

Sports Ground Management Plan



Community & Recreation Planning

Sports Ground Management Plan

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1.0 Introduction

1.1 Sports Grounds in Dunedin - A Historical Background

The New Zealand Company, in its instructions to the surveyors of the Otago settlement, required that due provision be made for reserves for public purposes, including 'a park and other places for health and recreation.'

The topography of the Dunedin means that the succeeding provincial and municipal authorities, in attempting to develop reserves, are faced with much the same difficulties as attending the construction of roads and other public utilities. What was not hilly land was swamp, and it was on two areas of swamp that the city's first recreation grounds were established - the Southern (now the Oval) and the Northern (the North Ground). In the case of the Oval in particular, development was hampered for some years until the first tidal flow was excluded and the land established on higher ground of the Town Belt, with extensive earthworks and, in the latter part of the last century, many areas levelled by land fill operations. Reclamation from Otago Harbour, as well as supplying much needed flat land for industry, provided the city with sports fields at Logan and Bayfield Parks. The problems caused by topography has been compounded by Dunedin's generally poorly-drained clayloam soils, and by the subsidence of fill on reclaimed and tip sites, requiring an ongoing program of sports ground drainage and renovation.

As the suburbs beyond the Town Belt grew, and were then incorporated into Dunedin City, the Council was faced with increased demand for sporting facilities. The suburban boroughs had tended to concentrate on the provision of utilities, leaving sports ground development to the City Council, clubs or private landowners. In the established suburbs, the Council acquired a number of properties by purchase or bequest, and developed these, along with reserves set aside in newer subdivisions, as sports grounds. Where the Council had been unable to keep pace with demand for playing areas by developing new grounds, there had been considerable redevelopment of existing grounds, with a number of smaller fields being accommodated in the place of full sized facilities. The crowding of pitches on to available grounds has reduced the quality of playing surfaces for both summer and winter sports, brought the marginal clearance around fields to a minimum, and limited the extent to which the grounds and their environs can be upgraded by tree planting.

The development of club facilities alongside 'home' grounds, or as part of the premises of enclosed sports (bowls, tennis and croquet), has added further pressure on available open space, particularly where ancillary uses have become the primary purpose of the club building, and intensified the demand for more off-street parking on reserves. Parks and reserves have also been called upon to provide sites for the premises of such Community groups as Scouts and the Plunket Society.

Although the Council's reserve development has catered mainly for the traditional ball sports, in recent years there has been a diversity of groups requiring accommodation on grounds; some, such as skateboarding and mountain biking, need specialist facilities and other park users such as dog owners, not being easily integrated with existing uses of sports fields.

Not all sports grounds in Dunedin are on land subject to the Reserves Act 1977, nevertheless, they serve to emphasise the following:

- freedom of public entry and access;
- retention of open space for public benefit and enjoyment and the encouragement of recreation activities;
- preservation of the intrinsic values of reserves and;
- multiple use of land and amenities.

The Dunedin City Council for the benefit of the Community and to enhance and protect the recreation resources of the City has managed the sports grounds created in Dunedin over the last 150 years. In 1988, the Council developed the Sports Ground Management Plan which covered 26 sports grounds, however, since the amalgamation of local authorities in 1989, a further 29 sports grounds came under the management of the Dunedin City Council. A total of 55 sports grounds are now managed under the

Sports Ground Management Plan with a more strategic focus on ensuring the nature of demand for sports grounds best matches the supply of open space and recreation resources of the City.

1.2 Aims and Objectives of the Sports Ground Management Plan

The mission of the Dunedin City Council is *to maintain and enhance our Community for the long term well-being of our people and environment through innovative leadership and the provision of cost effective services* (Dunedin City Council Strategic Plan, 1998:8).

Within this mission, the aims and objectives of the Sports Ground Management Plan assist with achieving are to achieve three of Dunedin City Council's seven long term strategic goals:

- Goal 3. Community: to create and maintain a broad range of recreational, cultural, social and opportunities and to support Community initiatives and linkages with other service agencies.
- Goal 4. Environment: to promote a quality environment and sustainable management of our resources by encouraging environmental improvement.
- Goal 5. Participation: to recognise Community aspirations for involvement in local government activities by establishing a simple and effective channels for public information and participation.

1.3 Council's Role in the Management of Sports Grounds¹

The aims and objectives of the Sports Ground Management Plan, guide the day to day management of sports grounds together with their future development to enhance and maintain the recreation resources and opportunities. These aims and objectives are also considered alongside the Recreation Strategy for Dunedin, which outlines the priorities, and guidelines for the provision of recreation services within Dunedin.

