

STRATEGY AND POLICY COMMITTEE

15 MARCH 2012

REPORT 2 (1215/52/IM)

CHARLES PLIMMER BEQUEST FORWARD PROGRAMME

1. Purpose of Report

To seek approval for projects to be funded from the Charles Plimmer Bequest (Plimmer Bequest) to be included in the draft 2012-2022 Long Term Plan (LTP).

2. Executive Summary

The aim of the forward programme for the Plimmer Bequest funding is to provide a clear direction to the Committee on how to spend the Plimmer Bequest Funds.

Plimmer Bequest funding can only be spent on project ideas that meet the criteria of the deed. The deed specifies that the bequest is to be spent on beautifying the bays, beaches and reserves around Wellington by planting trees, shrubs and other beautification works.

Since 2005, five projects, Scorching Bay Beach beautification, Central Park upgrade, Te Raekaihau Point Restoration, CBD beautification and Point Dorset/Breaker Bay Restoration have been funded from the bequest.

With the development of the draft Long Term Plan 2012 - 2022 it is proposed to take a long term approach to the use of the Bequest consistent with Smart City 2040.

A ten year programme is recommended based on:

- Years one to three: funding of three key projects: The Children's Garden, Wellington Botanic Garden and Grasslees Reserve in Tawa, and supporting an appropriate catalyst project as part of the development of a park on Watts Peninsula.
- Years four to ten: based around implementation of the Watts Peninsula Heritage Park whilst leaving the flexibility to fund further suburban park upgrades subject to LTP funding decisions

3. Recommendations

It is recommended that the Committee:

- 1. Receive the information.
- 2. Recommend that Council approves Charles Plimmer funding for inclusion in the draft 2012-2022 LTP of:
 - a. \$150,000 to support the development of a park at Watts Peninsula in 2012/2013.
 - b. \$650,000 for the redevelopment of Grasslees Reserve in Tawa in 2012/2013 and 2013/2014.
 - c. \$750,000 to part fund the development of the Children's Garden, Wellington Botanic Garden in 2014/2015 subject to the Council obtaining external funding for the balance of the construction and operating costs.
- 3 Agree to investigate for consideration from future Charles Plimmer Bequest funding:
 - a. The Watts Peninsula Park project subject to a report back once governance and management arrangements for the proposed park have been completed.
 - b. Newlands Park development and Alex Moore Park Outdoor Community Recreation Space.
- 4. Note the total development cost of a park at Watts Peninsula will exceed any projected income from the Charles Plimmer Bequest funding.

4. Background

4.1 Plimmer Bequest Fund

Charles Plimmer bequeathed the income from his residual estate to the Wellington City Council for the benefit of the citizens of Wellington. This has been held in a trust fund since 1980 and is known as the Charles Plimmer Bequest (Plimmer Bequest). The use of the Plimmer Bequest is governed by the terms of the Bequest of Charles Plimmer, outlined in Appendix 1. The Plimmer Bequest is to be spent on beautifying the bays, beaches and reserves around Wellington by planting trees and shrubs and other beautification works.

In June 2001, the Council approved the process for administering the Plimmer Bequest. This process involved compiling a list of project ideas from previously listed projects, requests by external parties, elected member input, officer input and suggestions invited from the public.

Once a list was compiled all projects were assessed against the Bequest Deed. Project ideas that fit with the deed criteria must:

- be primarily aimed at beautification of a beach, recreational or picnic area, especially through tree planting.
- be one-off projects rather than on-going operational projects.
- be within the geographical 'limits' set in the bequest.
- be on publicly accessible land.

It was recommended that project ideas should seek to maximise the use of the fund, i.e. could be used for large projects which otherwise may not receive Council funding and focus on furthering the Council's strategic direction. Appendix 2 shows where the funds have been spent since 1998.

4.2 The Plimmer Bequest Five Year Forward Programme

In February 2006, the Council approved a five year forward programme for the Plimmer Bequest, and agreed to fund the Scorching Bay Beach beautification and the upgrade of Central Park projects in 2006/07, 2007/08 and 2008/09.

