
ORDINARY MEETING

OF

COMMUNITY, SPORT AND RECREATION COMMITTEE

AGENDA

Time: 9.15am
Date: Wednesday, 10 August 2016
Venue: Committee Room 1
Ground Floor, Council Offices
101 Wakefield Street
Wellington

MEMBERSHIP

Mayor Wade-Brown
Councillor Ahipene-Mercer
Councillor Coughlan
Councillor Eagle (Chair)
Councillor Foster
Councillor Free
Councillor Lee
Councillor Lester
Councillor Marsh
Councillor Pannett
Councillor Peck
Councillor Ritchie
Councillor Sparrow
Councillor Woolf
Councillor Young

Have your say!

You can make a short presentation to the Councillors at this meeting. Please let us know by noon the working day before the meeting. You can do this either by phoning 803-8334, emailing public.participation@wcc.govt.nz or writing to Democratic Services, Wellington City Council, PO Box 2199, Wellington, giving your name, phone number and the issue you would like to talk about.

AREA OF FOCUS

The focus of the Community, Sport and Recreation Committee is to build strong, safe, healthy communities for a better quality of life. It will be responsible for social infrastructure (including social housing), social cohesion, encourage healthy lifestyles, support local community events, protect public safety, and provide a wide range of recreation and sporting facilities for residents and visitors to use and enjoy.

Quorum: 8 members

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1 Meeting Conduct

1.1 Apologies

The Chairperson invites notice from members of apologies, including apologies for lateness and early departure from the meeting, where leave of absence has not previously been granted.

1.2 Conflict of Interest Declarations

Members are reminded of the need to be vigilant to stand aside from decision making when a conflict arises between their role as a member and any private or other external interest they might have.

1.3 Confirmation of Minutes

The minutes of the meeting held on 15 June 2016 will be put to the Community, Sport and Recreation Committee for confirmation.

1.4 Public Participation

A maximum of 60 minutes is set aside for public participation at the commencement of any meeting of the Council or committee that is open to the public. Under Standing Order 3.23.3 a written, oral or electronic application to address the meeting setting forth the subject, is required to be lodged with the Chief Executive by 12.00 noon of the working day prior to the meeting concerned, and subsequently approved by the Chairperson.

1.5 Items not on the Agenda

The Chairperson will give notice of items not on the agenda as follows:

Matters Requiring Urgent Attention as Determined by Resolution of the Community, Sport and Recreation Committee.

1. The reason why the item is not on the agenda; and
2. The reason why discussion of the item cannot be delayed until a subsequent meeting.

Minor Matters relating to the General Business of the Community, Sport and Recreation Committee.

No resolution, decision, or recommendation may be made in respect of the item except to refer it to a subsequent meeting of the Community, Sport and Recreation Committee for further discussion.

2. General Business

SPORT AND ACTIVE RECREATION PLAN

Purpose

1. This paper seeks direction from the Committee on the objectives of a future Sport and Active Recreation Plan. The Plan will be consistent with and support the Sport NZ Community Sport Strategy and the Wellington Region Sport and Active Recreation Strategy being developed by Sport Wellington.

Summary

2. The Council is assisting with the development of a Wellington Region Sport and Active Recreation Strategy (WRSARS) being developed by Sport Wellington. The WRSARS vision is "*Sport and active recreation in the Wellington region: connected and thriving*".
3. WRSARS focuses on five outcomes:
 - Participation Growth:
 - Performance success
 - Operational excellence
 - Facilities, spaces and places
 - Sustainable Investment
4. It is proposed that officers work to develop a tactical plan, to be called the Wellington City Council Sport and Active Recreation Plan (The Plan). The Plan will provide a local context for the WRSARS by recognising what's unique about the Council's role in supporting sport and active recreation in the city and region. It will be a tactical plan that will outline specific actions and priorities the Council will take to achieve the outcomes in both the Sport New Zealand Community Sport Strategy 2015 – 2020 and the WRSARS.
5. The Plan and its links to the WRSARS will provide an opportunity to take a regional leadership role by setting priorities the Council can work on in collaboration with other Territorial Local Authorities (TLA's).

Recommendations

That the Community, Sport and Recreation Committee:

1. Receive the information.
2. Agree that the Sport and Active Recreation Plan would have the following objectives:
 - a) **Participation Growth:** To maintain the already high levels of participation throughout the region, and identify and prioritise low participation groups to help them participate more.
 - b) **Performance success:** To ensure that teams, individuals and coaches in the Wellington region will be known for their success both nationally and on the international stage.
 - c) **Operational excellence:** That organisations at all levels of delivery will have the

right systems and processes in place to increase the capacity and capability of their workforce (either paid or volunteer), run their activities effectively and develop beneficial partnerships and be able to respond to the changing participation needs of their members through using research and insights.

- d) **Facilities, spaces and places:** We will be able to provide people with access to a range of appropriate spaces and places that enable them to participate in sport and recreation at every level.
 - e) **Sustainable investment:** We will align investment with regional and local priorities for sport and active recreation
3. Note that officers will continue to work closely with Sport Wellington to ensure the alignment of the Sport and Active Recreation Plan with the Wellington Region Sport and Active Recreation Strategy.

Background

- 6. Sport NZ has published its *Community Sport Strategy 2015-2020* advocating for a 'system-led' approach to provision of sport and active recreation services and a participant-focused approach to planning and decision-making. A system-led approach focuses on connectivity and alignment across the delivery system and promotes partnerships. In a participant-focused system decisions are made based on greater knowledge of what people want, and why, and creating an environment that supports this. Its focus areas are:
 - School-aged children from 5-18
 - Local delivery (particularly in low – participation communities)
 - Competitive Sport (including talent identification.)
- 7. The Sport NZ definition of community sport includes play (age and stage appropriate development opportunities for young people), active and outdoor recreation, and competitive sport taking place through clubs and events (including talent development.) Community sport does not include passive recreation such as gardening or elite (international) competition.
- 8. Sport Wellington along with input from Regional Sports Organisations (RSO's), eight territorial authorities and Greater Wellington Regional Council have been working on the development of a Wellington Region Sport and Active Recreation Strategy (WRSARS). The WRSARS focuses on the needs of the Wellington region. Research shows that:
 - The Wellington Region is one of the most active in New Zealand with 78% of adults taking part in sport and recreation in any given week. However only 52% of these people do enough activity to meet the National Physical Activity Guidelines established by the Ministry of Health.
 - People's preferences for physical activity to match their health and lifestyle needs are changing and becoming more personalised and casual. Demand for team and organised sport is declining.
- 9. The WRSARS vision is "*Sport and active recreation in the Wellington region: connected and thriving*". The Strategy sets out a framework for thinking and planning the future shape of sport and active recreation both regionally and locally. It focuses on four outcomes (See attachment 1 for more details):

- **Participation Growth:** To maintain the already high levels of participation throughout the region, and work with low participation groups to look at ways that can help them participate more.
 - **Performance success:** To ensure that teams, individuals and coaches in the Wellington region will be known for their success both nationally and on the international stage.
 - **Operational excellence:** That organisations at all levels of delivery will have the right systems and processes in place to support their workforce (either paid or volunteer), run their activities effectively and develop beneficial partnerships and be able to respond to the participation needs of their members through using research and insights.
 - **Fit-for-purpose, future-proofed spaces and places:** We will be able to provide people with access to a range of spaces and places that enable them to participate in sport and recreation at every level.
 - **Sustainable investment:** We will align investment with regional and local priorities for sport and active recreation
10. The WRSARS planning framework identifies a number of focus areas supporting each outcome and identifies who's involved in these. Territorial authorities including Wellington City Council play a major role at a local level.
11. The outcomes are equally applicable regionally as they are locally. However some of the deliverables need to be tailored to the local context.
12. Wellington City Council supports sport and active recreation through the following mechanisms:
- **Provider** – by providing facilities such as swimming pools, recreation centres sports fields, playgrounds, tracks as well as programmes and services such as Learn to Swim, Push Play and so on.
 - **Funder** – by supporting other organisations to provide services and/or facilities through mechanisms such as community and sport and recreation grants. In addition supporting initiatives including talent development and franchise sport.
 - **Partner** – by partnering with other organisations such as schools, for instance the Tawa Recreation Centre at Tawa College and the artificial turf at Wellington College. In addition, community leases enable sport and active recreation clubs to provide their own services to members.
 - **Advocate/facilitate** – by working with other organisations including clubs and regional sporting organisations to advocate for change for instance around club amalgamation and the development of sporting hubs.
 - **Informer** – Providing information online around activities, programmes, and opportunities.
13. **Our Capital Spaces** - an Open Spaces and Recreation Framework for Wellington was approved in 2013 and has as one of its four outcomes “Getting Everyone Active and Healthy”. It has several focus areas supporting sport and active recreation:
- **Awareness** – Increasing the use of open spaces to get even more people physically active in the city. In particular spreading the word about opportunities through better signage and digital information such as social media, Facebook and so on.
 - **Supporting sport and recreation and increasing participation** – Includes supporting clubs and developing volunteer skills, providing a range of indoor and

outdoor facilities and encouraging participation through targeted programmes and campaigns.

- **Providing accessible walking and cycling tracks** – Developing short easily accessible walking and cycling tracks close to where people live.
- **Equity and universal access**- by reducing barriers to participation.

14. It is proposed that officers work to develop a tactical plan, to be called the Wellington City Council Sport and Active Recreation Plan (The Plan). The Plan will complement the approach in Our Capital Spaces and be consistent with the national approach through the Sport NZ Community Sport Strategy and the regional approach through the WRSARS.

Discussion

Planning framework

15. The Sport and Active Recreation Plan will align with the two of the three focus areas of the Community Sport Strategy:
- **Local delivery** (particularly in low participation communities). In Wellington, a focus will be on young people, Māori, people over 65, and cultural minorities.
 - **Competitive Sport** (including talent identification). In particular, sustaining and growing participation in competitive sport and the associated health of clubs and sporting organisations.
16. The Sport and Active Recreation Plan will provide a local context for the WRSARS. It will be a tactical plan that will outline specific actions and priorities the Council will take to achieve the outcomes in both the Sport New Zealand Community Sport Strategy 2015 – 2020 and the WRSARS (Attachment 2).
17. It is proposed that the outcomes from the WRSARS form the basis for the Sport and Active Recreation Plan to ensure an integrated planning framework. They are:
- Participation growth
 - Performance success
 - Operational excellence
 - Facilities, spaces and places
 - Sustainable Investment.
18. In addition, the Priorities in Our Capital Spaces and resulting actions need to be integrated into this plan to ensure a focused approach to implementation. In particular:
- 1.1 Grow awareness of play, sport and recreation opportunities (*Participation growth*)
 - 1.2 Provide recreation and sports facilities that meet the needs of communities. (*Facilities, spaces and places*)
 - 1.3 Provide a wide range of quality recreation and sporting opportunities that are easily accessible and affordable. (*Participation growth*)
 - 1.4 Increase regular participation in recreation and sport (*Participation growth*)

Scope of Sport and Active Recreation Plan

19. **Participation Growth:** The objective is to maintain the already high levels of participation in the city, and work with low participation groups to look at ways that can help them participate more.

20. Focus areas for the Sport and Active Recreation Plan will include:
- Identifying specific groups for participation growth including young people, Māori, people over 65, cultural minorities and those on low incomes. This will complement existing Council initiatives such as increasing teenage girl physical activity and wellbeing through the Shift programme.
 - Reducing barriers to participation including costs, transport, personal motivation and so on and a review of targeted initiatives such as Leisure Card.
 - Reviewing the Revenue and Finance Policy for Recreation Promotion and support activities in the Long Term Plan.
 - Providing active recreation opportunities close to where people live and work.
 - Getting the wider region to adopt successful programmes.
21. **Performance success** - The objective is to ensure that teams, individuals and coaches in the Wellington region will be known for their success both nationally and on the international stage.
22. Focus areas for the Sport and Active Recreation Plan will include:
- How to attract and secure a range of regional and national sport and active recreation events ¹ (that support talent development particularly at school level).
 - Support for elite athletes particularly through use of facilities.
 - Support for franchise and representative sport.
23. **Operational excellence** - The objective is that organisations at all levels of delivery will have the right systems and processes in place to support their workforce (either paid or volunteer), run their activities effectively and develop beneficial partnerships and be able to respond to the participation needs of their members through using research and insights.
24. Focus areas for the Sport and Active Recreation Plan will include:
- Sporting club capability and health linked to possible rationalization/sharing of associated facilities and services.
 - Sports leadership capability in conjunction with Sport Wellington.
 - The characteristics and location of sports hubs (sportsville) and prioritizing their redevelopment and levels of service.
 - Support for emerging sports including their governance and management.
 - Regional mountain bike strategy
 - Managing the partnership plan with Sport Wellington.
25. **Facilities, spaces and places:** The objective is that we will be able to provide people with access to a range of spaces and places than enable them to participate in sport and recreation at every level.
26. Focus areas for the Sport and Active Recreation Plan will include:
- Assisting with the development of a Wellington Regional Facilities Plan in 2016/2017 in order to match current provision and use with projected future demand.

¹ Those not covered under the criteria for Wellington Regional Economic Development Agency (WREDA) event funding.

- A desk top review of local recreation and club leases (and facilities) including priorities for upgrade. (linked to the Wellington Regional Facilities Plan)
- 27. **Sustainable Investment:** The objective is to focus on a regional approach to facility investment and prioritise Council support for regional as well as local initiatives.
- 28. Focus areas for the Sport and Active Recreation Plan will include
 - Levels of support for regional initiatives such as the mountain bike strategy, talent development and regional facility development.
 - Partnership support and funding for programmes and projects.

Engagement and research

- 29. Development of the WRSARS has involved extensive engagement with regional sports organisations and nine territorial authorities within the Sport Wellington region including Greater Wellington Regional Council. It has been informed by several pieces of research conducted by Sport New Zealand including:
 - **2013/14 Active New Zealand Survey.** The profile for the Wellington region is shown in Attachment 3.
 - **The Economic Value of Sport and Recreation in the Wellington Region.** Key economic benefits are outlined in attachment 4.
 - **Sport and Recreation in the Lives of young New Zealanders.**
- 30. It is proposed that the Sport and Active Recreation Plan will use similar evidence based research to support the regional data. Research and engagement will focus on four areas:
 - Stocktake and review of existing research available on sport and active recreation in Wellington city. This will include research compiled by both Sport Wellington and Sport NZ.
 - Identifying gaps in the research particularly around barriers to participation for certain demographics. This will involve running a series of focus groups with these communities.
 - Engagement with sport and active recreation clubs, particularly those with leases on reserve land to review their health and sustainability. This will involve a survey of these clubs with follow up interviews as needed.
 - Engagement with local territorial authorities and Sport Wellington to ensure local initiatives and actions are aligned with regional objectives and complimentary to other local initiatives.

Next Actions

- 31. It is planned to align the work on the WRSARS and Sport and Active Recreation Plan as outlined in Attachment 5.

Attachments

Attachment 1.	WRSARS Planning Framework	Page 15
Attachment 2.	Strategic Framework for Sport and Recreation Plan	Page 16
Attachment 3.	Active New Zealand Survey	Page 17
Attachment 4.	The Economic Value of Sport and Recreation in the Wellington Region	Page 19
Attachment 5.	Work Programme	Page 20

Authors	Glenn McGovern, Sports & Club Partnership Leader Michael Oates, Open Space and Recreation Planning Manager
Authoriser	Paul Andrews, Manager Parks, Sport and Recreation Greg Orchard, Chief Operating Officer

SUPPORTING INFORMATION

Consultation and Engagement

Engagement has occurred with Sport Wellington during the development of this report. An engagement plan has been developed for the preparation of the draft plan.

Treaty of Waitangi considerations

No specific considerations at this stage. Engagement with mana whenua will take place during the preparation of the draft plan.

Financial implications

No financial implications at this stage. The draft plan will outline key priorities and actions that may have financial implications.

Policy and legislative implications

The scope has been developed to be consistent with the Community Recreation Strategy and Wellington Region Sport and Active Recreation Strategy.

Risks / legal

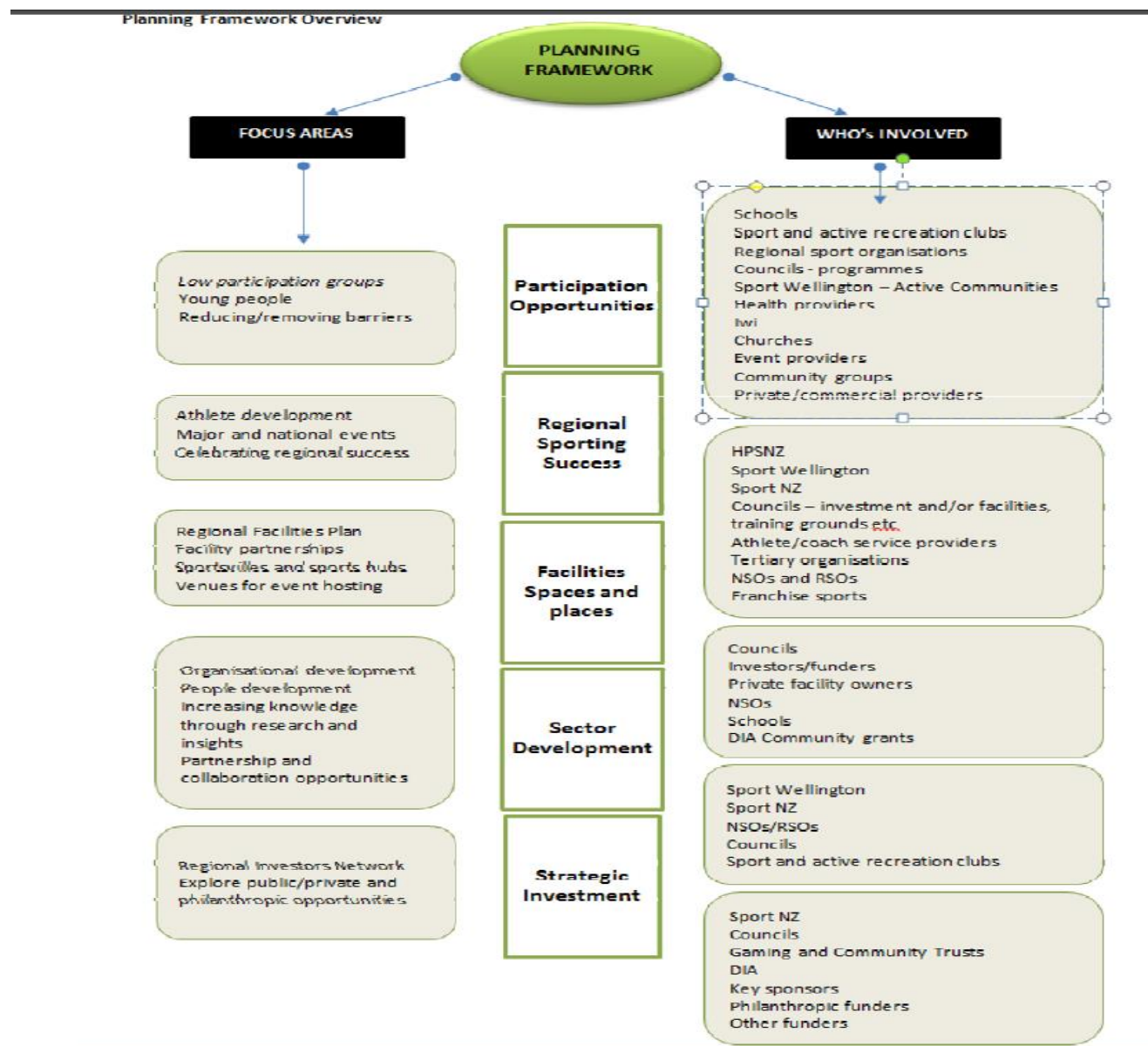
None identified at this stage.

Climate Change impact and considerations

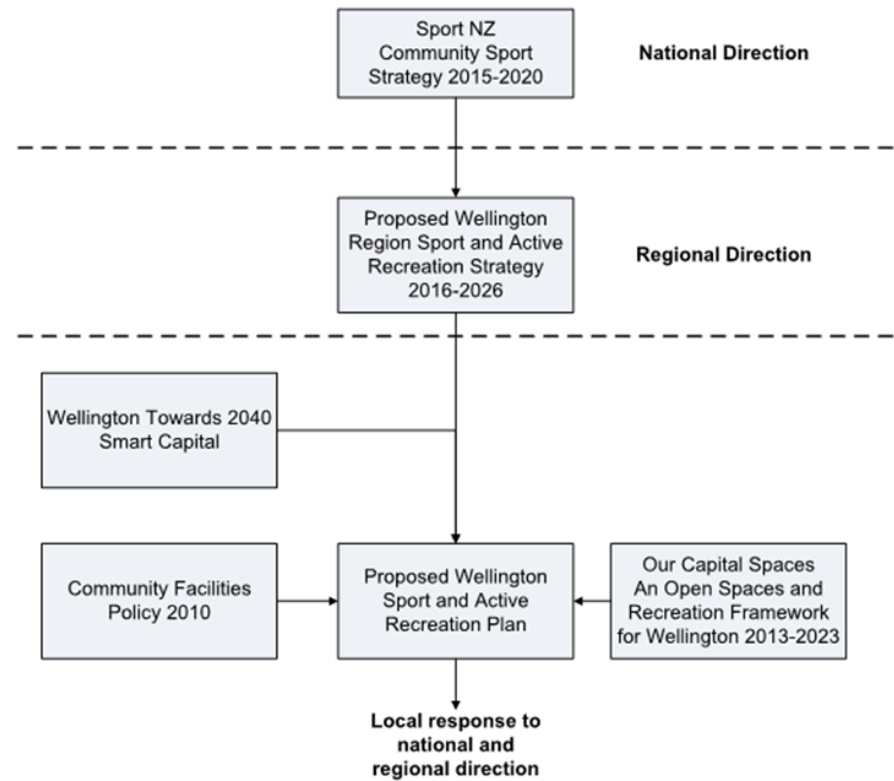
None identified at this stage.

Communications Plan

Engagement and communications of this plan are outlined in paragraphs 29-30 of this report.



