of new memberships needed).

There is a lot of work to be completed to combine the clubs. There is also a need to maintain momentum, rather than undertake the steps sequentially over multiple years. The clubs have identified an implementation approach that is done in stages over the next 12 to 18 months that strikes a balance between maintaining momentum but also not rushing things. Sticking to the proposed implementation staging will require the right group of passionate people from the clubs to work together over this whole time period.

Is it the right site?

The Northern Bowling Club has been identified by the clubs as the preferred common site. This has a central location which will assist in growing both membership and wider utilisation (e.g. best accessibility for schools and businesses). It already has a good base of non-bowls activity, but still sufficient room to grow. It does not require substantial improvements to accommodate additional users as envisaged by the combining of clubs, and is suitable for intended future developments.

Is an artificial green viable?

An artificial green would ensure the combined club has a competition-level green whilst also reducing green maintenance and care costs. There is some evidence from other areas that the artificial green will help increase membership and utilisation, but it is important to note that it will not do it on its own – a concerted effort to grow utilisation is needed alongside the development. Assuming a contribution from PNCC, the combined club should be able to borrow enough to pay for the artificial green and also pay for its maintenance and depreciation. This should be achievable without a significant increase in membership or utilisation.

Is a covered green viable?

Bowls NZ's (BNZ) goal is to have a covered green in every regional centre. However, our view is that further work needs to be done to determine whether Northern is the best location for a single covered green in the City. Having a covered green would add amenity value for the combined clubs and City, but is unlikely to generate significant amounts of additional usage in and by itself. Ideally any decision around a covered green would be made with reference to a City or regional strategy for bowls. While not a large cost and arguably an investment that stacks up in utilisation terms, it would rely on a bigger contribution from PNCC as well as much greater fundraising from the combined clubs. While our analysis indicates that the combined clubs would be able to finance a loan for a covered green, it would be tight and would be reliant on increased revenue.





Key success factors

We identified four strategic success factors that need to be considered as part of next steps. These do not need to be completed before the clubs combine, but should be worked on before any large investment (e.g. covered green).

City and regional bowls strategy

We couldn't find a clear strategic direction for bowls in the City and region. BNZ have indicated the direction they see bowls heading in, but there is nothing at a regional or City level that shows how this direction is being met or done differently. Given the cost of a cover, our view is that at least a City strategy should be completed alongside or before a decision on whether to install a cover and where it should go. Our view is that a strategy is not needed before the clubs combine as this meets the needs of BNZ and the RSFP.

Utilisation versus membership

Our work showed that utilisation of any combined facility needs to be as much a focus as just growing bowls membership. BNZ have noted that the success of bowls clubs nationally will often be around how they encourage wider usage of their facilities. Our analysis has indicated that even financial viability is going to be driven more by the clubs earning off other users (through the bar or other services), rather than just by additional membership fees.

Operational partnerships

The three clubs involved in this pre-feasibility work are ready to commit to combining, with Terrace End looking to do this early and Takaro looking to combine a little later. Other local clubs are adopting a watching brief, but it is very likely that unless their situations change significantly the natural decline in their memberships will see them looking to combine in the short to medium term. The proposed *Intention to Partner* is one way to allow clubs to make the first step to commit to combining. Another possibility is for other clubs to have the new combined Northern club undertake some shared services for them (financial, maintenance etc) as a way to gain efficiencies.

Commitment from transition volunteers

There is a lot of work needing to be done to successfully transition the clubs to a common site and new entity. The work to date has been undertaken by a group of volunteers with the support of SM. It is unlikely that the clubs will be able to afford a resource to undertake all the work needed, and SM is unlikely to be able to support the work at the same level it has to date. Getting the right group of people involved over the coming 12 to 18 months will be vitally important.



3. CURRENT STATE

1. The current membership of the five urban clubs has declined by 210 members or 39% since 2010. A continued decline at this rate would result in membership being less than 200 in 5 years' time. The membership of the three clubs involved in this proposal has declined by 34% over the same period. The decline in membership must be addressed to ensure the viability of the clubs and the ongoing survival of the sport in the region.
2. The number of clubs recorded nationally has significantly reduced over the last 9 years. In December 2010 the number of clubs recorded was 583 compared to 482 recorded currently, 51% of these clubs have membership of 40 or more. This reduction is due to the forming of new facility partnerships or amalgamations, including the combining for men's and women's club that already shared facilities, however in most cases was due to defunct clubs who have closed their doors through lack of membership, lack of volunteers/administrators and increased overheads. The three clubs involved in this project each currently occupy their own facility each has a similar number of greens and are paying for similar cost to run their clubs. Their facilities are not being used to full capacity and overhead costs are increasing.

3.1 Membership

3. Membership of the five urban clubs has declined by 210 members or 39% since 2010. Continued decline at this rate would result in membership being less than 200 in 5 years time. (PNCC Bowling Club Options – Preliminary Assessment, 2018). Membership of the three clubs involved in this proposal has declined by 34% over the same period from 248 in 2010 to 162 in 2018 (prov 2019 figure 163).
4. Declining membership and the excessive number of clubs are national issues that have been identified in reports by Freeman (2003), Ineson (2007, 2008, 2009), Mowbray (2011) and Stevenson (1998). Nationally there are 482 clubs, 51% of these clubs have a membership of 40 or more.
5. Nationally social membership has increased by 30% and casual membership by 92% - this has been driven by clubs introducing lower fees for social members and increasing corporate activity i.e. business house or mates in bowls initiatives.
6. Casual membership of the five Palmerston North urban clubs has increased by 25% over the last 8 years. Following the installation of an artificial turf at Johnston Park in Feilding, casual membership has increased dramatically. Increased playability has been key to this increase and the club diversifying to run additional activities (i.e. Corporate functions and a 6 week community twilight bowls competition).
7. Membership fees vary across the urban clubs and they range from \$200 - \$220 per person. Fees for new members also vary with members paying half price for either one or two years. From the membership fees, clubs pay affiliation fees to BNZ of \$33.18 +GST and the Centre of \$27.50+GST.

3.2 Facilities

8. The working group established a set of criteria to undertake an independent assessment of the sites identified by PNCC in a report dated 10 April 2018. The criteria considered the following:
 - Fit for bowls – number of greens, state of rinks, tournament hosting, clubroom suitability
 - Regulatory and Strategic – Parking, Consenting, Alignment to plans
 - Site suitability – Access/central, Buildability, Flexibility (other codes)



- Other – Collaboration/Relationships, Indicative costings.
- 9. It was determined through this process that the Northern site remained the preferred option for the working group.
- 10. Over the next 10 years BNZ have aspirations to see one covered green in each centre. They have indicated a ratio of greens to members as 1:100 and use a population model when establishing an optimal number of venues/facilities at which bowls is played – one venue per 20,000 population (Auckland) one venue per 18,000 (Rest of NZ). If using this model for the city, five venues would be optimal however there is a significant oversupply of greens based on current membership.
- 11. A national stocktake of greens as at the end of last season showed the following profile across New Zealand:
 - 1 club x 5 greens
 - 6 clubs x 4 greens
 - 37 clubs x 3 greens
 - 167 clubs x 2 greens
 - 271 clubs x 1 green.
- 12. There are 16 clubs that make up the Centre, covering the wider Manawatu region including Dannevirke, Pahiatua and Woodville. Across these clubs there are 20 greens, but only 10 of the 20 greens are currently up to competition standard. Maintaining greens to a suitable standard has become increasingly difficult for clubs due to the availability of suitably trained greenkeepers, increased costs to maintain the greens, and lack of finances to cover increased costs.
- 13. Every club is faced with the challenge of maintaining their greens. There are currently two qualified greenkeepers who manage multiple locations in the region and are supported by a number of volunteers from each club. This is both challenging and costly for the clubs. New legislation has required volunteers to be trained in handling chemicals and all chemicals are required to be locked away.
- 14. Takaro have one natural green and one artificial green, and the artificial green will require replacement within the next 3 – 4 years.
- 15. Northern currently have two natural greens with one out of service green which can be converted to an artificial green. There is room for further expansion at this site if Petanque could be relocated on-site.
- 16. The clubroom facilities at Northern would require some minor alteration to allow for office space and better space allocation for all facility users.

3.3 Competition

- 17. Competition is key to driving utilisation of facilities not only for bowls but non-bowls activity alike. Having quality competition is seen as important to support the growth of the sport and to keep members engaged. Clubs have recognised however that their facilities should not only be available for competitive activity but also social activity for bowls and non-bowls users.
- 18. The Centre is responsible for the coordination of regional competition. They produce an annual calendar that provides competition for all 16 clubs in the region. The Centre is involved in running regional level events:
 - Octagonal - 7 centres (Manawatu, Taranaki, Kapiti, Wellington, Whanganui, Hawkes Bay, Gisborne)



- Hexagonal - 6 centres (Manawatu, Taranaki, Kapiti, Wellington, Whanganui, Hawkes Bay)
 - Quadrangular - 4 centres (Manawatu, Taranaki, Kapiti, Wellington)
 - To host the Octagonal requires 2 clubs to have 3 greens.
19. An interclub competition is also run for the top 7 players from each club from October to April.
 20. The current format of events and competitions has increased on previous years, whilst providing increased workload for volunteers also provides increased revenue streams for clubs. This reflects that even with low membership, competitions drive higher usage of facilities.
 21. Club competitions are run from October – April and Winter Bowls runs from May to September providing for an all year round activity for members. There is an extensive calendar that spans midweek and weekend activity for members to play as much or as little as they choose.
 22. Bowls 3Five is the fast format of the game and is played on Monday nights rotating around each club as host.
 23. There is scope for clubs to run business house and social bowls to increase utilisation and participation. A BNZ initiative called Mates in Bowls has been run by clubs for a number of years. It is generally run over a 6 week period and is a fun event for non-bowlers and bowlers with limited experience. It is delivered at low cost often as low as \$5. Initiatives like this expose facilities and the sport to potential new members and could be a source of increased opportunity for this project.
 24. One Auckland Bowling club has become the Leading Choice for Corporate Xmas activity. They provide experienced bowlers to teach people in a social environment, their clubrooms are used for social gatherings and they provide catering, anecdotally this has increased their turnover by 60%.
 25. The Professional Bowling Association runs the Pro Competition and is independent to BNZ. There are approximately 120 members and 10 of these members are from the Centre.

3.4 National Situation

26. There is a significant push from BNZ to see partnerships/amalgamations occur and they have signalled their support and willingness to work with the clubs to see this happen. In a report by Gryphon Management Consultants commissioned by BNZ in December 2012 - Bowls 2020 – Securing our future – BNZ Facility Strategy, the report highlights the unsustainability of the high total number of bowling clubs throughout New Zealand and recommended a concerted effort be made to encourage neighbouring clubs to consider partnerships where two or more clubs could share facilities. The report notes the rationalisation having obvious financial benefits where clubs could better realise the value of their assets, the sharing of annual costs of greenkeeping and building maintenance.
27. BNZ undertake work directly with clubs unlike other sporting codes where the Regional Sports Organisation would provide this support to the clubs. The benefits for BNZ and the clubs in this direct relationship are many, but the main ones are that the clubs have a direct line of communication to the national body and that, in return, BNZ have the ability to provide their strategic message directly to those people and organisations that are at the coal face of the game's delivery.
28. BNZ have provided information on their experiences with club amalgamations and the challenges/solutions that have resulted in successful outcomes. These situations have generally been precipitated by the decline in membership numbers or a change in the



availability of one of the club's playing venue (end of lease, unaffordability of maintenance, etc.).

29. In all of these instances, the combining of two or more clubs into one has presented some challenges that required careful consideration. In some cases the solution to the challenge is allowed to present itself over time and in others the solutions have been more immediate. Some examples of these challenges and some of the solutions that have been found are listed below:

Challenges / Solutions (examples)
Imbalance in the contribution that one club is making to a partnership compared to another. (Financial, clubhouse facilities, greens, etc.) Solution: <ul style="list-style-type: none"> ➤ Short term - retain separate bank accounts for immediate future. ➤ Short term - agree on a rental (or similar) arrangement for use of clubhouse facility for club arriving at venue. ➤ Long term - allow time to provide trust in the relationship between the two (or more) clubs which will make the above issues easier to manage and solve.
Make up of Committee. Solution: <ul style="list-style-type: none"> ➤ Short term - Continuation of existing, separate, club committees. ➤ Long term - Adjustment to club committee structure to take advantage of skill sets available and reduce need for large number of participants in committee discussions.
Name of Club(s) – Retention of both / one name or renaming Solution: <ul style="list-style-type: none"> ➤ Short term - No change (while clubs retain their individual identity). ➤ Medium to long term - Agreement on a change of name to a new name representing new entity (once clubs agree that an amalgamated club is appropriate)
Recognition of Individuals – Honours Boards / Life Membership Solution: <ul style="list-style-type: none"> ➤ If possible, find space within existing venue for honours board(s) of club relocating, or ➤ Convert all honours boards from both clubs to digital format (utilising TV screens in clubhouse) overcoming the issue of space allocation for traditional large honours boards. <i>This option is particularly useful where other codes (e.g. snooker / darts / petanque / croquet) also call the venue home, as recognition of their club personnel can be displayed without the need for additional wall space to do so. Bespoke display options can be used when tournaments are being held, etc. – e.g. If a snooker tournament is being held at the venue then only the snooker club detail would be displayed throughout the event.</i> ➤ If amalgamation is completed, life membership of either club could be transferred to the new entity
Constitution / Voting Rights Solution: <ul style="list-style-type: none"> ➤ Short term - Voting on issues to be restricted to only areas relevant to each club. i.e. Members of club that has relocated (and potentially only tenants under existing arrangements) would not have AGM voting rights on facility improvements but would be engaged with by both committees if such projects were being promoted. ➤ Long term - Redesign of constitution to incorporate all members of both clubs (once





amalgamation complete).





4. OPPORTUNITY

4.1 Clubs

30. The BNZ Facilities Strategy – Towards 2030 – states that the future of bowling clubs depends upon the provision of good quality playing and off-green facilities that will provide for lawn bowlers and other sports and community activities/groups.
31. The strategy also notes that the future of the game relies on facilities and club management solutions being provided to a standard that will attract and retain new social/casual players and supporters, as well as the facility being inviting to compatible user groups and activities. This project aligns with this strategic direction.
32. The three clubs involved in this project have committed significant time and funding to continue the pursuit of a one site location. The clubs have funded the engagement of Third Bearing to complete the pre-feasibility study and have contributed significantly to the input of information to allow the preparation of this report.
33. The clubs acknowledge that this initiative has been talked about for a long time and is now long overdue to see come to fruition. They acknowledge that declining membership, increased overheads and declining volunteers will significantly impact the sustainability of the current model and the future of bowls if nothing changes. Simply combining the clubs will not ensure their survival, the clubs must commit to increasing their offering to grow participation and to increase the utilisation of the facility.
34. A commitment from Terrace End bowling membership to move to the new site in 2020 was sought and has been agreed to with a view to partnering with PNCC for future developments e.g. funding to support the move to a one-site model.

4.2 Site

35. The Northern Bowling club site has been determined by the working group as the preferred option. It currently hosts two natural greens with an out of service green at the rear of the clubrooms. This out of service green could be converted to an artificial green and covered in future. This would allow for the City to host national and regional events that require two clubs with three greens (i.e. the Octagonal), providing opportunity for increased economic benefit to the City.
36. The site provides the opportunity for future expansion with the option to relocate Petanque to create a fourth green if capacity demanded this. If using the BNZ ratio of 1:100 green/member, the estimated combined membership is nearing the threshold to provide for a third green. Further membership growth would be needed to justify a fourth green on this basis.
37. The clubrooms are of a suitable size but would require some upgrading and minor alterations to accommodate office and admin area. Based on the proposed user numbers the clubrooms would be of a sufficient size to cater for the increased capacity.
38. Consenting requirements for the North Street site are likely less restrictive than others assessed.
 - PNCC owned land surrounds the site and currently a lease to Palmerston North Boys High is in existence on the bordering property. In 2013 a variation of lease was approved by PNCC which varied the lease to a 17 year term ending 1 May 2024, with a right of renewal of 16 years. If the right of renewal is exercised then the expiry of the lease would be 30 April 2040.
 - A carparking assessment would need to be undertaken taking into account the resource consent for the neighbouring cricket pavilion. The existing carparks for the



cricket pavilion cannot be double counted in any new facility parking calculation as they are effectively already allocated. That said a car parking assessment might find they could be double counted on the basis that the two facilities parking demands did not coincide. It is anticipated that the bowling facility does significantly increase peak car parking demand at the facility over and above what has been experienced in the past since there were already 3 greens there and each green can only have a maximum number of players at any one time. The duration and timing of the peak might change but the peak itself would probably still be similar to when the club was using all three greens in the past.

- Palmerston North Boys High School has aspirations to develop facilities on their premises. They currently lease land from PNCC that borders the site, opposition from the school may occur if their aspirations include this site for future development.
- If the fourth green was required in future, opposition may come from Petanque if relocated.

39. The site provides for sufficient carparking in the short term however a full car parking assessment would be required to determine a shortfall based on increased use of the site.

4.3 Utilisation

40. Increasing membership of the clubs is one component to moving to a sustainable model the other is to increase the utilisation of the facility. This increased utilisation will in return provide increased revenue.
41. An assessment of the current users of the three clubs indicates a total of 1,245 people use their facilities (see table below).

Table One. Current Club membership formal and informal

	Takaro Sports Club	Northern Bowling Club	Terrace End	Combined
Formal members				
Bowling Members	51	50	62	
Casual	20	40	60	
Petanque		50		
Subtotal	71	140	122	333
Other users/informal				
College Old Boys Rugby		100		
Juniors		120		
Indoor Bowls	12	24		
School Bowls		40		
Table Tennis	17			
Takaro Football Assoc	150			
Manawatu Chess	30			
City Club	183			
RSA Pool Club			50	
RSA Housie			45	
North End AFC			141	
Subtotal other	392	284	236	912
TOTAL	463	424	358	1245




42. It is assumed approximately 30% of this number will not move to the new premises as they will remain at the Takaro Sports club site. The Takaro Sports Club provides for many other users at their facility and whilst Takaro Bowls will move to the Northern site, the remaining membership of the Sports Club will continue operating from their existing facility ie Table Tennis, Takaro Football, Chess and City Club.
43. In addition to showing current membership, Table One above identifies the diversity of the activities that would occupy the shared space.
44. Assuming the facilities (both greens and clubrooms) are usable for 98 hours per week (seven days per week from 8am – 10pm) the utilisation by the new membership would be 72 hours per week or 73% of its usable hours based on current activity levels.
45. In a PNCC report dated 10 June 2019 titled Bowling Club Merger Proposal, a membership equation cost/player and a per use model has been shown when considering capital investment. It showed for:

Stage One – cost/player is \$496,364/150 members = \$3,309 per member. Assuming an average of 300 uses per week \$496,364/300 = \$1654 per user week.
46. Assuming the requested contribution from PNCC is \$500k or \$200K (**see Appendix one**) based on membership numbers including casual:
 - \$500k/283 members = \$1,767 per member; or
 - \$200k/283 members = \$707 per member.
47. Or based on expected use per week:
 - \$500k/530 = \$943 per user week; or
 - \$200k/530 = \$377 per user week.
48. By comparison PNCC invested \$1.4m for a new artificial pitch at CET Arena for rugby and football. Using the average membership of two codes \$1.4m/3,157 = \$443 per player or in terms of expected use per week \$1.4m/840 = \$1,667 per user week.
49. We would suggest that a utilisation model should be considered when calculating investment like this. This model is supported by one of the outcomes identified in The Sport Facility Investment & Decision Making Process - greater facility utilisation now and in the future. It also sets the right incentives for clubs to not just focus on growing their own memberships but to also drive wider participation (in the bowls case this is also supported by BNZ).
50. The location of the site is central to the City and is surrounded by schools and businesses that could be engaged to use the facility for sport and recreation activity. This will require the establishment of strong relationships with key communities and a willingness to allow a more diversified offering than has previously been offered. To date favourable discussions with QEC and PNBHS have occurred, this is a target audience for the sport to introduce youth to the game. Interest has been shown by the disability sector to utilise a facility of this nature (i.e. Parafed and Special Olympics).

4.4 Artificial turf

51. The working group's preference is to turn the third green that is currently not used into an artificial surface. The maintenance required of natural greens compared to an artificial surface is significantly reduced (e.g. six monthly cleaning, bi-monthly spraying and vacuuming required every 2 - 3 weeks). An artificial turf can withstand significant use where as a natural green can suffer from overuse and become unplayable. The artificial turf is also generally more playable after inclement weather than natural greens.



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52. Indicative costings for an artificial turf are between \$230 - \$280k for a standard 36.6x 36.6 surface, we have allowed for an additional \$20k contingency for drainage and consent costs. This assumes a 150ml dig out with subsoil drainage. The artificial turf at Johnston Park, Feilding cost \$280k to install. It is generally easier and cheaper to convert an existing grass green to synthetic than to build a new green, given much of the associated infrastructure is already in place.
 53. An artificial surface provides savings to clubs through reduced greenkeeper fees and reduced volunteer hours.
 54. The installation of an artificial surface would have a positive impact on club members through surety that the surface is playable even during inclement weather. There would be less disruption to competition and activities for bowls but also provides a surface for other uses when a natural green may not be playable.
 55. We have identified risks pertaining to the installation of an artificial surface:
 - Appointing someone to manage the process and to understand the installation process is critical. It is considered important that any contract documentation between a bowling club and installer includes performance standards and having the green professionally performance tested before hand over.
 - It is critical to get a thorough and professional assessment of the subbase before laying any turf surface. If there is any doubt at all about the makeup of the sub-base and potential stability of the base material, then commission a geotechnical report.
 - When working with a natural resource like soil or water there will inevitably be environmental and legal requirements to consider. Further investigation into these matters would be considered in the full feasibility study.