In December 2008 the Council agreed to fund Te Raekaihau restoration in the 2009/2010 year. Officers' reported back to the Strategy and Policy Committee on 18 February 2010. The Council approved up to \$75,000 on CBD Beautification in 2010/2011 and up to \$400,000 on the Point Dorset/Breaker Bay restoration between 2010/2011 and 2011/2012. The Council also recommended:

- 2 (d) Agree to investigate for consideration from future Charles Plimmer Bequest funding, the five parks in Tawa project, subject to a report back by officers addressing the funding available and the relationship to councils and the New Zealand Transport Agency's strategic cycleway and walkway priorities.
 - (e) Request that officers reinstate Lyall Bay beautification into Wellington City Council's updated list.

4.3 Availability and management of funds

The Charles Plimmer Bequest is administered by the Public Trust. Until December 2007 the Council received 75% of the net income derived from the fund. The remaining 25% was retained by the Public Trust to be added to the capital. The amount distributed to the Council between 2003 and 2008 averaged \$300,000 per annum. Since 2008 the Public Trust has retained and invested all the net income until required by Council.

The Public Trust holds \$1,353,179¹ of undistributed income available to fund projects as of 31st March 2011. Officers estimate that over the next three years additional income will average \$325,000 a year with the total estimated funds

¹ \$380,000 of this figure is already allocated for Point Dorset (Oruaiti) restoration. The works will take place during 2012.

for distribution as follows. This return will be reviewed after three years and the figures updated.

March	March	March	March	March	March
2012	2013	2014	2015	2016	2017
\$1,298,1792	\$1,623,179	\$1,948,179	\$2,273,179	\$2,598,179	\$2,923,179

5. Discussion

5.1 Review project list

In order to select the next Plimmer Bequest project(s), officers developed a list of potential projects based on:

- The original 2006 project list.
- Recommendations from the previous Council paper, being Lyall Parade Beautification and Five Parks in Tawa.
- Projects identified in strategic and planning documents including reserve management plans, asset management plans.
- Future strategic projects that would fit with the provisions of the Deed, in particular the proposed heritage park on Watts Peninsula.

² This includes an additional \$325,000 from the March 2011 figure minus the \$380,000 in this years LTP already committed to fund the Point Dorset (Oruaiti) restoration.

5.2 Eligible projects

	Eligible Project Ideas	Source	Description	Comments/ Actions
1	The Children's Garden, Wellington Botanic Garden	Combined Management Plan: Wellington Botanic Garden Anderson Park Bolton Street Memorial Park 2002	A self directed interactive demonstration garden of horticulture for the home garden that will teach principles of plants and plant growth to children in fascinating, stimulating and challenging ways. It will cater for families and visitors to the garden through demonstrations, workshops and interactive media and will display plants used by other cultures. The garden will tangibly demonstrate that all living things are dependent on plants.	The project will comprise both funding from the Bequest and other external funding to complete the garden and provide operating funding.
2	Shorland Park Integration (Stage 2)	Original idea from 2006	Upgrading of the Park as per the consultation work carried out in 2005. Involves development of an amphitheatre in the Park and relocation of the play equipment. Also an upgrade of adjacent Reef Street Reserve.	Other parts of the Shorland Park Integration Project including infrastructure works cannot be funded by the Plimmer Bequest.
3	Johnsonville Memorial Park upgrade	Northern Reserves Management Plan 2007	Upgrade Memorial Park and improve connections to Town Centre.	Contingent on the development of a community hub and relocated library. Limited scope for development compared to Alex Moore Park. See below.

4	Alex Moore Park Outdoor Community Recreation Space	Northern Reserves Management Plan 2007 & artificial sports turf programme	The construction of an artificial sports surface on the Park along with a building for sports and recreation clubs is planned to start in 2013/2014. This project would compliment this work and develop its role as a neighbourhood park. This would include the development of a walking and jogging track and associated fitness circuit to cater for casual users	The work needs to align with the construction of the artificial sportsfield and associated infrastructure. and the proposed sport and community facility. Funding for the artificial sportsfield has been deferred.
5	Newlands Park development	Northern Reserves Management Plan 2007	Improve walking, cycling and fitness opportunities within the park. Develop a community playground and youth facilities. Improvements to park entrances and accessibility Develop vegetation planting and management concepts for the park	The development needs to align with LTP funding for a community playground. This funding has been deferred until 2018/2019.
6	Upgrade of Grasslees Reserve, Tawa	Northern Reserves Management Plan 2007 and Council resolution regarding five parks in Tawa	The redevelopment of this community park along with associated playground and toilet renewal will create a high quality community park within a recreation hub close to Tawa centre and linked by the new Tawa Shared Pathway Work will include development of a new bridge linking the sections of the park, work to better relate the stream to the park, updated play spaces and development of a new picnic and horticultural area.	The Tawa Shared pathway has changed location and is now less focussed on the Porirua stream and adjacent reserves. It is proposed that the key reserve for upgrading is Grasslees Reserve given its location at one of the key junctions in the route and one of the key recreation hubs in Tawa.