Sport and Active Recreation Planning Framework

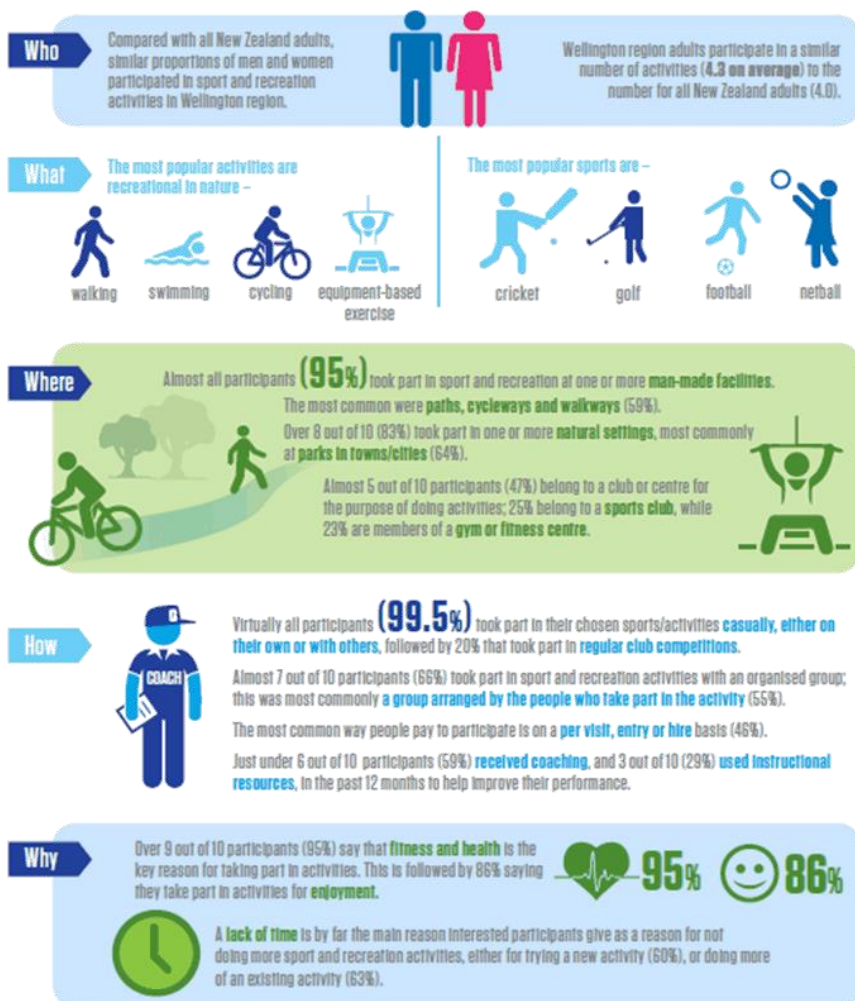


Wellington Region Participation Profile



A quick look at... Participants

(everyone in the Wellington region who took part in sport and recreation)



The value of sport and active recreation to the Wellington region

Sport and recreation industries provide employment for people in the Wellington region

- More than 4,000 people (4,311) work in sport and recreation industries (based on the 2013 Census).
- Including people working in sport and recreation occupations outside these sport and recreation industries, the total increases to more than 5,500 people (5,748); this is 2.4 per cent of all those in employment.

Sport and recreation industries contribute to the Wellington regional economy

- The sport and recreation sector (narrowly defined) is estimated to have contributed \$388.6 million to regional GDP in 2012/13, or 1.3 per cent.
- Sport and recreation occupations provide income to people in the Wellington region
- Over 3,000 (3,228) people work in sport and recreations occupations.
- The total annual personal income for people in sport and recreation occupations in the Wellington region is estimated to have been \$113.2 million (measured in 2013 values).

Sport and recreation volunteers contribute valuable services to the Wellington region

- Volunteers contributed 8.1 million hours to sport and recreation in 2013/14.
- The estimated market value of these volunteered services is \$122.7 million at 2013 values.

Sport and recreation are an important economic sector in the Wellington region

- The contribution of sport and recreation to GDP (including volunteered services) in 2012/13 is estimated to have been \$591.4 million, or 2.0 per cent.

Taken from Sport New Zealand, 2015. The Economic Value of Sport and Recreation to the Wellington Region. Wellington: Sport New Zealand.

2017														
Project	May	June	July	Aug	Sept	Oct	Nov	Dec	Jan	Feb	March	April	May	June
Wellington Region Sport and Active Recreation Strategy														
consultation on draft strategy														
Approval by Sport Wellington governance group														
Endorsement by key stakeholders														
Wellington City Sport and Active Recreation Plan														
Approval of scope by CRS														
Engagement and research														
Preparation of draft														
Draft approved for consultation														
Consultation on draft														
Oral hearings														
Committee/Council approve final plan														

DRAFT WELLINGTON PLAY SPACE POLICY

Purpose

1. The purpose of the report is to seek agreement from the Community, Sport and Recreation Committee to consult the public on the Draft Wellington Play Space Policy (Draft Policy).

Summary

2. The Draft Policy is the outcome of a review of the Council's current Playgrounds Policy (2002).
3. As outlined in the scoping document previously approved by the Committee, the Draft Policy includes background and a review of research including trends in play space policy and provision, and what this means in the Wellington City context.
4. Pre-engagement with key interest groups and market research has informed the Draft Policy.
5. Community feedback will be sought on five strategic priorities and what these mean for the development and management of the play spaces network.
6. The five strategic priorities are:
 - Provide a network of play spaces across the city
 - Provide high-quality, fit-for-purpose play space
 - Community and school partnerships
 - The city as a play space
 - Programming and advocacy for outdoor play

Recommendations

That the Community, Sport and Recreation Committee:

1. Receive the information.
2. Agree to consult on the Draft Wellington Play Space Policy (Attachment 1 of this report).
3. Agree the consultation period will run from 15th October – 18th November 2016.
4. Agree to delegate to the Chief Executive and the Chair of the relevant committee in the 2016-19 triennium the authority to amend the Draft Wellington Play Spaces Policy for consultation, to include any amendments agreed by the Committee and any associated consequential or other minor edits.

Background

7. In November 2015 CSR Committee approved a review of the 2002 Playgrounds Policy. In particular the scope includes the following:

- The policy be renamed as the Wellington Play Space Policy and include a background to best practice provision, quality, management and maintenance of play spaces and what that means in the Wellington context.
- A vision or principles for play within the Wellington reserves network and potentially in other areas including inside spaces.
- Review of the Playground Categories and an associated set of 'design principles' to inform new playground development and re development of old. Accessibility and water-fountain provision will be part of this.
- Inclusion of new ideas and strategic direction on nature play and playable space.
- Review of options to direct provision/quantity/spread of play spaces. Consider proximity to areas of population growth.
- The process for identifying play equipment that will be removed and prioritization of filling gaps in the network.
- Inclusion of skate, bike skills and half courts as a separate but related network of activities that form part (i.e the part located in parks) of a city wide provision for youth 'play'.
- Activation, pop-ups, and moveable equipment in public space.
- Ask how communities may be able to take greater ownership of local play spaces.

8. The Draft Policy has been drafted to address these issues through a review of research, understanding the Wellington context and through some preliminary engagement (listed below).

Review of research	<ul style="list-style-type: none"> • Play theory, the benefits of play and how to maximise value of play space • Play policy best practice (internationally and in NZ)
Wellington context	<ul style="list-style-type: none"> • The role of the Council in provision of play • WCC strategic direction and policy • NZ wide & regional scan of play provision and policy • Demographics, particularly growth and housing choice
Preliminary engagement	<ul style="list-style-type: none"> • Survey of the Council's research panel (418 responses) • Survey of all primary schools • Informal survey of passers-by at an event in Civic Square • A series of workshops with youth

	<ul style="list-style-type: none"> • A workshop with skate community advocates • Discussion with Council staff involved on a day-to-day basis with the provision, development, management and maintenance of play space
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Discussion

9. The scan of literature relating to play policy best practice, why play is important and how play fits in society today told us:
 - Play is important for the development, health and wellbeing of children.
 - There is a wide range of benefits associated with outdoor play and play in natural environments and the need for children to interact with nature.
 - Play spaces provide for the physical, cognitive, social and imaginative development of children. They offer opportunities to improve general health and environmental awareness for both children and their caregivers.
 - There are benefits to neighbourhood play space that cannot be met through provision of centralised play space. Best practice provision guidance considers both population density and distance to play space of different types and scale.
 - Play space design and environmental setting are key factors in maximising the potential benefit to the child.
 - Commonly accepted play theory can be applied to all play space design as a matter of best practice.
 - Provision of play is broader than providing play equipment.
 - Local Government does and should play a key role in provision of formal play space and can also facilitate a broader range of play opportunities through designing for play in all public space.
 - For children, play is a human right (United Nations 2013).
 - The play of children is just that – play for the sake of play. There is no intent. Adult ‘play’ can be interchangeable with the pursuit of leisure and even sport and needs to be considered in that context.
10. We know that play and the provision of play differs in different contexts – what might be relevant in inner city London is not necessarily the right thing for New Zealand or any given city or town. Much of the theory of why play is important and how it benefits people is applicable but how this fits in a local context with things like our government regulation (central and local), our education system, our health system, our environment and our population needs to be considered when thinking about how we will provide for play in Wellington.
11. Using statistics and bench marking provision on a national basis helps to gain an understanding of what is unique about Wellington. Current policy like Our Capital Spaces, the Wellington Urban Growth Plan and Our Natural Capital provide the strategic framework.
12. In the Wellington context:

- We are not planning for a significant increase in the number of children living in Wellington (an increase in approximately 1650 children over the next 20 years).
 - The number of children in different parts of the city changes over time. Many factors will influence those shifts in higher child population areas (such as housing choice for example). This happens regionally, and is not limited to Wellington city.
 - The Council provides a network of dedicated, free, outdoor play facilities across the city and has clear strategic direction to continue to do so.
 - Wellington City compares well regionally with the number of playgrounds per head of population (at approximately 1/1800 residents or 3.2/1000 children) and the walking distance “ideals” that represent an equitable distribution across the city. 66 percent of all residents are located within a 600-metre or 10-minute walk of a neighbourhood playground or 800 metres of a community playground.
 - The city landscape provides opportunities for informal/incidental play ranging from urban to ‘wild’ natural environments.
 - Wellington is a signatory to the Child & Youth Friendly Cities initiative which reinforces our commitment to making Wellington a world class city for children and youth.
13. We have a good understanding of what Wellingtonians think about play. Preparation of other policy and planning documents such as Our Capital Spaces, the Suburban Reserves Management Plan and the Mount Victoria Masterplan told us that people care about having both formal and informal places for children to play in the outdoors. Feedback when playgrounds are renewed also shows that local residents care about their local play spaces. Questions relating to play, in the annual residents monitoring survey, in two surveys and a series of workshops run specifically to guide review of this policy, give further insights into what residents and users of play spaces think.
14. So far, Wellingtonians have told us:
- They care about play space as an important part of the open space network
 - Children aged 5-12 yrs are the main users of playgrounds
 - 74% of people think the number of playgrounds in Wellington is about right. They do not support the current policy that anticipates a reduction in the number of playgrounds in Wellington over time.
 - 56% of people believe that, in general, the playgrounds are excellent or above average quality, with a further 40% believing they are average.
 - The current skate offering is well distributed but could be improved to broaden user groups. There are different groups of skate/scooter riders with different needs.
 - Most people (66%) say it is equally important to have a small basic playground close to where they live and have bigger ones further away with more to offer. 12% say the larger playgrounds are more important.
 - They are interested in exploring ideas around nature play and they think it is important for children to play outside
 - They want more than just replacement of formal play equipment and safety surfaces when a playground is renewed.

- There is interest in adult exercise/fitness equipment
- Older children and young adults use playgrounds but not in the same way as younger children. The primary concern for this age group is having space to legitimately hang out in or muck about in and play space can sometimes provide that.

What does the Policy propose?

15. The policy proposes five strategic priorities:
- Provide a network of play spaces across the city
 - Provide high-quality, fit-for-purpose play space
 - Community and school partnerships guidance
 - Our city as a play space
 - Programming and advocacy for outdoor play

Provide a network of play spaces across the city

16. A high level network planning guide will be adopted based on achieving a relatively even distribution of play space across the city. This will see a completed network of around 111 dedicated play spaces across existing urban areas. There may be a case for additions to the network associated with greenfield development in the north.
17. The Policy specifically notes which playgrounds will not be renewed and where new ones are proposed to achieve the best distribution across the city.
18. The distribution is based on walking distance measures. The value of the network will be around providing high quality play spaces close to where people live. The number of children living in different areas/suburbs will fluctuate over time for a variety of reasons and the even spread model of provision will ensure all areas are adequately serviced over time. The community supports a provision model based on even distribution.
19. The play space network will also include skate/scooter facilities (including bikes in schools), outdoor courts, bike skills parks, city housing play space, a nature play trail and incidental play space across the city. School playgrounds can and do provide a further layer to the network in Wellington.
20. The existing distribution of skate/scooter facilities is adequate. Further investigation into how the facilities could be improved to broaden user groups is needed. The Nairnville Park skate ramp will be removed at the end of its useful life.
21. The number and distribution of outdoor courts for informal play is considered right with the addition of a new half court in Karori.
22. The number of bike skills areas is growing through the Bikes in Schools programme partnerships and community initiatives.
23. A nature play trail is under construction at Mount Victoria/Matairangi. Feedback on the new trail will determine the potential/need for development of more of this type of play space in Wellington.

Options

24. The 2002 Policy proposed that the number of playgrounds be reduced to 83. In 2016 there are 107. The reasons that there are 24 more than envisaged are:

- New playgrounds have been built in new greenfield subdivisions
- Gaps in the network have been filled
- The public do not support closure of playgrounds.

25. A reduction in the number of playgrounds is not recommended. The public do not support this and the research is telling us that it would not support a good model of provision in Wellington.

Provide high-quality, fit-for-purpose play space

26. Proposed play space principles, categories and standards will inform development and renewals of each site to provide high-quality, fit-for-purpose play space. General park improvements will be completed at the same time as play equipment renewal. This will achieve a greater diversity of use and value generally but in particular will help deliver a broader play experience, greater accessibility, and including opportunities for interaction with the natural environment.
27. The play space principles and design standards ensure accessibility and inclusiveness are key considerations in both new development and play space renewals. Play spaces theory and age appropriate activity guide will also inform play space development and renewal.
28. While renewal of play equipment anticipates a 25 year lifespan, some will last longer and others not as long depending on design, style, intensity of use and environmental setting. Regular inspection will inform the order of renewal and ensure high use play space is well managed.

Options

29. The number of planned playgrounds and increasing costs of renewal over time requires increased investment in the renewals programme, even without change to the scope of the renewal work.
30. The policy proposes general improvements to each space at the time of renewal to maximise the use and value of the site. It is not recommended to only fund replacement of play equipment and safety surfacing on a 25 year cycle as that will not result in a high quality network of play space over time. Basic renewal will also fall short of public expectation for both the quality of the play space and the wider park environment.

Community and school partnerships guidance

31. Community and school partnerships guidance is provided outlining limited opportunities for further school partnerships and ongoing community involvement in play space renewal and development.

Our city as a play space

32. The notion of citywide incidental play space is explained and described.
33. Opportunities to improve skate and scooter opportunities across the city will be explored through considering a network of 'skateable spots' around the city and direction to consider skateable elements in all new public space upgrades and development.

Programming and advocacy for outdoor play

34. Programming and advocacy for the value of play and play space opportunities available in Wellington is proposed as a key focus alongside the physical places and spaces for play.

Financial implications

35. The existing annual budget for the “renewal” of playgrounds is \$300,000 and allows for approximately four renewals per year. The current Policy and asset management plan identifies replacement of play equipment and safety surfaces at each playground every 25 years. Regular inspections and maintenance are carried out, which helps inform renewals prioritisation. The annual renewals budget was reduced from \$400,000 in 2011 which means that the current budget will not achieve the 25 year renewal cycle over the next ten years, particularly given the proposed policy of retaining the number of playground at 111.
36. In addition the draft policy proposes a more holistic approach to play space upgrade at the time of renewal including:
- general improvements to play space additional to equipment & safety surface replacement to maximise the value & amenity of the space eg, earthworks, retaining, drainage, shelter, paths
 - ongoing maintenance of new amenity planting at playgrounds or managing nature trails
 - upgrade of existing skate facilities or building new facilities.
- This has implications for the renewals budget.
37. Potential funding scenarios under the proposed policy which includes changes to ensure the 25 year renewal cycle is retained are shown in Attachment 1.
38. The policy will have funding implications for both capital and operational expenditure based on a planned increase in number of playgrounds, the increased cost of play equipment replacement and renewals that include other park improvements and ongoing maintenance of soft landscaping.
39. Potential work coming from further investigation into skate facilities improvements opportunities and an additional outdoor court space in Karori are also currently unfunded.

Next Actions

40. The Policy brings together a review of research, understanding of the Wellington context and what the community have told us to date. The purpose of formal consultation is to seek feedback on the draft.
41. Engagement and consultation methods will focus on:
- Seeking further comment from all people involved in pre-engagement during preparation of the draft.
 - The Policy will be available on the Council website and in libraries, service centres and recreation facilities with a series of questions posed around the strategic priorities.

- There will be a notice in the Wellingtonian and public notices via Council media including e-newsletters.
 - All residents associations will be contacted and if necessary officers will meet with them to discuss the draft policy.
 - A sign will be situated at all community playgrounds encouraging people to look at the Policy and tells us what they think.
42. It is proposed that consultation will be undertaken according to the timetable below.

15 October – 18 November	Consultation period
Late November/early December	Committee will hear oral submissions on the Draft Policy
February 2017	Final Play Space Policy approved by Committee/Council
February – June 2017	Any funding implications as a result of the adopted policy to be considered during the 2017/2018 Annual Plan or a future Long Term Plan (LTP).

Attachments

Attachment 1. Draft Wellington Play Space Policy

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Attachment 2. Playground Renewals Funding Scenarios

Page 69

Authors	Michael Oates, Open Space and Recreation Planning Manager Rebecca Ramsay, Reserves Planner
Authoriser	Paul Andrews, Manager Parks, Sport and Recreation Greg Orchard, Chief Operating Officer

SUPPORTING INFORMATION

Consultation and Engagement

This has included a review of literature around best practice for play space policy preparation and how children interact with their environment being used in preparing this Play Spaces Policy. A scan of play space policy around the region was also carried out to ensure there is a regionally consistent approach.

1. The following added further insight to the views of Wellingtonians to help inform this Draft:

- A survey using the WCC research panel²
- A survey of all of the primary schools in Wellington
- An informal survey of passers-by at an event in Civic Square
- A series of workshops with youth
- A workshop with skate community advocates
- Discussion with Council staff involved on a day to day basis with the provision, development, management and maintenance of play space.

Treaty of Waitangi considerations

Engagement has occurred with the Iwi liaison team.

Financial implications

The policy will have funding implications for both capital and operational expenditure.

Policy and legislative implications

Aligned with the current policy and strategic framework.

Risks / legal

None.

Climate Change impact and considerations

None.

Communications Plan

Please refer to paragraph 42 of the report.

² A group of approximately 2000 Wellington residents who have indicated they are willing to be surveyed by Council. Only those who visited or used playgrounds or skate/scooter areas in the last 12 months were asked to respond resulting in 418 responses.

DRAFT Wellington Play Spaces Policy August 2016

Absolutely Positively
Wellington City Council
Me Heke Ki Pōneke

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Introduction

Purpose and scope of the policy

This policy provides strategic direction and guidelines for the provision and management of play spaces in Wellington City.

Planning for play will allow the Council to maximise any investment, add to it over time and ensure it is sustained.

The policy:

- defines what the Council means by play and a vision for play
- includes background information and research into best practice provision, quality, management and maintenance of play spaces and what that means in Wellington
- describes the value of and need for play and play space
- describes a set of play space principles
- outlines the planned network of play space opportunities
- outlines the types of play space, with a guide to the purpose and components of each
- guides design and management for high-quality renewals and upgrades
- guides community and school partnerships
- describes programming and advocacy for outdoor play.

Definition of play

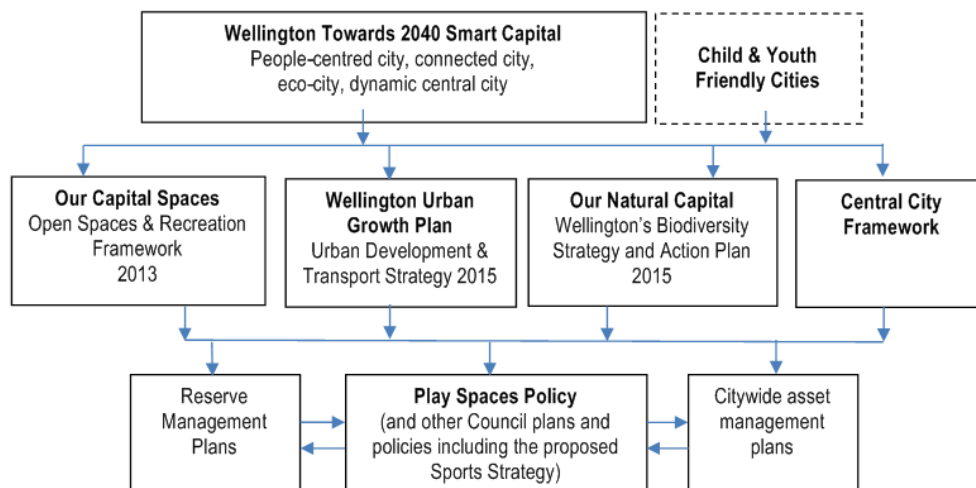
Play is what children and young people do when they follow their own ideas and interests, in their own way, and for their own reasons¹.

The International Play Association (IPA) lists the key characteristics of play as fun, uncertainty, challenge, flexibility and non-productivity. These characteristics of play are relevant at all ages.

"Intent" is the key difference in the play of children (which adults have a role in fostering and providing for) and the play of older children and adults (who make a conscious decision to go somewhere and be somewhere, can get to that place and then engage in their version of "play").