4.5 Covered Green

56. The working group have signalled a preference to cover the new artificial green and given there is currently not one in the centre, this initiative would meet the BNZ strategy to have a covered green in each centre within the next 10 years. Indicatively, the site analysis identifies the location would be suitable subject to consenting requirements.
57. Indicative costings previously provided for the development at Northern showed Stage one and Stage two costs of \$3.3m. Several covered artificial green projects have recently been completed in other parts of the country and these high-level costs have been shared with us. Based on these figures we have assumed an artificial green and cover can be installed for \$1.3m (previously reported as \$2.4m). Anecdotally, we expect that the major savings have been through the economy of scale in the engineering (design, wind and weight loading detail, etc.) which, because most sites are the same size (a bowling green of approx. 36.6m x 36.6m area), can be replicated for different sites without major alteration. The cost of steel may also have had a bearing on the fluctuation of the price in recent times.
58. A cover would provide more certainty for usability in inclement weather months, which would also help improve revenue from non-member usage such as business house or school groups.
59. Whilst a covered green is preferable it comes with significant risk to the combined clubs. Sufficient work to determine if Northern is the best location for a covered green has not been undertaken and needs to be concluded before progressing. Any potential funder would want to see this development as part of a city or regional strategy for bowls and given it currently is not identified could provide restrictions for investment. A covered green would provide an enhanced experience for its users but is unlikely to increase utilisation dramatically. The combined clubs would be able to finance a loan for a covered



green however only if revenue can be successfully increased exposing the clubs to increased risk if unable to do this.



5. STRATEGIC FIT

5.1 Alignment

60. Consideration has been given to how this project aligns with key strategies. With the key focus areas for a number of strategies being partnership development, optimizing facilities and increased utilisation this project has significant merit.
61. It has been noted that the Centre are lacking in strategic direction which has an effect on the way the clubs perceive their role. Their role in comparison to other Regional Sports Organisations does differ providing further confusion.

Bowls New Zealand Facilities Strategy – Toward 2030

62. This strategy identifies BNZ's role to encourage and support a community targeted facilities strategy. The alignment of this project to their strategy is supported through
 - identifying and developing new initiatives and partnerships
 - promoting a shift to paid facility administration over volunteer
 - leading and facilitating the 'change conversation' within clubs; and
 - communicating and sharing what other clubs are doing to embrace a more diverse future.
63. It is BNZ's aim to ensure that any club or group of clubs that wish to improve and / or change the game and their own place in it will receive their support and guidance to achieve their goal.

PNCC

Active Community Plan

64. PNCC currently supports bowling clubs by leasing reserve land, all bowling club leases are currently on a month by month renewal pending the outcome of the review. With the potential shift of clubs to one site, the land at 17 Summerhays Street (currently leased to Terrace End Bowling Club) is available for PNCC to consider development options.
65. The amalgamation of clubs will see an increase in facility utilisation and reduced overheads making the club more sustainable.
66. This project is being sports-code led and it shows collaboration and a willingness to progress.

10 year Plan

67. Programme 1407 "Sportsfields – Vacated Bowling Club land conversion to other uses" provides for \$191,000 over the 2020/21 and 2021/22 years to address changes to vacated land.
68. As noted in a PNCC report dated 10 June 2019 – titled Terrace End Bowling Club Site – Property Development Assessment, the leased Terrace End Bowling Club land located at 17 Summerhays Street would be vacated under this proposed co-location of clubs. This land is not a reserve under the Reserves Act 1977, however would still likely meet the definition of a park under Section 138 of the Local Government Act 2002. This means public consultation is required prior to any proposed site, disposal or redevelopment of the site.
69. This report also notes the potential options for land sale, subdivision and housing development therefore supporting both the City Development Strategy and Housing Future Development Plan.



70. It should be noted that the lease agreement currently in place with Terrace End Bowling Club states that if Council choose not to purchase any buildings or improvements that have been erected by the Club, then the Club would be required to remove them. No consideration on costs for removal/demolition has been considered as part of this report.

Regional Sports Facilities Plan

71. The key finding for bowls from the RSFP was "as demand warrants it, assess facility rationalisation/optimising opportunities (including assessment of Bowls Centre option)".
72. This proposal fully supports the rationalisation of sites.



6. PROJECT VIABILITY & IMPLEMENTATION

6.1 Financial viability

73. Our examination of financial viability involved identifying potential savings from combining clubs, likely additional costs, and whether the clubs had viable additional revenue options. The biggest saving from combining clubs would come from savings on greenkeepers fees, although additional revenue would also be needed to cover the cost of maintenance and depreciation if a cover for a green was installed. Membership fees alone are unlikely to generate sufficient revenue – however there is scope for generating sufficient revenue from bar operations.
74. We were provided with recent financial statements for each of the three clubs involved in this pre-feasibility. Two collaboration options were formed from the individual profit & loss statements:
- Northern and Terrace End clubs combine, with a 20% reduction in total bar take assumption and 20% of Terrace End membership not coming to the combined club
 - Northern and Terrace End clubs combine along with 30 members from Takaro Bowling Club, and only \$40,000 of Takaro bar income transferring (due to the majority of Takaro's bar income being from other affiliated groups and users who will not transfer to Northern).
75. A conservative approach was also taken when combining expenses, with some allowance made for increased expenditure at Northern due to higher usage. The main risks around these assumptions are:
- If fewer members transfer from Terrace End and Takaro, reducing income from memberships and bar take
 - The level of savings on Greenkeeper fees may not be as high as estimated.
76. This early analysis showed that combined clubs would be financially sustainable, either just Northern and Terrace End or with Takaro as well. Annual cash surplus for a combined club option would be between \$59,000 and \$87,000, with a minimal \$5,000 allowance for depreciation after this (due to no significant depreciable assets).
77. It is important to note that this test of financial sustainability does not require any significant growth in bowls membership or activation numbers.

Impact of artificial turf and cover on financial sustainability

78. We then extended this financial sustainability test by factoring in the costs of depreciation and maintenance for both an artificial green and a cover. This then identifies the level of cash potentially available for the combined clubs to finance any borrowing with.
79. Based on capital costs obtained from turf and cover providers, and indications of expected life of the assets, we have determined the following additional costs:

Table Two. Operating costs for cover & turf

	Cover	Turf	Both cover & turf
Capital cost	\$ 1,000,000	\$ 300,000	\$ 1,300,000
Depreciation	\$ 33,571	\$ 25,000	\$ 58,571
Maintenance	\$ 3,500	\$ 1,500	\$ 5,000
Total yearly cost	\$ 37,071	\$ 26,500	\$ 63,571



80. Depreciation costs have been based on the expected life as indicated by the providers – 35 years for the cover and 15 years for the artificial turf. Specification material for these assets also set out the expected maintenance (to ensure warranty but also more generally). For the cover this is an annual clean, and for the turf it is a regular 'vacuum' and clean of the artificial surface. There may be some maintenance savings given the number of artificial turfs in the district and region (e.g. sharing of equipment or maintenance provider).
81. The total yearly cost for depreciation and maintenance is just over \$37,000 for the cover and \$26,500 for the artificial turf (or \$58,571 together), with the majority of this being depreciation. The relatively close cost between the two is due to the shorter expected life of the artificial turf. Table Three below shows the impact of these additional costs on the estimated net surplus position of both the combined club options.

Table Three. Operating costs for cover & turf

	Option D			Option E		
	Turf	Cover	Both	Turf	Cover	Both
Cash Surplus before depreciation	59,000			87,000		
Less additional maintenance	1,500	3,500	5,000	5,000	3,500	5,000
Less depreciation	25,000	33,571	53,571	25,000	33,571	53,571
Net Surplus (deficit)	32,500	21,929	429	57,000	49,929	28,429

82. This shows that the maintenance and depreciation costs of an artificial turf and cover could be met by the combined clubs. In all but one of the scenarios (Option D, both a turf and a cover), there is some funds leftover to finance loans as well. Depending on the approach to accounting treatment, there is also the potential to use depreciation funds for financing as well (assuming the term of the loan is not longer than the lifespan of the asset).


Funding of artificial turf and cover

83. From the initial budget figures provided (**See Appendix Two**), an assessment of how much a club partnership could borrow based on the assumed surplus situation. We have assumed a 7% interest rate (to factor in limited security) and a 15 year term. This provides a theoretical maximum amount of borrowing, but we have discounted this by half in recognition of the uncertainty of cashflows and the leasehold situation.
84. If the club partnership did not increase its revenue beyond what is assumed in Options D & E, there would still be sufficient funds left to borrow in the order of \$150,000 to \$260,000 (depending on scenario, and assuming that Option D Both scenario is excluded). We note that this assumes a lender would accept a leasehold situation, and that lenders may not provide a loan until the net surplus is proven.

Table Four. Maximum borrowing levels under Options D & E

	Option D			Option E		
	Turf	Cover	Both	Turf	Cover	Both
Less depreciation	25,000	33,571	53,571	25,000	33,571	53,571
Net Surplus (deficit)	32,500	21,929	429	57,000	49,929	28,429
Max loan based on net surplus	\$301,318	\$203,311	\$3,977	\$528,466	\$462,908	\$263,575
More realistic lending scenario	\$150,659	\$101,655	\$1,989	\$264,233	\$231,454	\$131,787



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85. If the combined clubs aim to pay for both a cover and an artificial turf, the loan level will need to be increased significantly. Assuming a PNCC contribution of approximately \$500,000, and grants and fundraising of \$500,000, the combined clubs would need to be able to finance a \$300,000 loan.
 86. Financing a \$300,000 loan would require an additional \$25,000 to \$30,000 increase in net surplus. This would need to be achieved through a combination of:
 - a. Using depreciation funding to service the loan (depending on accounting treatment)
 - b. Increased memberships
 - c. Increased bar profits
 - d. Establishing new revenue lines.
 87. Our view is that achieving this level of increase with a combination of the above is achievable in the short-term. For example, even with bar sales staying the same but increasing the gross profit margin from 50% to 60% (a price increase from \$3 a bottle of beer to \$3.20) would generate an additional \$12,000 profit a year alone. When added to moderate increases in membership and other users, the required additional \$25,000 to \$30,000 a year would be achievable.
 88. Approximately \$100,000 of indicative costs for the cover directly fit funding criteria for the Central Energy Trust. Discussions have been held with ECCT and indications are a project of this nature would be considered under their criteria.

6.2 Implementation and timeframe

89. We identified three main criteria for ensuring a successful implementation:

- Strong commitment in a form that can be communicated to members, stakeholders and funders
- An implementation approach that keeps momentum going but which allows sufficient detail to be worked out as things progress
- Timing that best matches the needs of members, the Council, and funders.

Intention to partner

90. Our view is that the clubs should sign an *Intention to Partner* that sets out their common view of the end goal, and their commitment to work towards this. This allows all parties to hold each other to account, gives something concrete to communicate to members, and also provides stakeholders and potential funders some certainty (before any new group club entity is formed).
91. The *Intention to Partner* would ideally:
 - Set out the common end goal in specific enough terms without needing to solve all the details
 - Outline the intended timeframe for key actions by partners. Some of these actions will be common to all partners, and others will relate to individual partners
 - Make clear any gateway points that will trigger particular actions by partners (for example, a club by committing to become part of the formal arrangement once a certain point is reached or action occurs).
92. By allowing for different gateway points it is possible to have clubs and other groups to sign the *Intention to Partner* even if they may not become part of any combined club right at the start.



Implementation approach

93. All of the clubs involved in this pre-feasibility study are wanting to move at pace. However, there is still some detail to be sorted out before a combined club can be put in place. Rushing to create the combined club may create risks of omissions or mistakes (especially given most of the work will need to be done by club volunteers), while taking too long to implement any club combination would likely lead to a loss of momentum and membership.
94. The three clubs agreed that a staged implementation would be the best way to navigate these risks. This would allow for some immediate action while additional detail is sorted out, and also for any turf and/or cover development to be progressed with alignment to the PNCC Annual Plan and Long Term Plan timeframes.

Stage One Jan 2020 to June 2020	<i>Intention to Partner</i> signed by clubs Terrace End club relocates to Northern at conclusion of 2019/20 season Establish Joint Committee for management of finances and operations (each club stays autonomous with own members for now) Agreement on PNCC funding contribution Establish Joint Committee to develop new constitution/deed and progress new entity Advance case for artificial turf Fundraising for turf
Stage Two July 2020 to Dec 2020	New entity put in place Dissolve existing club entities where necessary Transition lease with PNCC to new entity Artificial turf installed Undertake feasibility for cover
Stage Three Jan 2021 onward	Review entity arrangements Seek commitment from other clubs and groups to join at Northern Seek funding for cover (if feasible)

6.3 Governance and management

The three clubs formed a working group with the support of SM to undertake this pre-feasibility study. This arrangement will need to be formalised into a Joint Committee structure as part of Stage One, with representatives of each club on the Joint Committee being given authority to make operational decisions on behalf of their club (otherwise every substantial decision will require reversion to individual Club committees).

There is a choice of this Joint Committee to undertake all the implementation tasks, or to create a separate Committee to share the implementation workload and progress work on the new constitution/deed and entity.

Either way, there will need to be some significant effort put in by club volunteers over the next six to twelve months. SM is unlikely to be able to maintain its current level of support. Identifying the right people to manage implementation over the coming stages will be a key success factor.

Decisions will also need to be made around the form and function of a new combined entity. The three clubs preference long term is that their individual club members would transfer over to the combined new club, rather than operating as sub-entities. This is a viable approach and





has a number of benefits, including being straightforward and also giving a united value proposition to new members. Three key risks that will need to be managed with this preference are:

- ensuring that the history of establishment clubs are adequately remembered and managed (for example, honours boards)
- when members of the smallest club are combined with all others, there is the risk that voting blocks may form around previous club allegiances and vote in changes that are detrimental to the minor clubs interests
- the transfer of any assets and liabilities needs to be carefully managed.

All three clubs are currently Incorporated Societies. There are broadly three options for any combined new entity:

- the other clubs 'merge' with one of the existing Incorporated Societies. This saves having to create a constitution/rules from scratch, though it can sometimes be more complicated adapting an existing constitution or set of rules. The name of the existing Incorporated Society can be changed.
- a new Incorporated Society is created, and all the existing Incorporated Societies are dissolved and their members transfer to the new one. Timing and execution of the various resolutions needs to be carefully thought out – for example, a new Incorporated Society requires 15 members to be started, so some existing members will need to start the new Society first.
- Explore the use of another entity form, such as a Trust or Company. At first glance it seems unlikely that these would offer many benefits over the Incorporated Society form. However, the new combined entity may want to establish a Trust alongside the Society for the purposes of holding assets or fundraising. This adds a layer of complexity at a time when momentum is key, so it may be best to leave such an approach till later stages.

Each of the three clubs expressed a preference for having a paid Club Manager in place. In our view this would be beneficial primarily for growing utilisation and participation, and the trick will be to not burden this role with too many operational tasks that growth is forgotten about. Depending on the level of borrowing for turf and cover developments, and the growth in income from new members and other utilisation, there is some scope in the forecasted financials for the new entity to pay for this role. Note that we have not included this role in our calculations of net surplus in the report.





7. STRATEGIC CONSIDERATIONS

1. **Strategic direction for bowls in the City and Bowls in the Region.** Our assessment has shown that there is no clear direction for bowls in the Region. Our view is that at least a City strategy should be completed alongside or before a decision on whether to install a cover and where it should go. Our view is that a strategy is not needed before the clubs combine as this meets the needs of BNZ and the RSFP.
2. **Operational partnerships and consolidation.** The three clubs involved in this pre-feasibility work are ready to commit to combining, with Terrace End looking to do this early and Takaro looking to combine a little later. Other local clubs are adopting a watching brief, but it is very likely that unless their situations change significantly the natural decline in their memberships will see them looking to combine in the short to medium term. A means to show commitment to combining through the signing of an *Intention to Partner* has been proposed and consideration could be given by the new combined Northern Club to offer shared services could also provide efficiencies ie financial maintenance services.
3. **Utilisation model vs membership.** Our assessment showed that utilisation of any combined facility will need to be as much a focus as increasing bowls membership. BNZ have noted that nationally the success of bowls clubs is often reflected through the wider usage of facilities. In this case, the financial viability is going to be driven more by the clubs earning off other users (through the bar or other services), rather than just by additional membership fees.
4. **Staged implementation.** The three clubs agreed that a staged implementation would be the best way forward given there is still some detail to be worked through. This would allow for some immediate action while additional detail is worked through, and also for any turf and/or cover development to be progressed with alignment to the PNCC Annual Plan and Long Term Plan timeframes. The clubs have previously requested PNCC consider making a financial contribution equivalent to the value of stage one then valued at \$496,364 and provide an indication of substantial financial support to stage two then valued at \$2,827,000. We assume the contribution to be made will follow the investment process framework outlined in the RSFP.



Appendix One. Funding options

		Total cost	Funding split	Comments
Option 1	New turf & cover	\$1.3m	PNCC \$500k Grants \$500k Loan \$300k	Meets BNZ goal of covered green in each major centre. Provides sustainable club arrangement. Provides for all year round activity
Option 2	New turf now	\$300k	PNCC \$200k Grants/loan \$100k	Meets BNZ goal of covered green in each major centre. Provides sustainable club arrangement.
	New cover later	\$1m	TBC	
Option 3	Turf only	\$300k	PNCC \$200k Grants/loan \$100k	Does not meet BNZ goal. Club arrangement still able to be sustainable, though will generate less usage.
Option 4	No new additions	\$0k	N/A	Does not meet BNZ goal. Will be harder to achieve increased usage to achieve sustainability.





Appendix Two. Original Bowling Clubs budgets and assumptions

All figures in \$'000's	Existing			Collab options	
	Northern A	Terrace End B	Takaro C	D	E
Income					
Bar Sales	70,000	96,000	108,000	147,000	187,000
Less Bar Costs	36,000	43,000	48,000	71,000	90,000
Gross Profit – Bar	34,000	53,000	60,000	76,000	97,000
	49%	55%	56%	52%	52%
Subscriptions	8,000	11,000	7,000	17,000	23,000
Sponsorship & Tournaments	9,000	11,000	5,000	15,000	20,000
Grants Received	13,000	12,000	5,000	20,000	20,000
Hall Hire	4,000	-	-	4,000	4,000
Affiliates	3,000	-	1,000	3,000	3,000
Interest	-	-	3,000	-	-
Total Income	71,000	87,000	81,000	135,000	167,000
Less Expenditure					
Affiliation Fees	4,000	3,000	2,000	6,000	8,000
Bar Overhead Expenses	3,000	3,000	3,000	4,000	5,000
Electricity & Gas	6,000	7,000	7,000	8,000	8,000
R & M Grounds & Buildings	8,000	7,000	12,000	10,000	10,000
Greenkeeper	25,000	25,000	13,000	25,000	25,000
Insurance	4,000	9,000	5,000	6,000	6,000
Rates	3,000	2,000	4,000	3,000	3,000
Other Expenses	8,000	13,000	2,000	14,000	15,000
Total Expenditure	61,000	69,000	48,000	76,000	80,000
Cash Surplus before depreciation	10,000	18,000	33,000	59,000	87,000





The steering group comprising of Northern Bowling Club (NBC), Terrace End Bowling Club (TEBC) and the Takaro Sports Club (TSC) delegates appointed Third Bearing Consultants to prepare a pre-feasibility assessment on a possible partnership of bowling clubs in Palmerston North to answer Council questions relating to:

- Detail on existing and potential other users of the facility (including the clubrooms) and their level of commitment.
- Information on the accessibility of bowls, membership costs, demographics, and accessibility programmes i.e. youth bowling initiatives and other schools' programmes.
- Indicative operational budgets for the combined club.
- Architectural and quantity surveyor estimates on clubhouse upgrade requirements, demolition, upgrades, fire safety, and stormwater retention costs; and
- Architectural and quantity surveyor revision of previous engineers' rough order estimates on the indoor green proposed as stage 2 of the development.

In addition, the pre-feasibility assessment aimed to test the viability of bringing the bowling clubs together at a single site. This "gateway" action outlined in the Regional Sports Facilities Plan sets out the process before proceeding to a more detailed feasibility assessment, as outlined in the key work stages and as such provides sufficient information for the clubs to make this decision.

We believe the report also provides an independent assessment on the steering groups position including:

- The current level of participation in the bowls clubs located in Palmerston North and the trends in club membership?
- The current landscape of bowls competitions in the wider region.
- Location analysis – what are the opportunities and limitations of possible sites for a combining of clubs? The preferred site is the NBC site in North Street.
- What possible impacts might such a combination have, both positive and negative on the wider network of bowls facilities?
- Identify potential future partners for such a project in Palmerston North. This could include other sports clubs, community groups, non-profit organisations, and commercial operators.

The feasibility assessment also helped to identify:

- Immediate challenges and opportunities.
- Possible funding opportunities (local and regional).
- Other successful examples (for bowls and other sports).
- Possible funding plan.
- Compatibility with local, regional and national plans.

The steering group which comprises of passionate volunteers have spent a considerable amount of time and expense pulling the information together for the report. We acknowledge that this is our last opportunity to bring the clubs and wider community together to ensure Bowls is a sustainable sport in the future.