7	Lyall Bay beautification	Council resolution from previous SPC paper (February 2010)	Focus on two specific areas. The space around the surf club buildings at the western end of the parade and the middle section and connections with Plantation Reserve and the link to Kilbirnie.	Much of the upgrade work is related to infrastructure and roading which is not eligible for Plimmer funding
9	Spicer Forest Recreation Park	Outer Green Belt Management Plan. Links to Porirua City Council planning for Colonial Knob, and Porirua Scenic Reserve.	The development of a series of trails for walking, cycling and horse riding with connections through to Porirua parklands. Entrance ways and improved links to Tawa.	Concept plans only. Likely to take several years and will include the Council exiting the forestry agreement with Greater Wellington. Joint project with Porirua CC.
10	Watts Peninsula Park	Capital Spaces	Restoring and developing the former Defence Force land into a parkland and destination for Wellingtonians and visitors. This will also require some improvements on the adjacent Council owned land and the coastal area managed by WCC.	Final governance, management and ownership structure, including the role of the Council is still to be finalised. A Cabinet paper to be considered in April 2012 is expected to establish a framework for the future governance of the site.

5.3 Project evaluation criteria

All of the projects were evaluated to ensure they were eligible for Plimmer funding and then ranked using the following criteria (see appendix 3 for evaluation criteria):

- Supports the Community Outcomes in Wellington Towards 2040: Smart Capital
- Aligns with the Council 3 year priorities
- Compatible with reserve management plans, District Plan zoning, and so on
- High profile and innovative, will result in tangible community benefits and accessible to a wide range of users

5.4 Short listed project ideas

The scores for each project are shown in appendix 4. The eligible project ideas with the highest ranking are:

- The development of a park at Watts Peninsula.
- The Children's Garden, Wellington Botanic Garden.
- Newlands Park development.
- Grasslees Reserve, Tawa.
- Alex Moore Park Outdoor Community Recreation Space.

All short listed project ideas fit with the Plimmer Bequest eligibility criteria. The two projects contingent on LTP funding: Newlands Park development and Alex Moore Park Outdoor Community Recreation Space were not considered further due to changed timing in the LTP.

Detailed information on each of the three short listed projects follows.

Watts Peninsula Heritage Park



The development of a park at Watts Peninsula is a high profile and long term project that would turn this area into a major heritage park and destination. The Crown has agreed to retain the site for public benefit and a Cabinet paper in April 2012 is anticipated to finalise the protection of the area as a reserve under the Reserves Act.

Development of an overall vision for the Peninsula is currently underway through a Working Group convened by the Ministry of Culture and Heritage with representatives from key stakeholders including iwi, local government and the local community. The paper being prepared by officials to take to Cabinet in April 2012 will address the resourcing of the park development together with recommendations on future governance and management. Recommendations to Cabinet will be developed through a Leadership Group chaired by Sir Ngatata Love. Membership of the Leadership Group is currently being established.

Some preliminary work has been commissioned by the Ministry of Culture and Heritage to look at initial costs for short term initiatives to enable public access to the site. An initial estimate is that approximately \$1 million is required to address safety issues, and for repair and initial development of walking tracks and site interpretation. Longer term costs are not known at this stage and the work is likely to involve a range of activities including landscape management and walkway development, developing park infrastructure, and heritage conservation and restoration.

The main access points to the Watts Peninsula site are from the coastal road at Shelly Bay, Kau Bay, Mahanga Bay and Scorching Bay. This is likely to put

pressure on the informal walking routes and car parking adjacent to the road particularly on the eastern side of the peninsula. Walking access to Fort Balance requires some track development on Council land at Scorching Bay. These and other landscaping and beautification works associated with the development of the site will fit within the terms of the Plimmer Bequest.

Whilst the scope and costs of the development works on Council land and on the main Watts Peninsula site are not yet known, the Council may wish to consider using the Bequest funds for this project.