The Dunedin City Council has a statutory responsibility to manage reserves for the Community under the Reserves Act 1977, and has been involved in the provision of this service since the 1860s. It is an integral part of the value system of the Community that Council provides reserves for sports grounds.

There is a high outlay of costs in setting up and maintaining sports fields, and if these facilities were not supported financially through Council, it would not be viable to maintain them for Community use or maintained by the Community itself. Council's role in this function is management of the asset, competitively tendering all physical work for the development and maintenance of sports fields and the subsequent supervision on contracts.

¹ Sports Ground is the term used for one locality in which there may be one or numerous sports fields.

2.0 Sports Ground Management Plan: Strategic Aims

2.1 Introduction

The purpose of the strategic aims and objectives is to ensure an accessible and equitable provision of sports grounds to the people and visitors of Dunedin and to ensure recreation resources are managed in an environmental, and economically sustainable way. The strategic aims and objectives are 'high level statements' relating to the process of this review and the future direction in which sports grounds will be managed. These statements do not provide specific recommendations and actions related to operational issues but are a guide to where Council and the Community would like to head in the future.

Within these broad statements of the strategic aims and objectives, more detailed sports ground and reserve management policies are developed to more specifically guide the day to day management of sports grounds. These policies are designed to take account of existing Council policy relating to the management and use of sports grounds and the statutory and legal requirements followed in their management. Individual, sports club and Community benefits that are provided through the provision of sports grounds, are also recognised in this plan through the support for passive as well as active use of sports grounds for leisure.

2.2 Strategic Aims and Objectives of the Management Planning Process

Aim 1: To provide a framework for equitable and accessible recreation opportunities for Dunedin residents and visitors.

Objective 1: To provide all sports ground users with participation in the allocation of sports grounds.

Objective 2: To ensure an appropriate distribution of sports grounds of different categories across Dunedin.

Aim 2: To provide policy for the sustainable management of sport grounds and the collective benefits they provide to Dunedin residents and visitors.

Objective 1: To develop and review Council's asset management to reflect the principles of the Sports Ground Management Plan.

Objective 2: To develop policy that ensures the sustainable use of sports grounds with recognition of the landscape, cultural and recreational values of those grounds.

Aim 3: To provide a framework to enhance the individual, club, and Community benefits from sports grounds.

Objective 1: To identify, recognise and support the individual, sports code and Community benefits of Dunedin's sports grounds through management policy development where possible.

Objective 2: To assist development of an inventory of recreation opportunities through providing information on sports grounds provision and use in the City of Dunedin.

Aim 4: To provide a strategic direction for future development and management of sports grounds in Dunedin.

Objective 1: To develop a plan that reflects the desired future for sports grounds as identified by the users, non users and owners of the resource.

Objective 2: To initiate policy for the development and management of sports grounds that reflects the objectives of the Recreation Strategy for Dunedin (Section 1.2, Recreation Strategy for Dunedin)

Aim 5: To ensure the management and development of sports grounds is consistent with other policy of the Dunedin City Council.

Objective 1: To identify and integrate Dunedin City Council policy that relates to the use and management of sports grounds.

Objective 2: To identify which (if any) Council policies that have precedence over another in the management and development of sports grounds.

Objective 3: To review and update Council policy on the development and management of sports grounds to reflect the changing and diverse demand for sports grounds.

Aim 6: To ensure that sports grounds are administered in accordance to the Reserves Act 1977, the Recreation Strategy for Dunedin and other statutory and legal requirements.

Objective 1: To develop policies that reflect the desired outcomes of the Reserves Act 1977 and other statutory and legal requirements.

Objective 2: To interpret and clarify statutory and legal requirements for the use and management of sports grounds.

Objective 3: To consult the Recreation Strategy for Dunedin when planning and developing sports grounds

2.3 Management Planning Under the Reserves Act 1977

The Community and Recreation Planning Department of the Dunedin City Council has the responsibility of preparing policy for the management of Dunedin's reserves. As part of this function the Dunedin City Council, as an administering body under the *Reserves Act 1977*, is required to prepare management plans for the reserves that it controls. These management plans should:

Provide for and ensure the use, enjoyment, maintenance, protection and preservation ... and, ... the development, as appropriate, of the reserve for the purposes for which it is classified. *Reserves Act 1977 41(3)*

Management planning is also a process for determining the management direction that the Community and the Dunedin City Council would like to apply to reserves. This includes the identification of the ways in which management direction can be achieved. Management plans under the Reserves Act should outline Council's general intentions for use, development and maintenance of its reserves. The aim of the Reserve Act is to ensure that park development and enjoyment are based on sound planning and that, through the public's involvement, the needs of the public are clearly identified.