The steering group also agree that each club must take steps to increase participation in the sport in both membership and casual play. We also feel that if we don't succeed this time round, we will walk away knowing that this was our last chance of success. We have reviewed the assessed options and request that Council give favourable consideration to outcomes aligned with option 2 in the report:

* Council fully fund stage 1 (new artificial turf, cost \$300,000). Whilst the pre-feasibility assessment includes a grants/loans option in stage 1, we would prefer to preserve any grant applications for alterations to the NBC premises to better accommodate the increased membership and for the balance of the cost of the cover. Any loan options would not be practical at this stage due to limited equity.

* Council meet the cost of removing any buildings from the Terrace End site (estimate \$200,000). Please refer to paragraph 70 in the report. TEBC has set aside funds for this bowls partnership assessment and its implementation however has no funds available for the building removal costs.

* Consideration by Council to pay for one third of the total cost to cover artificial turf (\$350,000). The artificial and covered green will enable play when it would otherwise be impossible and will entice those who desire to "have a go" into a recurring experience. The location of NBC is ideally situated to achieve an arrangement with two secondary schools over the back fence for regular competitive play against each other and other Palmerston North colleges.

We will arrange a meeting of TEBC as soon as possible following the Council meeting to vote on the transfer of TEBC assets and members to NBC and on the termination of the lease held by TEBC. We would envisage that the artificial turf could be installed shortly after that while we would explore options in respect of a cover for the new artificial turf at the same time.

The steering group have agreed on a governance model to manage/control the organisation. As part of this, each bowling club will contribute to a match committee to allocate green space appropriately. We are also considering the form of a constitution that takes into account a new governance, administrative, and financial structure that controls the facility; not only for bowlers but also for other organisations that may use the facility. It is clear that none of the above is possible without finance.

In our view, other bowling clubs/members outside our present group will seriously consider relocating or using the Northern premises in the event that a cover is erected over a new artificial turf. We strongly believe that both Council and the bowling community can mutually benefit from a decision by TEBC to vacate their site and provide Council with land for social housing, and Bowls with a fit for purpose city/regional bowling and community facility.

Bill Anderson President	Ailsa Lindsay Treasurer	Phil Meads Treasurer
Northern Bowling Club	Terrace End Bowling Club	Takaro Sports Club

MEMORANDUM

TO: Play, Recreation & Sport Committee

MEETING DATE: 18 March 2020

TITLE: Draft Play Policy 2020 (Play Palmy, Play!) for consultation

PRESENTED BY: Julie Macdonald - Strategy & Policy Manager

APPROVED BY: Sheryl Bryant, General Manager - Strategy & Planning

RECOMMENDATION(S) TO COUNCIL

1. That the Draft Play Policy 2020 (Play Palmy, Play!) (attachment 1 of the memorandum titled 'Draft Play Policy for consultation' dated 18 March 2020) is received and adopted for consultation.
2. That the Chairperson and Deputy Chairperson of the Play, Recreation and Sport Committee be given delegated authority to approve minor amendments to the Draft Play Policy 2020 (Play Palmy, Play!) prior to consultation.

1. ISSUE

Council's aspiration in the Active Community Plan 2018 is for Palmerston North to be the most active community in New Zealand. The Plan identified a need for a policy that outlines Council's commitment to provide for a range of play opportunities for different age groups. This report proposes a Draft Play Policy for consultation so the community can respond to the purpose, objectives and guidance the policy provides.

Play is activity for enjoyment and recreation – that is, activity that is freely chosen for fun, creativity and personal challenge. Play provides a foundation to improve people's individual wellbeing, as well as bringing broader community benefits. It forms a critical role in everyone's ability to be active for life. There is currently global and national concern that a lack of play experience can limit individual physical, social and mental growth, and the development of life-long skills such as communication, conflict resolution and risk assessment.

2. BACKGROUND

What is play and why is it important?

Play is challenging to define due to numerous perspectives on the topic, and personal or cultural values that shape an individual's play experience. Play, for the purposes of this

report and policy, is not about participation in organised, competitive or formalised sport. The focus is instead on activities that are for enjoyment and informal recreation. Play is for everyone – young and old.

As the central government agency responsible for the play, active recreation and sport system in Aotearoa New Zealand, Sport New Zealand/Ihi Aotearoa has recognised play as a national taonga and is concerned that the levels of play of our children and young people are in decline. This decline is due to shifting cultural values, denser urbanisation and fears about children's safety. Sport New Zealand is taking a proactive stance on reversing this trend, given the strong links play has to ensuring happier, healthier people and better-connected communities. Collaboration with partners such as local government, regional sports trusts, the education and health sectors are considered vital to achieving this change.

Sport New Zealand's 'call to action' encourages local councils to develop their capacity for play through the preparation of play policies, strategies or frameworks.

Active Community Plan 2018

The Council, through the Active Community Plan 2018, and its goal for a Creative and Exciting City, identified a need for a policy that outlines Council's commitment to provide for a range of play opportunities for different age groups that:

- a. *Expresses a vision for play across the City;*
- b. *Provides strategic direction and guidelines for the provision and management of play spaces in Palmerston North;*
- c. *Allows the Council to maximise any investment in play, add to it over time and ensure it is sustained.*

The Active Community Plan provides high level guidance for play in the City, including these statements about 'where we want to be':

- *City facilities and public spaces will encourage formal and informal physical activity, catering for a wide range of ages, abilities and interests.*
- *Council investment in city playscapes matches the community need for this critical contributor to young people's physical and social development and family-focussed fun.*
- *The city centre has opportunities for people to be active and play.*
- *Streetscapes and park environments are safe, attractive and encourage activity; there are safe places to be active in at night and in winter.*

Play in Palmerston North

There is limited information available about the extent and nature of play in Palmerston North. However, there is some useful research which helps to build a picture of play in the community.

The 2017 Active NZ survey of activities in the last seven days showed that playing games is the sixth most popular activity in New Zealand, after walking, jogging/running, being

inactive, individual workout, and gardening. Palmerston North residents play less in each of the play categories compared to New Zealand overall. The Active NZ Survey graph, below, shows this comparison.

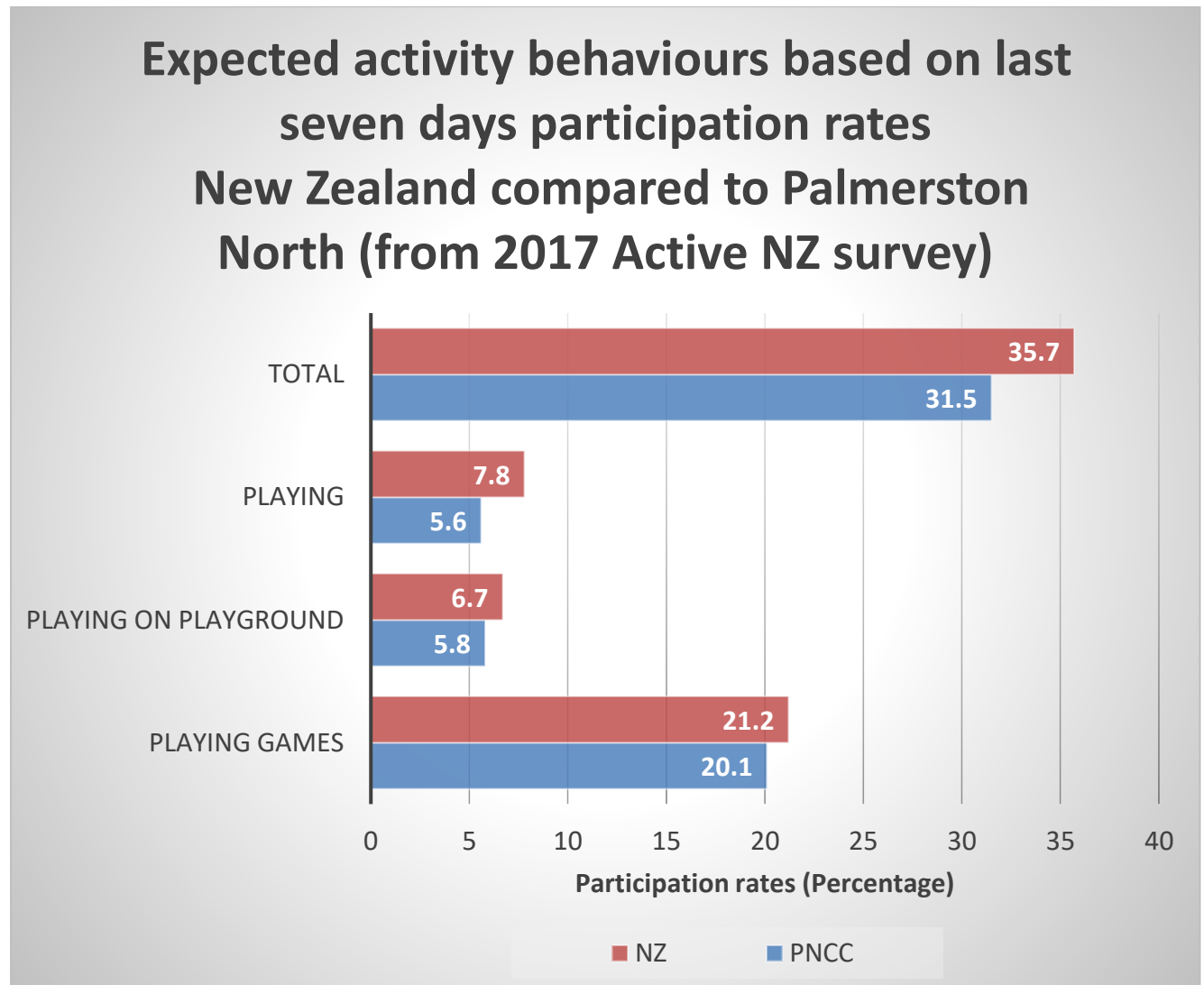


Figure 1: Expected activity behaviours – NZ rates compared to Palmerston North rates for last seven days' participation measure (from the Active NZ survey 2017)

Research by Sport Manawātū *Children's Play in Palmerston North – experiences and perspectives of primary and intermediate school students (April 2019)* surveyed 161 students from Takaro School, Central Normal School, Roslyn School, Hokowhitu School, Terrace End School and Monrad Intermediate School. Key findings were:

- Most students surveyed enjoyed the opportunity to engage in independent outdoor play with friends.
- Public play spaces (parks, reserves and playgrounds) were conveniently located so that the majority were within walking distance of children's homes.

PALMERSTON NORTH CITY COUNCIL

- Most children felt safe when playing outdoors in their neighbourhood or on the street close to home.
- The rise in the availability of travel to school in cars and the extensive use of electronic devices is likely to have contributed to the decline in children's play activity and the use of active transport modes (walking and cycling to school); over half (57%) of the children surveyed indicated that they travel to school by car.
- Children need environments they can manipulate and where they can invent, construct, evaluate and modify their own constructions and ideas through play, for example through a 'loose parts' approach.

A further 'play scan' was achieved by using Social Pinpoint, an interactive digital platform for community engagement. Nearly 90 different places were 'pinpointed' by the 335 respondents as play spaces around the City. The favourite places to play were along the Manawātū River, the Victoria Esplanade and Memorial Park. Three-quarters of play identified took place in parks and reserves – with people also playing at schools, Council facilities, pools, streets and shared pathways. Over 80 different ways of "playing" were identified. Mountain-biking at Arapuke Forest Park and along the river, and riding bikes were popular, as well as playing, walking or running with dogs across the City's parks and at the new dog parks. Many families said they enjoy the wide variety of playgrounds spread across the City.

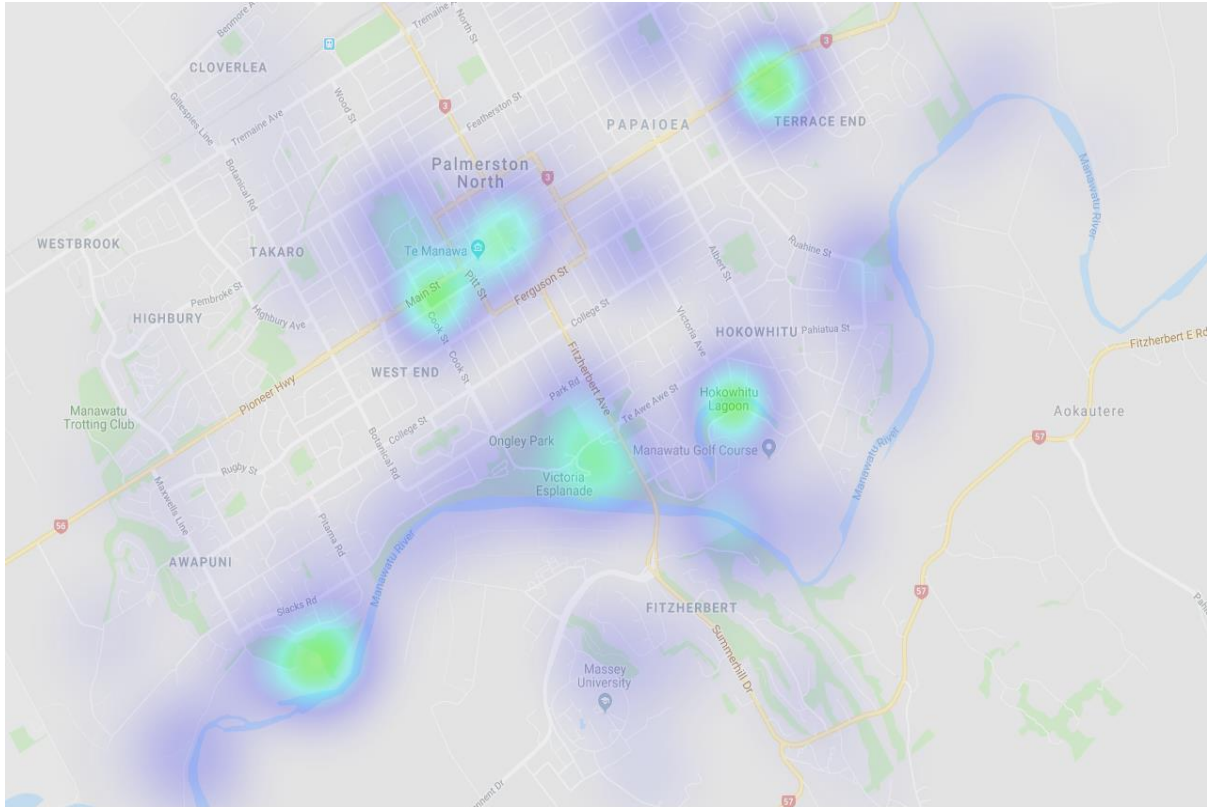


Figure 2: Heat map that clusters together comments made via Social Pinpoint in response to the question: 'I play here?'.

These various sources of local information show us there are opportunities to increase play in Palmerston North.

3. POLICY DEVELOPMENT PROCESS

Research and evidence

A review of national and international literature was completed, investigating both definitions of play, as well as the way play has been promoted and increased. The research and thinking of leaders in this field, such as Play Scotland, have informed the policy advice provided here.

A review of play-relevant Council plans, strategies and frameworks (through a 'Play Scan') identified an existing commitment to improving play opportunities in parks and reserves (e.g. in the reserve management plans for Ahimate Park, Memorial Park and in the Master Plan for Victoria Esplanade), along the Manawatū River (Manawatū River Framework) and in the City Centre (City Centre Framework – particularly Key Direction 7: Play in the City). This scan demonstrates that Council is already ensuring play opportunities are continually being planned and developed.

Community engagement

An extensive community engagement process also informed policy development. This included engagement through the Rangitāne o Manawatū bi-monthly forum, focus groups, the Disability Reference Group, and the community survey. Opportunities for discussion at a variety of community events was also provided, including Park Run, the Milverton Park playground opening, the Whānau Fun Day, and the Linton Family Fun Day.

Identified issues and opportunities

The policy development process has identified many issues and opportunities:

1. Compared to national physical activity statistics (Active NZ survey), Palmerston North people play less and are also less physically active.
2. The City could be more play-friendly, and playful, and there is scope to improve fun and create playful moments through recreation planning, urban design and placemaking initiatives.
3. The extensive (over-) use of electronic devices such as mobile phones and gaming consoles is likely to have contributed to the decline in children's play activity (Sport Manawatū's research).
4. Considering play from a whanau ora lens and strengthening Council's commitment to Te Ao Māori, and our partnership with Rangitāne.
5. Childhood increasingly occurs 'indoors and in private spaces', and children have less contact with natural environments.

6. Council playgrounds cater mainly for the needs of young children, do not necessarily reflect the unique qualities or the communities they are in (lack a sense of place or reflect cultural values), and are mainly focussed on physical play at a fixed place.
7. There is on-going discussion and planning for some kind of play 'intervention' in the City Centre, particularly in The Square (refer to the City Centre Framework).
8. There is little evidence of street play (although there is some emergence of a demand for facilitated street play/parties via Council's placemaking activity) that are thought to be related to how we treat roads (as being largely for vehicles) and safety concerns.
9. Planned play in nature and the outdoors is an emergent trend but can also be viewed as too risky.
10. Some individuals and communities need help to access play resources or find out about local no- or low-cost play opportunities.
11. Council requires a more nimble approach (e.g. trying and trialling things, allowing play to be organic, building in 'flex') to provide for play, given the emergent trends and pace of societal change – particularly how digital technologies are impacting on our daily lives.
12. Community play champions need more support from Council, and there is a need to recognise and empower play champions to progress outcomes related to play and physical activity.
13. There are some play resources (Passports to Play, Council's playgrounds map, Dirty 30) but there is no central point for these and no forward plan for future passports to play or other play resources.
14. There are many other organisations that are involved in play, including Sport Manawātū, who are developing a regional play framework to support play across the Manawātū region.
15. Advances in technology and climate change will impact on play in terms of the environmental changes (e.g. need for shade or more indoor options) and the type of play opportunities.
16. There is a need to provide safe play opportunities whilst also providing a level of risk important to personal development.

4. DRAFT PLAY POLICY 2020

The Draft Play Policy called 'Play Palmy, Play!' is Attachment 1. Once adopted, it will guide Council's decision-making and commitment to provide a range of play opportunities in several operational areas:

- Parks and reserves planning, management and development
- Facility programming and development e.g. at libraries and aquatic centres
- Urban design response to public space infrastructure development
- Place-making activities such as street activation
- Community events and activities

- Support to strategic partners such as Rangitāne o Manawatū and Sport Manawatū

The Draft Policy takes the high-level direction in the Active Community Plan down to a level where more specific guidance will enable staff to effect changes in our approach to the provision and management of play spaces in Palmerston North. It should allow Council to improve its investment in play with better strategic outcomes.

A key feature on the draft policy is that a holistic approach of the City as an entire playscape is taken and a 'mindset' of fun, and playfulness influences decisions 'on the ground'. The purpose of the policy is to provide guidance for Council decision-making to achieve the following objectives:

- Our City is treated as one big play space, providing a vast network and testing ground for play opportunities.
- Everyone has opportunities to play.
- Council is a play innovator and uses its expertise to inspire others.
- Play spaces enable mana whenua and multi-cultural communities to play and participate in traditional games and recreational activities.
- Play opportunities reflect our diverse community needs, by being inclusive and accessible to all.
- People feel encouraged to use all public spaces and facilities (both outdoor and indoor) to play, express themselves and be active without fear of judgment.
- Council works across sectors to lead and co-create play opportunities, play spaces and services.

Additional policy guidance statements will enable staff to develop more specific actions to ensure more play happens.

5. CONCLUSION

The development of the policy has been informed by relevant research and evidence from local, national and international sources. Community feedback, combined with a review of relevant research and evidence, has confirmed a number of issues that the policy seeks to address.

The development of a Play Policy completes an action within the Active Community Plan that aspires for Palmerston North to be the most active community. Improving levels of play will contribute to a more active community. This change will require a collective effort from many groups and organisations across the City. Council is well-placed to influence the community as a key provider of public spaces and facilities, through its ability to communicate key messages and information on play to the community, and through the

strength of its relationship with key partners and stakeholders who are also seeking improved levels of physical activity and resultant benefits.

6. NEXT STEPS

If the Draft Play Policy (Attachment 1) is approved for consultation, then there will be an opportunity for Councillors to hear submissions from the public. Information about any potential operational implications will also be reported when the Draft Policy, with any proposed amendments, is recommended for adoption.

It is anticipated that there will be a wide variety of stakeholders and interested parties who may wish to contribute to consultation on the proposed policy, including:

1. Rangitāne o Manawatū and other strategic partners of Council
2. the health and education sectors
3. interest and advocacy groups
4. the wider Palmerston North community

A variety of methods and materials will be used to invite feedback and engagement on the draft policy, including:

- posters and handouts
- direct mail
- various social media tools
- attendance at events


A key consultation approach will be to engage with the community on the Draft Play Policy through play.

7. COMPLIANCE AND ADMINISTRATION

Does the Committee have delegated authority to decide?	No
If Yes quote relevant clause(s) from Delegations Manual <Enter text>	
Are the decisions significant?	No
If they are significant do they affect land or a body of water?	No
Can this decision only be made through a 10 Year Plan?	No
Does this decision require consultation through the Special Consultative	No

procedure?	
Is there funding in the current Annual Plan for these actions?	Yes
Are the recommendations inconsistent with any of Council's policies or plans?	No
The recommendations contribute to Goal 2: A Creative and Exciting City	
The recommendations contribute to the outcomes of the Creative and Liveable Strategy	
The recommendations contribute to the achievement of action/actions in the Active Community Plan	
The action is: Develop a 'Play Policy' that outlines Council's commitment to provide for a range of play opportunities for different age groups	
Contribution to strategic direction and to social, economic, environmental and cultural well-being	The Council, through its Active Community Plan 2018, identified a need for a policy that outlines Council's commitment to provide for a range of play opportunities for different age groups. Without policy that offers guidance to reverse declining rates of play and addresses other play-related issues identified through research and community engagement, there are concerns that individual and community well-being, due to being less active, will be compromised.