¹ Play England – Why Play is Important. <http://www.playengland.org.uk/about-us/why-play-is-important/>

Alignment with Council direction



This policy has been produced to give effect to and align with Council plans, policies and initiatives as outlined in the diagram above.

Background and research

Information gathering

Wellingtonians care about play space as part of the open space network. We know this through preparation of Our Capital Spaces, Our Natural Capital, the Suburban Reserves Management Plan, the Mount Victoria Masterplan, informal feedback when we are renewing playgrounds and Long-term Plan benchmarking (Residents' Monitoring Survey).

A review of literature around best practice for play space policy preparation and how children interact with their environment was used in preparing the Play Space Policy. A scan of play space policy around the region was also carried out to ensure there is a regionally consistent approach.

The following added further insight to the views of Wellingtonians to help inform this draft:

- a survey using the Council's research panel²
- a survey of all of the primary schools in Wellington
- an informal survey of passers-by at an event in Civic Square
- a series of workshops with youth
- a workshop with skate community advocates
- discussion with Council staff involved on a day-to-day basis with the provision, development, management and maintenance of play space.

² A group of approximately 2000 Wellington residents who have indicated they are willing to be surveyed by Council. Only those who visited or used playgrounds or skate/scooter areas in the last 12 months were asked to respond resulting in 418 responses.

The future of Wellington

The Wellington City population in 2013 was 197,500, living in about 71,000 households.

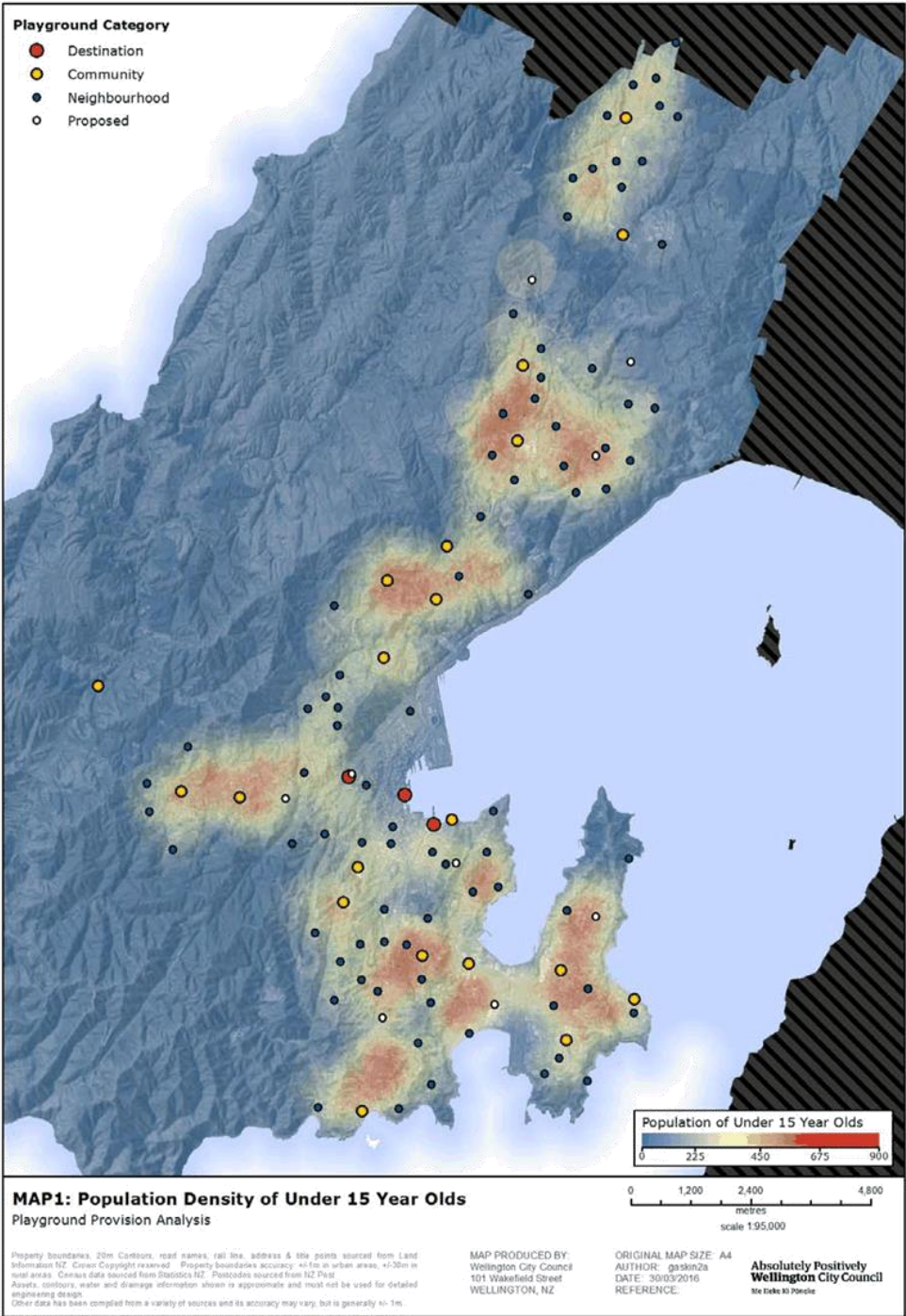
- In almost all of Wellington's suburbs, family-with-children households (including sole parent families) make up less than 50 percent of all households. This reduces to 20 percent or less for the central city, Te Aro, and city-edge communities.
- Between 2013 and 2033, Wellington's population is projected to increase by approximately 28,500 (14 percent) to 226,000. The total household count will increase by about 13,500 (18 percent).
- Family households with children will increase by about 2000 over the next 20 years.

We need to consider what play space requirements there will be as the city changes and grows:

- In 2013 there were 34,300 children (aged 0–14 years) in Wellington. By 2033 this is expected to rise by only 1650 children across the whole city (a 4.8 percent increase).
- Children made up 17 percent of the total population in 2013 and are projected to make up 16 percent of the total population in 2033.

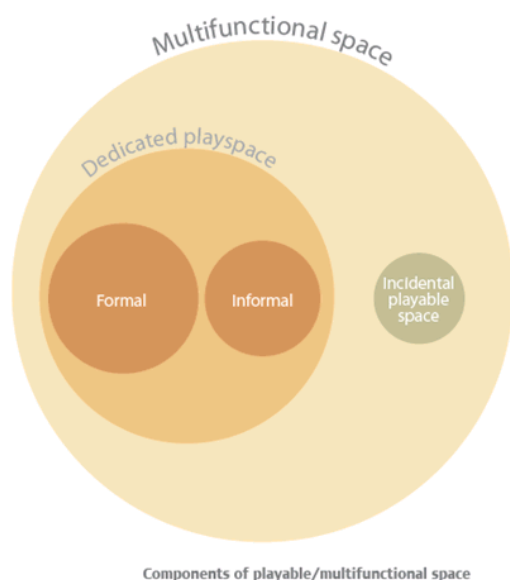
This suggests that, to best meet the play needs of most children in the long term, it will be better to maintain and manage a network of play spaces spread relatively evenly around the whole city rather than plan for more playgrounds in established areas. Our priority will be to make sure that as the child population shifts around the city there will always be a quality play space nearby.

Map 1 is a broad-scale picture of the numbers of 0 to 14-year-olds as a portion of the total population and relative to other areas. The overlay of Council playgrounds shows the relatively even spread of playgrounds throughout the city, with good provision in areas where there are currently the highest numbers of children.



Play space

The diagram below³ shows the ideas in Our Capital Spaces⁴ around the value of multifunctional space and how “play spaces” fit within this plan. It illustrates the importance of providing for a range of play spaces – from formal, dedicated play areas through to incidental playable space within other multifunctional space (such as large parks or urban environments, for example). Provision of play is broader than formal playgrounds. This policy looks to broaden the scope of how the Council provides for play.



Incidental playable space can be anywhere. This might be a small slope in a park that could be rolled down, a tree that can be climbed or that drops leaves, sticks or flowers that can be collected, sorted or thrown in the stream. It could also be a non-natural environment – a low wall that could be walked along or a high wall to jump off. Backyards, house frontages and road verges can also function as local networks of incidental play space. High-quality public art and civic space is often playable. Walk anywhere with a 3-year-old and you will find incidental playable space. Wayfinding and place-making improve opportunities for adult and youth socialisation through incidental play, particularly in the urban environment.

Dedicated playspace is a space where play is identified as one of the main functions of the space. **The Council plays a key role in provision of dedicated public play space.** Schools and private property (in particular backyards) also offer important opportunities as places where children spend time each day. In Wellington, 93 percent of primary schools surveyed allow public access to their playgrounds outside of school hours. Shopping centres often have dedicated play space. City housing facilities have play space for their residents at sites where there are children and families.

The Council provides a network of dedicated, free outdoor play facilities across the city and has clear strategic direction to continue to do so, as shown in the relationship of this policy to other Council direction.

³ Shaping Neighbourhoods: Play and Informal Recreation, published by the Greater London Authority, Sept 2012.

⁴ Our Capital Spaces: An Open Spaces and Recreation Framework for Wellington 2013-2023.

The importance of play

Playgrounds are currently valued and well used by Wellingtonians. Regionally, nationally and internationally, research has shown the importance of play for the development, health and wellbeing of children. It is also evident that there are wider benefits associated with play that have a very broad reach, including social and environmental.

Providing a place for children to play gives them different settings and environments to explore, exposure to different challenges, a social setting to play with other children and adults, and a place to discover what they can and cannot do.

Play theory defines types of play that can then be applied to different age groups. All play space design should be grounded in this theory as commonly accepted best practice⁵. Play spaces provide for the physical, cognitive, social and imaginative development of children, with design and environmental setting key factors in maximising the potential benefit to the child.

For children, play is a human right. On 1 February 2013, the United Nations Committee on the Rights of the Child adopted a General Comment that clarifies for governments worldwide the meaning and importance of Article 31 of the Convention on the Right of the Child.

Nature play

There is a growing body of evidence to support the benefit of outdoor play and play in natural environments. A group based in the United Kingdom called the Wild Network is working to raise the profile of free play in the outdoors as not only a legitimate activity for children to engage in but a critical one that is becoming less and less of a part of children's daily lives. They are looking at ways to "market nature" to children and their parents. They sum up the benefits to children of a "re-wilded free-range" childhood as:

- improving their ability to judge and understand risk
- increasing physical health through exercise
- enhancing and maintaining mental health and positive wellbeing through exposure to the natural world
- stimulating imagination and creativity through outdoor play and learning
- improving communication skills and the ability to build and maintain relationships.

The 2015 Wellington Residents' Monitoring Survey found that 92 percent of respondents agree that a connection with nature improves residents' quality of life. Outdoor play is an opportunity for children to make that connection.

"Nature play" covers a wide range of activities, from imaginative free play in a highly natural environment to play on natural elements in a formal playground setting (such as a garden to walk through under a slide). Current thinking about the importance of nature play⁶ suggests that children are not engaging in outdoor free play as much as they have in the past. Children are not able to roam as widely as they did, and now lead more structured and supervised lives with less emphasis on spending time "mucking about".

The role of the playground as a place where children can have a broad play experience that includes free play in addition to physical and social development is more important as opportunities for outdoor free play are limited by modern lifestyles.

It is important for play spaces to offer opportunities for interaction with nature and promote the value of this for children. In Wellington, there is no shortage of places to engage in nature play at the "wild" end of the spectrum, but often there is a need for children and their families to get comfortable in a more structured or smaller scale natural environment first.

⁵ Refer to appendix 1 for Play Theory and age appropriate activity guides

⁶ Also supported by the content of *Natural Neighbourhoods for City Children (2015)*. A report on research findings by C. Freeman, Y van Heezik, A Stein and K Hand. Published by the Department of Geology, University of Otago, Dunedin 2015.

The panel survey indicated that people would choose a more natural “free play” type play space over a traditional “swings and slides” play space about 50 percent of the time. People also chose items such as “climbing/sliding on banks”, and “free play (piling up bark chips, digging, mucking about)” as things their children enjoy at playgrounds.

What do people want from play spaces in Wellington?

The panel survey recipients told us:

- children aged 5–10 years are the main users of playgrounds, with the 0–5 year age group second and 11–12 third.
- most people taking children to playgrounds are parents, with the remaining respondents primarily either grandparents or a relative
- the top five most enjoyed activities (from a list provided that included things like free play, trees and sliding on banks) are traditional playground equipment – swings, slides, flying fox, forts and structures, and climbing nets/frames
- 74 percent of people believe the number of playgrounds in Wellington is about right
- 56 percent of people believe that, in general, the playgrounds are excellent or above average quality⁷, with 40 percent believing they are average
- the top five ideas for improvement (from a list provided) were more shade or shelter, different styles/designs of equipment, more toilets, a wider range of equipment and opportunities for free play/imaginative play
- when asked how the community might be involved in improving playgrounds, the top response in the general survey was through providing feedback to the Council on playground plans, followed by participation in working bees to help maintain the playground environment
- 41 percent of survey respondents go outside of Wellington City (eg to Porirua or Upper Hutt) to play every few months – just to go somewhere different or for another reason such as to visit family
- 58 percent of survey respondents said their neighbourhood playground (ie the one closest to where they lived) was the one they visited most often
- when asked which was most important to them, 21 percent of people said having a small basic playground near to where they lived, while 12 percent said having a large playground further away with more to offer – most people, however, believe both are equally important (66 percent)
- almost everyone (96 percent) visited playgrounds for 2 hours or less, with an almost even split between the “less than an hour” group and the “1–2 hours” group
- 45 percent of people drive to the playground, while 41 percent walk and 10 percent bike/skateboard/scooter
- 23 percent of respondents used skate/scooter areas, with Waitangi Park the most popular location – 90 percent of visitors are there for 1–2 hours or less.

The most frequently recorded general comments (after “no comment”) were:

- need more variety for the playgrounds with different kinds of design/equipment
- need more shade/shelter
- there is lots of choice
- they are well maintained.

⁷ The 2015 WCC Residents Monitoring Survey found 84% of people using playgrounds were either ‘very’ or ‘quite’ satisfied with the playground or skatepark they most recently visited.

Some of the more values-based quotes include:

For children living in a city environment, it is extremely important to have space and equipment for children to experiment, risk take and explore a range of different settings... free play, climbing, swinging, inventing games etc

Kids like the old school playgrounds not the plastic kit sets with super safe options. Life is about accepting a bit of risk and diversity. Kids like informal simple options like rope swings.

Neighbourhood playgrounds help kids socialise with their peers, and provide a meeting place for parents.

When playgrounds are renewed, requests for more than just the renewal of the equipment are always received. Most commonly this is for paths to and through the play space and for more seating.

Accessibility

The Wellington City Council Accessibility Advisory Group (AAG) stressed the importance of accessibility to play space around Wellington for both children and those caring for them.

In recent times, higher numbers of older grandparents are caring for children and need to be able to safely access play spaces and interact with the children in those spaces.

The Council has recently carried out an accessibility audit based on physical constraints to access to playgrounds. A series of recommendations were made to address identified shortcomings. These are currently proposed to be addressed at the time of renewal of each site.

Shade and fencing at formal play spaces (playgrounds)

Providing shade at playgrounds has been raised by survey respondents and others. Issues include:

- the risk to children of being exposed to the sun
- the benefits to children of being exposed to the sun
- the climate in Wellington
- the appropriateness of play equipment and surface material and how that performs in different weather (eg surfaces that get too hot)
- the amount of time children usually spend at the various play spaces
- the pros and cons of planting and maintaining trees
- the pros and cons of installing and maintaining shade structures.

It is not practical or desirable to shade entire play spaces. The ability to seek shade is important at each site. Shade structures are very expensive – approximately 12 times as expensive as planting one tree (planted at 2 metres in height) that would in time provide adequate shade. An important consideration is providing shade over the equipment and not just for caregivers.

More money could be spent on larger trees for more immediate effect. Trees will not only provide shade but also add a natural play element to the space, and have ecological and amenity value. They can also provide seasonal shade allowing sun in the winter months when playground users are often seeking the sun rather than trying to avoid it.

Fencing is another issue, generally at play spaces designed for younger children and when they are in close proximity to roads. Currently fencing is included in new play spaces where there is a safety risk.

Play opportunities for adults

Adult “play” can be interchangeable with the pursuit of leisure and even sport. The play of children is just that – play for the sake of play. There is no intent. They will learn (emotionally, physically, cognitively and socially) and form connections with their surroundings (natural or otherwise) through play.

Adults can and do play but it is not the same as the play of children and the Play Space Policy will focus on providing play opportunities for children and young people. Adults can choose for themselves when, where and how to play and make these conscious choices from a whole range of opportunities.

The International Play Association states that "Play is a right which all adults have a responsibility to uphold". Children need to be given the time and space to play. This policy focusses on the Council's role of providing some of that space and advocating the value and benefit of play for children and young people.

Play opportunities for "youth"

The current formal playground network is targeted at 0 to 15-year-old age range. Youth age range includes 13 to 24-year-olds. Often skate facilities and basketball half courts are considered "youth facilities".

We know that youth are generally more concerned about finding places to meet and socialise over provision of specific equipment or facilities for "play". Incidental play is appealing to this age group so the key is to design play spaces with places to congregate and equipment that can also be used in a more informal way by people who are physically bigger.

"We want to play on stuff in ways that it wasn't made to play on" was a sentiment heard a number of times when talking to youth, which captures the challenge in designing spaces for them.

Mixed use spaces are well used by youth. For example, Waitangi Park and the waterfront were mentioned by every group as great places due to the range of activities all close by and the central, busy location. The large size of the area also means groups can meet without feeling like they are in someone else's space or interfering with kids and families who they perceive might not want them there.

Grasslees Reserve in Tawa and Central Park play area were also mentioned as having specific equipment that was suitable for their age group to play on due to the size and fun and competitive nature of it.

This age group also use sportsfields and other flat areas for kick-about. Places to sit and meet and innovative technology (such as Wi-Fi access) were also drawcards.

We know that youth, along with other age groups, use skate facilities and half courts. Some youth, particularly females, do not use these facilities at all. This age group also has similar needs to adults, with one person stating I don't go to playgrounds because I work. This highlights the very different needs of not only youth as compared to under-13 year olds but also the wide range within the youth age bracket.

Skate facilities, basketball courts and bike skills areas

These three facility types were considered as primarily catering for "youth". It is apparent that bike skills areas are associated with biking ability rather than age group and would generally cater for younger children learning to ride or improving basic skills.

Outdoor basketball courts and half courts provide not only informal basketball space for youth age people but also due to the flat, hard surface of the space they also cater for other activities, including skating and scooters.

Scooter users are generally under 15 years of age or they are a small group of more highly skilled young people at skate facilities or commuters in older age groups. Some younger children on scooters will switch to skateboards as they get older.

The workshops with skate advocates and youth group discussions confirmed there are four main types of skateboarding: street/city skating, vert skating, plaza style skating and people using their board as a means of transport. There is also downhill skating, performance or trick skating, people just mucking about and pro skating.

Each type of skating can be provided at different facilities, with skate parks being the best place for overlap between the different styles. For example, a skate park can provide for round wall style vert skating, street and plaza style skating.

Waitangi Park is by far the most popular skate facility in Wellington, as it has all the factors that make for a good skate space – a range of activities in the skate area but also the activities and facilities around it and a central, high-profile, busy location. Due to the popularity of the space there are also periods of crowding and conflict between users with a wide range of abilities.

The key issues raised by skaters at the workshop are:

- planning for “minor” improvements of the existing network through an upgrades programme
- catering for a range of abilities at each space
- the ongoing maintenance of the existing facilities
- the opportunities for development of a network of skateable “spots” around central Wellington (either stand-alone projects or as part of other urban renewal work)
- the need for and feasibility of an indoor skate facility (pay-to-skate)
- the need for and funding of significant skate projects such as an extension to the Island Bay/Berhampore skate park or a new vert ramp at Ian Galloway Park
- promotion of skating as an activity that benefits participants and the city.

How are we planning for play as the city grows and changes?

There are three key areas for growth and change; the central city, suburban housing density change and city growth outside the existing residential areas.

The central city

Residential occupation in the central city is growing and some of this growth will include families. Part of the drawcard for living in the central city is the proximity to large areas of open space for engaging in recreation activities and play. The central city is contained within a 2.1 square kilometre area. It is surrounded on all sides by either the waterfront or Wellington Town Belt, which are easy to access and offer a range of informal play space and opportunities for interaction with the natural environment. The waterfront has a series of large, well-equipped, formal playgrounds (Frank Kitts Park, Waitangi Park and Freyberg Beach).

The Central City Framework notes:

"Unlike most central cities, Wellington is small enough that it's easy to walk from one end to the other. This compactness, and the relationship between the city and the natural features that surround it, contribute to Wellington's unique character – making it an urban village with a wild edge."

"This framework aims to introduce more green spaces – places to reflect, relax, kick a ball, play with the kids. These spaces include small parks, green roofs and green links. These will be introduced when we upgrade streets, when areas are revitalised, and when developers and building owners recognise that tenants value such spaces."

The proposed network of smaller spaces offers opportunity for informal and incidental play space to complement the existing formal playgrounds and wider natural environment. Great examples include the recent laneways projects where people play on the dots on Bond Street and kick balls at the end of Leeds Street. Cobblestone Park includes play equipment, a basketball hoop and half court and opportunities to play amongst the vegetation. Pukeahu National War Memorial Park is a large, flat open space where people of all ages can run around and explore.

There will be opportunities to create more play space through ongoing central city greening initiatives and streetscape upgrades. Future parks and public open spaces in the city will be developed with opportunities for play in mind.

Another key area for provision of play in the city is at or near Council community housing where children and young people are tenants, often in some of the highest density accommodation in the city (ie apartment blocks). Each site that accommodates children has its own play space specifically for tenants. Given the limited private outdoor space some of these children have direct access to, it is important that the families know about the range of places they can go to play outside and that they are able to easily get there.

Medium-density residential housing

Across Wellington, there are two existing medium-density residential housing areas (MDRA) and five additional suburbs being investigated for the introduction of MDRA zones. The intention of these is to enable a broader range of housing choice around a selection of suburban centres with good connection to public transport and community services/amenities.