2.4 Consideration of Other Management Documents

Sports ground management planning does not occur in a vacuum - rather broader aims, objectives and policies guide it. Some of this guidance originates from the aims and objectives of Council and statutory documents such as the District Plan, Annual Plan and the Long Term Financial Strategy. Other non-statutory documents such as the Recreation Strategy, Play Policy and Playground Priority Plan, Fees and Charges Policy and the Track Policy and Strategy, also provide direction for the policies contained in management plans.

Existing reserve management plans contain policies that apply to the issues and objectives contained in the respective plans. Some plans also contain policies that could apply to all reserves in the City. For instance, many of the policies contained in the Town Belt Management Plan are similar to those in the Sports Ground Management Plan. Other policies are made by Council as situations arise but a consistent approach is required for the whole City. Policies on camping and the leasing of reserve lands provide examples of these two approaches.

These general policies need to be considered in the management plans for individual reserves, but are part of a separate set of documents. As such management plans are produced in two parts - an 'operational management section' which deals with day to day management decision of what is allowed to occur on reserves such as sports grounds (the General Policies Section of the Reserves Management Plan), and a strategic policies section that guides the future development and management of reserves of a particular type and category such as sports grounds, coastal or scenic reserves. The 'General Policies Section' is consulted when using any management plan relating to the management of reserves.

2.5 Taking a Strategic Direction in Management Planning

The Sports Ground Management Plan has been revised to include a strategic direction for the future development and management of sports grounds, as well as provide policy for their daily management. Through providing a strategic focus based on identified Community demand for recreation resources within the Dunedin City Council area, resources can be used more efficiently and effectively to enhance the benefits sports grounds provide for the citizens and visitors to Dunedin. The desired future for sports grounds needs to reflect this direction defined by the capacity of the resource but also reflect existing Council policy and priorities for the orderly and consistent development of sports grounds and associated recreation resources.

Current assessment of the demand for sports grounds indicates that more sports grounds are not required but needs to identify what exists, the purpose of those grounds and define a priority and standard to which each ground will be developed. Any future development or expansion of sports grounds needs to take account of policy and background information in this management plan.

3.0 General and Specific Reserve Policies

The policies of the *Dunedin City Council Reserves Management Plan: General Policies Section* are an integral part of this management plan and other management plans, and are intended to be read with reference to specific policies in each of these plans.

Where any issue on a reserve is addressed by both the *General Policies Section* and a management plan specific to that reserve, then the policies in the specific management plan take precedence, with the 'General Policies Section' adding more specific policy as a secondary source of information. For any issue on a reserve in Dunedin City that is not listed in a specific management plan, or are a reserve under the Reserves Act 1977, then the *General Policies Section* applies.