ATTACHMENTS

1. Draft Play Policy 2020 (Play Palmy, Play!) [↓](#) 

Play Palmy, Play!

DRAFT PLAY POLICY 2020

Play provides opportunities to improve both individual and community well-being. Palmerston North City Council is making a commitment to reflect a playful, fun and flexible approach in all Council public spaces, facilities, events and activities.

POLICY OBJECTIVES

The purpose of the policy is to provide guidance for Council decision-making to achieve the following objectives:

- o **Palmerston North is treated as one big play space, providing a vast network and testing ground for play opportunities.**
- o Everyone has opportunities to play.
- o Council is a play innovator and uses its expertise to inspire others.
- o Play spaces enable mana whenua and multi-cultural communities to play and participate in traditional games and recreational activities.
- o Play opportunities reflect our diverse community needs, by being inclusive and accessible to all.
- o People feel encouraged to use all public spaces and facilities (both outdoor and indoor) to play, express themselves and be active without fear of judgment.
- o Council works across sectors to lead and co-create play opportunities, play spaces and services.

GUIDELINES

Council will:

1. Advocate for play.
2. Introduce fun, playful and creative elements into public space development at early project planning stages.
3. Support community play champions and initiatives to access external funding for play resources in communities that need more assistance to play and be active.
4. Work with other organisations to achieve better play outcomes.
5. Develop a decision-making process to inform the renewal and development of Council's play spaces.
6. Engage with communities and listen to their ideas for play to inform decision-making.
7. Grow a network of play champions in the community.
8. Support 'free play' in our parks, reserves and public spaces.
9. Provide play spaces that are inclusive and accessible.
10. Provide play spaces that are designed to cater for broad range of age groups and life stages.
11. Provide play spaces that express and provide for Rangitāne and Māori cultural needs, allowing ngā taonga tākaro (traditional games and sports) to flourish.
12. Encourage "pop-up" play opportunities.
13. Provide play spaces for a wide range of play types that challenge, allow for discovery and creative expression, and offer an element of surprise.
14. Formalise an approach to play streets that empowers and encourages people to play in their streets and neighbourhoods.

EVALUATION AND MONITORING

Progress towards implementing the Play Policy will be monitored and reported to Council in 2023.



MEMORANDUM

TO: Play, Recreation & Sport Committee

MEETING DATE: 18 March 2020

TITLE: Free Swimming for Children Under Five Years Old - Update on the 2019/2020 Annual Plan Programme

PRESENTED BY: Kathy Dever -Tod, Manager Parks and Reserves

APPROVED BY: Tom Williams, Chief Infrastructure Officer

RECOMMENDATION(S) TO COUNCIL

1. That the report dated 18 March 2020 and titled 'Free Swimming for Children Under Five Years Old – Update on the 2019/2020 Annual Plan Programme', be received.
 2. That the Council notes that expenditure in 2019/2020 for the free swimming for children under five years old is forecast to exceed the budget provision by \$93,556
 3. That the Council notes that the budget provision in the draft 2020/2021 Annual Plan of \$60,000 to continue free swimming for children under five years old, is unlikely to be adequate
-

1. ISSUE

- 1.1 In March 2019, the Finance and Performance Committee of Council received a report on the cost of providing free admission to the Lido and Freyberg Pools for all children under five years old.
- 1.2 The report estimated the cost to provide free swimming for under five-year olds to be \$28,971 per annum, based on limited data and recommended that a full paper with more analysis and recommendations be brought back to the Finance and Performance Committee in August 2019. The Committee resolved that the report be brought back to the Committee in June 2019 to help inform the annual plan debate.
- 1.3 The Council also resolved to consult with the community on the principle of implementing free swimming at Council owned swimming pools for under five-year olds, as part of the annual plan process.
- 1.4 Ninety-one submissions were received during the draft 2019/2020 budget consultation period. Seventy-six submitters supported the idea of free swimming for

under five-year olds, three were against it, and twelve were neither for or against. Several submitters raised the proposal of free entry for the supervising adult.

- 1.5 After receiving the summary of submissions, Committee of Council resolved on the 20th May to include an amount of \$33,500 in the 2019/2020 draft budget to fund free swimming for under five-year olds.
- 1.6 A further officer report was presented to the Committee of Council on the 10th June 2019. The report estimated a cost of \$33,427 to provide free swimming at Council pools for children under the age of five years old, based on admission data.
- 1.7 The Council subsequently resolved to introduce free swimming for supervised children under the age of five years plus one supervising caregiver, and to increase the estimated cost of introducing free swimming for supervised pre-schooler and one caregiver to \$60,000 per annum.
- 1.8 Officers indicated that they would report back to Council in February 2020 on the results of the first six months of the new policy, with recommendations on any changes proposed, to inform the 2020/2021 annual budget process.
- 1.9 The policy has been in place for a period of almost 8 months. Data to the end of January 2020 shows that the introduction of the free-swimming has had a much greater impact on pre-school admissions than was forecast. Consequently, the cost of free swimming will exceed the annual budget provision.

2. BACKGROUND

- 2.1 The June 2019 reported estimated the cost to provide free swimming for under-five year olds by extrapolating attendance figures children five years and under entering the Lido and Freyberg Pools between January and April 2019. A copy of the attendance data is presented in Figure 1.

Pool	January	February	March	April	Total
Lido	446	454	691	191	1,782
Freyberg	155	207	212	139	713
Total	601	661	903	330	2,495

Figure 1: Pool admissions for children aged five years old and under between January-April 2019

- 2.2 During April 2019 the pool managers, CLM, collected data on the actual age of young children entering the pool. This showed that 85% of the group represented in the April admission numbers in Figure 1 were under the age of five.

- 2.3 Based on this information, annual admission for under five-year olds was estimated at 7,572 children. This figure was 99% of the figure estimated in the March 2019 report using two months of data, giving officers a level of confidence that the new estimate was not unreasonable.
- 2.4 The cost to Council of providing free entry to the pools, is the loss of revenue. Based on a figure of 7,572 children, and an entry fee of \$4.40 (including GST), and the new policy not influencing pool entry numbers in the long term, the cost of free swimming for under five-year olds at the Lido and the Freyberg pools was estimated to be \$24,342, excluding GST.
- 2.5 The Council intended to reopen the Ashhurst pool (Splashhurst) in June 2019. Whilst the impact of Splashhurst on the Freyberg and Lido pools was not known, it was assumed that there would be a net increase in pool patronage as a result of opening the third pool facility. In the absence of other data, Council used CLMs budget estimates for casual entry revenue at Splashhurst and historical data from the Freyberg pool, to determine the proportion of casual entry revenue that was expected to be generated by pre-school child entries.
- 2.6 The cost of free entry to Splashhurst Pool for children under five years of age was estimated at \$2,400, bringing the total cost of introducing the free swimming for children under five years of age to \$26,742.
- 2.7 With the pool alone policy in place, a pre-schooler must enter a Council pool with a supervising adult. The June report highlighted that the entry fee for a pre-school swim would therefore be \$9.90 from 1st July 2019. Officers posed an alternative to the free entry for pre-schoolers option consulted upon; the Christchurch City Council Policy - a pre-schooler with a supervising adult charged the same price as a single child. The advantage of this approach was noted as being that the pre-schooler could not enter the pool without an adult, but the adult could still enter the pool with children of other ages. This mitigated the issue of pre-school children being poorly supervised. The annual cost of the alternative was estimated as \$33,428.
- 2.8 Council resolved to introduce free swimming for supervised children under the age of five year plus one supervising caregiver and increased the 2019/20 budget for providing free swimming to \$60,000 per annum.

3. IMPACT OF THE NEW POLICY ON ENTRY NUMBERS

- 3.1 The June 2019 outlined that if cost was the main barrier to pool entry for pre-schoolers, free entry may increase the annual number of pre-school visits, and the annual cost of the policy to Council would be higher than the budget provision.
- 3.2 The policy has been in place since 1st July 2019. Pre-school and supervising caregiver admissions for the period July 2019 – January 2020 are summarised Figure 1

Patron	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Total
Under 5	795	771	924	1904	1688	1918	2842	10,842
Supervisor	592	641	740	1475	1361	1526	2182	8,517

Figure 2: Pool admissions for children under the age of five years between July 2019 and January 2020

- 3.3 The figures show that 10,842 pre-schoolers and 8,517 supervising caregivers entered the three Council pools for free in the seven months to the end of January 2020. The figure for pre-schooler admissions exceeds the annual figure estimated in the June report of 7,959 by 36%, with five months of the year to go.
- 3.4 Council has admission data for January 2019, when the policy was not in place, which can be used to assess the impact of the new policy on pre-school numbers. Admissions for pre-schoolers at the Lido in January 2020 were 2,314 – 518% higher than in January 2019. Pre-school admissions at the Freyberg in January 2020 were 323 – 208% higher than 2019.
- 3.5 Total pool admissions, across all user groups, for the period July 2019- January 2020 are summarised in Figure 2. The figures show that there has been an overall increase in pool entry numbers of 3% across all Council pools between 2019 and 2020. The increase is considerably less than the increase in pre-school numbers, suggesting that the free-swimming policy for under-fives is encouraging more swimming within this age group.

Pool	January 2019	January 2020	Percentage increase (decrease)
Lido	176,524	162,797	(8%)
Freyberg	89,256	101,222	13%
Splashhurst	N/A	10,332	N/A
Total	265,780	274,351	3%

Figure 3: Comparison of total pool admissions in January 2019 and January 2020

- 3.6 CLM advised Council that when Auckland Council adopted its policy of free pool entry in 2013, for children 16 and under, there was an initial increase in user numbers for the first six to nine months and particularly throughout the summer

period. The implementation of free swimming did not change the amount of people participating in swimming activities and after the initial increase, admissions tapered back to normal levels.

- 3.7 It is difficult to forecast at this time whether the same trend will be seen in Palmerston North. Officers will monitor and report admission numbers to Council on a quarterly basis, noting any change in trend.

4. POOL SUPERVISION

- 4.1 The June report highlighted a risk of Council adopting a policy of free entry for pre-schoolers; pre-schoolers may end up inadequately supervised. For example, adults may enter the pool with more than one pre-schooler under their supervision.
- 4.2 Officers recommended that if an under 5's policy is introduced, that the Council also implemented a parent to child ratio. The Auckland Council pool supervision ratios were subsequently adopted by Council.
- 4.3 The admission data for under-fives and their supervising caregiver, (Figure 2) represent a caregiver to under 5 ratio of 1:1.3. This well within the maximum pool supervision ratio adopted by Council of 1:2. Furthermore, the CLM monthly reports do not indicate that there have been any supervision issues or increased incidents of young children getting into difficulty in the water, since the free swimming for children under years old policy was introduced.

5. POOL USER SURVEY

- 5.1 During January 2020, Council conducted user intercept surveys at the three Council pools. The survey included three specific questions on Council's Under 5 policy, namely:
 - Are there children under 5 with you today?
 - Are you aware of Palmerston North City Council's 'Under 5 policy' where children under 5 and their supervisor are free?
 - If you did or do know about this policy, would it or did this have an influence upon your decision to come to the pool today? i.e. how relevant is this policy to you and did it influence your decision to use this facility today?
- 5.2 The sample size for the survey was 124 patrons. The minimum age of patrons surveyed was 15 years of age. Of the people surveyed:
 - 19% had a child under the age of five with them
 - 53% were aware of the Council Under 5 policy

- 11% said the policy was relevant to them and/or influenced their decision to use the facility on the day they were surveyed

5.3 The survey information shows that there is a relatively high awareness of Council's Under 5 policy, even amongst patrons for whom the policy is not relevant.

6. Of the 23 patrons who had an under five-year old with them, 13 stated that the policy influenced their decision to come to the pool (56%).

7. The surveys will be repeated throughout the year, to assess the extent to which the policy is influencing under five-year old swimming at the Council pools.

8. COST OF THE FREE SWIMMING FOR CHILDREN UNDER FIVE POLICY

8.1 The cost to Council, to the end of January, as a result of the new policy is \$78,108.52. This is \$18,108.52 higher than the \$60,000 provided in the 2019/20 annual plan. \$44,288 is attributed to supervising caregivers, and \$45,536 to under five-year olds.

8.2 If the experience of Auckland Council is anything to go by, Council should expect the increase in admissions for under five-year olds to level off over time. The data in Figure 4 suggests however that pre-school entry numbers are still on the rise.

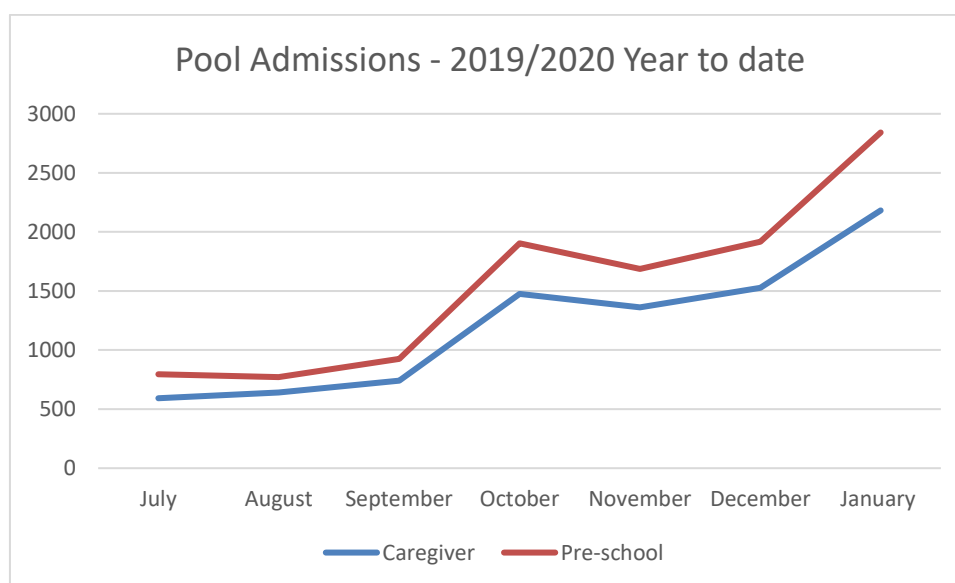


Figure 4: Pool admissions for under five-year olds and their supervising caregiver – July 2019 – January 2020

8.3 Seasonally, January has higher monthly admission at both the Lido and Freyberg pools due to the combination of school holidays and warmer weather. Therefore, the high figures in January for under five-year olds, is to be expected.

- 8.4 The most likely scenario is that the increased patronage due to the policy will continue – as indicated by survey results where 56% of caregivers with under-fives at the pool indicating that their decision to go to the pool was influenced by the policy.
- 8.5 It is impossible to ascertain the long-term impact of the policy on pool admission numbers, that is, whether admission numbers will continue to be high or drop off over time as the novelty of the new policy wears off.
- 8.6 Historical admission data indicates that by the end of January admissions to the Lido are 59% of the annual total and the Freyberg Pool 48%. Assuming the influence of this policy on user numbers continues at the current level, and that the admission data for pre-schoolers and caregivers to date is following the same seasonal pattern of other user groups, then the year-end financial position can be forecast as:

Under-fives	\$77,782
Supervising caregivers	\$75,774
TOTAL	\$153,556

- 8.7 This forecast exceeds the annual plan budget \$93,556. Furthermore, the budget provision in the Draft Annual Budget 2020/21 of \$60,000 for the continuation of the free swimming for children under five-year old policy is highly unlikely to be adequate, unless the provisions of the policy are amended.

9. NEXT STEPS

- 9.1 Council indicates whether it wishes to review the provisions of the current policy of free swimming for children under five years old
- 9.2 Council considers the budget provision in the 2020/2021 draft annual plan considering the information in this report
- 9.3 Officers continue to monitor and evaluate the success of the free swimming for children under five years old policy and in the future report admission figures and expenditure to Council via the quarterly report.

10. COMPLIANCE AND ADMINISTRATION

Does the Committee have delegated authority to decide?	No
If Yes quote relevant clause(s) from Delegations Manual <Enter text>	
Are the decisions significant?	No
If they are significant do they affect land or a body of water?	
Can this decision only be made through a 10 Year Plan?	No

Does this decision require consultation through the Special Consultative procedure?		No
Is there funding in the current Annual Plan for these actions?		No
Are the recommendations inconsistent with any of Council's policies or plans?		No
<Enter text>		
The recommendations contribute to Goal 2: A Creative and Exciting City		
The recommendations contribute to the outcomes of the Creative and Liveable Strategy		
The recommendations contribute to the achievement of action/actions in the Active Community Plan The action is: <Enter text> The action is: The action is: Through contract and facility management, and discussions with facility managers, optimise the use of Council aquatic facilities and the Central Energy Trust Arena.		
Contribution to strategic direction and to social, economic, environmental and cultural well-being	Removing financial barriers to accessing Aquatic facilities enables citizens to remain connected and active Ensuring that facilities are profitable, enables them to continue to be run at a high standard and offer a range of services, without impacting on other services of Council.	

ATTACHMENTS

Nil

MEMORANDUM

TO: Play, Recreation & Sport Committee

MEETING DATE: 18 March 2020

TITLE: Manawatu River Framework: Progress Report

PRESENTED BY: Jason Pilkington, Parks Planner and Kathy Dever-Tod, Manager Parks and Reserves

APPROVED BY: Tom Williams, Chief Infrastructure Officer

RECOMMENDATION(S) TO COUNCIL

1. That Council receives the Manawatū River Framework report for information.
-

1. ISSUE

The Manawatū River Framework is a City Catalyst Programme (Programme 752) and has a total programme of works extending to several millions of dollars. The Catalyst Programme 752 is linked to several other programmes that are rationally and practically part of a single programme of works (such as Te Motu o Poutoa and Urban Eels).

It is therefore appropriate that a detailed progress report on this programme and related programmes is developed on a three-yearly basis.

2. BACKGROUND

The Manawatu River Framework was developed in 2015; and was adopted by Palmerston North City Council late in 2016. The implementation began in 2017 and during the 2018-28 10 Year Plan process budgets for the implementation of the strategy were aligned.

The Manawatū River Framework was developed as a response to a long standing issue, the City had turned its back on the river. The Manawatū River, prone to flooding, walled inside stop banks had been treated as a as a risk to be avoided, mitigated and engineered.

Council began to realise that the river itself, a unique, breath-taking feature at the centre of the City actually posed more opportunity and potential than risk. A different approach began to emerge and the Manawatū River Framework was developed with the purpose of placing the river squarely back at the heart of City life, and attracting people into the space rather than walling them out.

The key activities at the centre of the strategy include creating activity and infrastructure, restoration of the river environment and promoting, communicating and enhancing the Mauri, or spirit, of the river. Rangitāne has long known the importance of the river, of water to life, and that the health of the natural environment reflects the health of the people. In recent years the Council and public have begun to acknowledge the relationship to the awa.

The River Framework aims to achieve these goals through:

- A shared vision
- Key directions
- Design principles
- Location specific actions, and;
- An implementation plan

The attached report (Appendix 1) highlights the key features of the Manawatū River Framework and describes how the features have been implemented, and where possible makes inferences as to the levels of success achieved, scale of change since the implementation of the framework, and where Council could improve.

The Manawatū River Framework directs Officers to develop a restoration and recreation plan for the Awapuni Recovery Centre area, including the Mangaone Stream/Manawatū River confluence and the old gravel extraction quarry site. Since the plan was adopted, Council has taken control of the old gravel extraction site and is in a position to begin development planning work in this space. Any resulting work from this development plan, is currently unbudgeted.

The Hokowhitu Lagoon area, which will likely become part of the Manawatū River Park boundary, would benefit from an overall development plan. This is because the new development in this area will see Council take ownership of reserves and areas of cultural significance; and a plan for connecting the reserve formally into the river space is desirable. This was not specifically directed in the Manawatū River Framework and Officers would like direction from Council on this planning.

He Ara Kotahi has been immensely successful. Associated amenity features along the pathway, such as seating, signage and wayfinding and rest areas, are now desired by the community. These features were not included within the 2018 LTP programme 752 budget. Officers will bring these additional items forward to the 2021 Draft LTP process for consideration by Council.

3. NEXT STEPS

Development planning for Awapuni Recovery Centre area and Hokowhitu Lagoon will commence in 2020.

All proposed additions to Programme 752 will be forwarded to the 2021-32 10 Year Plan planning process for consideration by Council.

4. COMPLIANCE AND ADMINISTRATION

Does the Committee have delegated authority to decide?		No
If Yes quote relevant clause(s) from Delegations Manual <Enter text>		
Are the decisions significant?		No
If they are significant do they affect land or a body of water?		No
Can this decision only be made through a 10 Year Plan?		No
Does this decision require consultation through the Special Consultative procedure?		No
Is there funding in the current Annual Plan for these actions?		Yes
Are the recommendations inconsistent with any of Council's policies or plans?		No
<Enter text>		
The recommendations contribute to Goal 2: A Creative and Exciting City		
The recommendations contribute to the outcomes of the Creative and Liveable Strategy		
<p>The recommendations contribute to the achievement of action/actions in the Manawatu River Plan</p> <p>The action is: In support of the overall work programme in the Manawatū River Plan and helps ensure that that Councillors and the community are kept well informed regarding the progress of this plan and understand what pieces of work are on the horizon.</p>		
Contribution to strategic direction and to social, economic, environmental and cultural well-being	The Manawatū River Framework – as a catalyst programme should be carefully monitored in terms of both numbers, user satisfaction, issues or concerns and progress implementing the strategy. This document and attached report provide the mechanism for detailed reporting on process over the past three years.	