The proposed MDRA are expected to cater for people to "age in place" and provide alternative housing choice for small/childless households. However, there is no guarantee about who exactly will ultimately reside in these homes – some couples may elect to live there with a small child, given the proximity to service and transport amenities. It is also possible that if the medium-density areas attract ageing baby boomers, then the larger family homes that this group currently occupy in the local area will be bought by families and accommodate more children in the future. This project will not specifically create a large growth in the number of children residing in these areas, but there may be some small increase as larger family homes are effectively "freed up". Any change in the number of children in each suburb is unlikely to require new formal playgrounds when considered in the context of the citywide projections for child population across the whole city over the next 20 years.

Each of the existing and potential MDRA areas under investigation have been mapped to identify the existing formal playgrounds in the respective neighbourhoods (refer to Map 2). Each is slightly different. Tawa is well serviced for formal play, with seven playgrounds within the area and a number around the edge. Newlands has a skate facility and funding in place for construction of a new community playground in 2018/19. Johnsonville has three playgrounds within the MDRA. The new library development area and further development at Alex Moore Park may result in the need to review half court provision. Khandallah has one small play space in the village centre, however, Khandallah Park and Nairnville Park will service a large portion of any potential new MDRA. The potential need for play space on the eastern edge of this area has been identified in the Suburban Reserves Management Plan (SRMP). The Karori area is lacking at the city end and Island Bay at the northern end. Both of these have been identified as an issue in the SRMP. There is a new playground planned (and funded) for Island Bay/Berhampore (at Wakefield Park) in 2016/17.

In addition to formal play space, each suburb has access to neighbourhood parks, large natural parks and other open spaces where children, young people and adults can play and enjoy recreation activities. The artificial turf in Johnsonville for example provides for year-round outdoor play space.

In summary, there is no additional formal play space required (other than that already planned) to meet the needs of the community as a result of existing and future MDRA. The change to the make-up of these communities is not expected to result in significant numbers of extra children. While some new homes in the MDRA zones may have smaller backyards, all of the areas are, or will be, appropriately served by formal and informal public play space with access to natural environments.

Greenfield development areas

There are two main areas for growth in the northern suburbs: at Churton Park (Stebbings Valley) and between Woodridge and Grenada North (Woodridge, Lincolnshire Farms and Hunters Hill). As development is planned and constructed, the reserves network will extend into those areas, including the provision of formal play space.

A new community playground is planned for Lincolnshire as identified in the District Plan Structure Plan. The playground will be funded by development contributions. A new neighbourhood playground is planned for Stebbings Valley as part of a Reserves Agreement between the land owner and the Council. Development beyond these areas or changes in anticipated development style (from rural to residential for example) may result in the need for further play space.

Community and school partnerships

A survey sent to all of the primary schools across Wellington in early 2016 found:

- 93 percent of schools allow public access to their playgrounds outside school hours
- during school hours, the majority of respondents (75 percent) said their children never or only on special occasions use public playgrounds – the reasons why students visited public playgrounds were varied, with most answering “they are just somewhere different” or “they are close to our school”
- 63 percent of respondents have upgraded their playground in the last 3 years or were planning to do so – of those, 50 percent considered having different equipment to other playgrounds in the area and 25 percent didn’t consider other playgrounds at all
- the most important consideration for schools in planning a new playground was age appropriateness of equipment, followed closely by the equipment’s level of challenge and student or community input.

There were also some really helpful comments that provided more detail. Like the Council, a key issue for schools is funding playgrounds – both the initial build and also the maintenance and inspections.

The survey of schools and the panel survey both indicate that many people can and do use playgrounds in schools. The Ministry of Education fund schools but do not directly influence the provision of outdoor play (type, quantity or quality). Individual schools make this decision in consultation with their community and subject to prioritisation of the general funding.

Sport New Zealand is developing a framework to enable them to take a “lead agency” role at a central government level to advocate for the importance of play.

The Council has a health and safety responsibility around managing and maintaining formal playground equipment, which will limit involvement in this aspect of playground management. The survey panel told us that providing feedback on playground plans was their preferred way to be involved but some were willing to participate in working bees to help maintain the playground environment. A comment at a more informal survey in Civic Square included support for community involvement as “*teaching respect for the park if kids have more say*” and “*so they feel the park is part of their community*”.

The general public want to be involved in providing for play in public space. There are existing community groups already actively engaged in the care and custodianship of different reserves, including ones with playgrounds in them. For example, the Friends of Central Park help beautify and maintain the playground environment at Central Park.

The Council currently provides Push Play trailers and free sports equipment from the Push Play library for use in parks. This is intended to facilitate easy and free opportunities for outdoor play.

What do we have now?

Dedicated play space

The playgrounds network

In 2016 the play spaces network includes 107 public formal playgrounds. The majority of play areas fit the category of local or local basic (82 percent). Map 3 shows the spread and category of the current formal playground network.

A nature play trail is proposed at Mount Victoria. The idea is to integrate play trails into the open spaces and tracks to encourage play and broaden children's interest in landscapes and Mount Victoria/Matairangi. Natural landscape play elements might include balancing, climbing, living huts, and tunnels.

66 percent of all residents are located within a 600-metre or 10-minute walk of a neighbourhood playground or 800 metres of a community playground (refer to Map 4). In addition to this there is a network of school playgrounds that the general community use outside of school hours. City housing residents also have playgrounds for their use.

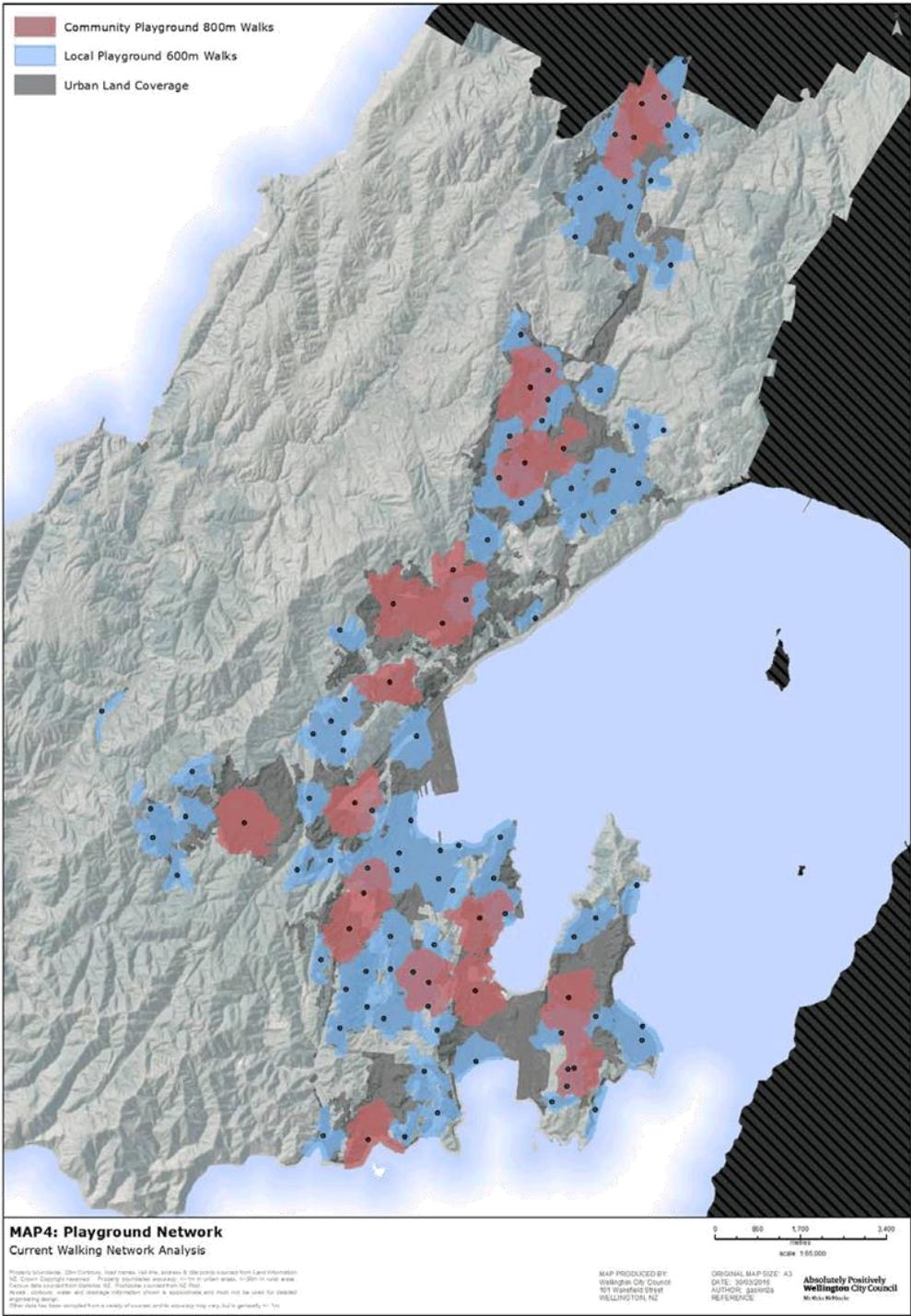
Wellington City compares well regionally with the number of playgrounds per head of population (at approximately 1/1800 residents or 3.2/1000 children⁸) and the walking distance "ideals" that represent an equitable distribution across the city.

There is limited public support for retirement of formal playspace, even where there would be a citywide benefit in helping provide a more even distribution of playgrounds around the city. The community believes that the current network of 107 is "about right".

Formal playground space is the "favourite place to play"⁹. This is followed by pools, other water places (beaches, rivers, lakes, ocean), the non-playground area of parks and around our house/flat or outside at a friend's house.

⁸ Based on 2013 census data and national recreation benchmarking (Yardstick) and including city housing playgrounds

⁹ Research panel results



How we manage playgrounds

The existing budget for the “renewal” of playgrounds allows for approximately four renewals per year. This equates to a replacement of play equipment and safety surfaces at each playground every 25 years. Regular inspections and maintenance is carried out, which helps inform renewals prioritisation.

The category of playground currently determines what play equipment could be expected and the age of child the playground will primarily cater for. This can at times limit opportunities to achieve the best outcome for each particular space and community in terms of the renewal allowing the creation of a more multi-functional play space. The opportunity to consider drainage work or earthworks or other general park improvements to create a better space at the same time as the play equipment renewal would have a better long-term result in terms of the quality of the space and its range of use.

Community expectation has changed to anticipate more than just replacement of old and/or failing equipment (which is what the budget provides). Consistently, there are requests for associated improvements to the park such as paths, tree and amenity planting, shade and fencing.

A key issue is the implication of including amenity planting as part of the playground renewal. This is an important part of the concept of play spaces and familiarising children with nature play opportunities. This is something the community support, and research shows it will deepen the value of the space as a place to play. This work is not currently funded through the LTP. A tree, for example, could provide shade, be a place to play and beautify the area but there is currently no funding to provide the tree, a tree cage and to plant and maintain it for the first 5 years. Amenity planting often needs high maintenance, particularly if it is designed to be played in and amongst.

There is an identified need to address the accessibility of many of the Council’s playgrounds. As a result of the accessibility audit, opportunities to improve access are considered at the time of the playground renewal. This includes, for example, widening gate clearance to 1.2 metres, removing vehicle barriers that restrict pedestrian access, improving seating opportunities for carers, and improving paths and play equipment accessibility.

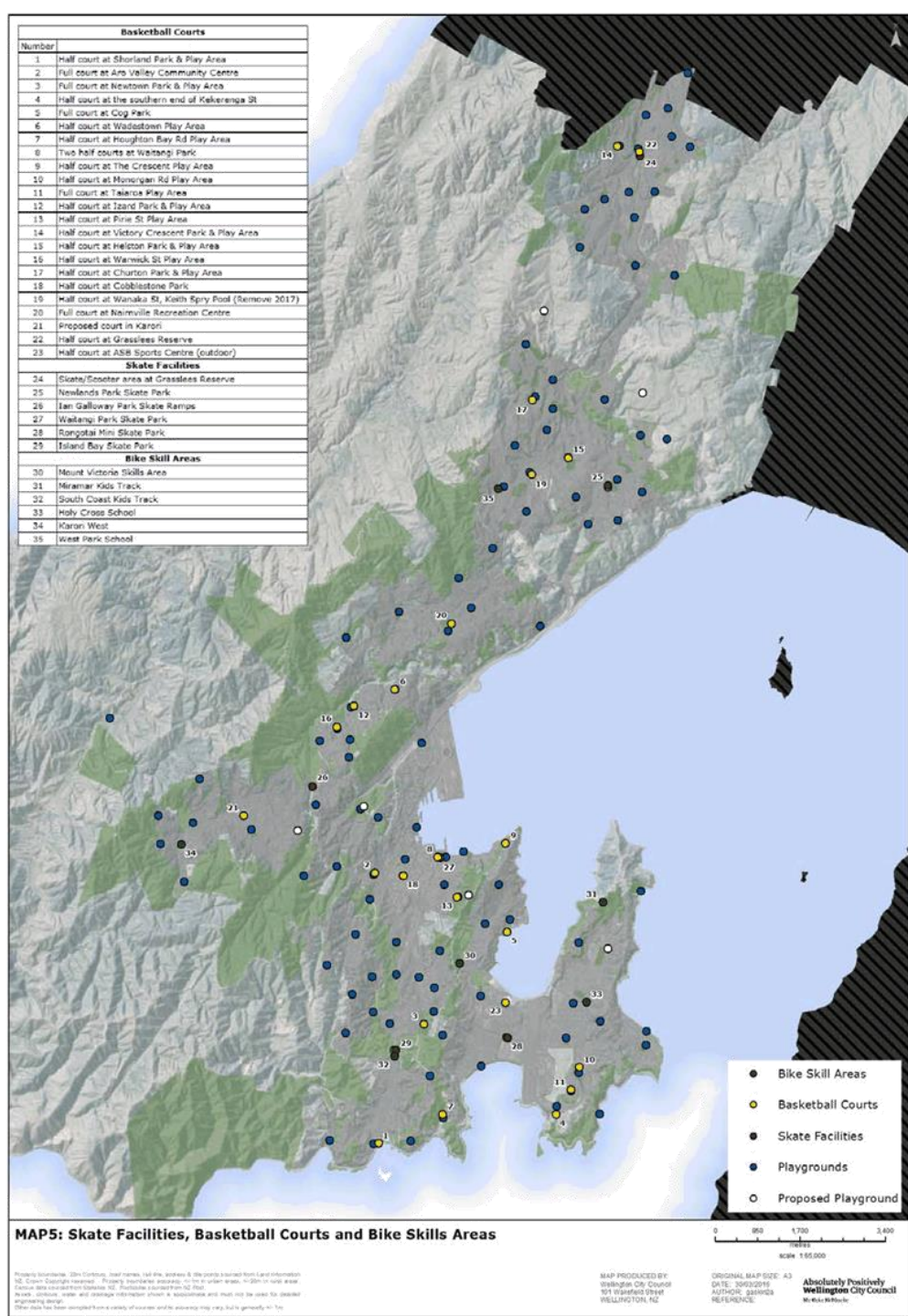
We know that people want different equipment in each playground so that they can go to a different area in the city and the playground will look and feel different.

Skate facilities, basketball courts and bike skills areas

There are seven skate facilities, six bike skills areas (including three in schools developed in partnership with the Council and the Bike On Charitable Trust) and 22 outdoor basketball courts (17 half and five full sized) available for public use. Map 5 shows these areas with a good spread across the city. There is no outdoor court provision in Karori.

How we manage skate facilities, basketball courts and bike skills areas

Maintenance is carried out on a reactive basis. Unlike playgrounds, however, these facilities don’t have a predicted “lifespan” in the same way as play equipment does. Changes are made in response to changing use over time (led by popularity and/or evolution of different sports) or repair of general wear and tear.



Other dedicated play space

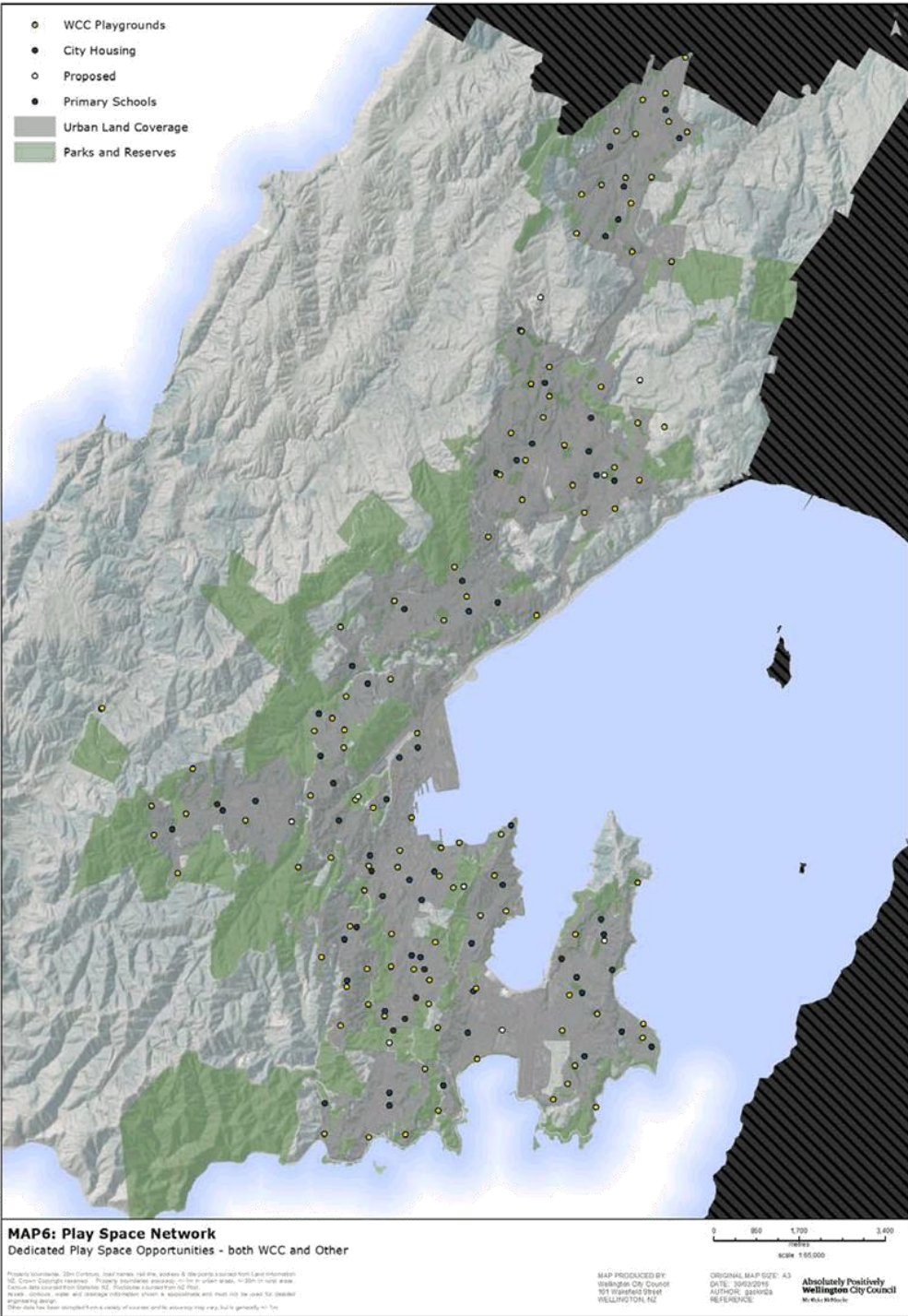
There is a range of other dedicated play spaces around the city that are not part of the Council public playgrounds network, including:

- school playgrounds
- city housing playgrounds
- private facilities (shopping centres, retail stores, commercial play experience)
- private backyards.

Public accessibility to these varies but they all form part of the complete picture of play available to children and young people living in Wellington. Map 6 shows the range of “other” play spaces alongside the publically accessible Council network. Schools and backyards are particularly important as places where children spend large parts of their time each day.

The Children’s Garden is a new development at the Wellington Botanic Garden. It will demonstrate our dependence on plants and ecosystems and the services they provide. It will provide a unique opportunity to get children involved and encourage environmental and botanical awareness in future generations. It will provide an opportunity for interaction with nature that will help children feel more comfortable in their natural environment and will have a focus on learning through play.

There are regional opportunities for play, both free and at a cost, such as the regional parks and destination playgrounds. The recent Wellington Zoo developments provide a focus on play and nature connection and Zealandia also provides opportunity for play. Te Papa is a popular indoor play space.



Community involvement and school partnerships

Included in the 107 formal play spaces are three school playground partnerships. Each partnership was developed specifically for the situation and is therefore different. They provide for playgrounds on school and/or Council-owned land that are managed and maintained by the Council with renewal through joint funding. Makara School is open to the general public outside of school hours, while Amesbury Drive School and the Kipling Street play area are open to the public at all times, as the location of those allows use without disruption to the rest of the school.

The Council provides funding for bike skills areas in schools through the Bikes in Schools programme, which was piloted in 2015/2016. To date, West Park School, Karori West Normal School, and Holy Cross School have developed a fleet of new bikes and bike helmets, purpose-built riding tracks and bike storage facilities. The schools came up with ideas to make the track design and use safe, fun and unique to each school. They are open for community use outside school hours. The Council has allocated funding until June 2018 for 3 to 4 more schools to develop bike skills areas per year, in partnership with the Bike On Charitable Trust.

Community involvement in the development of plans varies depending on the scale of the playground development. A neighbourhood playground renewal, for example, will have plans posted on site and users can comment. The new playground development at Frank Kitts Park included in-depth and wide-reaching public engagement and consultation.

While survey results suggest the community wants to be more involved in maintenance and management of playgrounds, to date this has not occurred in any formal way and will be limited somewhat by strict health and safety requirements around play equipment and fall surfaces.

Incidental play space

Wellington City has endless opportunities for free play in the natural environment, with over 4207 hectares of open space, including Wellington Town Belt, the Outer Green Belt, coastal reserves, 250 neighbourhood park spaces, 43 sport and recreation parks, Wellington Botanic Garden, Otari-Wilton's Bush and 330 kilometres of tracks. This abundance of natural environments all close to the central city and residential areas is part of what makes Wellington unique.