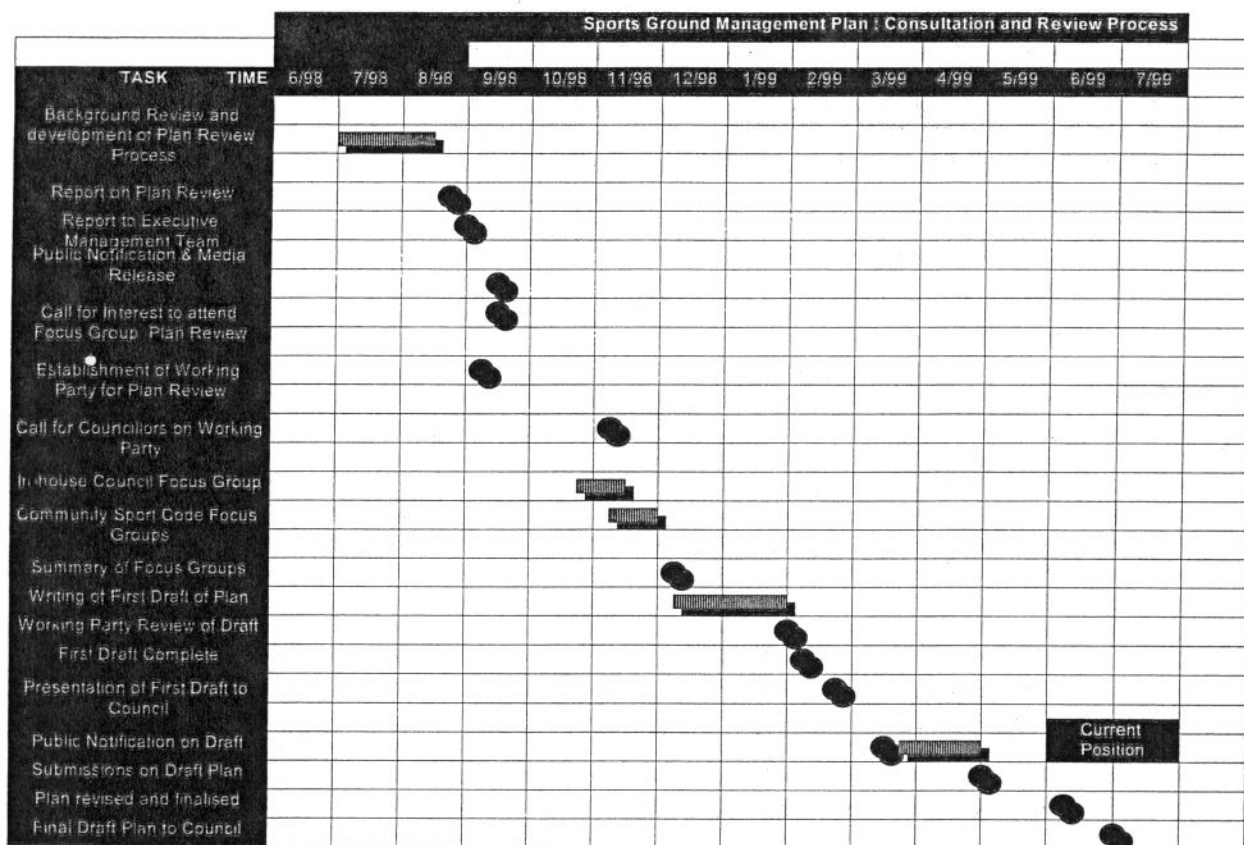
The specific reserve management plans are subject to ongoing review and regular, comprehensive reconsideration at ten-yearly intervals. Public comment will be sought on each management plan as they are reviewed.

Where the Reserves Act applies special provisions to any particular aspect of sports ground management, those provisions are noted and where the nature of a ground or its facilities requires the implementation of additional policies, these are set out in Section 8.1 of this management plan and the resource description for each ground set out in volume two of the Sports Ground Management Plan.

4.0 Consultation and Review Process

Under the Reserves Act 1977, Council must follow a defined procedure for the development and review of reserve management plans. The following procedure (Figure 4.1) outlines the steps of the review process for the Sports Ground Management, which includes Community consultation.

Figure 4.1: Sports Ground Management Plan Consultation and Review Process



4.1 Review Process

The review process is structured to work within the 1998/99 financial year and follows the requirements of *Section 41 and Section 119 of the Reserves Act 1977*. The large number of sports grounds, half of which were not covered in the previous Sports Ground Management Plan (1988), and their use by a large number of sports codes and casual recreation users, required this review to undertake an extensive public consultation process prior to writing the draft plan. The use of focus groups allowed recreation users to expressive their concerns about the issues sports grounds face on an individual, club, code and Community level, and their desired future for those sports grounds at each level. This, along with a review on management related issues within Council, was the basis of information used in the review of this plan.

5.0 Sports Ground Management Policies

The sports ground management policies cover all sports grounds within this management plan (refer to appendices in volume two for list) and serve to clearly set out how sports grounds will be managed in the future. In many cases the Reserves Management Plan - General Policies, covers policy common to the management of all reserves and not just sports grounds designated as a recreation reserve.

5.1 Allocation of Sports Fields

The allocation of fields for sporting use is based on the following principles of use and are aimed at ensuring the primary and secondary purposes of sports grounds are met so that the potential benefits for the Community and the city are realised. If sporting codes have a higher participation rate, this needs to be taken into account in the best use of the resource and its sustainable management.

Objective 1: To ensure the allocation of sports fields reflect the purposes for which that field was developed.

Objective 2: To eliminate user conflict from double bookings.

Objective 3: To ensure that decisions regarding the allocation of sport fields ensure effective, efficient and sustainable use of the sports field and it's associated resources.

Objective 4: To ensure all sport and recreation user groups have a fair and equitable opportunity to the allocation of sports fields.

Policy 1: **Existing Facilities:** That the interests of all lease and licence² holders be considered when allocating sports fields. In all cases Council will have the final decision on such matters.

Policy 2: **Participation Rates:** That the allocation of sports fields takes account of demand from each sporting code. The sports ground booking data will be used as an indicator of the level of demand by each sporting code.