ATTACHMENTS

1. Appendix I: Manawatu River Framework Progress Report 2020 [↓](#) 

MANAWATŪ RIVER FRAMEWORK



Three-Year Progress Report



Introduction

The Manawatu River Framework was developed in 2015; and was adopted by Palmerston North City Council late in 2016. The implementation began in 2017 and during the 2018-28 Long Term Plan process the budgets for the implementation of the strategy were adjusted to better reflect the extent of the work required.

The Manawātū River Framework was developed essentially as a response to a long standing issue: the City had turned its back on the river. The Manawātū River, prone to flooding, walled inside stop banks and ultimately treated as a space outside normal city life had been treated primarily as a risk to be avoided, mitigated and engineered.

Council began to realise that the river itself, a unique, breath-taking feature at the centre of the City actually posed more opportunity and potential than risk. A different approach began to emerge and the Manawātū River Framework was developed with the purpose of placing the river squarely back at the heart of city life, and attracting people into the space rather than walling them out.

At the centre of strategy is creating new activity and infrastructure, restoring the river environment and promoting, communicating and enhancing the Mauri, or spirit, of the river. Rangitāne have long known the importance of the river, of water to life, and that the health of the natural environment reflects the health of the people. In recent years the Council and public have begun to catch up to this highly sophisticated and unfortunately neglected relationship to the awa.

The Framework achieves these goals through:

- A shared vision
- Key directions
- Design principles
- Location specific actions, and;
- An implementation section



This report takes the key features of the Framework and describes how the features have been implemented, and where possible describes the levels of success achieved, scale of change since the implementation of the framework began and where Council could improve.

This report describes achievements in relation to the following:

- The Key Directions (Section 5)
- The Design Principles (Section 6)
- The Vision Statement (Section 7)
- The area specific opportunities (Section 8)
- The implementation (Section 10)

Reporting on Key Directions ensures that the work Council is doing is meeting the basic essence of the strategic direction of the document, and is a significant section of the document for reporting purposes. It is highly desirable to interpret this section correctly when producing and installing work on the ground.

Reporting on the Design Principles Section requires Council to assess the quality of the work that Council is engaging in on the ground, and to review whether the quality of this work is of a consistently high standard. This section also requires Council to ensure work is fit for purpose, and functional and sits comfortably within the context of the special and unique characteristics of the Manawatū River environment.

The vision statement describes the ultimate outcome sought – which is essentially more people actively engaged in the river environment over longer periods. This section of the report looks at the numbers of people in the environment and baseline statistics. These include:

- Total numbers for He Ara Kotahi.
- Social media statistics.
- Qualitative data and special stories.
- Satisfaction survey results.

It should be noted here that the Vision Statement refers to the Manawatū River as "Palmerston North's Great Linear Park". Moreover, the Active Community Plan directs Officers to develop the river as a park. The report also reports on this action and describe progress in relation to this piece of significant and challenging work.

The report also describes:

- What we have achieved so far.
- what is on the horizon for the next few years (with timeframes).
- the areas that we could improve upon.

Rangitāne o Manawatū

Given the special relationship that Mana Whenua have to the river, Officers have engaged Rangitāne to provide feedback on how Iwi believe the Council is fulfilling it's role to the river – particularly within the strategic context of the delivery of the Manawatū River Framework. A section describing those results is also included in this report.

NGĀ MAHI KUA TUTUKI, MAI I TE OROKOHANGA O TE KAUPAPA AWA:
SINCE THE FRAMEWORK WAS IMPLEMENTED WE HAVE:

BUILT **760m**
Grade 2 metal track for
MOUNTAIN BIKERS



INSTALLED
2 HECTARES
of zero energy starpath

2017 - 2019

HAD **3**
BONFIRE EVENTS
Matariki and Koanga



INSTALLED
3
GYMS



HAD
6
PLANTING EVENTS



signed
RANGITĀNE
PARTNERSHIP
agreement

VOLUNTEERS CLOCKED UP
17,500
HOURS OVER 2 YEARS



BUILT **500m** OF NEW
JUMP TRACKS



HAD
1x TRACK
BUILDING
EVENT

BUILT
4

PEDESTRIAN
CYCLE BRIDGES



INSTALLED
**NATURAL PLAY
EQUIPMENT**

including tree forts, pallet swings,
fall nets and fallen logs

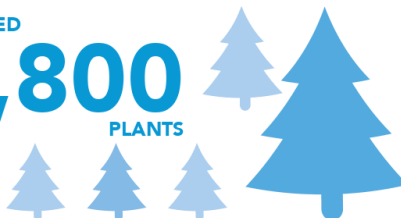


374,000

GROUPS USED
HE ARA KOTAHI
IN FIRST 8 MONTHS

CREATED
TE OHUNGA MAURI
TO IMPLEMENT FRAMEWORK

PLANTED
7,800
PLANTS



11km
OF ADDITIONAL
WALKING TRACKS



OPENED DOG PARK
AND AGILITY COURSE



WON MERIT AWARD
FOR BEST PARK
(AHIMATE RESERVE)



prepared **15,200 square
metres** of land for planting
through volunteer labour



added **1.2km**
of mountain
bike tracks



INSTALLED CARPARK, TOILETS &
COUNTER AT HE ARA KOTAHI



completed
NEW CARPARK
and entrance way at
AHIMATE RESERVE

BUILT **160m** BOARDWALK



SIGNED
CO-MANAGEMENT OF
**TE MOTU O
POUTOA**
AND ESTABLISHED
COMMITTEE





Key Directions

5.1: Build the network first – connectivity

We have achieved:

Connectivity in the river area is key – primarily because the geographical space in which we are working is extensive and many pieces of the jigsaw are not yet in play. Without these pieces receiving collective, early, extensive forethought and planning the river park would remain a series of poorly connected, separate spaces.

Connectivity is required to occur from Shiriffs Rd out to Ashhurst on both sides of the Manawatū River. It is also desirable to assess how the river space connects to key City spaces – such as Te Marae o Hine (The Square) and CET Arena.

To date key accomplishments in creating greater connectivity are:

- He Ara Kotahi connecting the river to Massey University and Linton Army Base.
- The new exercise and walking loop from Fitzherbert Bridge to He Ara Kotahi Bridge.
- The Awapuni Gravel extraction site returned to Council to connect the River shared path to the Mangaone Stream pathway.
- The easement over the Van Echten property – extending the shared path to Ashhurst.
- The purchase of the Manawatū Golf Club land.
- Purchase of the Higgins property at the base/entranceway to Te Motu o Poutoa.

What is on the horizon

In order to achieve full connectivity Council will be working on:

- Negotiating access on across private land (to complete the shared path to Ashhurst) and an extension of He Ara Kotahi path from the end of Bells Rd through to the Honore Drive carpark.
- Provisions in the District Plan have secured the protection of the Kikiwhenua Meeting House site from private development and signalled the potential for a streamside shared path between Grand Oaks Drive and Kikiwhenua. This will help connect Kikiwhenua with the Awa.

Where could we improve

- We have not been able to successfully negotiate a solution on the Dunne Block, which is a key connector at the southern end of the shared path (situated between Ahimate Reserve and the Awapuni Recovery Centre).
- Legibility – Council will work on the wayfinding features with more creativity and flair to better communicate existing connectivity.
- It remains uncertain how the Kelvin Grove area will ultimately connect back to the river, thereby completing a full City loop.

5.2: Create a distinctive sense of place - uniqueness

We have achieved:

Design work has been carried out with Rangitāne and this is ensuring Council achieves a sense of uniqueness specific to this region. This form of place-led design is occurring across all infrastructure platforms in the river space. Examples of success are:

- He Ara Kotahi Bridge design and bridge lighting.
- Albert Street hard stand and pattern.
- Ahimate – dog park development and Marae Atea.
- Wayfinding features – centrality of river and subway mapping for “main highway”.
- Urban Eels platform and entranceway.
- Pathway design – Massey University side bridge-to-bridge.

In addition to this the development plan at Ahimate Reserve has ensured that the sense of natural river wilderness, permissive and natural play and the impermanence of the river flood plain is maintained and becomes an integral part of City identity.



Other parts of the City

Design work in the river space is connecting up with complimentary design at the Palmerston North Airport, Wildbase Recovery Centre, City Entranceways, Te Marae o Hine (the Square) and CET Arena through the commissioning and guidance of Rangitāne tuakana/experts and artists. This consistency of design will naturally produce a seamless flow between key City features and entrance points that visitors and locals alike will come to recognise as uniquely Manawatū.

How we work

To ensure this consistency and ongoing development and deployment of design features that create that unique Manawatū "flavour", Council has established a working party for the Manawatū River Framework: Te Ohunga Mauri (those who care for and uplift the mauri or spirit of the river). Te Ohunga Mauri is made up of representatives across PNCC units and Rangitāne o Manawatū, and holds the collective vision for uplifting the Mauri of the Manawatū River. Te Ohunga Mauri act as the first port-of-call for any design, build and event activity in the river space to ensure that it is fit for purpose – that it upholds and promotes the mana of the river, the collective values of Whanau Ora and the values and vision described in the Manawatū River Framework.

What is on the horizon

The implementation of future infrastructure – particularly key river entranceways, growing river-based events and the new communications and wayfinding plans will cement the uniqueness of this space, and ensure it has that wider City connection.

Where we could improve

Working more closely with other parts of the community to develop and identify other forms of uniqueness would be highly beneficial.

5.3: Activate the river edge - destination

We have achieved:

Activation of the river edge has been highly successful over the last three years. He Ara Kotahi has had more than 375,000 people over the bridge in a 9-month period. Ahimate Reserve development has also proven highly successful and both that reserve, and the new jumps parks and mountain bike trails are both experiencing the most significant pins on social media pinpoint for play spaces in the City at present. Prior to this, the river edge was not seen as a highly active or engaging area.

Activations of the river edge include:

- Jumps parks at Riverside Drive, Albert Street Pine Forest and the Linton end of He Ara Kotahi is currently being built. Also, a new skills area and pump line at Ahimate Reserve was built in 2018 and 2019. These have proven hugely popular and have provided 'checkpoints' for people to travel further along the Awa than they typically would have
- Spring Koanga and Matariki-Puanga Bonfires. We have now had three bonfire events. The first Spring Koanga saw around 1000 attendees staying until around 8pm, while the second iteration saw 1500 attendees staying until past 11pm. The Matariki-Puanga Bonfire had over 1500 attendees. The Koanga bonfires are helpful in drawing attention to new investment at Ahimate and reinforcing the organic characteristics of the Awa, while the Matariki-Puanga bonfires are helpful with highlighting a lesser-known part of the Awa (Fitzroy Bend). The bonfires format has been used by the Youth Space to build stronger connections with youth.
- Natural Play areas such as willow structures, forts, fall nets, tyre and pallet swings, etc. have also been highly popular particularly at Ahimate Reserve. These elements have provided a sense of curiosity within the Awa park.
- The new beach area at Ahimate Reserve has at least tripled in numbers of users since the beach area was opened up and grassed for ease of access and to provide adequate sitting and picnic areas, supported by REACT's willow tents structures.
- The dog park and dog agility area has also proven highly popular and dog walkers have also at least tripled at this reserve since the park was built. The dog park has enabled the emergence of community-led dog events and walks.
- Since the building of He Ara Kotahi walkway requests for events, pop-up dance, food-trucks and potential tourism operations have increased significantly or are beginning to occur for the first time.
- Planting days and restoration activities have also increased significantly over the last three years. Thanks to good working relationships with passionate contractors planting days, working bees, corporate volunteer day activities and school planting and activation days have at least doubled along the river.

- Mobile gyms – the mobile gym has proven popular but is not as successful as we might have thought. With two new gym platforms in the river space and two more in design phase now, we expect to see a future shift towards people choosing to engage in a wider variety of exercise options.
- Sites of cultural significance have proven to be highly attractive, and those interested in history and culture are seeking out areas to enhance their local knowledge and understanding of the cultural make-up and history of the region.

What is on the horizon

- It is expected that the Albert Street glow path, the lighting loop and the Urban Eels platform being installed this year (2020) will provide even higher levels of attraction and engagement for the community.
- 2021 will see the new Victoria Esplanade entranceway and Kuripaka site lookout built which will provide easier and more legible access to the river from our number one park, and more emphasis on walking the left bank of the river along He Ara Kotahi.

Where we could improve

- We need to begin linking the sites together to provide a more seamless experience that will allow people to plan out an entire day or half-day of river activities.
 - o Smaller capital investment or activations could be curated in the 'inbetween' spaces to provide 'checkpoints' between more formalised places. More formalised places (e.g. He Ara Kotahi, Ahimate Pā, Victoria Esplanade) should be the drawcard for people to visit the destination, with smaller elements sited to extend people's experience of the Awa beyond that one location. E.g. mobile gym platforms relocated more frequently and observed in lower-frequented places.
 - o Take advantage of key junctions and loops to cater to different audiences. E.g. promote the use of the 3.7km bridge loop for exercise through the siting of exercise equipment along that loop.
 - o Reinforce or revisit existing activities along the Awa to rebuild their relevancy to the Manawātū River Framework. E.g. explore the viability of the Okatia steps as a riverside amphitheatre for micro-events, freshen up and enhance the usability of the Scouts firepit.
- Apply the 'Power of 10' principle to maximise the 'pull-power' and dwell time of places at the Awa: A successful city should have a minimum of 10 destinations; each destination have at least 10 places to visit; and each places should have 10 reasons to visit that place. The Awa is a destination made up of a series of places that should each have a multitude of reasons to visit.
- Take advantage of market forces to test out the 'pull-power' of new places before capital investment, rather than after. E.g. incentivise the set up of foodtrucks and markets in locations where we may want to increase the level of activity, to build a business case for power/water/services to further support activities.
- There is low resourcing and high demand for the services of the PNCC Events Team, creating a gap in responsiveness to event partnerships at the Awa. Independent event skills need to be developed in the community, Te Ohunga Mauri, or Rangitāne o Manawātū to support events at the level where events can maximise their impact on the identity of the Awa.

5.4: Express Rangitāne and Maori culture – identity and culture

We have achieved:

Council, with our Rangitāne partners, have identified, developed and reclaimed a number of key sites of cultural significance in and around the river area. They are:

- Rangitāne Pa
- Kikiwhenua
- Ahimate Pa
- Te Kuripaka Pa
- Turitea Viewing area
- Urban Eels platform
- Te Motu o Poufoa
- The Moko Moko plains
- Hokowhitu Lagoon
- Ruahine Entranceway (Albert Street end)
- Raukawa Rd entranceway
- Te Wī Marae
- Otangaki (Ashhurst domain)



Council has reclaimed the site on which **Rangitāne Pa** was once located. This land, adjacent to the Awapuni Recovery Centre on the southern side, has been used as a farm and then as a gravel extraction area since the early 1900's. Council will now work with Rangitāne, to begin restoration planning for the site.

It is important that **Kikiwhenua** is linked back into the river and that the land currently comprised of Mangaone Stream walkways, and Rangitāne Park act to complete this link.

Ahimate Pa was purchased from Allied Concrete in the 2000's, and Council has since worked with Iwi to develop the park.

Te Kuripaka Pa forms part of the He Ara Kotahi pathway and has no development plan associated with it.

Te Motu o Poutoa is arguably the most significant cultural site along the Manawatu River, and has approximately 1.3 million set aside for design and development. A co-management agreement was developed with Rangitāne in 2019, and as part of that agreement a co-management committee of Council was established to oversee the development of Te Motu o Poutoa (and likely other river-based sites of cultural significance).

Te Ohunga Mauri – a group consisting of both Council Officers and Rangitāne, was established to implement the framework and to uplift the mauri of the river.

Turitea viewing area and **Urban Eels Platform** was used in ancient times as a natural vantage point from which to see the approach of enemies, or traders, etc. A plan to restore the site by building a viewing platform on it in remembrance and celebration is ready and has been approved resource consent. The site (including Urban Eels platform) was intentionally included as part of He Ara Kotahi, and an agreement to fund Rangitāne to care for this significant site was entered into between PNCC and Rangitāne.

The **Mokomoko Plains** occupy the flat and productive river plain between Turitea/Te Kuripaka site and Te Motu o Poutoa. The site was the scene of a major loss of life of Rangitāne women and children and is now being developed as an area of remembrance. This site is included in He Ara Kotahi agreement and Council is working with Rangitāne to develop an appropriate memorial site at the Massey/Linton Camp junction.

Hokowhitu Lagoon was a significant site for the training, healing and drills for warriors. The area also acted as a WWI army training area and the Maori 28th Battalion left to WWI from this location. The area was also a significant terraced village area and was a treasured eel catching area. An overall plan for the development of this cultural site to remember and restore the site is underway.

Ruahine Entranceway (end of Albert St) is a key river entranceway and is linked to Hokowhitu Lagoon. Council purchased this land from the Manawātū Golf Club in 2020 and has since installed a hard stand area that incorporates a 3ha Rangitāne water pattern into the hard stand.

Raukawa Rd entranceway celebrates the old forward Pa site at Raukawa Pa. This site was often set inside the river course on both sides and when the river was high was essentially a Pa site situated on an island. The development at this river entranceway will celebrate this Pa site.

Te Wi Marae has been identified in terms of location. It is currently on private property and appropriate District Plan provision will be required to recognise the importance of the site.

What is on the horizon

There are a number of key pieces of work programmed for 2020 and 2021 that will continue the work to develop and uplift local identity and culture. They are:

- Turitea Pa Viewing platform.
- Development plan for Rangitāne Pa site and connectivity to Kikiwhenua to the river is coming up in the immediate future.
- Once the new co-management Committee is established, the development plan for Te Motu o Poutoa will commence.
- Planning and proposed development around Hokowhitu Lagoon.

Where we could improve

Officers held a performance review workshop at Rangiotu Marae in November of 2019. Two key comments on our performance from Rangitāne came out at that performance workshop.

The first concern was with regards to succession planning, and the fact that Rangitāne often find themselves having to deal with staff changes and that these often do not provide any type of consistency of work or planning. They can therefore find that plans fall away, are changed significantly, at least until new people are bought up to speed.

The second concern (which is related to the first) is with how we work as a team. Rangitāne were of the view that the river framework group should adopt the Whanau ora way of working, and that this has a built-in cultural framework with regards the Maori world view.

In order to address these concerns, Officers created a multi-unit, cross-functional River Framework team. The idea is that if any single individual moves on, the group itself would hold that consistency of work together. Rangitāne named the group Te Ohunga Mauri – those that care for the mauri of the river. The group has been established now for approximately 5 months, and has been quite successful. The group has also, almost by default, become a guardian of the river and all events, infrastructure and activities that are proposed for this space comes through Te Ohunga Mauri in the first instance.

5.5: Restore ecologies and environmental quality - environment

We have achieved:

Ahimate Reserve was an old gravel extraction site since the early 1900's, and in more recent years had been a commercial and concrete works. The site was slated in the Manawatū River Framework for a development plan and general ecological and recreation restoration of the site. A Development Plan was developed in 2017, and has been implemented since that date. Approximately 85% of all actions have now been completed.

To achieve ecological restoration, as per the Development Plan, Council and the Ahimate Reserve Community (ARC) have held approximately three planting days per year for the last 3 years at Ahimate Reserve. One Sunday per month weeding, planting and general care days have also occurred at 12 per annum for many years.

In addition to this the ARC have engaged a number of businesses seeking work for corporate volunteer days to plant, weed and help out in the reserve. This link has grown and developed in strength, and the ARC is currently operating well-coordinated environmental initiatives in the reserve.

Discussions with locals and park users indicate that native bird-life is improving and numbers of birds are beginning to return to the area. Once plantings increase in size this is expected to improve significantly. Horizons Regional Council and the Department of Conservation along with the ARC and PNCC have ensured that educational initiatives and stands are also included in the planting days at the reserve.

The below aerial describes the extent of the bio-diversity initiatives



Council have also employed the services of Biodiversity Services. This service is also employed by HRC and Army to develop biodiversity along the Kahuterawa Stream and many other key areas for planting and restoration. Employing Biodiversity Services connects us more closely with the work being carried out by HRC, PNCC Depot Staff and Army along He Ara Kotahi, Ahimate Reserve and generally along the river space.

The aerial below shows the extent of planning, planting and restoration work occurring in the Kahuterawa Valley in the vicinity of He Ara Kotahi and the Manawatū River Framework.



Council established its first ever maintenance contract with Iwi. Rangitāne will be employed to help Council maintain the Turitea Pa site and surrounds and the Urban Eels platform and area once these are built. This will allow other contractors and Council staff to have the benefit of cultural knowledge when working on the river environment; and will help Rangitāne to build capacity to bring the Rangitahi into the environment to care for it and learn about these precious historical sites. Rangitāne bring a specific and unique environmental knowledge and level of care to our daily services, which is both exciting and practical.

The aerial below shows the Turitea Pa site and viewing area and the Urban Eels platform that will be managed by Rangitāne. It should be noted that from this area back to the He Ara Kotahi Bridge will be managed by PNCC staff; and planted and restored by both Rangitāne and Biodiversity services.



Council recently regained control of an old gravel extraction area that was leased by Higgins Family Holdings (HFHL). HFHL had used the area for gravel extraction, and more recently to dump cleanfill waste. The Manawātū River Framework explicitly states that this site is targeted for a restoration project to be determined by a Development Plan for the entire site – including the Awapuni Recovery Centre. The aerial below describes the extent of the restoration project.



This restoration project will function alongside the connectivity element of the framework, to ensure that connection from the shared path to the Mangaone Stream path is achieved. The framework not only directs Officers to create a Development Plan for this specific site – but to use the restoration plan for the area as a springboard to clean up and restore the confluence of the Manawātū River and Mangaone Stream and further west along the stream.