"Just take your children outside, give them time, and let them play." – Karl Nolan, Botanic Garden Collection Curator.

Suburban areas and the central city also provide incidental play space. The Council has a responsibility in ensuring opportunities for play spaces are improved where possible in the public realm. The Bond Street activation project is a good example of "playful" design that encourages a range of people to use a street space in a whole new way, while the artificial turf in Civic Square has seen informal play become a major use of this space for all ages.

Play Spaces Policy & Action Plan

Vision

Wellington City's Play Spaces are a network of sometimes wild, always fun, diverse, safe and accessible places that foster growth and development of children and contribute towards building a healthy, active, connected city.

Strategic Priority 1: Provide a network of play spaces across the city

Policy 1 – The play space network

The Council will provide:

- 111 dedicated formal play spaces (playgrounds) – destination, community, neighbourhood, school partnerships (at 2015 there are 107)
- the Mount Victoria/Matairangi nature play trail
- the Children's Garden
- six formal skate/scooter facilities
- 22 outdoor basketball courts (16 half court, six full)
- six bike skills parks (both in parks and at schools)
- playgrounds at City Housing sites where children are living
- incidental play space across the city, both in parks and other public spaces.

Policy 2 – Dedicated play space (playgrounds)

The Council will provide a network of dedicated play space based on best practice provision analysis, nationwide comparison¹⁰, census data that suggests there will not be a significant increase in the number of children in Wellington in the next 20 years, and the knowledge that Wellingtonians believe the number of playgrounds in Wellington is "about right". Areas of higher density living, both existing and planned, have also been considered. Map 7 shows the proposed network of playgrounds by category.

The focus on an evenly spread network of a variety of high-quality¹¹, well-maintained spaces means that after accounting for the actions described below, there will be no more new formal playgrounds. This allows for approximately 70 percent of all Wellingtonians to be located within 600 metres of a neighbourhood playground, or 800 metres of a community or destination playground¹². Map 8 shows this distribution and walking catchment.

A relatively even spread of a mix of formal play opportunities across the city provides the best outcome for the most children, and young people now and into the future. This will be complemented by a play trail, skate/scooter facilities, outdoor half courts, bike skills areas, spaces provided by others (at schools, for example) and informal and incidental play opportunities that exist and will be improved throughout the city.

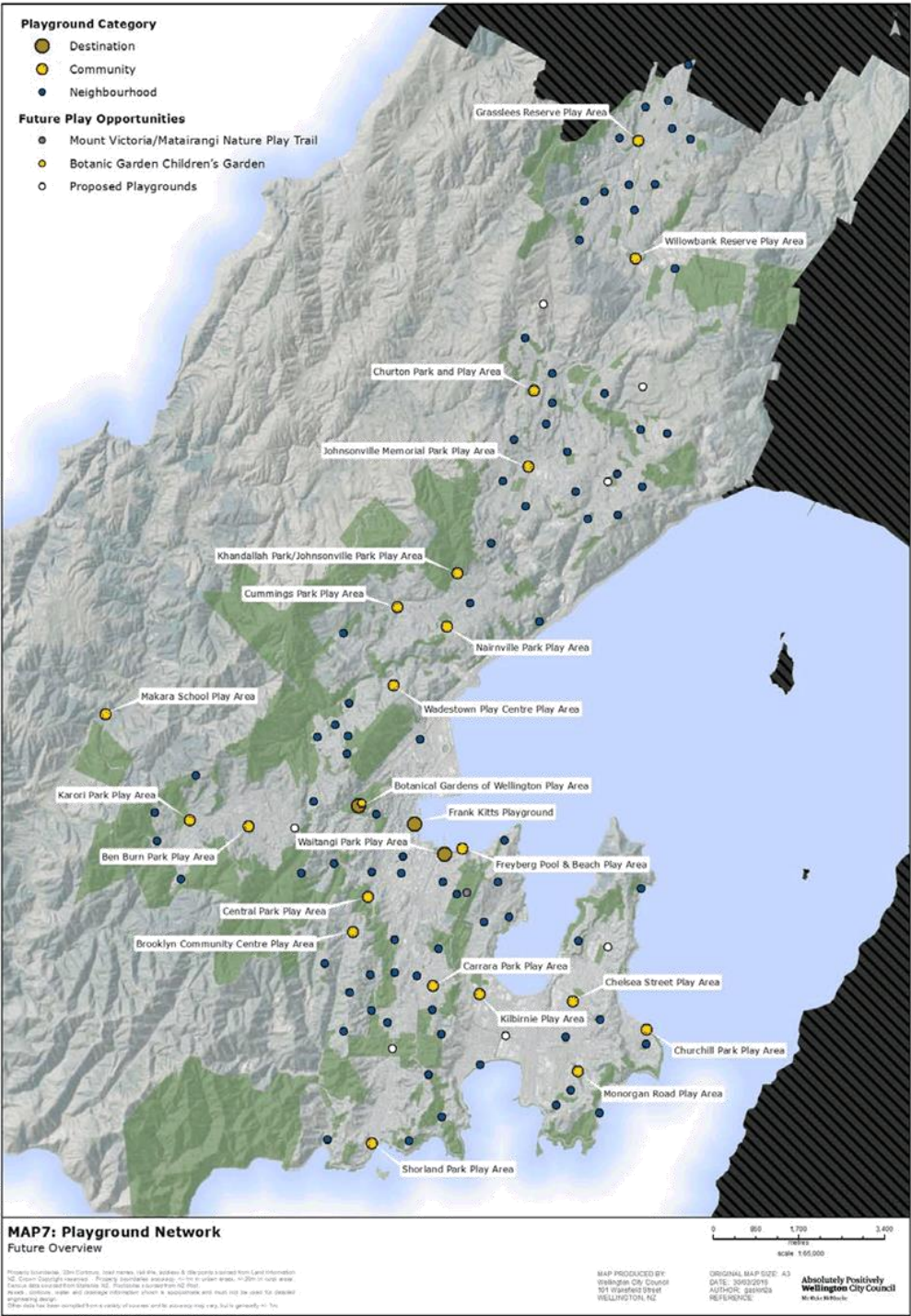
Actions:

¹⁰ From a national benchmarking database (Yardstick) – the number of playgrounds per 1000 children.

¹¹ This does not equate to number of pieces of play equipment but the quality of the playspace as a whole.

¹² Up 4% from 66% with the inclusion of proposed new play spaces.

- 1) The following new playgrounds will be constructed to complete the network of dedicated playspace:
 - a community play space near or at Wakefield Park (Island Bay/Berhampore)
 - a community play space at Newlands Park
 - a neighbourhood play space at the city end of Karori
 - a neighbourhood play space at Kilbirnie.
- 2) The following new playgrounds will be constructed and funded by development contributions as part of future greenfield growth in the northern suburbs:
 - a community play space at Lincolnshire Farms and potential for a further neighbourhood play space between Lincolnshire Farms and Grenada North (at Hunters Hill)
 - a neighbourhood play space at Churton Park (Stebbings Valley).
- 3) The Miramar North and Kenmore Street neighbourhood play spaces will be retired at the time of development of a new community play space at Miramar Park and Newlands Park respectively.
- 4) Play equipment in the Nuku Street reserve and Burbank Crescent reserve will not be replaced when it reaches the end of its lifespan, as outlined in the Suburban Reserves Management Plan and Northern Reserves Management Plan respectively. In both cases, the land will remain reserve.
- 5) No other dedicated play space (playgrounds) will be closed unless there is a proposed partnership for a new playground (with a school, for example) or there is a proposal for a new playground nearby. The result is no reduction in the number of playgrounds in the network over time.
- 6) Opportunities for school partnerships will be investigated alongside proposals for new or replacement playgrounds.
- 7) Other than described above, no new playgrounds are proposed with a completed network of 111 in total. There may be a need to consider new play space in the longer term as greenfield development areas in the north of the city are planned and developed.





Policy 3 – Skate and scooter facilities

A network of six formal skate and/or scooter facilities will provide a spread across the city, ideally located within or near to community reserves where there are other recreation opportunities available (see Map 5). They are further spread apart as they serve a smaller user group than playgrounds and users can and do travel to a quality facility. The network will provide a good range of skate opportunities for different types of skating and different skill levels at each site.

Actions:

- 1) Skate facility provision in the eastern suburbs will be assessed to consider the need for, type and location of, a new skate facility or improvements to existing facilities.
- 2) The old skate ramp at Nairnville Park will be removed when it reaches the end of its serviceable life (within the next 3–5 years) as it is not well located.

Policy 4 – Outdoor informal court space

The outdoor court network for informal play is also well spread around the city, providing a range of court spaces set in a variety of environments from suburban to inner city (see Map 5). As with skate/scooter facilities, there are fewer of them in total but they are well maintained and located within spaces that have other facilities for play and/or informal recreation.

Opportunities for an alternative location for the half court at Johnsonville will need to be explored when the existing one is removed as part of the proposed library development plans. There is no outdoor facility in Karori. The need and feasibility of a new one will also be considered. In both cases school partnerships will be considered.

Actions:

- 1) A new half court will be provided in Karori (potentially through community or school partnership).
- 2) Consider the need for an alternative outdoor court space when the Johnsonville Wanaka Street site is closed.
- 3) The fenced court space at Nairnville Park will be resurfaced and basketball hoops installed to broaden use of that space for informal play, particularly for youth.

Policy 5 – Bike skills areas

The bike skills areas provide for learn to ride spaces and are located as shown on Map 5. Any new projects will be led by community initiatives or the Bikes in Schools Programme. The Open Space Access Plan outlines new initiatives for easy mountain bike tracks.

Actions:

- 1) The Council will continue with the Bikes in Schools programme partnerships, subject to securing ongoing funding.
- 2) A new skills area is already proposed at Karori Park (close to the Mud Cycles shop) to support other track developments at Karori Park and Makara Peak.

Policy 6 – Nature play trails

The Mount Victoria/Matairangi nature play trail will be a different experience to the traditional playground and will foster and encourage nature connection through play for a range of age groups.

Actions:

- 1) Construction of the Mount Victoria/Matairangi nature play trail will begin in 2016/2017.

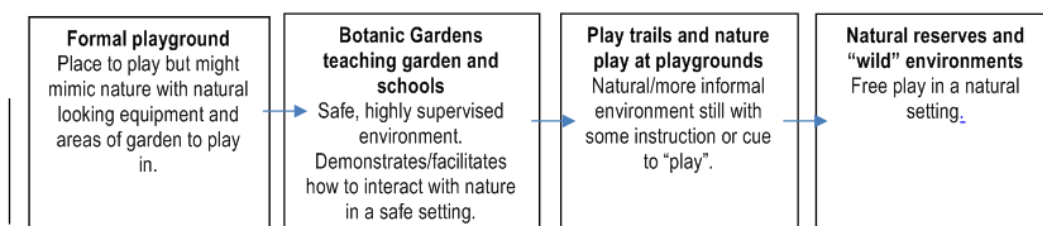
Strategic Priority 2: Provide high-quality, fit-for-purpose play space

Policy 1 - Play space principles

Wellington's outdoor play spaces are:

- expertly designed and firmly grounded by play theory to inform age appropriate equipment and space
- designed to reflect the site context expressing iwi/cultural, environmental or other community stories and values – contribute to “sense of place”
- accessible and inclusive
- multifunctional space whenever possible and may not incorporate a formal playground or play equipment
- high quality, well built and well maintained
- fun, varied and interesting with opportunity for age appropriate risk
- designed and built to encourage nature connection whenever possible
- found in a range of settings, from remote, natural parks to neighbourhood parks and suburban streets to the inner city streets and urban spaces
- evenly spread around the whole city
- well promoted and easy to find
- adequately funded.

The Council will promote nature connection in play spaces, recognising the continuum of opportunity and making the most of opportunity whenever possible to deepen the benefits of the play experience.



Policy 2 - A guide to dedicated play space categories

The Council will provide three categories of dedicated play space (playground) spread throughout the city, as illustrated on Map 7. Appendix 2 lists the playgrounds by category. The following table provides a guide to the considerations for each type that will inform development of the play space.

	Play equipment	Types of informal play opportunities	Types of visitor and caregiver amenities	Catchment areas
Destination play space A premium playground that attracts residents, visitors and tourists. Users may stay for 2 hours or more	Play opportunities for multiple age groups Regionally unique and a celebration of place	Kick-about area Spaces to gather and meet Informal court space (eg basketball half court) Natural landscape features May have art installations or hard landscape features that offer opportunities for play Located in spaces where there are opportunities for informal and incidental play and interaction with the natural environment	Picnic tables and seats Drinking water Lighting Rubbish bins Central city location Shelter/shade over some of the play equipment and other areas of the play space provided by structures and/or trees Car parking Toilets	The whole city and Wellington Region Centrally located and easy to get to with connections to public transport routes, and linked to pedestrian pathways and cycle ways where possible
Community play space Enough activities to keep children and/or youth aged people entertained for at least an hour	Play opportunities for a range of age groups Unique or with a point of difference to other community playgrounds around the city	Kick-about area May have informal court space (eg basketball half court) Spaces to gather and meet and to engage in different types of play (eg both active play and relaxation/quiet contemplative play) Natural landscape features Where possible, designed to encourage exploration of the natural environment such as steps to a stream or a path to the bush or the beach Amenity planting and planted areas that are designed and located to be played in or on Include opportunities for nature play	Picnic tables and seats May have a barbecue Drinking water at park or nearby Security lighting where appropriate Rubbish bins Shade/shelter over some of the play equipment and other areas of the play space provided by structures and/or trees Car parking Toilets at park or nearby (may have limited open hours) Paths to connect to the wider neighbourhood and provide access to the play equipment area	Service the immediate neighbourhood and local community within approximately 800-metre walking distance Ideally located in community parks or near neighbourhood centres.
Neighbourhood play space Handy place for a quick play	Play opportunities for at least one age group (ideally junior children as a minimum). Size of site may constrain the amount of equipment Nature play and kick-about space will be considered to broaden play experience alongside swings/ slides for example	Natural landscape features and opportunities for nature play Amenity planting and/or semi-natural areas that are designed and/or managed for play Spaces to play in groups, as individuals or for a common purpose. May have kick about area	May have shade provided by trees Seats Paths to play equipment where possible	Service local neighbourhood within approx. 600-metre walking distance Likely to be located in neighbourhood parks

Policy 3 – Standards for all dedicated play space (playgrounds)

The following standards will apply to all Wellington playgrounds to ensure they are high quality and fit for purpose:

- NZS 5828: 2015¹³, Playground Surfacing and Equipment is adhered to
- CPTED principles are incorporated in design and location decision making and upgrade project briefs
- dogs are not allowed
- smoking is not permitted within 10 metres of playgrounds or as determined by the Smokefree Environment Policy
- whenever practicable they are inclusive, enabling children and young people of different abilities and with different types of impairment¹⁴ to play with and alongside other children
- new playgrounds and upgrades aim to reduce and eliminate social and physical barriers to access for children and their caregivers, considering people with disabilities as well as parents with children in prams and older people with an age-related decrease in mobility or sensory abilities
- they are creatively and professionally designed and built with a point of difference that makes them unique
- they are well managed and maintained.

Policy 4 – Dedicated play space renewal and new development (playgrounds)

There are four issues to consider when planning for renewals: how often each space is renewed, growth in the network (eg an increase from 107 to 111 over the next 10–20 years), how much each renewal will cost, and order of renewal.

The Council will renew playgrounds based on an average lifespan of equipment of approximately 25 years. While this is longer than the regional comparison of 15 years, a focus on spending more at each renewal rather than shortening renewal times will enable each site to be developed as a high-quality play space. A 25-year renewal cycle for 111 playgrounds will deliver approximately 4–5 renewals per year.

Critical to getting the most from the newly improved play spaces is establishing the appropriate maintenance regime, in particular for amenity planting and nature play areas.

Actions:

- 1) The playgrounds network will be renewed based on a 25 year lifespan at approximately 4–5 per year. Renewals order will be determined by regular inspection as it is anticipated that some may last longer than 25 years and others will be shorter depending on design, use and environmental conditions.
- 2) Each renewal will include play equipment as well as other necessary improvements (for example, drainage, fencing, paths, earthworks, kick-about area, hard and soft landscaping and nature play areas) to broaden the play experience at each site and as described by the playground category guide.
- 3) The need for public toilets at or near Monorgan Road play space as part of the Strathmore facilities review in 2017/18 will be investigated, in light of this being in the community play space category.

¹³ At the time of writing the Draft Play Spaces Policy the current standard is NZS 5828:2004 however on 9/12/2016 NZS 5828: 2015 will supercede the 2004 version.

¹⁴ 'Impairments' include physical, sensory, neurological, psychiatric, intellectual & any other impairment & encompass people with permanent, intermittent, temporary and perceived impairments (excerpt from WCC Accessible Wellington Action Plan 2012–2015).

- 4) Order of renewal will be determined by the regular inspections regime as it is anticipated that some play space may last longer than 25 years and others less (in a coastal environment or high use space for example).

Policy 5 – Skate and scooter facilities management

The number and mix of type of skate facilities across the city is currently suitable to cater for the needs of the skate community. Diversifying the use and improving the quality of the network over time will maximise use of these facilities.

Actions:

- 1) A programme for “minor improvements” to each of the six facilities will be developed to diversify use (catering for different skill levels) and make them fit for purpose. Opportunities to separate skate and scooter use will be considered at each site.
- 2) Community and/or club partnerships to develop new facilities or for significant upgrades will be considered on a case-by-case basis. Decision making will be based on needs assessment and effects of the proposal on the site and on other users and on the wider park values.

Policy 6 – Outdoor informal court space management

The range and number of court facilities (including planned improvement to the network discussed above) is considered appropriate for the needs of Wellingtonians. The existing network of outdoor court space for informal use will be good quality and fit for purpose.

Policy 7 – Bike skills management

The Bikes in Schools programme includes ongoing management and maintenance by the schools. The Council's bike skills areas are managed and maintained as part of the public tracks network.

Policy 8 – Nature play trails management

The Mount Victoria/Matairangi nature play trail is a new initiative and one that has not been provided by the Council before as part of the network of play spaces throughout the city.

Action:

- 1) The success of the new play experience will be monitored. Any future nature play trails will be subject to consideration during future long-term plan or annual plan process.

Strategic Priority 3: Community and school partnerships

Schools play a key role in the provision of additional dedicated formal and informal play space but are not a substitute for fully publicly accessible playgrounds.

Schools do not have a mandate to provide their grounds or their play equipment to the general public (although most currently do and encourage after hours use). The potential for closure or limits to public access to schools is also a risk in relying on schools as providers of open space.

The Council has entered into three partnerships with schools to build new playgrounds that benefit the school and the wider community.

Partnerships Policy

The network of existing and planned playgrounds is now at a point where there is a good spread across the city. Any new partnerships with schools will be where there is an existing school and Council playground close by and there is an advantage in combining the playground either on the reserve or at the school. Partnerships will not be considered that result in additional playgrounds.

School partnerships will also be considered where there is opportunity for shared outdoor court space for informal play, particularly for youth. Any partnership will again be where there is an existing Council reserve nearby or adjacent.

There is the potential for other community groups to play an ongoing role in the care of play space and wider park environments, as some already do. Health and safety requirements for play equipment installation and maintenance will limit community involvement in the actual play space equipment.

The community can and will continue to contribute to development plans for new playgrounds and renewal plans.

Strategic Priority 4: The city as a play space

Opportunities to encourage incidental play throughout the city are considered in planning, design, construction, upgrade and management of all public space. This includes:

- park space
- road corridors
- inner city public places, such as Civic Square and laneways
- the waterfront.

All upgrades to public space should consider opportunities for incidental play space and celebrate the notion of the city as a play space. The nature of incidental play is that it occurs in places not specifically dedicated for play and is engaged in by all ages. Often a playful design theme or subtle cue is all that is needed to encourage play.

Suburban areas also have opportunities for incidental play space including along the road reserve network – particularly on routes where children walk to school. Generous road corridor width with a high proportion of road reserve space as compared to formed road surface can sometimes provide an opportunity for safe use of this space. Road corridors also offer opportunities for street planting that provides seasonal interest or sensory stimulus (touch/smell/sound).

Action:

- 1) Opportunities for development of a network of five skateable “spots” around central Wellington (either standalone projects and/or as part of other urban renewal work) will be explored through an assessment of potential spaces and through inclusion of skate opportunity in the design brief for all new public space upgrades.

Strategic Priority 5: Programming and advocacy for outdoor play

Delivery of programmes (by the Council and in partnership with other agencies) and advocacy that promotes the value and importance of outdoor play will help get more children and young people outdoors, active and healthy and using the range of play spaces the city has to offer. Programming and advocacy will help deliver on broadening the opportunities for play in Wellington making the city more child and youth friendly¹⁵.

Providing children and young people with the space and time to play outdoors is a key message.

Actions:

- 1) The Council will explore the following initiatives to promote the value of play and what Wellington has to offer as a play space:

¹⁵ Wellington City Council is a signatory to the Child & Youth Friendly Cities initiative.

- supporting community groups in development of initiatives (eg play streets, nature play groups, community sensory/edible gardens, wayfinding for new users)
 - temporary interventions (eg pop-up streets, engagement events, tactical urbanism, nature play networks)
 - promotion of skating and parkour as activity that benefits participants and the city
 - providing City Housing and apartment residents with information about their local play spaces, eg a local play spaces map in their tenancy pack
 - making playable space a consideration in the design of every new project (eg civic spaces, neighbourhood parks, streetscapes) to help make Wellington a child and youth friendly city
 - providing good quality easy to access, digital, print and on-site information about play spaces across the city
 - explore emerging play experience opportunities, such as digital playgrounds for example, where it provides high quality play experience and can sustain high levels of public engagement
 - supporting schools and parents of new entrants – could emphasise the value of free and outdoor play and where they can do it in their neighbourhood and wider Wellington
 - supporting schools through knowledge sharing around playground best practice design and management and to improve the play opportunities network across Wellington.
- 2) Work with Sport New Zealand to assist them in their role to advocate at central government level on the value of play and associated cross sector benefits – health, education, social for example.