Officers recommend that some funding is identified for planning and developing the first stage (catalyst project). This could involve opening up one section of the Park for instance the area from Scorching Bay, Fort Ballance to Massey Memorial. Once the governance and management arrangements for the park have been finalised and the Council has made a decision on its future role, further funds from the bequest could be made available for a combination of landscape planning work combined with development to allow a staged opening of park sectors. In the longer term, the Bequest could be used for larger projects within the developing park consistent with the terms of the Bequest.

The overall costs of the park development will be well in excess of the available Plimmer funds. The funding from the Plimmer bequest, however, could be used to leverage off and support funding from the Crown and other sources.

The Children's Garden, Wellington Botanic Garden



The proposed garden is located in the centre of the Botanic Garden over a terraced area of $1500m^2$ above the nursery and between the children's play area and the Treehouse Education and Interpretive centre.

Project Description

It will be a demonstration garden of horticulture for the home garden and will teach principles of plants and plant growth to children in fascinating, stimulating and challenging ways. It will cater for families and visitors to the garden through demonstrations, workshops and interactive media and will display plants used by other cultures. The garden will tangibly demonstrate that all living things are dependent on plants; that we must all understand and embrace the notion of Kaitiakitanga if we are to sustainably nurture our planet into the future.

Estimated costs: \$750,000 from Plimmer to develop the first stage which will include detailed design and planning, and construction of stage one being key infrastructural components of the garden and associated planting. The second stage to be funded externally will comprise development of the shelter, interpretation and renewable energy components.

Total capital costs for the project are \$1.5 million.

Summary: Innovative project that will add a new activity role to the Botanic Garden.

Planning work, consultation and construction of stage one would take place in 2014/2015 with stage two following in 2015/2016 subject to external funding.

Grasslees Reserve (linked to Tawa Shared Pathway)

The Council instructed officers to report back on the Tawa Shared Pathway and a plan for the upgrading of the five parks in tawa. The funding and final alignment of the pathway has been confirmed and construction is under way. This work will be funded from the Shared Pathway budget. Following an analysis of each park, officers concluded that any application for Plimmer funding should focus on Grasslees as the major community park along the Shared Pathway with potential for significant enhancement.

Grasslees Reserve is a 2 hectare community park situated 600 metres north of the Tawa Mall. It is adjacent to the Tawa Pool, Tawa Skate Park and two bowling clubs. It comprises a community playground, roller skating rink, dog exercise area, rose garden and toilets.

The Park has the potential to develop into a major community hub in Tawa and is a key link for the Tawa Shared pathway under construction.

Redevelopment would include:

- The overall layout and design of the park and in particular connecting the two sides of the park visually and physically by construction of a bridge to create a much larger overall park (see appendix 5).
- Integrating the Tawa Shared Path with the park.

- Long term vegetation management plan including horticultural displays, new tree planting and so on.
- Renewal of the toilet facilities and play ground (separate capex funding).
- Better connection with the Porirua stream, including steps down to the stream and a walk along the edge of the bank.
- Defined picnic areas near play equipment, skate rink and dog exercise area.

Estimated capital costs: \$650,000

Summary

The park is a key part of a community hub in Tawa and the park redevelopment will integrate well with the construction of the shared pathway and proposed renewal of the playground and public toilets all of which are funded in the LTP.

Planning work and consultation would take place in 2012/2013 with construction in 2013/2014.

The project is integral to building vibrant and resilient communities and supports the People Centred City goal in Wellington 2040.

5.5 Other Projects

Lyall Bay Beautification: Officers were requested by the Council to keep this project on the updated list for Plimmer Funding. An analysis of the Bay has been carried out and identified 3 key areas for improvement:

- The central area of the Bay; at the transition point between the residential and the large-scale retail/commercial. It is the location where the Community Walkway identified in the Kilbirnie Revitalisation Plan connects Kilbirnie to Lyall Bay. This could involve improved crossing points for pedestrians from the 'Walkway' to the beach; new streetscape planting using grasses, flaxes and low coastal plants to create a focal point around crossing points. A large proportion of this work is roading and infrastructure and not eligible for Charles Plimmer funding.
- Consistent signage along the whole Bay and possible lighting along the Beach front.
- Upgrading of the space between the recreation buildings at the western end of the Bay with similar treatment when the Lyall Bay Surf Club development is completed.

No cost estimates have been completed for these projects.