Council, in partnership with Rangitāne, accessed \$15,000 from the Matariki Tu Rakau Billion Trees fund. Rangitāne coordinated the event as a two-day Department of Corrections and volunteer planting day event. The result was to plant the He Ara Kotahi pathway on the riverside bank from the Turitea Bridge towards the new bridge for around 500 metres.

What is on the horizon

Support Existing Initiatives

The main work on the horizon is to support the existing delivery arm of staff, volunteers, contractors and Mana Whenua to continue their restoration work.

Hokowhitu Lagoon

To bring restoration planning for the Hokowhitu Lagoon into the Manawātū River Framework sphere of influence. It is currently not included.

Riverside Drive Oxbow

The large Oxbow at Riverside Drive is not currently in an ideal state. It is proposed that PNCC would work primarily with Rangitāne, HRC and other stakeholders to deliver this approximate 20Ha to PNCC and the river park.

Where we could improve

Council currently does not have an overall bio-diversity implementation plan for the Manawātū River environment. While many key stakeholders have plans and are working extremely well, a complete over-arching plan for bio-diversity restoration/development in the area is not available. A plan of this proportion could be used to help coordinate many ecological restoration and promotional groups.

5.6: Create a sense of ownership – community and stakeholder engagement

We have achieved:

Ahimate Reserve Community

The growth of the Ahimate Reserve Community and their ability to coordinate significant planting, weeding and general park care and restoration events has been growing and improving since the implementation of the Ahimate Reserve Development Plan. This group has a fantastic sense of reserve ownership, and works to pass this love of the area on to others.

Riverside Jumps

A large group of young people with a passion for jump bikes and jumping got together and began to build their own jumps park on the river side between the Riverside Drive entrance and the Gas-Works Drain. The aerial below describes the position of the jumps park.



There is approximately 350m of jumps tracks in this area – all built by these young people. Council has made overtures to the group in order to support them where possible. The group asked Council if they could build more jumps in the Albert Street Pine Forest.

Albert Street Pine Forest jumps

The young jumps enthusiasts approached Council to build tracks in the pine forest. Council worked with them to provide dirt, surfacing, carting and diggers (with driver), so that they could continue to build more jumps. Council also built a 400m pump track area further south, with the intention of connecting the pine forest jumps to the wider walkway and shared path network. The plan is to provide off-road access for mountain bikes and jumps bikes – from the Awapuni Recovery Centre – to Ashhurst Domain.

Linton Army Camp Jumps

A number of young people involved in the build live out in Linton. They approached Council, once He Ara Kotahi was built, to build tracks closer to home on the Linton side of the shared path. Officers provided them with space, negotiated the use of land for jumps with the Army and provided dirt, surfacing and diggers to build their own set of jumps. They are currently 30% through their build.

Te Ohunga Mauri – Rangitāne: a sense of ownership

At the recommendation of Rangitāne, Te Ohunga Mauri was established. This group is charged with the enhancement of the Mauri of the river, through the delivery of the Manawatū River Framework. The group is essentially an implementation team and is also set up to support volunteers, staff, event organisers and the general public that might want to be involved in a passion project.

The cross-functional group is made up of:

- Iwi partners
- Communications and Marketing
- Infrastructure
- Strategy and Planning
- Customer (Community)
- Maori Advisory

Ahimate Reserve Development Plan

During the creation of the Ahimate Reserve Development Plan the Ahimate Reserve Community (ARC) was established. This community group is made up of people that are passionate about the Ahimate Reserve. The group has been invaluable during the development plan process, as part of parks development and maintenance and as guardians of the reserve. Officers have worked hard to support and promote this type of structure.

Communications and Marketing of the Manawatū River

Communications around the river space has been steadily improving, particularly since the growth in popularity of the space. Comms are now well-established through the PNCC website, media engagement and social media platforms. These platforms have proven highly successful to promote planting days, events and profile our work in this space. Council also continues to work with Horizons Regional Council Communications in the river space.

Ahimate Reserve is now the location of choice for corporate work days for many organisations. This is because of the ARC, Biodiversity Services, REACT, and Council are working together to make the process easy and seamless. This has resulted in a doubling of corporate workdays occurring in the reserve.

Rangiwahia Environmental Arts Centre Trust

REACT's fundamental philosophy is community led design. As such, they have involved corporate groups, schools, kindergartens and the general public through workshops and working bees on site to ensure the community is involved in the development of the parks and events. Council has an ongoing agreement with REACT to build natural play features along the river edge, and this work has proven hugely popular.

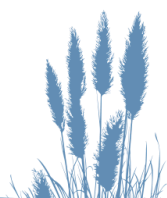
Events and stands

The number of events in the river space is steadily growing (such as Park Run, Striders and the Horizons Regional Council River Festival). Since the installation of He Ara Kotahi a number of event operations have either moved to the space or shifted their focus to incorporate the bridge and new "loop" track which runs from bridge to bridge. The events for the most part are community led and therefore fulfil both the direction to involve the community in the river space and to increase the numbers of people active in the space.

Unique Events – Spring Koanga Bonfire and Matariki-Puanga Midwinter Bonfire

The Spring Koanga-Puanga and Matariki Bonfires have proven very successful. Council held a Matariki-Puanga Bonfire in 2019 and also a Spring Koanga. The second iteration of the Spring Koanga took place November 2019. There was at least a 40% increase on overall numbers from the first Spring Koanga to the second iteration. These events are hugely popular, they fit with the nature of the river space and they have the potential to grow and extend significantly.

The Spring Koanga – a unique event, recognises the Ngati Hineaute Hapu and the Panieri Tribe, who in this area used fire to lift Tapu, and to prepare us for the new year.



What is on the horizon

The further community-lead development of the jumps and mountain biking trails will continue, as will both REACT and the ARC.

Council will look to increase the numbers at the Spring Koanga and Matariki-Puanga events. Events hard stands are currently being developed, and Officers expect events to be drawn to this space. The Matariki-Puanga Bonfire will shift to this space in June/July 2020.

Council will begin improving wayfinding in the space and also be looking into the use of technological applications to compliment the river space.

Where we could improve

Responsiveness

Council needs to support restoration and clean-up works, environmental education initiatives and other environmental initiatives in the river space. This is an area of unique opportunity that is growing in relevance at a fast rate of change.

Volunteerism

Currently numbers of volunteers are on the decline in the City, region and country. This trend has been occurring for a number of years now. It is becoming more difficult to develop and hold onto volunteer groups that have an interest and love for an area; and are willing to invest their own time and effort in that area.

Community Leadership

In fact, short-term daily or 6 monthly volunteering is not the problem – people tend to come to planting and clean-up days in decent numbers. The main issue is with dedicated and connected leadership that will look after a place on an ongoing basis, and coordinate volunteer-days, etc. Council will be looking for new ways to try and attract people to move into this space.

Currently the best means Council has is to ensure the following is in place:

- A group of people that are passionate about a place or space.
- The group has, and is willing to spend, time on the space or area.
- An operational worker that can act in a logistical support capacity.
- A Council that can act in logistical and planning support (ensuring plants don't get left to die once planted by volunteers, include members in forward planning, ensure budgetary requirements for kit are met, etc.).

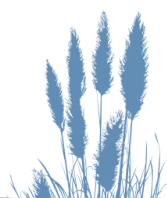
Te Ohunga Mauri is currently working to try and support in this manner and grow numbers of organised and dedicated supporters, as well as those wanting to be involved in the river on a short-term basis.

Current opportunities for participation are high, with opportunities to 'muck in' on clean up days, planting days, pump track building, and nature play building events (via REACT). These are however unevenly dispersed opportunities that are perhaps not capturing all riverside communities.

The challenge is to convert participants into leaders. A lack of strategic and succession planning support for groups such as the Ahimate Reserve Community places the group at a risk of dwindling recruitment and community representation. More work needs to be done to increase the skills and resources of community groups engaged in the River, and celebrate these groups. Key resources include:

- Strategic planning
- Communications planning
- Support for their own dedicated physical resources
- Fee for service contracts for activities that suit their skills

A scan of communities of interest that neighbour the Awa needs to be done to identify community groups that should be the easiest to partner with.



Design Principles

The Design Principles directed in the Manawatū River Framework are the following:

- Ensure a sense of continuity and coherence
- Maintain constantly high quality
- Ensure context-specific design
- Integrate and coordinate all initiatives
- Engage with stakeholders
- Prioritise

What we have achieved

All concept design work was carried out in the first year of the implementation plan. There were a number of key design features that were completed:

- The Albert Street River Entranceway.
- Ahimate Reserve River Entranceway.
- Victoria Esplanade River Entranceway.
- Riverside Drive River Entranceway.
- Raukawa Road River Entranceway.
- Wayfinding markers, seats, maps, etc.
- Urban Eels Platform.
- Turitea Pa site viewing platform.
- Te Motu o Poutoa Development Plan (currently on hold).
- Albert Street Hardstand and Pattern.

All design work began with the consultants and PNCC staff involved in the work engaging in an early workshop with Rangitāne. Rangitāne spoke of their special relationship with the river, their stories of the past and their special places and what they mean. The designers were tasked with listening, working together and to design features that invoke the stories, places and people.

Achieving all design work in a single year, and tasking designers to weave everything together through the base stories of Rangitāne has allowed us to deliver a diverse yet coherent set of design features. Moreover, Council has been able to tie this design work into the CET Arena design work, Wildbase, the Village Gateways and the Airport – all key, recognisable City gateways.

The level of quality along the river sits at differing levels. He Ara Kotahi Bridge and the lighting is at an international level with regards the highest levels of quality in terms of both design and materials.

However, natural play features, some furniture, local events and jumps tracks are intentionally designed to look and feel rural, slightly neglected and as if they were "naturally" occurring. This design and execution are intentional, and every single feature developed in this space is managed to look and feel unmanaged. The exceptions are:

- He Ara Kotahi Bridge
- The Fitzherbert Bridge and Victoria Esplanade side Lighting Loop
- The river entranceways (excluding Ahimate Reserve)
- Te Motu o Poutoa (not yet designed)
- The Albert Street Hard Stand Pattern
- Wayfinding

These are designed (or will be) as iconic features that link into other key City features – such as Wildbase, the Airport, Te Marae o Hine and the Village Gateways.

The main contextual considerations are: the river in floodplain, the river as cultural entity and the river area as a natural wilderness play area.

Furniture, play features, mountain bikes tracks, jumps parks and ecological planting days and restoration events are all developed and designed taking into account that the river is a floodplain.

So far, we have considered:

- Albert Street Hard Stand Pattern – low lying so river can flow over it.
- Pou and cultural icons – can be removed in high flood times.
- Natural play features – poles and high level for water to run over. Low level items can be easily and cheaply replaced.
- Gates – open onto lock down poles so that they can be opened in flood events with no catch-ups occurring.
- Seating – made out of existing on-site river logs – can be lost and replaced easily and cheaply
- Pathways – conversion to asphalt and concrete – for resilience.
- Plantings – low level roughage so that water can flow over them freely without digging channels.

The river is also a significant cultural icon and entity

So far Council has:

- Wayfinding – have the river at the centre – as main highway (using subway-style markers).
- He Ara Kotahi – bridge design and lighting design.
- All river entranceways.
- Urban Eels.
- Te Motu o Poutoa.
- Sites of cultural significance.

All of these features have taken the cultural element into account in order to achieve specific context through representing in design local history, Iwi narrative and myth and the nature of this particular river.

There are a number of natural play features developed. The Manawatū River Framework specifically refers to the river park as a place of natural and wild beauty, permissiveness and a sense of unimpeded fun and play. The framework therefore specifically refers to design work focusing in on the space as a place natural and wild play.

What is on the horizon

Council will continue to maintain the desired mix of unmanaged areas and high-quality design features going forward.

Where we could improve

Amenity features (such as rest areas, seating, signage, etc) was not budgeted for in the implementation of He Ara Kotahi. This takes away from the high quality achieved on some design and build features when things appear “unfinished”. More effective planning and budgeting in the early stages is needed.

What is on the horizon

The Urban Eels Platform, Turitea Pa site viewing platform, the Victoria Esplanade River Entranceway and the new Albert Street Hard Stand Pattern are currently underway or due to be built within the next year.

Where we could improve

The design work needs to be tied in more effectively to the Wayfinding work and strategy. Officers will look to achieve this over the next 6 months, before budgets are ready for the Wayfinding Strategy implementation, in 2021.



Examples:

The design below is a pattern produced by Rangitāne. This pattern will be imprinted into the asphalt path on the Massey side of the bridge-to-bridge loop track. The design is set to look like the bottom of a traditional cloak, as if the pathway were the long bottom layer of a Rangitāne cloak.

Also, as the path pattern will be in glow sand and glow at night, the designer states:

The kaupapa for my mahi is about reframing customary mātāuranga and cosmology in a new light. This geometric pattern is derived from taniko and is inspired by the star constellations our Pacific ancestors used as guides to navigate Te Moana Nui a Kiwa from Hawaiiki to Aotearoa. This supports the kaupapa of reflection and as we read the signals in the night sky we begin to understand our role as kaitiaki or caretakers of the land, fish and birds.

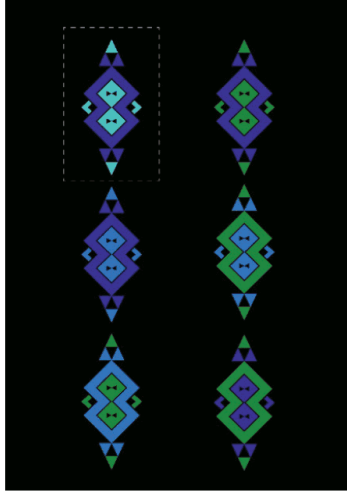


Figure 1: Cloak Glow Pattern Design - Massey Side Loop Path

The cloak plays a special and traditional role for Rangitāne as a sign of protection for the wearer, the people and those who come to stay under the protection of Rangitāne. It symbolises warmth, welcome and protection.

The pou below (which will stand watch over Ahimate Reserve when completed) describes the ancestor wearing a cloak. The new pou for Te Marae o Hine will also have specific reference to the cloak. These design linkages are unique to the region, visually beautiful and tell the story of partnership and peoples coming together. They will, ultimately, describe the unique story of the Manawatū and visitors and locals alike will begin to recognise our distinctive artwork, design infrastructure and our collective memories and story of our journey together.



Manawatū River Framework – Vision

The vision is: **Palmerston North's Great Linear Park. Each year there will be more things to do, and more people will spend more time at the Manawatū River Park.**

He Ara Kotahi

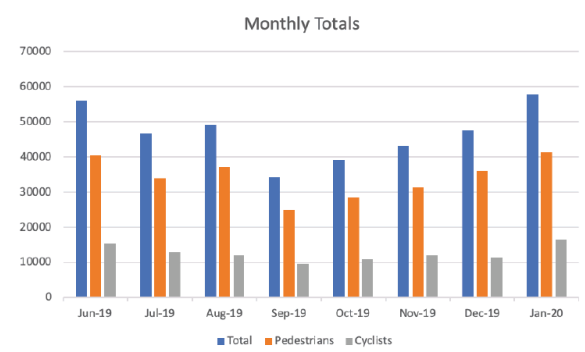
The He Ara Kotahi Bridge opened in mid 2019, and since opening has proven immensely popular with walkers, cyclists, commuters to Massey University and people visiting the bridge and surrounds. The bridge opened the City for the first time in 100 years or more, to the Massey side of the river with a 6km path out to Linton Army Campy.

In addition to the bridge, an eel feeding platform and lookout site are planned for that side of the river within a short 1.5km walk from the bridge. The Turitea viewing platform, as a natural geographical feature, is already proving a popular walk and turn-around point on the pathway and has therefore had to have temporary fencing installed to protect against the sheer cliff-face.

User numbers have remained steady. The graph below describes an average total user number per month of around 40,000 movements over the bridge. For a City of 90,000 people, this is nearly half the population in movements over the new bridge every month – a testament to its popularity.

The early numbers show a typical high level of use which we would expect to see while people are going to the new bridge as a new addition to the City. The expected drop-off in numbers occurs in winter around September. The surprising feature of the numbers at present is that number then begins to rise again, right through into the new year. In fact, January 2020 numbers show a total number of users that is similar to June 2019 when the bridge was first opened.

Media



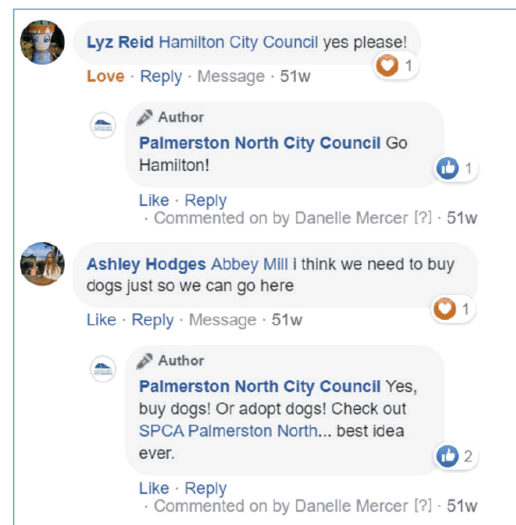
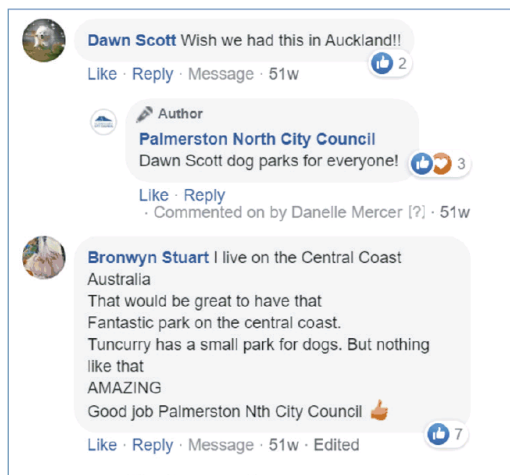
He Ara Kotahi, within one month of opening, was voted Palmerston North's number one "most loved" site. Two marriage proposals are known to have occurred on the bridge and more recently a marriage ceremony was held on the bridge.

He Ara Kotahi was the biggest media drawcard for 2019. Between 7 June- 3 July we had 62 written news stories about He Ara Kotahi, some of which received international coverage in Australian newspapers and The Independent in the UK. TV coverage of the opening was on One News, Breakfast, Te Karere, The Am Show, Newshub and Te Kaea. Radio interviews and news coverage also featured on More FM, The Breeze, Radio NZ (Morning Report, news and Afternoons), and Newstalk ZB (news and Mike Hosking Breakfast). Many of the news organisations shared their stories on social media, which gained huge reach. For example- within one week of He Ara Kotahi opening, Te Karere's story had been viewed more than 15k times on facebook.

The opening of He Ara Kotahi also coincided with the decision by the communications team to start using the #palmypride on Instagram. When the bridge opened we asked people to share pics using the hashtag and we received around 200 entries in a week. The #palmypride is now one of the most popular hashtags in the city. Unsurprisingly a majority of the pictures shared by social media users are of the river area.

The other standout for 2019 was the opening of Ahimate Dog Park in Feb 2019. This video is the most popular post ever on the city council facebook page. The video has been viewed more than 52 thousand times and been shared almost 400 times. It has also received more than 1200 comments, most of which were tagging friends in or other local authorities. A number of comments also focused on coming to Palmy to visit the park.

Some highlights for social media are listed below:





Michelle Brackebush Can't wait to come back to Palmydisse and see it in person 😊

Like · Reply · Message · 38w



Jonathan Rait I honestly believe Palmerston North Council is one if not the most proactive go forward councils in NZ. Particularly appreciate all the cultural events recently.

Like · Reply · Message · 38w · Edited



Karen Dunlop Can't praise this council enough for all the work done around the region for parks and recreation.. these initiatives are just brilliant.

Like · Reply · Message · 38w · Edited



Palmerston North City Council
Published by Olivia Wix [?]
· 9 June 2019 ·

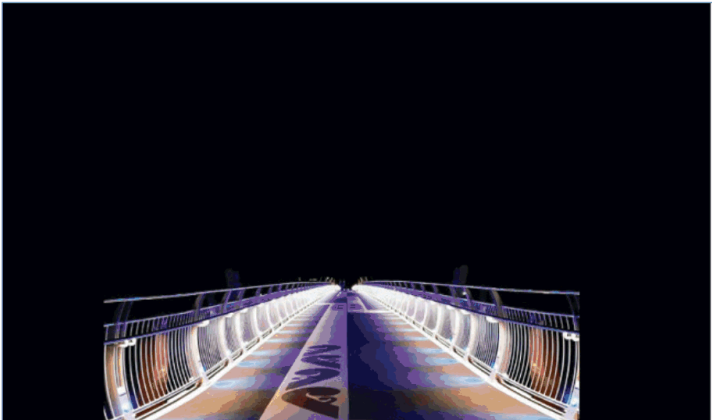
He Ara Kotahi means 'a path that brings people together' - and that's exactly what happened on Saturday night when Marama proposed to Fraser on the bridge 🍷❤️!

We think it's the first proposal to occur on our new path! Show us what memories you made on the path this weekend using #hearakotahi #palmypride to be in to win a \$500 bike voucher.