Appendices

Appendix 1 - Play spaces theory and age appropriate activity guide

Play types	Description
Cognitive play	Include activities that challenge the intellect; games of strategy exploration and observation, and games that use and develop language.
Creative play	Creative play includes sand play, play in dirt, play with loose and found objects, play with art materials, making music, cubby building and construction activities.
Social/dramatic play	Social play includes role-play, imaginative play, small and large group activities, "hanging around" and talking, and traditional games.
Physical active play	Active play includes running, hanging, climbing, experiencing height, agility/gymnastics activities, sliding, jumping, balancing, swinging, crawling, bouncing, spinning, rocking, ball games, skipping and perceptual motor activity ¹⁶ . Age appropriate opportunities for risk taking.

Age appropriate activity guide

Age group	Play space activity
Toddlers (approx. 0–3yrs)	<ul style="list-style-type: none"> • Play centres around the carer • Crawling • Running and rolling down gentle slopes • Climbing on very low level changes • Gentle rocking • Manipulation of tactile materials such as sand • Interaction with natural elements and wildlife (eg birds)
Junior children (approx. 3–7yrs)	<ul style="list-style-type: none"> • Play is more child directed mainly with adults in attendance • Climbing • Running • Agility skills • Skipping and ball play • Settings for dramatic play and/or imaginative use of loose materials, eg sand, water, vegetation • Collecting things • Small-scale areas for riding bicycles and skateboards and mastering other skills

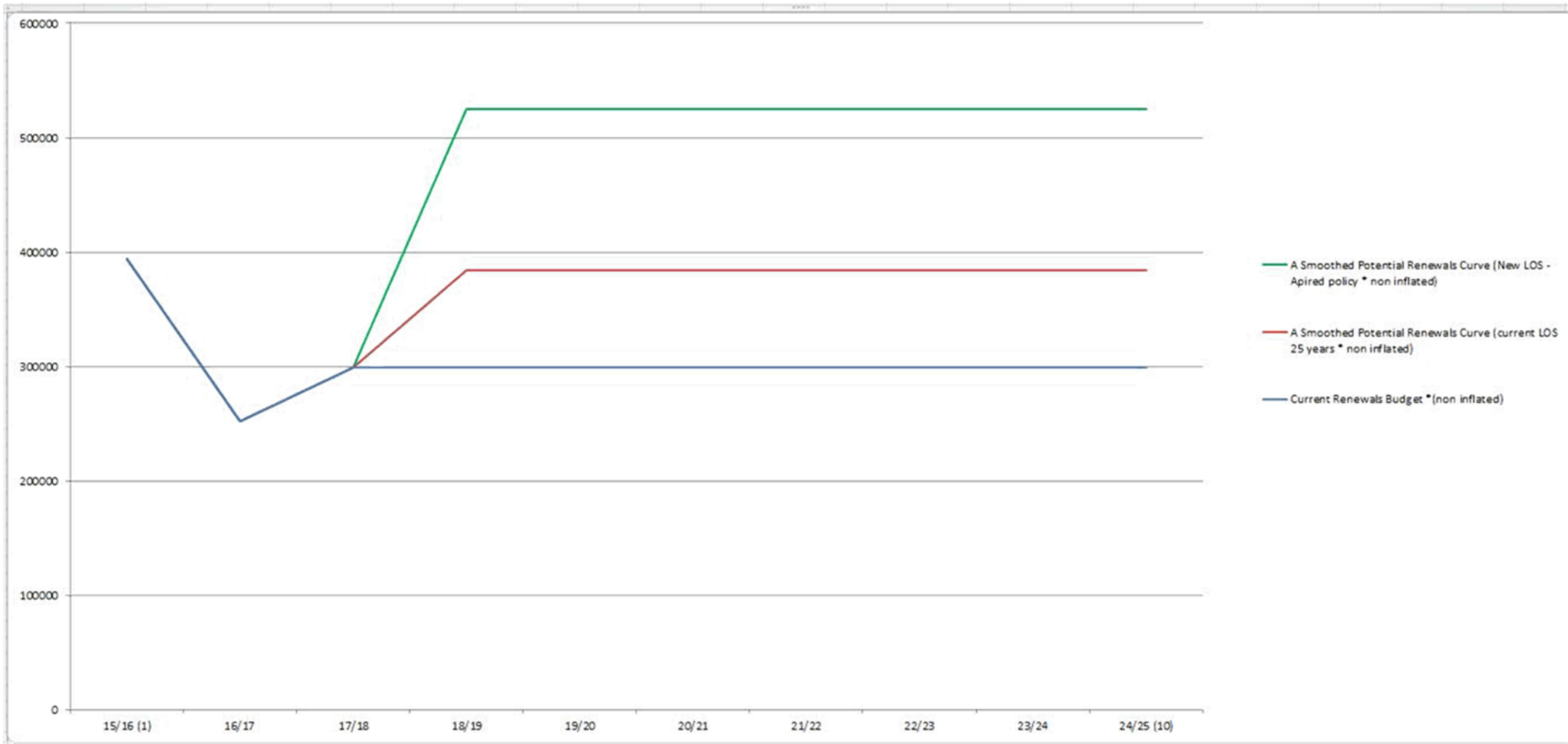
¹⁶ Play Category information taken from 'Palmerston City Council Playground Strategy' September 2010, SLI consulting group – based on The Playgrounds and Recreation Association of Victoria (PRAV) "Play Area Development Policy for Local Government in Victoria" (June 2011).

Older children (approx. 8–12yrs)	<ul style="list-style-type: none">• Highly varied play, potentially unsupervised• Desire for physical challenges• Spaces for riding bicycles and skateboards and mastering other skills• Social gathering spaces and places for games with made up rules• More complicated manipulation of the natural environment
Youth (approx. 13–24)	<ul style="list-style-type: none">• Great desire to master new skills and games• Testing physical challenge• Competition• Thrill seeking• Parading and socialising• Mucking around• “Play” on equipment not designed for play or use of play equipment in ways it was not designed for¹⁷

¹⁷ Adapted from ‘The Royal Parks Play Strategy 2015-2020’.

Appendix 2 - Play spaces by category

Destination play space	<ul style="list-style-type: none">Wellington Botanic GardenFrank Kitts ParkWaitangi Park
Community play space	<ul style="list-style-type: none">Grasslees ReserveWillowbank ParkChurton Park and Play AreaNewlands Park (proposed)Johnsonville Memorial ParkKhandallah Park/Johnsonville Park Play AreaCummings ParkNairnville ParkWadestown Play Centre Play AreaMakara School Play AreaKarori ParkBen Burn ParkFreyberg Pool & Beach Play AreaCentral ParkBrooklyn Community Centre Play AreaCarrara ParkWakefield Park (proposed)Shorland ParkKilbirnie ParkMonorgan Road Play AreaChurchill ParkChelsea Street Play AreaMiramar Park (proposed)
Neighbourhood play space	<ul style="list-style-type: none">All others



ALCOHOL MANAGEMENT STRATEGY UPDATE

Purpose

1. The Committee will receive an oral briefing about progress on the Alcohol Management Strategy.

Summary

2. The Committee will receive an oral briefing about progress on the Alcohol Management Strategy.

Recommendation

That the Community, Sport and Recreation Committee:

1. Receive the information.

Background

3. The Council adopted the Alcohol Management Strategy (see attached) in September 2013 as part of a comprehensive programme of work looking at alcohol policy settings for the city.

Discussion

4. There will be an oral briefing about progress on the Alcohol Management Strategy. It will canvass work on the local alcohol policy since the matter was last considered by the Committee in March this year and work on the review of the Alcohol Control Bylaw.

Attachments

Attachment 1. Alcohol Management Strategy 2013

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Author	Jaime Dyhrberg, Service Development and Improvements Manager
Authoriser	Jane Hill, Manager, Community Networks Greg Orchard, Chief Operating Officer

SUPPORTING INFORMATION

Engagement and Consultation

There are no engagement matters arising from the oral briefing.

Treaty of Waitangi considerations

There are no Treaty of Waitangi considerations arising from the oral briefing.

Financial implications

There are no financial implications arising from the oral briefing.

Policy and legislative implications

There are no policy or legislative implications arising from the oral briefing.

Risks / legal

There are no risk/legal matters arising from the oral briefing.

Climate Change impact and considerations

There are no climate change considerations for the oral briefing.

Communications Plan

There are no communications matters arising from the oral briefing.

Health and Safety Impact considered

There are no health and safety impact considerations for the oral briefing.





INTRODUCTION

The Government's recent alcohol reforms give local communities a greater say in how alcohol is managed. The Sale and Supply of Alcohol Act 2012 allows councils to develop a local alcohol policy that looks at the sale and availability of alcohol – including the number of outlets, their location and conditions under which they can operate.

This Alcohol Management Strategy provides a broader context for the Council's Local Alcohol Policy. It takes a wider view of alcohol and alcohol-related behaviour, how alcohol can positively contribute to our aspirations for a dynamic central city with vibrant suburban centres, and how we can all play a part in reducing alcohol-related harm.

At the beginning of the year, we asked the public for their views on the role of alcohol in Wellington City. We received wide-ranging feedback. This feedback has shaped our thinking about the priorities for this strategy, which are to:

- address pre-loading and side-loading
- get the right balance in the central city
- allow communities to have a greater say on the availability of alcohol
- support the responsible consumption of alcohol at events
- work together to minimise harm.

We consulted on a draft strategy in July. This strategy, together with the Local Alcohol Policy, provides a framework for action – to achieve the right balance in promoting efforts to reduce alcohol-related harm while ensuring Wellington continues to develop as a vibrant, safe city, and an events destination.

The strategy focuses on the role the Council can play in creating the kind of city that encourages safe alcohol consumption. Many of the proposed initiatives are concerned with what happens in public – in licensed premises, on our streets and in open spaces – because this is within our sphere of influence.

Some aspects are outside our control, such as minimum pricing on alcohol. In these circumstances, the strategy outlines how the Council will work with licensees, government agencies and community organisations to achieve the outcomes sought by our communities. The strategy includes an issues and initiatives section, which outlines our response to the feedback received during the community engagement programme.

CONTEXT

Wellington City has a different pattern of alcohol consumption to the rest of New Zealand.

Wellington City is a nationally significant entertainment destination...

Figures from Positively Wellington Tourism show that domestic visitors contribute \$557 million to the Wellington economy. The city's entertainment offering, accompanied by the availability of alcohol, supports Wellington's position as one of New Zealand's most popular domestic tourism destinations.

So a greater proportion of our drinking takes place in public...

Figures from ACC show that Wellington has 26 on-licences (bars and restaurants) per 10,000 people compared to 18 per 10,000 people for the rest of New Zealand.

Much of this is happening in the central city...

Figures from the District Licensing Agency show that 71 percent of all alcohol licences are issued in the Lambton Ward with 79 percent of these being bars, night clubs and restaurants.

It means we have an active late-night economy...

Figures from Hospitality New Zealand show that electronic card transactions in the Wellington region between 4–7am total \$33m per year – 22 percent of all late-night transactions nationally.

But there is a skewed activity mix...

Figures from the District Licensing Agency show that of the 31 licences operating later than 3am (excluding hotels and the airport), 21 are classified as taverns.

And there is more harm generated as the night goes on...

Figures from the Police show that nationally the predicted rate of alcohol-related offending doubles between 1–2am, doubles again between 2–3am, and doubles again between 3–5am.

Alcohol-related harm is also greater for young men...

Figures from Regional Public Health show that males aged 15–29 comprise 37 percent of all alcohol-related presentations at Wellington Hospital's emergency department.

Especially for young men who live in the south of the city....

Figures from Regional Public Health show males aged 15–29 living in the south of the city, from Mt Cook to Island Bay, have alcohol-related presentation rates that are more than double the average for this age group.

But alcohol consumption is not limited to young people...

Figures from a recent survey of 1000 residents in Wellington show that 94 percent of respondents consume alcohol and 63 percent said they do so at least once a week.

Yet we are concerned that alcohol consumption does more harm than good...

Figures from the same survey show that 50 percent of respondents thought the harm caused by alcohol outweighs the benefits. Only 19 percent thought the benefits outweigh the harm.

STRATEGIC SETTING

This strategy promotes safe and responsible alcohol consumption, and minimising alcohol-related harm while promoting a dynamic central city with vibrant suburban centres. It plays an important role in achieving our Wellington Towards 2040: Smart Capital vision.

Smart Capital has two goals that are particularly relevant to this strategy:

Dynamic Central City – The central city will be a vibrant and creative place, helping Wellington to offer the lifestyle, entertainment and amenity of a much bigger city. The CBD will continue to drive the regional economy.

People-centred City – Wellington's people-centred city will be healthy, vibrant, affordable and resilient, with a strong sense of identity and 'place' expressed through urban form, openness and accessibility for its current and future populations.

There is an overlap between these strategic goals and the objectives of the Sale and Supply of Alcohol Act 2012. For the central city, this means:

- supporting a city rhythm – transitioning the city through:
 - daytime – commerce
 - evening – entertainment
 - late night – bars and clubs, more evening entertainment
 - morning – sleep, city regeneration: cleaning and rest.
- promoting a dynamic night-time economy – with well-managed and designed pockets of vibrancy that offer a balanced mix of alcohol and non-alcohol trading activity

- creating a safe and welcoming city – where risks are effectively managed and inner-city residents are involved in decisions about alcohol availability
- building an accessible city – where people can safely and easily move into and out of the central city and between different zones within the central city.

For the suburbs, this means:

- supporting vibrant town centres and suburban hubs that provide appropriate spaces for economic activity, socialisation and community activity
- supporting local amenities – ensuring there are vibrant suburban centres that are pleasant and agreeable places to live alongside, created through greater regulation on the sale of alcohol compared to the central city.

The central city will be a vibrant and creative place, helping Wellington to offer the lifestyle, entertainment and amenity of a much bigger city.

OUTCOMES

The outcomes sought by this strategy are:

- reduced harm: a reduction in the amount of harm and vandalism created by the excessive consumption of alcohol and drinking in public places
- increased vibrancy: an increase in late-night activity in the central city with less emphasis on alcohol consumption
- improved amenity: an improvement in suburban, inner-city and open space amenity
- greater personal responsibility: an increase in the safe and responsible consumption of alcohol
- greater collaboration: more shared responses to alcohol-related issues from licensees, local and central government, and community organisations.





ISSUES AND INITIATIVES

We heard a wide range of views through our community engagement programme. This section outlines our responses to the main issues raised.

PRE-LOADING AND SIDE-LOADING

The most common issue raised was concern about excessive pre-loading and side-loading.

Pre-loading is where people consume alcohol purchased from bottle stores and supermarkets at home, before going out to bars, night clubs and restaurants.

Side-loading is where alcohol purchased from a bottle store or supermarket is consumed while travelling to, queuing to enter, or within bars, night clubs and restaurants.

While having a drink or two beforehand is part of a great night out for many of us, excessive drinking before entering licensed premises plays a major role in generating alcohol-related harm. It also detracts from our enjoyment of events, and puts pressure on bars, night clubs and restaurants to manage problems that are not of their making.

Addressing pre-loading and side-loading is a complex issue. It involves societal attitudes to drinking, purchasing patterns for price-sensitive groups, such as young people and those on low incomes, and the comparative availability of alcohol in different types of licensed premises. So the initiatives should be seen as a package to effect change over the medium term.

Initiatives

Establish a 'Capital Hosts' group for off-licensees

Capital Hosts is an on-licence industry group with the goal of improving the quality and compliance of bars, night clubs and restaurants. Establishing a similar group for supermarkets and bottle stores would increase corporate responsibility for the sale of alcohol, drive better compliance practices and improve communication with organisations such as the Police.

Explore establishing a trial for reduced off-licence hours

We initially considered reducing all off-licence trading hours to 9pm as an initiative to curb spontaneous 'topping-up' purchasing. However, there is no New Zealand specific evidence to demonstrate whether reducing off-licence trading hours reduces alcohol-related harm. We don't know whether reducing trading hours will have the desired effect or whether people would just work around it by purchasing their alcohol earlier in the day. So we will work with licensees to establish a voluntary accord for a six-month trial of 9pm closing of off-licences in the central city and the south of the city on Fridays and Saturdays. The trial would be evaluated independently and we are seeking support from central government for the evaluation. The results of the trial would then inform the future decisions on off-licence hours by the District Licensing Committee.

Advocate for the Government to further investigate minimum pricing and prohibiting price advertising

Increasing the minimum price for alcohol, particularly for products that are attractive to young people, was a solution suggested by a number of people during the community engagement programme. The Council does not have the ability to place a minimum price on alcohol but we can advocate for the Government to further consider this issue together with price advertising.

Explore regulatory and education tools to support Wellington as a safe and vibrant entertainment destination

We received a lot of feedback in submissions that there needs to be more emphasis placed on personal responsibility. There was strong interest in making being intoxicated in a public place an offence, to drive behaviour change in the same way attitudes to drink-driving changed over a generation due to a combination of enforcement and social marketing.

We will investigate the regulatory and educational tools at our disposal to ensure Wellington is a safe and vibrant entertainment destination. This includes options for making public intoxication an offence. The central city is the region's premier entertainment destination so we will be looking at how these tools can be consistently deployed across the region.

Work with the Health Promotion Agency and industry organisations on social marketing campaigns

Social marketing campaigns are effective in creating medium-term behavioural change. To change attitudes to pre-loading and side-loading, the Council will work with industry organisations to increase the reach and tailor the message of nationwide social marketing campaigns run by the Health Promotion Agency.

We see social media playing a key role in getting the message out about excessive pre-loading and side-loading being unacceptable.

Widen and strengthen the central city liquor ban

Feedback received shows that the central city liquor ban has been successful in improving a sense of safety and setting expectations for behaviour in the central city. The Police have also used the bylaw to curb drinking in public places.

Changes in legislation mean that from 18 December this year, publicly-accessible private property, such as car parking buildings, will also be subject to the liquor ban. The liquor ban could be extended to cover:

- those areas in the south of the city that are over-represented in alcohol-related presentations at Wellington Hospital's emergency department
- along the main walking routes from the west into the central city where there have been problems with litter and vandalism.

The way the liquor ban is enforced will also be strengthened through better coordination between the Police and the Council's Local Hosts, to set the tone for what is acceptable behaviour for people in the central city, particularly late at night.

Encourage better practices to identify intoxicated people entering major events

The screening of intoxicated people entering licensed premises and events can play a pivotal role in curbing pre-loading. The industry already has an effective means of screening to assist licensees with identifying intoxicated people. This can be supported by working with Police and event operators to send a clear message that people who excessively pre-load will be denied entry to events.

LATE-NIGHT ACTIVITY IN THE
CENTRAL CITY

Another common issue raised was concern about the harm generated from an over-emphasis on alcohol consumption late at night in the central city. The concern is about people's safety in the central city, the lack of non-alcohol activities and the ability for people to get home safely. We also heard that late-night trading contributed to Wellington's reputation as a stellar events destination and we should be doing more to encourage a diverse range of late-night activities.

Alcohol-related harm is significantly increased during the early hours of the morning. Factors making late-night trading riskier include pre-loading and side-loading, the numbers of people coming into the central city from throughout the region and beyond, and how the central city is designed and managed. While we can manage when, where and how alcohol is sold late at night through the Local Alcohol Policy, it will also require public and private sector investment to create a safe and vibrant environment.

Initiatives

Support initiatives to increase non-alcohol activities in the evening and late-night entertainment

The availability of venues and street activities that cater for a diverse range of customers is essential to achieving a safe and vibrant central city. We will work with public and private sector partners to support initiatives such as a technology hub, street vendors and entertainment, developing a calendar of activities, and leveraging the Courtenay Place triage to create a chill-out zone.

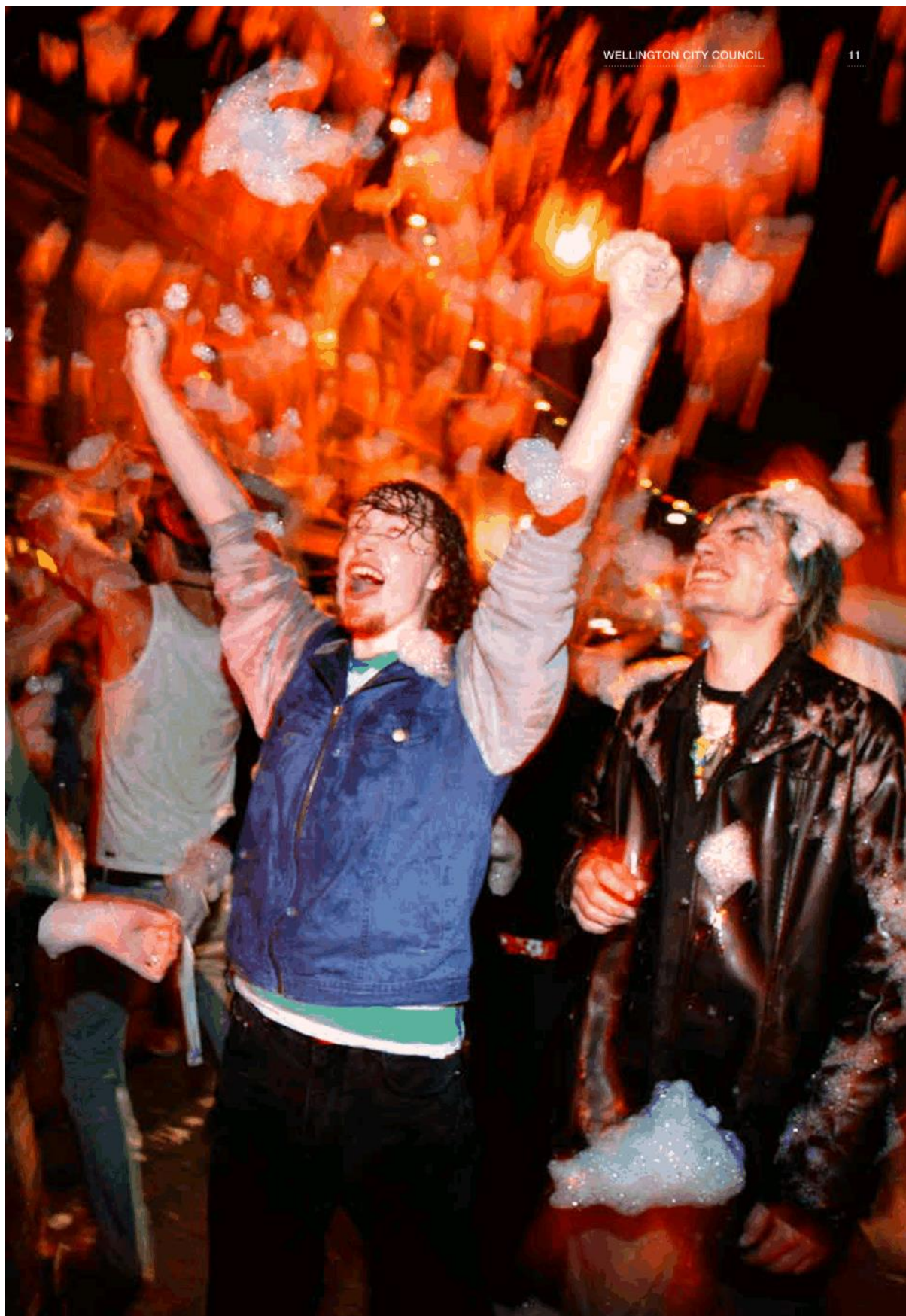
Develop urban design plans where entertainment venues cluster

Good urban design in places where entertainment venues cluster will ensure that people can safely use streets, footpaths and open spaces. Urban design considerations include:

- locating seats and other amenities to eliminate 'pinch points' that can lead to a crush of people
- creating spaces in which late-night non-alcohol activities can safely take place
- locating bus stops and taxi stands so that people can safely and easily enter and leave the places where entertainment venues cluster
- using lights to give the places where entertainment venues cluster a discernible look as safe, late-night entertainment zones and to signal when it's time to go home.