5.6 Recommended forward programme

The aim of the forward programme is to provide the Committee with direction on how to spend the Plimmer Bequest funds. Given the nature of the projects

and the potential for the proposed park on Watts Peninsula to be such a long term high profile project, it is proposed to take a two stage approach to use of the Bequest funding;

- 1. Fund projects over the next three years that are already scoped with cost estimates, being The Children's Garden and Grasslees Reserve.
- 2. Fund some early planning and catalyst projects for the Watts Peninsula Heritage Park.
- 3. Approve a longer term use of the funds in principle, subject to further scoping. In particular the use of the Bequest to fund the proposed park on Watts Peninsula over several years. This will retain the flexibility to fund further suburban park development including Newlands Park and Alex Moore Park Outdoor Community Recreation Space.

Year	Projected funding available	Project	Project costs	Balance
2012/2013	\$1,298,179	Grasslees Reserve planning	\$100,000	\$1,198,179
		Watts Peninsula Park planning	\$150,000	\$1,048,179
2013/2014	\$1,373,179	Grasslees implementation	\$550,000	\$823,179
2014/2015	\$1,148,179	Children's Garden	\$750,000	\$398,179
2015/2016	\$723,179	To be confirmed		
2016/2017	\$,1,048,179	To be confirmed		
	d on estimate 25,000 per an			

6. Conclusion

The recommended two stage programme provides the Committee with a clear direction on how to spend the Plimmer bequest funds in the first three years whilst identifying long term options for funding projects in Watts Peninsula Heritage Park once governance and management arrangements are in place. It also retains the flexibility to fund other suburban parks projects.

The project ideas that have been recommended are the best fit with the bequest deed, add to furthering Council's strategic outcomes, complement existing Council activities and are greatly needed.

Contact Officer: Mike Oates, Manager Open Space and Recreation Planning

Supporting Information

1) Strategic Fit / Strategic Outcome).

The process for selecting projects that can be funded by the Plimmer Bequest has considered strategic fit and outcomes as one of its major criteria. The proposed projects all align strongly with the three year priorities in the draft LTP.

2) LTCCP/Annual Plan reference and long term financial impact The projects are being funded from the Charles Plimmer Bequest. Funding for these projects will be identified in the draft LTP.

3) Treaty of Waitangi considerations

All Treaty of Waitangi considerations have been taken into account during the selection process

4) Decision-Making

A transparent decision making process has been followed.

5) Consultation

a) General Consultation

Consultation will occur during the draft LTP

b) Consultation with Maori

No specific consultation has occurred to date, but if the recommended projects are approved then consultation with Maori will occur on project designs

6) Legal Implications

We can only approve projects that fit within the criteria of the Plimmer Bequest Deed.

7) Consistency with existing policy

The process for assessing projects was approved by the Council in June 2001.

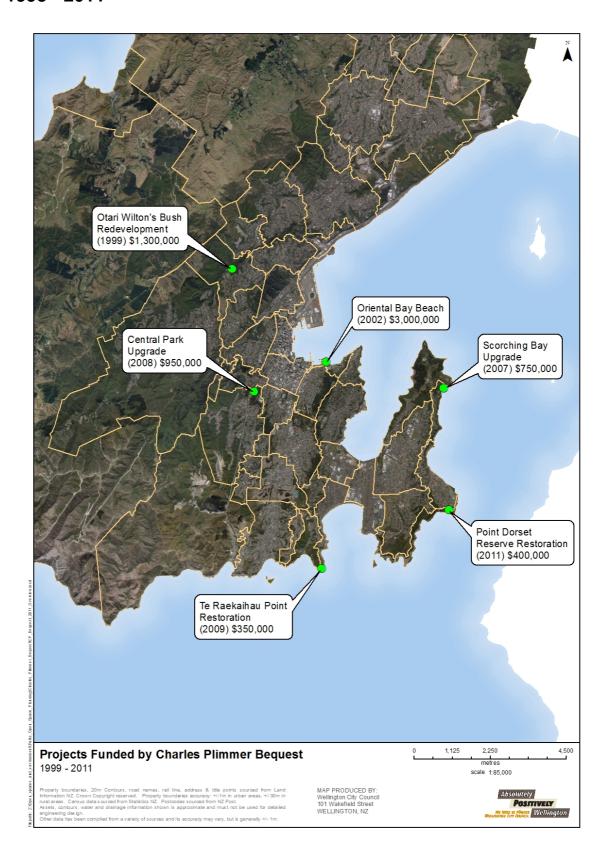
Appendix 1

ESTATE OF CHARLES PLIMMER

"...my trustee shall...stand possessed of my residuary estate <u>UPON TRUST</u> to pay the income arising there from in perpetuity to the Wellington City Council to be used and applied by the said council for the benefit of the Citizens of Wellington as follows:

- (i) To expend thereout the sum of One Thousand Pounds (£1000) per annum or thereabouts in planting trees shrubs and otherwise beautifying the bays and beaches round Wellington Harbour and its vicinity.
- (ii) To expend and apply the balance of the said income in planting trees and shrubs on and otherwise beautifying picnic and recreation places which are within a radius of twenty five miles of Wellington City Post Office and which are open and accessible to the Citizens of the City of Wellington it being my express wish that the said moneys shall be expended by the said Council additionally to the usual and current yearly expenditure of the Council on reserves and recreation grounds in beautifying (especially by the planting where suitable of native trees and shrubs) the environs and pleasure resorts of the City of Wellington.
- (iii) <u>I DIRECT</u> that the receipt of the City Treasurer shall be a good and sufficient discharge to my trustee in respect of the foregoing bequest to the Wellington City Council and my trustee shall not be concerned or obliged to see to the application thereof."

Appendix 2: Projects funded by the Charles Plimmer Bequest 1998 - 2011



Appendix 3: Charles Plimmer Bequest Assessment Criteria

Criteria	Details	Ranking		
Community	Consistent with the four goals	Low – Medium -		
Outcomes	in the Smart Capital Strategy:	High		
	 People-centred city Eco-city Dynamic Central city Connected City 			
Council priorities	Draft Council Priorities	Low – Medium – High		
	 We will focus on those things that make Wellington 'a place where talent wants to live'. We will improve the resilience of the city to natural disasters with a focus on: Infrastructure. neighbourhoods. We will reduce our costs by: reducing regulation and removing red tape. making better use of technology. managing demand ahead of investment in assets. partnering with others to deliver. increasing income opportunity, or cost reduction, through working to scale. 	- High		
	In addition to the above, the health and safety of our staff, service users and the general public continues to be a priority for Council. This must also be taken into account when undertaking the tasks below.			
	Finally, it is proposed that any new investment in assets should be focussed either on, improving the resilience of our infrastructure or on, developing the Central			

	Business District. Investment in community assets outside the CBD should only be considered where there is a strong business case to deliver on our new priorities and an opportunity to co-invest with another party.	
Parks and Reserves network priorities	Consistent with Council policies, operative reserve management plans, asset management plans, playground policy and so on.	Low – Medium – High
Innovation/profile	The project will be accessible to a wide range of users for a range of activities. Innovative project that is new to the city or local area.	Low – Medium – High

Appendix 4: Charles Plimmer Bequest Assessment results

Project	Community outcomes	Council priorities	Parks and Reserves network priorities	Innovation/ profile	Overall assessment	Issues to consider
Watts Peninsula Heritage Park	High	High	Medium	Very high	High	Governance and management arrangements still to be resolved.
The Children's Garden, Botanic Garden	High	Medium	High	High	High	Requires Plimmer funding supplemented by similar funding from private sources.
Upgrade of Grasslees Reserve, Tawa	Medium	Medium	High	Medium	Medium	
Newlands Park development	Medium	Medium	High	Medium	Medium	Capex funding for playground required prior to project starting.
Alex Moore Recreation Hub development	Medium	High	Medium	Medium	Medium	Capex funding for artificial sports field required prior to project starting.
Shorland Park Integration (Stage 2)	Medium	Medium	Low	Medium	Medium	Integral parts of the Shorland Park Integration Project including infrastructure works cannot be funded by the Plimmer Bequest.

Spicer Forest Recreation Park	Low	Low	Medium	Medium	Low/medium	
Lyall Bay beautification	Low	Medium	Low	Medium	Low/medium	A large proportion of the roading and infrastructure work would not be eligible for Charles Plimmer funding.
Caribbean Reserve	Low	Low	Medium	Low	Low	
Glenside Reserve	Low	Low	Medium	Low	Low	
Johnsonville Memorial Park upgrade	Low	Low	Medium	Low	Low	

Appendix 5: Grasslees master plan