Tag photo Add location Edit

9,101 People reached 2,449 Engagements Boost Post

292 104 comments 10 shares



Palmerston North City Council
Published by Maddie Powers [?]
· 1 November 2019 ·

The remaining lights have now been installed on He Ara Kotahi and we're turning them on for the first time at 8pm Monday! They'll be on every night after that ✨ Visit our awa to see this remarkable view. pncc.govt.nz/news-events/news/he-ara-kotahi-lights-up/

Tag photo Add location Edit

18,021 People reached 3,097 Engagements Boost Post

558 127 comments 78 shares



John Morrison An amazing bridge. congratulations to pncc for a fantastic asset for our city
Like · Reply · Message · 15w · 5

Palmerston North City Council Author
Thanks for the comment, John. 😊
Like · Reply · Commented on by Maddie Powers [?] · 14w

Peter Nunn Well done, this should look so exciting
Like · Reply · Message · 15w

Aris Holmes Great job City Council 👍
Like · Reply · Message · 15w · 2



Palmerston North City Council
Published by Maddie Powers [?] · 14 November 2019 · 🌐

You asked, we answered.
...
Over summer we're putting in a bin, a toilet, a drinking fountain and seating at the Linton end of He Ara Kotahi! We'll keep you updated on when the work will start.

Tag photo · Add location · Edit

13,330 People reached · 3,079 Engagements · Boost Post

👍👍👍 507 · 149 comments · 19 shares

Peter Davies Great inovation and great to see ongoing developments as feedback is recieved. Awesome
Like · Reply · Message · 13w · 1

Peter Nunn Well done you guys, great to top the water bottle up!
Like · Reply · Message · 13w · 3

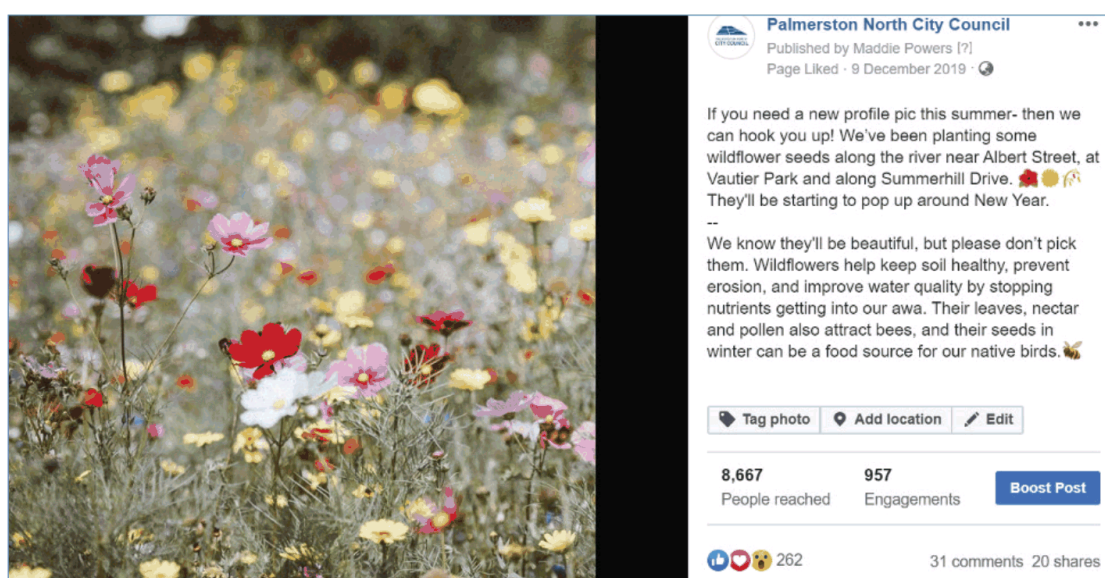
Renee Diane Great! That wd be awesome to have something for all those practical needs... Thanks PNCC
Like · Reply · Message · 13w · 1

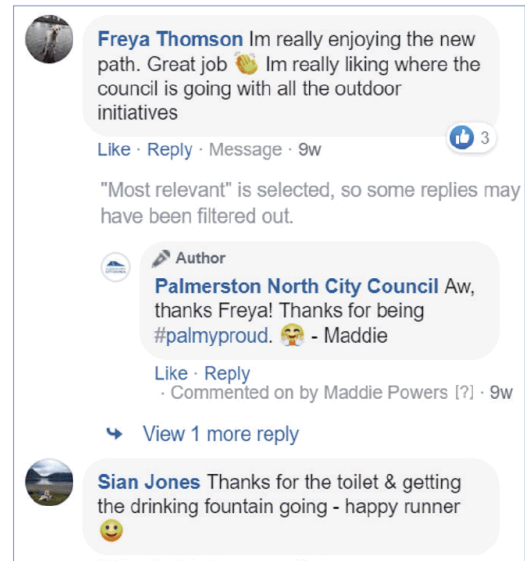
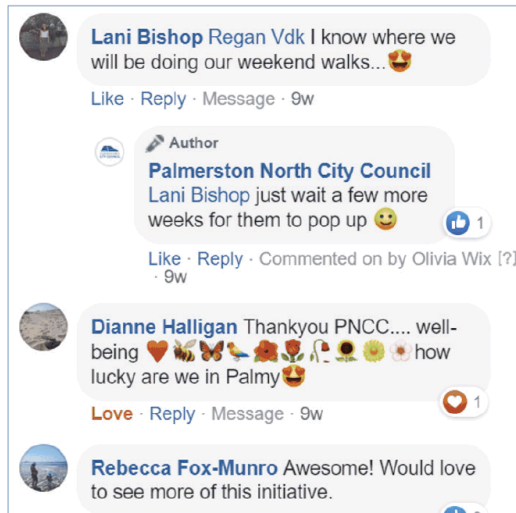
Catherine Anne Sharp This is a great walkway 👍 the bridge is amazing, such beautiful artwork, also the history of the surrounding areas was great to read.
Like · Reply · Message · 13w · Edited

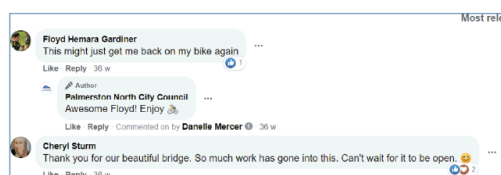
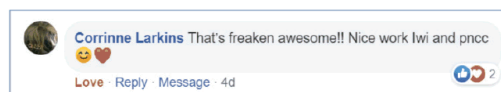
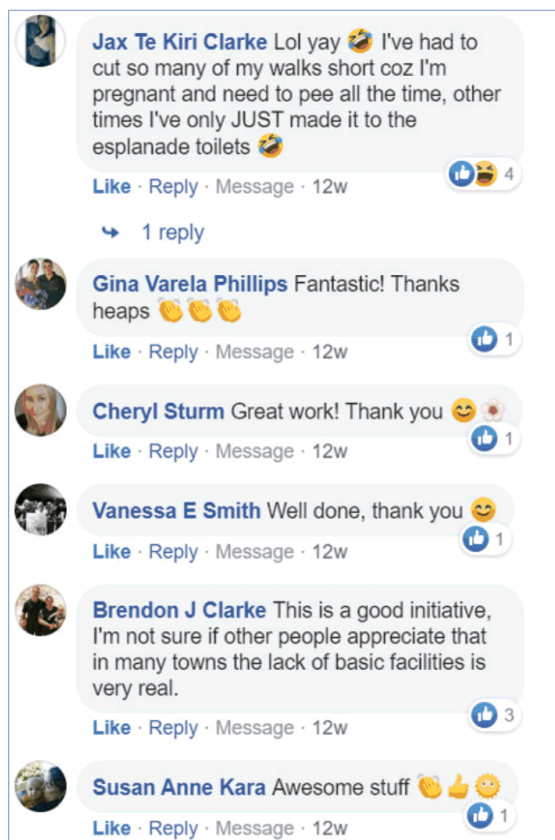
Evan Greensides Good idea coming up with an alternative PNCC. Wandered past the bridge by Te Papa today and it is a rusted out, terrible eyesore now with all those locks. Keep He Ara Kotahi looking awesome 👍
Like · Reply · Message · 12w · Edited · 11

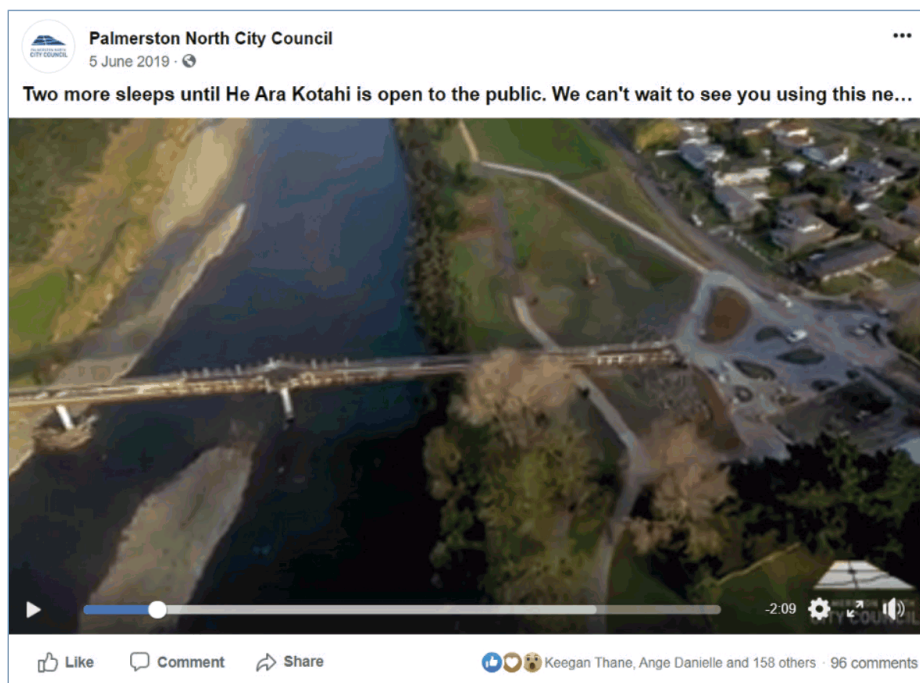
Bianca Ravelich Last thing we need is keys being thrown in the water, it's a cool idea, but perhaps a dedicated place for these and another 'palmy' tradition for the keys. Be smart people.
Like · Reply · Message · 12w · 7

Natalie Allen Good call pncc, the bridge is a beautiful design and iconic in itself, it doesnt need love locks added to it
Like · Reply · Message · 12w · 25









In 2019 Council began using the Social Media Pinpoint tool. This tool allows users to pinpoint particular sites, issue areas, etc. Council recently set this tool up for the public to pinpoint favourite play and recreation sites across the City. The favourite play and recreation sites that emerged from the Pinpoint Tool were the following:

- Victoria Esplanade
- Milverton Park
- Ahimate Reserve
- Albert Street Jumps Park
- River locations

It is likely safe to say that until the development of Ahimate Reserve and the construction of the jumps at Albert Street pine Forest it is highly unlikely that these would have featured as top play and recreation spots. In fact, it is unlikely that the river would have featured on Social Pinpoint for recreation and hot play spots five years ago.

Both the level of media interest in the bridge and pathway and the user numbers remain strong – making this feature a significant contributor to the achievement of the Framework Vision.



Survey Results

During 2018 and 2019 Officers surveyed the river environment in order to better understand how the work along the river was impacting users and whether the physical works and implementation of the Manawatū River Framework was translating into user experience and achieving the framework vision.

In 2018 20 people were surveyed along various points of the river. In 2019 more resources were available and a total of 34 people were surveyed. While Council has not surveyed large numbers of users and the surveys do not provide any detailed and statistically significant picture, it is fair to say that the limited surveys combined with total numbers on the shared path, Social Pinpoint Tool, media and social media comments and feedback combine to give us a complete story of the river experience.

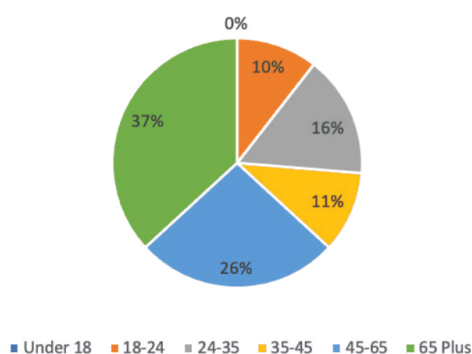
In order to capture as wide an audience as possible the surveys were held along a number of different river areas, and were held at a variety of times during different days of the week.

There were some questions added to the 2019 survey regarding how often people exercise in the river environment, and whether it is more these days than they used to do. This was included to try and get an idea whether people were more likely to be doing more exercise now that there is a growth in infrastructure and things to do. This, in turn, points us towards whether the new features are helping the City towards its goal of becoming the "Most Active City". People were also asked if they would like to be involved in the development, to get a better understanding of the appetite for volunteering and becoming part of the development and design – a significant factor in achieving success on the framework.

2018 Results

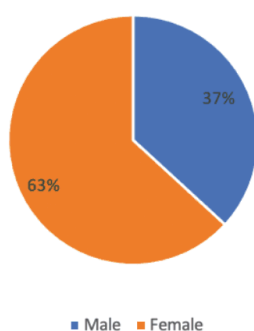
Most participants (over 60%) in the survey were between 45 and somewhere over 65 years of age.

Survey Participants Age



In terms of the gender of survey participants most those asked questions were female.

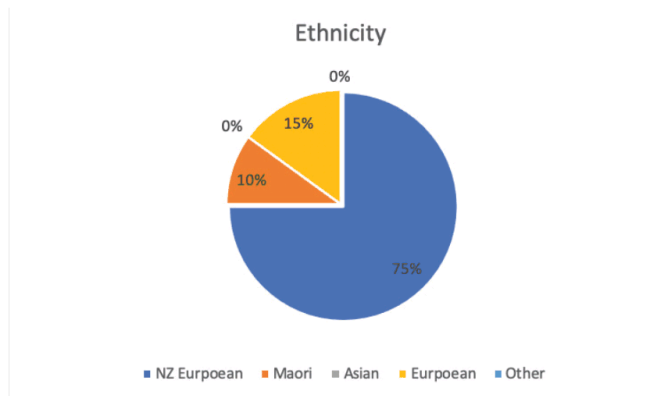
Gender



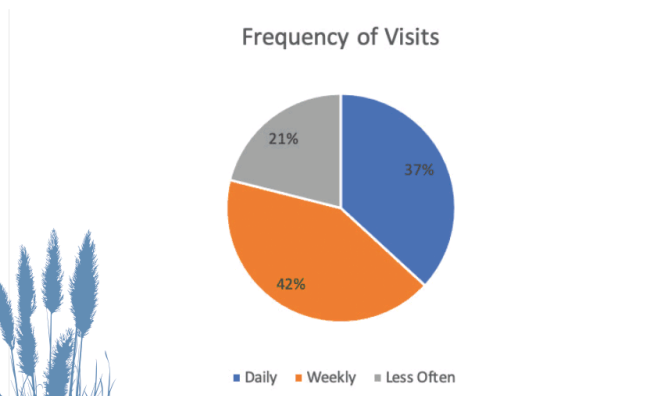
The main purpose of participant's visit to the river was for exercise. The next most significant reason was listed as "other", however the primary motivation to visit for the other category was dog walking. The next most popular reason for a visit was to experience the beauty of the surroundings and swimming. Swimming tended to be more popular with younger people surveyed.



In terms of the ethnicity that survey participants identified as, NZ European was the highest at 75% with Maori at 10% and European at 15%. Maori are therefore underrepresented in the survey questions given the ethnicity is approximately 16 to 17% of the total make-up of the City.

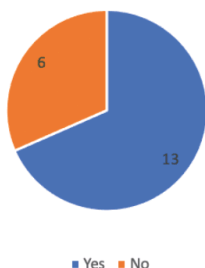


In terms of the frequency of visits, most people questioned visited the river either daily or weekly – at a total of 79% of all those questioned. Therefore most people questioned were frequent users of the space.



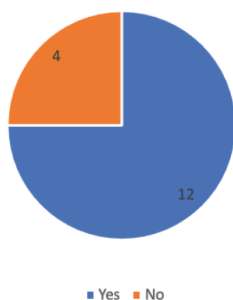
People were also asked whether they have heard of the Manawātū River Framework. The question was introduced to establish whether people were both aware of the strategy and also making links between the strategic direction and the new development occurring in the space. Most people had heard of the framework, which is a positive signal to new Communications and Marketing Team and the push on social media.

Have you heard of the Manawātū River Framework?



People were also questioned to establish whether what is being built in the river space is in fact appealing to regular users. Overwhelmingly a positive response to this question was received. This indicates that the development features being built are in fact desirable, useful and will be used.

Do the new activities appeal to you?



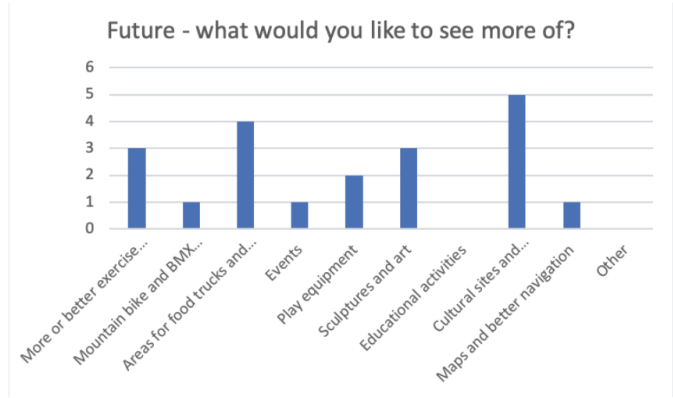
In order to understand whether the framework itself has had a noticeable impact, users were asked whether there are more things to do in the river space now than there was 2 years ago – essentially when the implementation plan began. An overwhelmingly positive response was also given to this question. This signals that what is occurring recently in the river environment is noticeable, and is having a positive and obvious impact.

In the last 2 years - are there more things to do along the river?



The final question was related to the future – and for users to describe what they would like to see more of with regards further development of the river space.

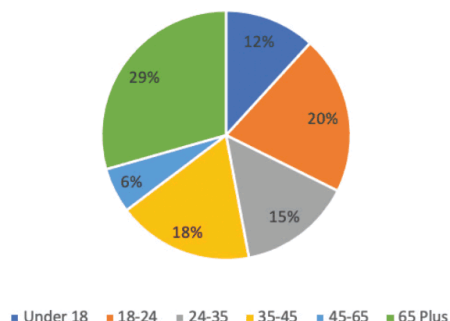
Cultural areas, better and more exercise equipment and areas for food trucks featured strongly in the responses. This is highly positive given the current build at Albert Street, the new food truck stands at the entrance to He Ara Kotahi and the number of cultural sites to be developed over the next few years. This signals that Council's forward development plan is also aligned to user expectations.



2019 Results

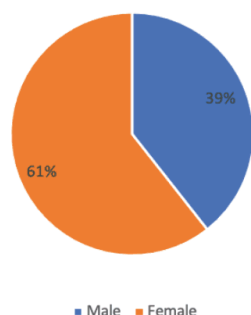
The age of survey respondents for the 2019 survey, while similar to 2018, achieved a much broader reach – particularly in the 18-24 age group.

Age of Survey Participants



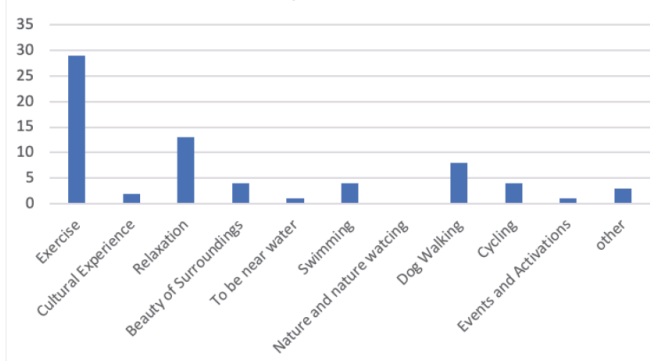
Gender results for 2019 are very similar to 2018, with a slightly higher portion of those identifying as male responding to the survey questions in the 2019 year.

Gender

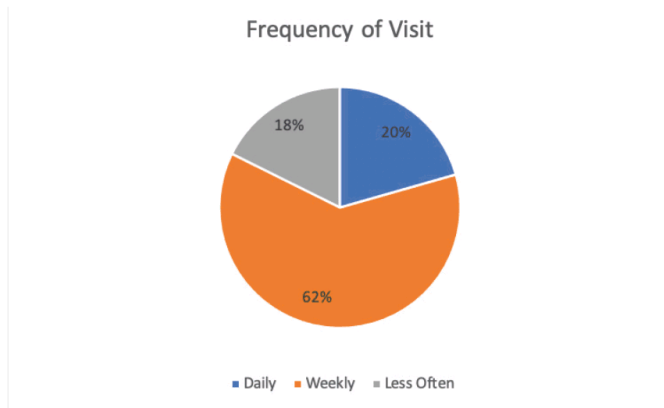


The purpose of visit in 2019 was similar to 2018 – with exercise, relaxation and dog walking as the stand-outs. Beauty of surroundings is the main category that drops between years, with dog walking coming through very strongly in the additional comments section rather than as a specific category of activity.