Improve late-night transport options

The lack of affordable late-night transport options is why many people stay on later than they intended or choose to sleep rough until public transport services start in the early morning. We will work with public and private sector partners to make it easier for people to get home late at night. Possible initiatives include increasing public or corporate-sponsored late-night bus services, and fixed-price taxis being available from participating venues.



Improved street cleaning and rubbish collection in the central city

Better amenities such as more rubbish bins and improved street cleaning will help to set the tone in places where entertainment venues cluster. Overflowing rubbish bins create hotspots for crime, and street cleaning is essential in refreshing the central city for the following day's business. We propose more frequent emptying of rubbish bins and more street and doorway cleaning to enhance places where entertainment venues cluster.

Investigate ways of improving residential amenity in the central city

The Council's Central City Framework encourages a mix of residential, business and entertainment activities to create a healthy city rhythm. Places where the entertainment venues cluster will need such a mix to ensure it is lively, with different types of activities at different times of day and night. An important factor will be to ensure residential amenity is not eroded through noise and nuisance from late-night activities.

We will work with residents in places where entertainment venues cluster to improve amenity, such as noise insulation options, conditions on the cleaning of, and noise from, licensed premises, and more robust building design standards for new residential development. The Council will develop processes for communicating and engaging with residents on the design of places where entertainment venues cluster, through automatic hearings of new licence applications and renewals. It will also encourage an inner-city resident representative on the Wellington Licensee Forum.

COMMUNITIES HAVING A GREATER
SAY ON ALCOHOL AVAILABILITY

Communities have told us there are widely-shared concerns about the availability of alcohol. These relate to the number of bottle stores in local communities, their proximity to sensitive facilities such as schools, and the hours of operation. We also heard that people want to see more restaurants and well-managed off-licences.

Initiatives

Introducing automatic hearings for proximity and density matters

The Local Alcohol Policy addresses these concerns by making it easier for proximity and density matters to be considered by the District Licensing Committee, the new body that issues licences, as part of approving applications.

The policy does not place any caps on the number of licensed premises in a locality nor automatically prohibit the establishment of licensed premises next to facilities such as schools. Instead, it allows for the District Licensing Committee to consider each application on its merits with input from local communities.

This will be achieved by ensuring there is an automatic hearing for applications for premises adjacent to sensitive facilities or for high-risk applications within 100 metres of such facilities in the central city, and for high- to medium-risk applications in the south of the city.

We will also invest in better notification systems, such as web alerts, to make local communities aware of licence applications and when there is an opportunity to present to the District Licensing Committee.





ALCOHOL CONSUMPTION AT EVENTS

Feedback from the community engagement shows there is concern about the amount of alcohol-related harm and nuisance in and around major events. While some leeway was considered appropriate to support our reputation as a premier entertainment destination, the balance was seen as skewed.

We know that event management practices are improving, particularly since the Rugby World Cup. This assists in setting the tone for acceptable behaviour at events and supporting activities in the central city. We also heard that a well-rounded calendar of activities was needed to support the goal of dynamic central city.

Initiatives

Work with venue managers and event organisers to continuously improve alcohol management plans for large-scale events

Major event organisers have been developing Special Event Alcohol Management Plans for some time. This has led to innovations like the wrist-banding of people at the Wellington International Sevens. The Council will work with events organisers and venue managers to ensure responsible consumption at events, including steps to reinforce the message that excessive pre-loading is unacceptable, such as investigating the confiscation of tickets of intoxicated people entering events.

Work with the business and community sectors to build a full calendar of central city activities

Creating a better balance between alcohol and non-alcohol activities late at night in the central city was seen a good way of creating a more vibrant and safe late-night experience. The Council will work with the hospitality sector, companies with a youth focus, and community and arts groups to build a full calendar of central city activities. This calendar would be particularly active from September to May on Fridays and Saturdays, with late-night activities focused in places where entertainment venues cluster. These activities would also include family-friendly and youth-focused events without alcohol to complement events where alcohol is available.

Develop a sponsorship policy for events and facilities, which includes a position on alcohol sponsorship

Communities expressed concern about alcohol sponsorship of events, particularly youth-focused events, and in our recreation and community facilities and open spaces. The Council will develop a sponsorship policy that outlines when alcohol sponsorship is appropriate and the conditions for our own events and venues and events, and venues managed by organisations such as Positively Wellington Venues.

WORKING TOGETHER TO MINIMISE HARM

Minimising alcohol-related harm is a complex issue. Individuals hold the key. Licensees, the Council and central government, and community organisations can also play a role in promoting safe and responsible alcohol consumption in our city.

Initiatives

Increasing cross-sector collaboration

The following initiatives will increase cross-sector collaboration:

- co-locate licensing and enforcement staff from the Council, Regional Public Health and the Police to ensure robust and coordinated advice to District Licensing Committees
- support the Trauma Intelligence Group – wwa collaborative data-sharing initiative between agencies that supports accurate reporting on alcohol-related harm in Wellington City
- address the issue of alcohol and homelessness through Te Mahana (the strategy to end homelessness in Wellington)
- hold regular meetings between the Mayor and Police District Commander to keep the strategy top of mind
- report back regularly to stakeholders on the progress made in achieving the outcomes of the strategy
- work with Capital Hosts to promote initiatives for reducing alcohol-related harm, increasing personal responsibility and creating a vibrant central city
- support the hospitality industry in developing best-practice training options, which are endorsed by the Council, and establishing a forum, possibly through Capital Hosts, to discuss industry issues such as door staffing
- explore new ways of working with councils in the region on shared alcohol-related harm issues.



IMPLEMENTATION PLAN

The initiatives form an implementation plan, summarised below:

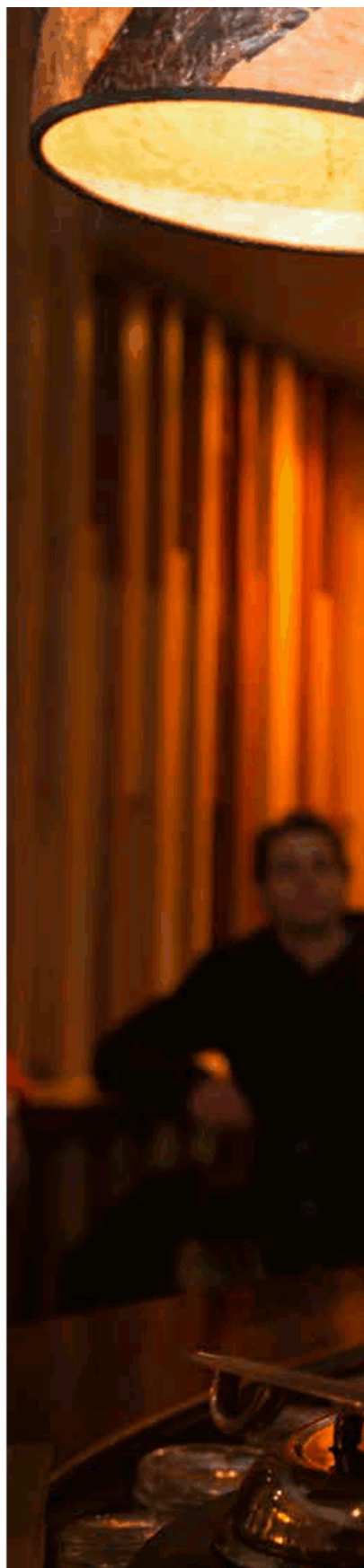
	STRATEGY OUTCOMES					
PROPOSED INITIATIVE	Reduced harm	Increased vibrancy	Improved amenity	Greater personal responsibility	Greater collaboration	IMPLEMENTATION
ADDRESSING PRE-LOADING AND SIDE-LOADING						
Establish a 'Capital Hosts' group for off-licensees.	•		•	•	•	Prioritisation within the Council's city safety programme.
Explore establishing a trial for reduced off-licence hours.	•				•	Prioritisation within the Council's city safety programme.
Advocate for the Government to further investigate minimum pricing and prohibiting price advertising.	•				•	Prioritisation within the Council's stakeholder relations programme.
Explore regulatory and education tools to support Wellington as a safe and vibrant entertainment destination.	•			•	•	Prioritisation within the Council's city safety programme and work with councils in the region.
Work with the Health Promotion Agency and industry organisations on social marketing campaigns.	•			•	•	Prioritisation within the city safety programme.
Widen and strengthen the central city liquor ban.	•	•	•			Prioritisation within the Council's bylaws and city safety programmes.
Encourage better practices to identify intoxicated people entering major events.	•			•	•	Prioritisation within the Council's events programme and city safety programme.
LATE-NIGHT ACTIVITY IN THE CENTRAL CITY						
Support initiatives to increase non-alcohol activities in evening and late-night entertainment.	•	•			•	Prioritisation within the Council's economic growth and city safety programmes. Annual Plan.
Develop urban design plan for places where entertainment venues cluster.	•	•				Prioritisation within the Council's urban design programme. Annual Plan.
Improve late-night transport options.	•			•	•	Prioritisation within Council's transportation and city safety programmes.
Improved street cleaning and rubbish collection in the central city.	•	•	•			Prioritisation within the Council's street activities programme. Annual Plan.
Investigate ways of improving residential amenity in places where entertainment venues cluster.		•	•			Local Alcohol Policy. District Plan. Annual Plan.
INITIATIVES FOR ALCOHOL AVAILABILITY, EVENTS AND SECTOR COLLABORATION						
Communities having a greater say on the availability of alcohol.	•				•	Local Alcohol Policy. Prioritisation within the city safety programme.
Continuously improve alcohol management plans for large-scale events.	•	•		•	•	Prioritised within the Council's events, regulatory and city safety teams.
Work with business and community sector to build a full calendar of central city activities.	•	•			•	Prioritised the Council's events, regulatory and city safety teams.
Develop a sponsorship policy for events and facilities.	•		•			Prioritised within the Council's policy programme.
Quarterly city stakeholder meetings.	•				•	Mayor's Office initiative.
Ongoing support for the Trauma Intelligence Group.	•				•	Prioritised in the city safety programme.
Co-locate Council, Regional Public Health and the Police licensing and enforcement staff.	•		•		•	Local Alcohol Policy. Prioritised in the Council's public health programme.
Work with Capital Hosts to promote initiatives.	•	•	•		•	Prioritised in the city safety programme.

SUCCESS MEASURES

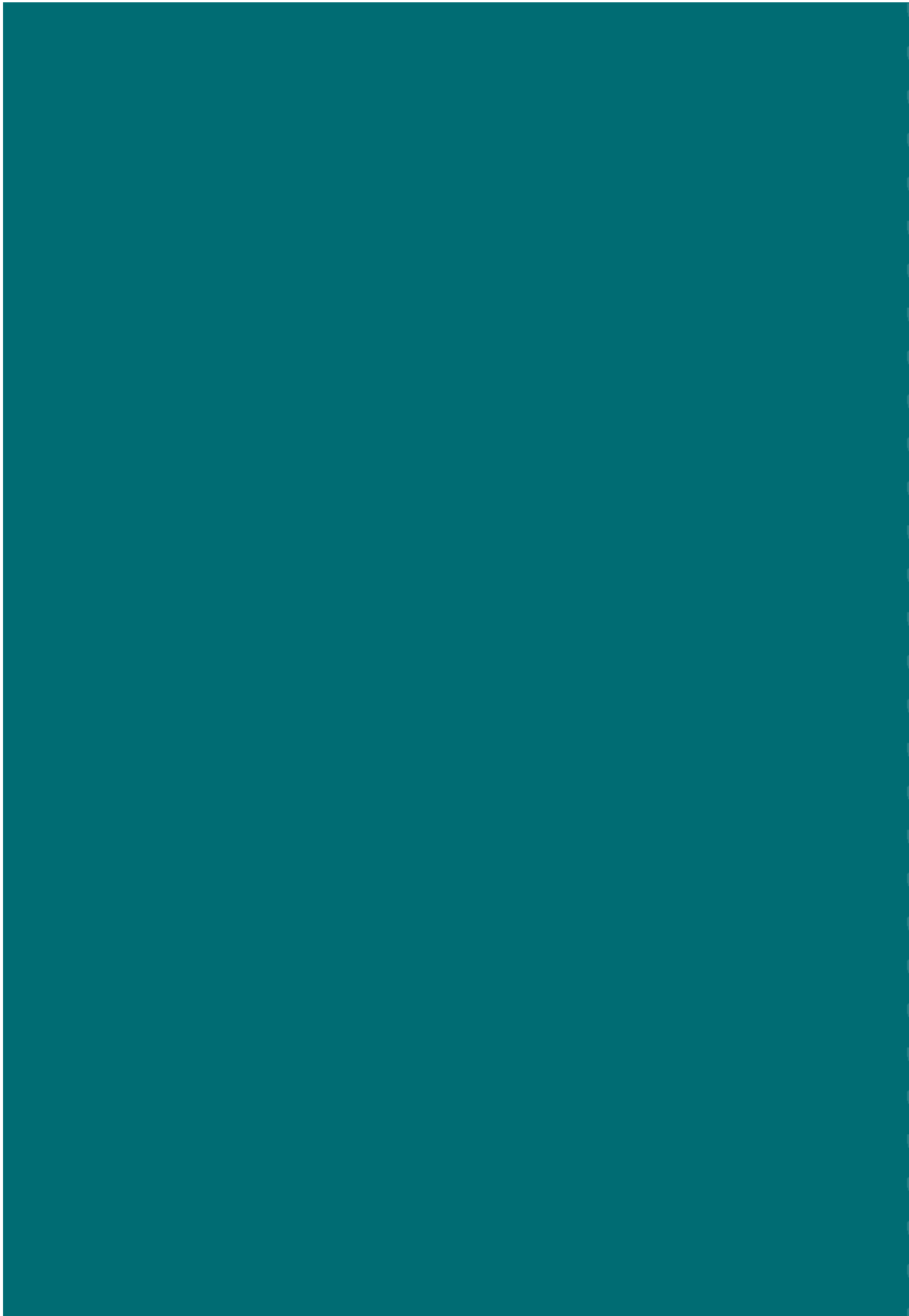
We will know the strategy is successful when there is:

- an increase in late-night trading transactions with fewer alcohol sales
- an increase in the number of late-night traders
- a decrease in the overall number of alcohol-related offences
- a decrease in late-night alcohol-related offences
- a decrease in the overall number of alcohol-related presentations to Wellington Hospital's emergency department
- a decrease in late-night alcohol-related presentations to the hospital's emergency department
- a decrease in alcohol-related presentations to the hospital's emergency department from people living in over-represented census areas
- a decrease in presentations to the Courtenay Place triage centre
- a decrease in the number of noise and nuisance complaints from inner city residents
- a decrease in breaches of the central city liquor ban
- a decrease in vandalism and nuisance complaints along pedestrian routes into the central city
- an increase in the number of events and activities happening in the central city.

We will be monitoring the impact of national maximum trading hours when they come into effect on 18 December. We will also regularly monitor the impact of the strategy and local alcohol policy to establish targets and deepen the information base for future reviews.







SCOPING REPORT: REVIEW OF THE ACCESSIBILITY ACTION PLAN

Purpose

1. To agree the scope for the review of the Accessible Wellington Action Plan 2012 - 2015 (AWAP).
2. The purpose of this scoping report is to establish the mandate for the review. The committee's agreement is needed before staff time is committed to the project and community engagement to inform the project begins.
3. Accessibility is a vital component of any community and one in which the Council is able to demonstrate leadership. The AWAP is an important part of this.

Summary

4. The AWAP 2012-2015 is due for review. This is an opportunity to explore the next steps for improving the accessibility of our community. Universal accessibility at its core is design that recognises and mitigates the barriers to participation. In this sense it is focused on the whole community rather than a single part of the community.
5. One in four New Zealanders have an impairment that can negatively impact community participation if universal accessibility is not incorporated into the design of both the built environment and other parts of their living environment such as digital content. The extent to which the elderly, young children, mums with prams and people with impairments are considered in the design of this environment makes a big difference in their day to day lives, the lives of their partners and families and their ability to participate in their community. Principles such as universal design and removing barriers emphasise that these environments can be designed to accommodate all citizens.
6. The AWAP was guided by the New Zealand Disability Strategy 2001 (NZDS). The NZDS is currently being reviewed with a new version expected by the end of 2016. The NZDS promotes the full participation of disabled people in society and provides a framework to ensure government departments consider their needs in decision making and remove barriers. The NZDS is in turn guided by the UN Convention on the Rights of People with Disabilities.
7. The AWAP contains a range of objectives and targets but it has not been consistently measured or reported against. There is not a good understanding of what has been delivered across these objectives since the plan was established.
8. The first priority is to identify what has not been delivered, establish a work programme to deliver on the commitments already made if they are still appropriate, and get this work underway with clear performance measures, progress reporting and accountability.
9. Officers recommend a two stage process to this review.
 - The first stage will focus on renewing any outstanding commitments; establishing a baseline for accessibility in our community; and designing a clear resource and accountability framework to enable current and future commitments to be delivered.

- The second stage will be to develop the renewed vision and plan to make sure Wellington is accessible to all.
- Note that any options that require funding will need to be considered within the Council's planning processes.

Recommendations

That the Community, Sport and Recreation Committee:

1. Receive the information.
2. Note that one in four New Zealanders have an impairment that can negatively impact community participation when universal design is not incorporated into the built environment and digital content is not universally designed.
3. Agree to initiate stage one of the review, consisting of the following:
 - i. Establishing Wellington's accessibility baseline, including the extent to which accessibility is included in the Council's policies, plans and procedures
 - ii. Identifying any commitments made in the AWAP 2012-2015 that still need to be delivered
 - iii. Renewing commitments and establishing a resource and accountability framework to enable these to be delivered
 - iv. Initiating projects to deliver on agreed commitments.
4. Agree to focus the work of the Accessibility Advisory Group on supporting the review of the AWAP and the next steps identified in the review. Note that officers will report back in 2016/17 on phase one and initiate the development of the next accessibility action plan for Wellington.

Background

Universal Citizenship – being welcome and feeling included

10. More than 1.1 million New Zealanders, one in four of us, are affected by some form of impairment. Different types of impairment include cognitive, learning and sensory and mobility. Limitations affecting mobility are the most common impairment for New Zealand adults.³ In the Wellington region 22 percent of people living in private households have impairments that limit community participation if universal design is not embedded in Council activities and the way in which the community is designed.
11. Between 2001 and 2013 the number of New Zealanders with a disability increased 20 percent. This is partly explained by our ageing population. People aged over 65 are much more likely to live with an impairment (59 percent).
12. The New Zealand Disability Strategy 2001(NZDS) serves as a guiding document for the development of the AWAP. This strategy is currently being reviewed, with a new national strategy expected by the end of 2016. The NZDS is in turn guided by the UN Convention on the Rights of People with Disabilities.
13. The objective of the NZDS is to promote the full participation of disabled people in society. The NZDS provides a framework to ensure government departments consider

³ Statistics New Zealand 2014. New Zealand Disability Survey.
http://www.stats.govt.nz/browse_for_stats/health/disabilities/DisabilitySurvey_HOTP2013.aspx.
Accessed 11 July 2016.

the needs of disabled persons in decision making and work to remove barriers to participation.

14. Principles such as universal design and removing barriers emphasise that the urban environment can be designed to accommodate all citizens. With these principles in mind, it is important to remember that it is built environment and digital content that can disable community participation.
15. The Council has a key role in shaping accessibility outcomes for citizens. The extent to which the elderly, young children and people with impairments are considered in the design of urban amenities makes a big difference in their day to day lives. When the built environment hinders people with impairments it also constrains their contribution to society. For the Council, promoting and enabling access means both physical access and social inclusion. For citizens with impairment it means feeling welcome in the city and included in society.

Discussion

16. Anyone can have an accident or suffer an illness that leaves them with cognitive or physical impairment. In addition, as Wellington's demographic continues to age, and at greater rates, physical and cognitive impairments are becoming increasingly common. We are all temporarily abled.
17. Cities can be designed for everyone as highlighted by the 8/80 rule where if cities design public spaces to be great for 8 and 80 year olds they will be great for everyone.⁴
18. Many Wellington businesses and attractions have embraced and are championing accessibility. Great examples include Wellington attractions such as Te Papa, the Cable Car and the Space Place at Carter Observatory with gold accessibility ratings.
19. Wellington aspires to be a smart, liveable city. Just as urban design sets the scene for a quality urban experience, technology can be an enabler of civic participation. A people centred and smart city is an accessible city.
20. We propose that the AWAP review will encompass:
 - **Learning from the AWAP 2012-2015:** What was expected from the first AWAP? Did it deliver on its commitments? What can we learn from any gaps? What will we do to reflect what we have learnt?
 - **Developing a vision for an accessible capital city:** What does 'the coolest little accessible capital' mean to diverse internal and external stakeholders, and how will we each work to deliver this vision?
 - **Prioritisation and timing:** Where are we now? Where would we like to be by when? How can we work smarter with available resources to bridge the tension between the here and now and where we want to be?
 - **Being accessible:** This review is a great opportunity for the Council to show leadership by developing its next accessibility action plan through an engaging, inclusive and participatory process.
 - **Progress and accountability:** How will we measure and track progress?
21. Online tools such as Loomio make broad participation and deliberation possible and efficient. Events that enable face to face dialogue will also be needed, and the challenge will be to design and run a process to leverage the complementary attributes of both online and face to face channels to develop the new action plan.

⁴ 8/80 Cities, <http://880cities.org/index.php/about/who-we-are>

Options

22. In developing any plan there is always a risk the document itself becomes the focus, but when completed it is not actively used. To mitigate this risk, internal and external stakeholders need to be engaged in the development and implementation, progress on commitments made must be reported against, and decisions taken to ensure the plan remains on track.
23. Officers recommend a two stage review, with the first stage consisting of:
- Identifying any undelivered commitments and assessing the performance in this area.
 - Renewing commitments and establishing a performance and accountability framework to enable current and future commitments to be delivered.
 - Getting projects underway to deliver on agreed commitments.
 - Establishing physical accessibility and social inclusion baselines.
24. Once stage one is complete developing a new action plan can begin by:
- Developing a vision to take Wellington into the future and defining the Council's role in delivering that vision.
 - Establishing the outcomes needed to achieving the vision, and prioritising the work and timeframes for delivering the vision.
 - Ensuring there is clear performance and accountability framework in place for the next steps.

Next Actions

25. With the agreement of the Committee officers will initiate stage one of this review and report back to the Committee in 2016/17.
26. With the agreement of the Committee, the review of the AWAP and development of the next steps for Wellington will become a focus for the next 9 months and will be guided by the Accessibility Advisory Group.

Attachments

Nil

Authors	James Mather, Governance Advisor Geoff Lawson, Principal Advisor
Authoriser	Kaine Thompson, Manager, Office of the Chief Executive Jeremy Baker, Director Strategy and Communications

SUPPORTING INFORMATION

Consultation and Engagement

Officers will work with the Accessibility Advisory Group to develop a consultation and engagement plan involving a range of stakeholders.

Treaty of Waitangi considerations

N/A.

Financial implications

There are no financial implications at this point. These may arise from recommendations included in subsequent reports and would need to be considered in the planning process.

Policy and legislative implications

N/A.

Risks / legal

N/A.

Climate Change impact and considerations

N/A.

Communications Plan

N/A at this point.

RESERVES ACT 1977: LEASE VARIATION - WORSER BAY BOATING CLUB

Purpose

1. The purpose of this report is to seek committee approval to a lease variation under the Reserves Act 1977.

Summary

2. The Worser Bay Boating Club Incorporate (Club) is proposing to redevelop its clubrooms. The Club has presented its redevelopment plans to the Committee on a number of recent occasions.
3. Since these earlier redevelopment plans were presented, the Club has opted not to install a lift. Universal access will therefore be achieved via an access ramp.
4. To achieve an appropriate gradient, the ramp will need to extend beyond the current lease footprint.
5. Additionally, at the recommendation of the fire engineer, the Club is separating the rescue boat from the sailing boats. Providing this separate housing will isolate the potentially combustible powerboats and also enable quicker launch rescues.
6. The combination of the ramp and separate housing will increase the lease footprint by about 4% and a lease variation is necessary.
7. As the land is held under the Reserves Act 1977, Committee approval to the proposed lease variation is sought.
8. Officers have consulted with representatives of the nearby Scout and Surf Clubs who are supportive of the proposal.

Recommendations

That the Community, Sport and Recreation Committee:

1. Receives the information.
2. Agrees to the proposed variation of the lease to Worser Bay Boating Club Incorporated to increase the lease area.
3. Notes that approval to vary the lease is conditional on:
 - a. appropriate iwi consultation
 - b. public notification under s119 and s120 Reserves Act 1977
 - c. no sustained objections resulting from the above consultation and notification
 - d. legal and advertising costs being met by the respective lessee (where applicable.)

Background

9. The Club has been in existence since 1926. It occupies part of Council's Worser Bay coastal reserve under a ten-year ground lease, with right to renew for a further ten years. Final expiry is 2032 (assuming the right of renewal is exercised).

10. The Club has presented its redevelopment plans to the Committee on a number of recent occasions. This paper does not seek to replicate this information.
11. The *current* leased area is shown highlighted in purple on attachment 1. The *proposed* lease area is shown highlighted red on attachment 1.
12. The *proposed* lease variation, which forms the subject of this report, relates to an increase of the lease footprint to accommodate an access ramp (for universal access to the building) and a separate rescue boat shed.
13. The existing clubroom building is reaching the end of its useful life. It no longer complies with aspects of the building code and is increasingly vulnerable to climate change impacts and sea-level rises.
14. In 2015, the Club obtained resource consent to effectively demolish the existing clubrooms and to build a new building, within the existing building footprint. The proposed rebuild site plan is shown on attachment 2.
15. The Club has sought a subsequent modification to the resource consent. The purpose of this is largely to remove the lift, install an access ramp to the building, and install a small boat shed. This would result in an approximately 4% increase in lease area.
16. These changes are in response to a recent wave study and further building design refinement.
17. The Club has developed the building design on the basis of a *wet basement* concept which acknowledges occasional basement floods. A lift pit in a wet basement (and harsh marine environment) would suffer inconsistent functionality and expensive repairs.

Discussion

18. The leased area is located on the small rocky peninsula that separates Worser Bay from Karaka Bay.
19. The clubrooms are located on the coastal edge within the public reserve.
20. Worser Bay is a water recreation hub with the location of the Worser Bay Boating Club (WBBC), Worser Bay Life Saving Club (WBLSC) and the Eastern Bays Sea Scouts (EBSS).
21. The building is one of a cluster of recreation facilities at the northern end of Worser Bay including the Surf Lifesaving Club, a storage and toilet/changing room building, a new storage shed, the Scouts building, car parking areas and a public toilet.
22. There is also a Council pavilion nearby, to the south of the surf lifesaving club, which provides storage for the boat club and public toilets and changing rooms.
23. In June 2015, the Club obtained Resource Consent to demolish and replace the building. At its meeting of 3 March 2016, officers briefed the Committee and sought confirmation to a modification of the lease use (to a more broad use, consistent with the *Leases Policy for Community and Recreation Groups*).
24. The Club has acknowledged that storm surges in recent years have increased the risk of damage to structures on the shoreline at Worser Bay. The Club commissioned Opus International Consultants to conduct a Wave Climate and Forces Report in May 2016 which was funded by a grant from Wellington City Council.
25. The original plans for the building included a lift which would provide an accessible entry to the first floor of the club. One of the outcomes of the Wave and Climate report

illustrated that a lift would be difficult to maintain, subject to weather damage and could possibly become a structural liability.

26. The rebuilt design has raised the building in anticipation of increased risk of flooding to the lower floor. The fact that the lower floor may be infrequently inundated with seawater is incompatible with the installation of a lift. In order to make the building accessible the requirement for a ramp was identified. The ramp as currently planned will extend the lease footprint of the current site by 62.5 sqm.
27. Construction is tentatively scheduled to commence on April 2017.

Next Actions

28. Officers propose to consult with the public and, if there are no objections are received, prepare a lease variation and landowner approval in relation to this building project.

Attachments

Attachment 1.	Proposed V Existing Lease Areas	Page 103
Attachment 2.	Proposed Site Plan	Page 104

Author	Deserae Hetherington, Property Advisor
Authoriser	Tracy Morrah, Property Services Manager Sarah Murray, Customer and Community Partnerships Manager Paul Andrews, Manager Parks, Sport and Recreation Greg Orchard, Chief Operating Officer

SUPPORTING INFORMATION

Engagement and Consultation

Public Consultation to be undertaken as required under the Reserves Act 1977.

Treaty of Waitangi considerations

There are no Treaty of Waitangi considerations.

Financial implications

There are no substantial financial implications at this stage.

Policy and legislative implications

The proposed lease variation will be consistent with the objectives of the *Leases Policy for Community and Recreation Groups*.

Risks / legal

The proposed lease variation will be broadly consistent with the Reserves Act 1977 and the *Leases policy for Community and Recreation Groups*.

Climate Change impact and considerations

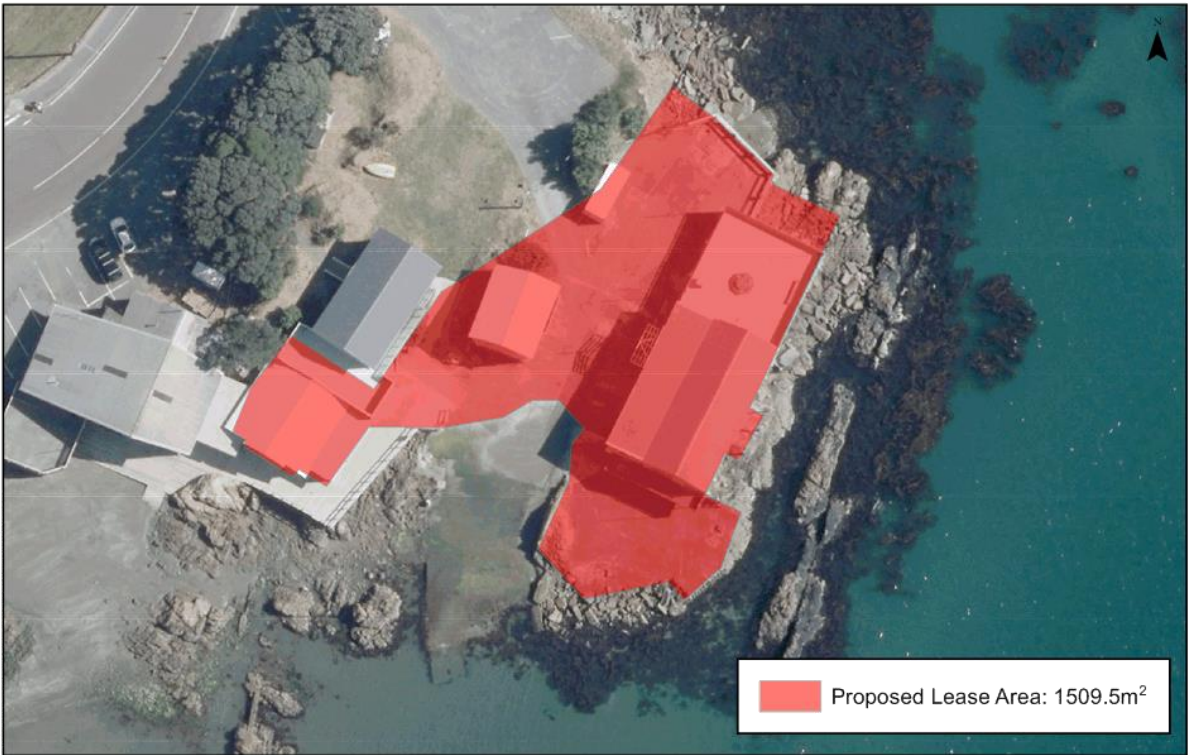
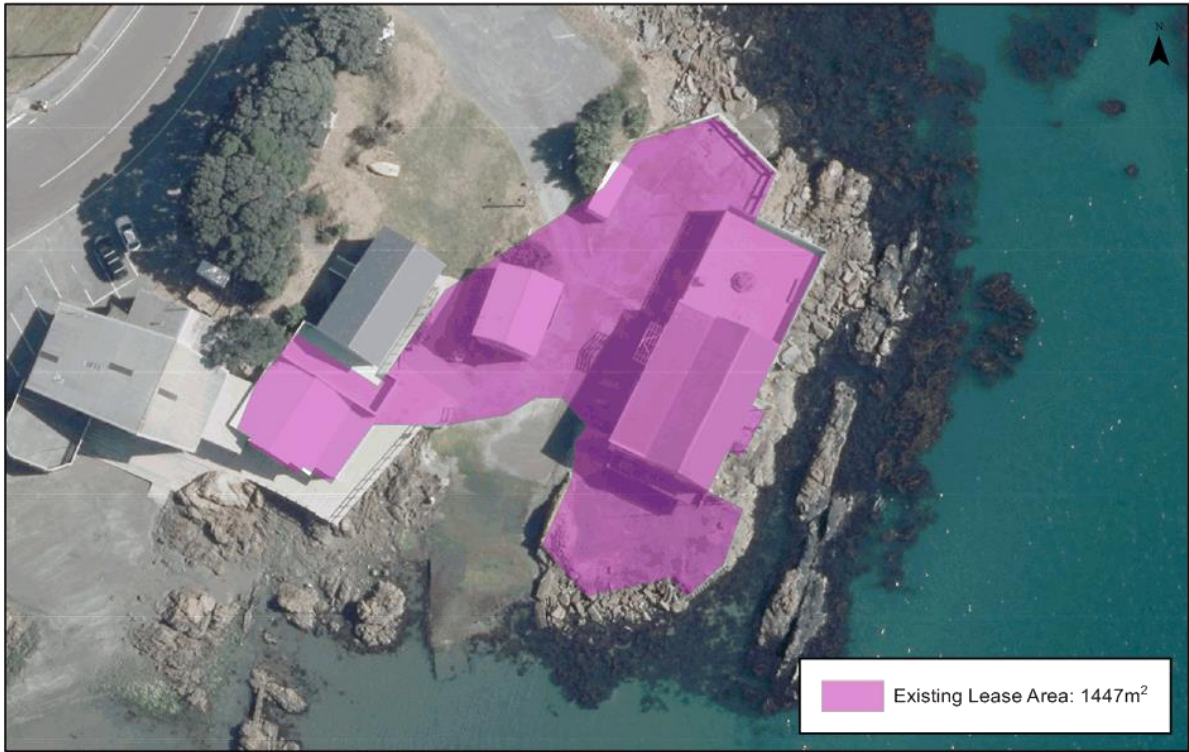
The proposed building redevelopment seeks to improve resilience and guard against rising sea levels. The proposed variation to the lease footprint will have no substantial climate change.

Communications Plan

Not required.

Health and Safety Impact considered

Normal construction protocols will apply once the scope of work for the construction has been finalised. As this variation is an element of the pre-project planning it is too early to work through risk evaluation of the proposed plan.



Worser Bay Boat Club
Existing and Proposed Lease Areas

Property boundaries, 20m Contours, road names, rail line, address & title points sourced from Land Information NZ. Crown Copyright reserved. Property boundaries accuracy: +/-1m in urban areas, +/-30m in rural areas. Census data sourced from Statistics NZ. Postcodes sourced from NZ Post. Assets, contours, water and drainage information shown is approximate and must not be used for detailed engineering design. Other data has been compiled from a variety of sources and its accuracy may vary, but is generally +/- 1m.

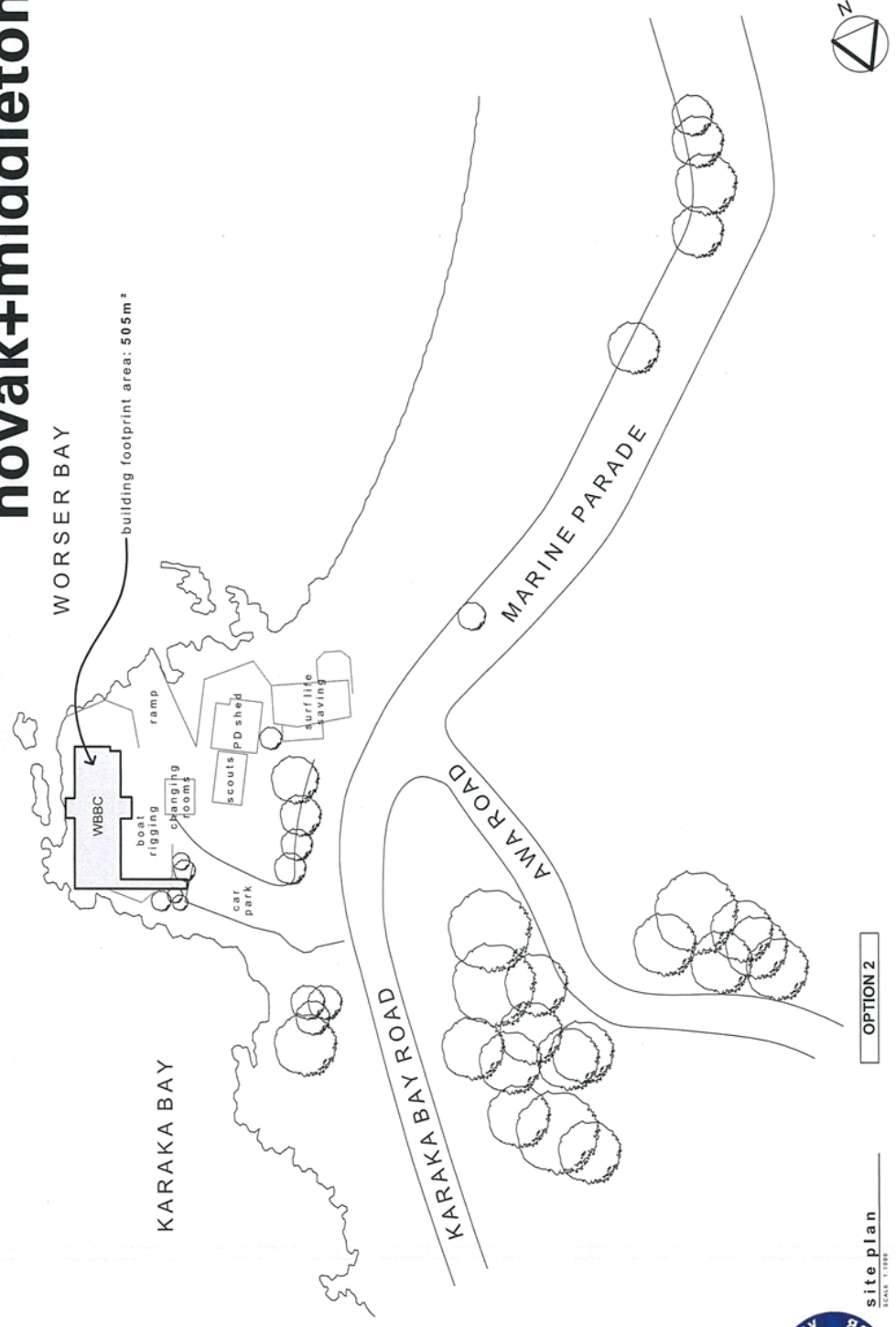
MAP PRODUCED BY:
Wellington City Council
101 Wakefield Street
WELLINGTON, NZ

ORIGINAL MAP SIZE: A4
AUTHOR: presto2j
DATE: 25/07/2016
REFERENCE:

Absolutely Positively
Wellington City Council
Me Heke Ki Pōneke

0 5 10 20
metres
scale 1:671

novak+middleton



Project:	WBBC	Scale:	1:1000	REV:	DATE:	COMMENT:	Drawing:	Project number:
For:	WORSEY BAY BOATING CLUB	Original size:	A3				site plan	1345
At:	Marine Parade, Seaburn, Wellington	Date:	19 May 2016				Issue:	Drawing number / Revision:
		File Reference:					Preparation	2



FORWARD PROGRAMME SEPTEMBER 2016

Purpose

1. The purpose of this report is to provide the Community, Sport and Recreation Committee with details of the reports to be considered by the Committee for its last meeting for the 2013-2016 triennium.

Recommendation

That the Community, Sport and Recreation Committee:

1. Receive the information

Background

2. The Community, Sport and Recreation Committee forward programme reflects the policy work streams for the Committee as prioritised by the Governance, Finance and Planning Committee (under its delegations) at its meeting held on 11 June 2015. This forward programme also includes operational / “business-as-usual” work requiring decisions in accordance with the delegations of the Community, Sport and Recreation Committee.

Discussion

3. The Community, Sport and Recreation Committee Forward Programme has been presented to each meeting of the Committee.
4. It should be noted that the forward programme as presented in Attachment 1 may be subject to change and that there is the flexibility to respond to any opportunities and obligations that may arise between now and the last meeting of this Committee for the 2013-2016 triennium. Any changes will require the removal or re-prioritisation of other items.

Attachments

Attachment 1. Forward Programme - September 2016

Page 109

Author	Helga Sheppard, Governance Advisor
Authoriser	Greg Orchard, Chief Operating Officer

SUPPORTING INFORMATION

Consultation and Engagement

Where the work programmes has identified items that require consultation, such engagement and consultation will be undertaken accordingly.

Treaty of Waitangi considerations

Where any Treaty of Waitangi considerations are identified, these will be taken into account.

Financial implications

Any financial implications associated with any policy or operational matters will be considered.

Policy and legislative implications

Any policy and legislative implications associated with this work programme will be considered.

Risks / legal

Any legal issues or risks identified will be outlined as each item is brought to the Committee for considered.

Climate Change impact and considerations

Any climate change impacts will be considered.

Communications Plan

There is no communication plan associated with this work programme. However, where necessary, communications plans associated with specific items of work will be developed.

2016 Community, Sport and Recreation Committee Forward Programme

Community, Sport and Recreation Committee - Forward Programme

Thursday, 8 September 2016

Community, Sport and Recreation Committee

Report Title	Description	Business Unit
Social and Recreation Fund -August 2016	Grants Round	Community Networks
Update on begging issues in Wellington	An update to the Committee following the report considered at 13 April 2016 meeting	Community Networks
Social Strategy	Update on progress to date	Policy
Te Mahana Strategy	To provide an update on the strategy and the progress made to date.	Parks, Sport and Recreation

Please note that this proposed Forward Programme may be subject to change depending on any changes to the policy work programme or resourcing constraints.