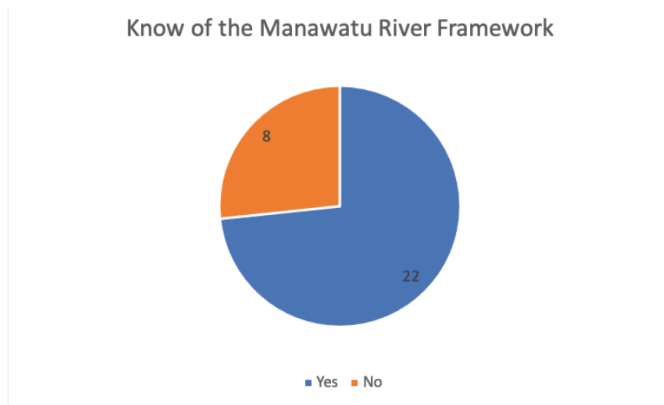
Purpose of Visit



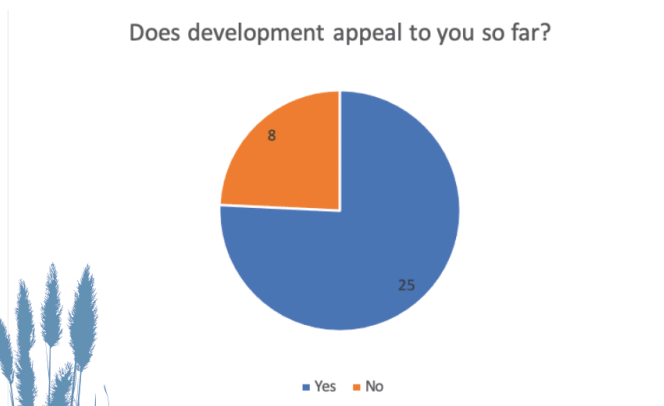
In terms of frequency of visits, people were most likely to visit the river space weekly, and there were fewer people questioned that visited the river less frequently than weekly than there was in 2018. People were also less likely than in 2018 to visit the river daily.



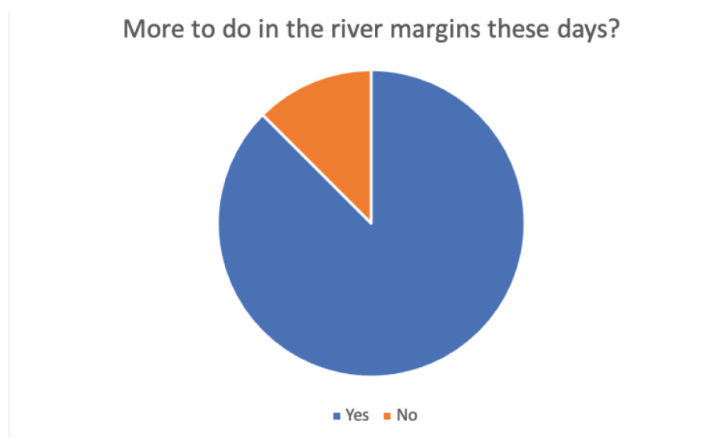
Those responding positively when asked if they had heard of the Manawātū River Framework were much higher in 2019 than in 2018. This is a good sign and indicates the high levels of media coverage achieved in the river space over the last year.



When asked if the developments are appealing, again as in 2018 users responded overwhelmingly that they believed the work occurring in the river space was appealing to them. This indicates that Council remains on track with the work occurring in this space.

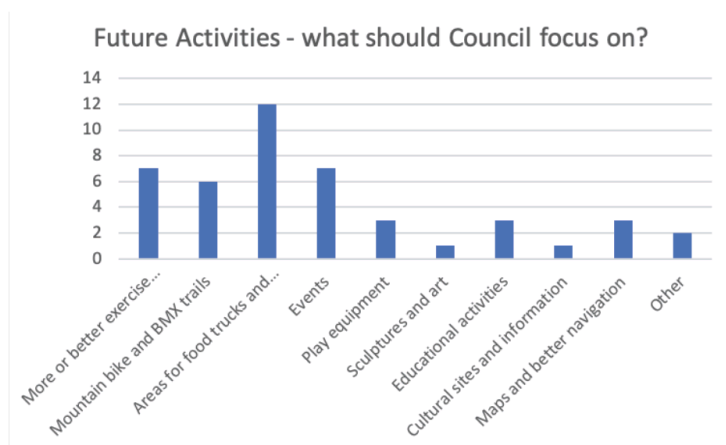


The question was slightly altered for 2019. Rather than asking if there was more to do in the last two years, the prescriptive 2 years was changed to "these days". That was to allow for moving ahead with future surveys and allowing people to make the claim year on year rather than proscribe a specific date. This should allow us to continually evaluate whether Council is providing more to do year in/year out.



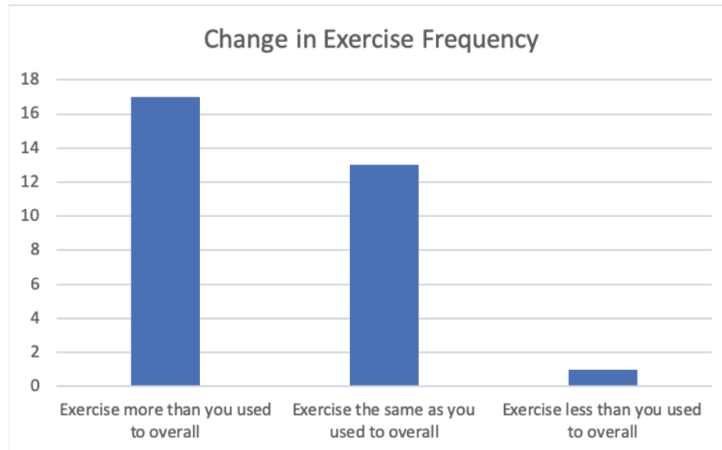
The results however are very similar to 2018, in that respondents continue to experience new features occurring along the river and these also appear to be appealing as well.

Future activities, while similar to 2018, were much broader. In addition to areas for food trucks, more and better exercise equipment the respondents also included more events and BMX/Mountain bike trails. The results likely occur because there have been more events held in the river space since the framework began and bike tracks have become increasingly popular.



This clearly indicates that the newer initiatives are popular and that, while they may not have been identified in 2018, now that they are occurring people are positively inclined towards them and would clearly like to see more of the same or similar.

In 2019 Council introduced a question to determine if people were exercising more these days along the river than they might have in the past. The respondents clearly believed that they exercise more these days, or at least the same amount. Respondents were less likely than 2018 to state that they exercise less than they used to. While it is hard to draw any firm conclusions from this, the answers clearly indicate that people believe they are more likely to exercise now than they were.



People were also asked in the 2019 survey if they would like to be involved in the river framework development and design. The clear answer was no, with more than half not answering this question at all. It remains a difficult feature of the framework to encourage people to be involved in the space and to take ownership of some area or activity. Officers will work to establish what successful groups look like and how we might replicate this going forward.

Conclusion

There are not significant differences from 2018 to 2019. Perhaps the most significant differences are people responding positively to existing work and wanting to see more of the same. Respondents were overwhelmingly positive, were more likely to have heard of the Manawatū River Framework and found the developments appealing to them. Desires for future development maps nicely with existing implementation plans and so we should expect continually high levels of satisfaction providing high quality developments are achieved.



Implementation

Placemaking – Early Initiatives

Placemaking initiatives are considered an effective means to test ideas, design features and activities prior to committing significant funding to them. In this way Council can better assess whether an idea will work and be used, where it might be situated, or if it would compliment some other existing feature or activity. With this in mind the placemaking initiatives tend to sit with the “immediate” section for implementation.

It was however decided that Council should begin with overall design work for the significant infrastructure projects (mainly the river entranceways) and then to get some activities and infrastructure in place so that Officers were not in the difficult situation of attempting to bring people into a space without any complimentary infrastructure/activities as attractions.

Therefore Officers made the call to reprioritise and to develop:

- Ahimate Reserve and the new Dog Park and adventure and agility trail
- He Ara Kotahi
- The Albert Street Pattern and Hardstand (on which to have some events or placemaking initiatives)
- Mountain bike trails and jumps parks
- Natural play features

It was argued that some success on the ground with these would provide better momentum and areas around, or on, which to hold placemaking initiatives.

Movies in the park – event held

Create pop up eating area

Fireworks event held

Food trucks

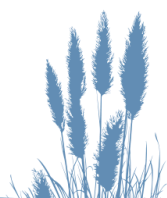
Promote bike hire – summer

Light show to test lighting Moveable or temporary furniture provided

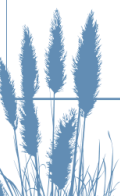
Now that Council has had comprehensive success on nearly all the initiatives that have been completed, there is enough interest and activity in the space to better compliment experimentation. These activities will receive more attention in the coming years.

Making it Happen – immediate

Action	Complete	On Hold Partial	Incomplete	Comment
Development Plan for Ahimate Reserve.	✓			This action was completed in 2017 and the implementation of the plan is approximately 70% complete.
Shared path from Riverside Drive to Raukawa Rd.			✓	The Van Echten Property easement is being developed, and negotiations with the other landowners are underway. The outcomes as negotiated are uncertain, and some landowners do not favour public access along their river boundaries.
Support NZTA's proposal for the construction of a walking and cycling facility at Ashhurst Bridge.		✓		This is currently tied into the Te Apiti Project.



Action	Complete	On Hold Partial	Incomplete	Comment
Create clear entrances at approaches to the river.		✓		Ahimate Reserve River Entranceway is complete. He Ara Kotahi is complete – including stunning Plaza river entranceway. Victoria Esplanade River Entranceway detailed design is complete and Council is currently looking to lodge a resource consent application. Work will begin in the 2020/21 financial year.
Improved walking and cycling connection between domain and shared path.		✓		This will be actioned during the Ashhurst Domain Reserve Management Plan.
Improved wayfinding and distance markers.	✓			A Wayfinding Strategy was developed and is currently being experimented with (along He Ara Kotahi) in order to make final decisions. Budget is for 2020/21 financial year.
Clear signage at primary river access points.	✓			As above – see Wayfinding Strategy
Identification of suitable spaces for dog parks, picnic areas, games areas.		✓		One Dog Park was built at Ahimate Reserve, and other pop-up dog park ideas and areas will be developed in the coming years. The Dog Park is highly successful. A new picnic area and beach front developed at Ahimate Reserve Albert Street Hard Stand Pattern being built at present Rest and picnic areas along He Ara Kotahi have been identified. Will need to forward to the next 10 Year Plan for funding.
Support community group to develop Junior Road Safety Park.	✓			Community group was supported and the park is built.
Rangitāne historic sites of cultural significance are acknowledged and enhanced as appropriate		✓		Council and Rangitāne worked together to identify all key areas of cultural significance within the river area. Design and budget for key areas have been set and build is ongoing or planned. Such as: <ul style="list-style-type: none"> • Urban eels platform (under construction) • Turutea Pa site and viewing platform (2021) • Ahimate Reserve (2019 built, pou coming in 2021) • Te Motu o Poutoa (on hold – set to resume Development Plan) • River entranceways (Albert Street, Raukawa Road) • Hokowhitu Lagoon – planning to commence • Rangitāne Pa site – planning to commence



Action	Complete	On Hold Partial	Incomplete	Comment
Develop wayfinding plan for the Manawatū River.	✓			The Wayfinding Plan was developed in 2017
Work with HRC to provide more information on water quality and identification of good places to swim.		✓		Ongoing – relationship is solid in the river space.
Increase frequency of seating features that can double as seats along the river.	✓			Seating areas have been identified along He Ara Kotahi – 2020-2021 to implement. Identify rest areas along shared path on City side 2020.
Work collaboratively with HRC to develop a planting plan for river.		✓		Ongoing – planting along He Ara Kotahi, Ahimate Reserve, and planning has been ongoing and successful.
Suitable locations identified for picnic areas and creation of a community hub.	✓			Albert Street Hard Stand Pattern – under construction - will test for this as the hub.
PNCC to promote river path.	✓			The river path has been heavily and successfully promoted by the Communications and Marketing Team. See section on the Manawatū River Framework Vision for more detail.
PNCC to work with HRC and DOC to provide environmental education on the bird species located at the river, Bill's Bush and Ahimate Reserve.			✓	Signage promoting dotterals, and encouraging river users to help protect their nesting environment, has been produced with the Department of Conservation. Further, more general educational actions are yet to be developed.
Manawatū Gorge mountain bike track.		✓		This work is currently with the Te Aiti Project .
Establish level of user conflicts on shared path and establish best practice solutions.	✓			The identification of shared path user-conflicts was primarily addressed during the development of the Ahimate Reserve Development Plan. In that document Council took the approach of educating users to respect one another, share the path and manage conflict themselves rather than attempting to provide separated areas for use. This method has worked well, and design features are in fact encouraging user conflict and resolution at present. This is occurring with the understanding that this path and river area will become heavily used over the next 10 years, and it is better to develop multi-user habits now early on in anticipation of this.



Making it Happen – immediate

Action	Complete	On Hold Partial	Incomplete	Comment
Development plan for new recreational space in area between Ashhurst Domain and the end of the current shared path.		✓		This area will be developed partially through the Te Apati plan. In addition much of the space that was identified for this space was lost during the washout at the Ashhurst Domain. The design is therefore best left until a better understanding of the new bridge and Te Apati Plan is achieved.
Reserve Development Plan for Te Motu o Poutoa.		✓		This was put on hold until the new Co-Management Committee of Council is established. The first report to the new Committee will recommended resuming this Development Plan work.
Test proposed activities through placemaking.		✓		This action is ongoing and so far testing has been well received. This will be increased now that more infrastructure exists in the space: He Ara Kotahi, etc.
Encourage ecological restoration of Turitea Stream and create a walkway along the stream.			✓	The walkway is currently under negotiation with HRC and Massey University. The Urban Eels platform is acting as a catalyst to improve the confluence area, and HRC have mown the willows in the vicinity. This will allow Council to plant out the confluence area once the eel platform is built.
Provide passing bays along the shared path.	✓			At this stage passing bays are not required, but Council will watch this space as the path and area become more congested.
Light up Fitzherbert Bridge.		✓		The design for the Fitzherbert Bridge has been completed. Council has run a number of tests and developed some options, and is in the process of developing a set of criteria against which to measure the existing options.
Create a series of bike activities along the river pathway.		✓		Council and the community have developed: <ul style="list-style-type: none"> • A jumps park • nearly a kilometre of track • A new skills area for young riders (at Ahimate Reserve) • A jumps area at the Linton area of He Ara Kotahi (under construction) Council is currently planning with Mountain Bike club and private contractors to install more track in the next year's budget.
Purchase Dunne Block for reserves purpose.		✓		Council has attempted to purchase this property on a number of occasions and has been unsuccessful. A workshop was held with Councillors (that included options for this property) in 2018. The purchase of this property does not appear likely at this stage, and Officers are planning around the land at present.



Action	Complete	On Hold Partial	Incomplete	Comment
Establish and off-road connection from the Manawatū River to the Mangaone Stream.		✓		The land that would allow this option to occur is owned by Council but has been leased for many years for gravel extraction. The site has more recently been used to dump cleanfill. Recently Council did not renew the lease on this land, and has instead taken the old gravel extraction site back under Council control. This will allow planning initiatives to make the connection between the Manawatū River Shared Path and the Mangaone Stream pathway.
Install lighting in a segment of the river for evening use.				This has been successful and is ongoing (25k per annum). He Ara Kotahi lighting has also achieved this action. Given that there is now budget to create a lighting loop, and this section of the Victoria Esplanade is part of that lighting loop, Officers believe it would make more sense to combine the total amount over 10 years into a single amount and lumped into the lighting loop development year – for the Victoria Esplanade implementation year.
Work with HRC to install real time monitoring to inform river users of water quality information.	✓			Horizons are currently managing water quality information.
Liaise with relevant agencies to create more activities and hold more events at the river.		✓		Council has been working with a number of event holders, Iwi and HRC to ensure it is easy to hold appropriate events in the river environment. Officers are finding that there are many more events seeking to establish in the river area since the development of He Ara Kotahi.

Making it Happen – medium term

Action	Complete	On Hold Partial	Incomplete	Comment
Deliver on the development plans and reserve management plans.		✓		Council development planning is currently ongoing. So far The situation is the following: <ul style="list-style-type: none"> • Council has delivered the Ahimate Reserve Development Plan (2017) • Te Motu o Poutoa Development Plan is underway • The Development Plan for the Awapuni Recovery Centre will occur in 2020/2021 • Officers have also identified that it would be beneficial to create a development plan for Hokowhitu Lagoon
Develop a clear walking and cycling link to the Lido from the river path.			✓	The development of He Ara Kotahi has created a clear link between the Lido and the river path In 2021 the Victoria Esplanade River Entranceway will be built. Council will ensure that this is legible from the Lido.

Action	Complete	On Hold Partial	Incomplete	Comment
Develop a walkway to and along the Kahuterawa Stream.			✓	Council is currently working with the Army to develop the Kahuterawa Stream walkway. He Ara Kotahi has created approximately 1 km of additional pathway that runs adjacent to the stream.
Plant banks of the Kahuterawa Stream .		✓		The Green Corridors Programme, the contracts with Council/Massey University/ Army and Biodiversity Services and between PNCC and Rangitāne are achieving this work.
Re-habilitate the confluence of the Mangaone Stream and the Manawatū River with planting.				This work is being done alongside Rangitāne. Once the development plan for the Awapuni Recovery Centre is developed this will provide an overall biodiversity and planting strategy for the confluence.
Purchase Manawatū Golf Club land to secure access.				A sale and purchase agreement is currently being drawn up to purchase this land, between the Manawatū Golf Club and PNCC.

Making it Happen – medium term

Action	Complete	On Hold Partial	Incomplete	Comment
Alternative route across the river – bridge.	✓			He Ara Kotahi was built.
Prepare development plan for the quarry land near the Mangaone Stream.		✓		This work will form part of the wider Recovery Centre development plan. To begin 2020.
Create shared path on the left bank of the Manawatū River.			✓	This is ongoing and will occur as development proceeds.

The Manawatu River Park

The framework describes the river as the City's "Great Linear Park". In addition, the Active Community Plan states that Council will work towards developing the new River Park as the next City Reserve. The proposed boundary areas are over 300 hectares in size, and include a number of landowners – with existing, planned and proposed areas for the park boundary.

Creating a park on this scale with a river at the centre is therefore a significant challenge. Officers will work towards achieving agreement in principle on the boundaries during the 2020 year. In particular, Council will work with Horizons Regional Council, Massey University and the Army to agree to proposed boundaries.

Next steps on this piece of work will be to:

- Work through the boundaries with Rangitāne and reach agreement
- Develop legal options to present to Council
- Workshop boundaries and legal options with Councillors
- Work towards agreement on boundaries with external parties



Rangitāne o Manawatū

Officers held a workshop at Te Rangimarie Marae with Rangitāne towards the end of 2019. The purpose of the workshop was twofold – to introduce the new river framework team and ask for Rangitāne to name the group, and to report on the progress of the river framework. The main results of the workshop were the following:

- Rangitāne o Manawatū were concerned for the continuity of the great work occurring in the river area, if staff change occurred.
- Rangitāne were happy to work with staff to agree a name for the river framework team
- Rangitāne desired to see the new group follow the Whanau Ora principles when making decisions in the river space.

Conclusion

In conclusion, the Key Directions are being implemented soundly and are ahead of where Council likely thought it might have been when the framework was budgetted and began implementation mode. The Design Directions are working well and Officers are running true to these – however there could be more community lead design and the natural play features and much of the furniture, etc. has taken on a life of its own particularly given the floodable nature of the area.

Satisfaction rates are high and the numbers on the shared path and using the new infrastructure are likely higher than even some of our more optimistic predictions. Numbers remain strong and appear to be swelling again over the summer months. Planning appears to align well with people's expectations and the new infrastructure may in fact be encouraging users to spend more time and do more exercise in the space.

The implementation plan is coming along well, though for now we have put the placemaking side of things on hold and the success of the implementation is as much to do with taking opportunity where it arises as attempting to achieve the various activities in the timeframes directed in the framework itself. As with all implementation plans of a 10 year nature, often actions are partially completed and ongoing. The implementation plan, however, once viewed through the lense of the numbers, satisfaction and the delivery of the Key Directions appears more solid than it might do if Council was simply looking to tick "completion" boxes. Overall, this catalyst project is doing what is it designed to do – change the way in which the City sees itself and the way in which others view Palmerston North. The programme is forever changing the nature of the City.

Whats Coming Up – Timeframes & Costs – BIG TICKET ITEMS

There are a number of new large-scale capital works on the horizon for the next two years. They are listed in the table below:

Year	Project	Cost
2021/22	New river entranceway – Victoria Esplanade	\$500,000
2021/22	Turitea Pa Viewing Platform	\$200,000
2021/22	Implement Wayfinding Strategy	\$80,000
2022/23	Light Fitzherbert Bridge	\$500,000
2022/23	River entranceway – Albert Street	\$500,000
2022/23	Implement Wayfinding Strategy	\$80,000



COMMITTEE WORK SCHEDULE

TO: Play, Recreation & Sport Committee

MEETING DATE: 18 March 2020

TITLE: Committee Work Schedule

RECOMMENDATION(S) TO PLAY, RECREATION & SPORT COMMITTEE

1. That the Play, Recreation & Sport Committee receive its Work Schedule dated March 2020.

ATTACHMENTS

1. Committee Work Schedule - March 2020 [↓](#) 

PLAY, RECREATION & SPORT COMMITTEE

COMMITTEE WORK SCHEDULE MARCH 2020

Item No.	Estimated Report Date	Subject	Officer Responsible	Current Position	Date of Instruction/ Point of Origin
1.	March 2020	Bowling Club Merger Proposal	Chief Infrastructure Officer	On track	10 June 2019 Clause 35.1
2.	June 2020	Programme 1081 (City Reserves – Victoria Esplanade – Park Road Entrance and Parking Reconfiguration)	Chief Infrastructure Officer		17 December 2018 Clause 58.5
3.	June 2020	Colquhoun Park Update	Chief Infrastructure Officer		
4.	June 2020	Linklater Park Update	Chief Infrastructure Officer		
5.	October 2020	Progress Report on the Hokowhitu Lagoon Water Quality – Investigation and Monitoring Plan	Chief Infrastructure Officer		16 September 2019 Clause 55.1
6.	October 2020	Memorial Park Update	Chief Infrastructure Officer		