Policy 3: **Seasonal Codes:** The allocation of fields to various codes for competition play and organised social sport will be formalised at the beginning of each season in consultation with Council. Conflicts will be resolved through consultation with relevant bodies.

Policy 4: **Practice Fields:** Fields specifically dedicated as practice fields through negotiation with Council, are not to be used for competition. Practice fields are designated through negotiation with the affected club/s.

Policy 5: **Pre- and Post-Season Games:** Games or practice outside the designated season are to be booked with Council on a per game or pre practice basis. Games or practices outside the designated season will attract a fee that reflects the additional costs to Council. Council will designate fields annually for out of season games or practice. These fields will attract a lower fee than the normal out of season fee.

Policy 6: **Casual Sports:** To avoid conflict with organised sport, casual sports are required to book grounds through Council's Customer Service Agency. Demand for regular use of grounds for casual sport, where clubs are domiciled, require prior consultation of the club and associations that currently use that field (refer to Section 5.7 and 5.13 of this plan).

² A 'Lease' gives exclusive possession of the land and allows provision of a specified activity. A 'Licence' gives non exclusive interest in the land and makes provision for specific activities on the land.

- Policy 7: **School Sports:** Schools shall have priority to fields in close location and where their use falls within the existing priorities outlined in this section. Codes are still required to book fields for games and schools are required to book fields for practice through the Customer Service Agency of Council.
- Policy 8: **Passive and Informal Recreation:** The allocation of sports fields shall take into account the needs of passive and informal recreation users in line with the classification of sports grounds and other sports ground policies (refer to section 5.8 of this plan).
- Policy 9: **Fair and Equitable Opportunity to the Allocation of Sports Fields:** All sports and recreation group will have a fair and equitable chance to be allocated sports fields.
- Policy 10: **Sports Ground Allocation Priority:** Where conflicting demand for sports field use occurs, allocation between the various categories of competition is used to determine priority of use as follows;
1. international championships,
 2. national championships,
 3. provincial championships,
 4. local championships.
 5. weekly competitions (code, school and social games)
 6. school sports
 7. casual/ informal sports
- Policy 11: Sport³ use has priority over non-sports use in the allocation of sports grounds unless otherwise decided by Council.
- Policy 12: **Cancellations:** Sports codes and competition organisers are responsible for cancellation of competition games on allocated fields, with the provision that the Dunedin City Council reserves the right to close any field, or withdraw it from competition use if conditions warrant it so. The Council is responsible for cancellation of social games and practice use. All cancellations are notified via local radio stations and by signs placed on grounds. Permission to use sports fields may be suspended or withdrawn where users fail to comply with conditions of use. (Refer to Reserve Management Plan - General Policies Appendix 3)

5.2 Sports Field Bookings

The booking of sports fields provides a record of people using sports fields for management and planning purposes. A booking system helps prevent two users booking the same ground (double booking) and provides information to contractors on when sports fields are in use when preparing or maintaining fields. The booking system also allows Council to control the use of grounds to minimise impacts and sustain the quality of the resource for future use.

- Objective 1: To regulate the use of sports fields so that quality playing surfaces are provided for sporting uses at a financially sustainable level.
- Policy 1: Council will provide a sports field booking service that is fair and appropriate to the sustainability of each sports ground.
- Policy 2: That the booking and use of sports fields follow the 'Conditions of Hire and Use' (Appendix three, Reserve Management Plan - General Policies).

³ 'Sport' is defined as physical activity where there are a set of rules with the aim to win the game.

5.3 Sports Field Charges

Charges are made for the use of sports fields through a levy charged on the hire of a sports field. Sports field charges are graded in accordance with the intensity of field use and associated facilities provided to users. Council charges a fee to recover some of the costs of providing and servicing sports grounds and associated facilities. The Fees and Charges Policy, the Dunedin City Council's Funding Policy and the Annual Plan, which are separate to this plan, sets out a schedule for charges and Council's policy on discounts and remissions for groups such as schools and charitable events and other more general policies on funding. Council may waive charges for the use of sports grounds at its discretion and reviews its fees and charges policy separate to this management plan.

Objective 1: To charge for sports field use to recover part of the cost of providing and maintaining the resource.

Policy 1: A fee for hire and use of sports fields will be charged in accordance with the Fees and Charges Policy and the Dunedin City Council's Funding Policy.

Policy 2: Some facilities, such as cricket nets, that are open for public use, will receive no charge, nor require a lease subject to negotiation with Council.

5.4 Non-sporting Use of Grounds

Non-sporting uses⁴ of grounds are permitted where compatible with the recreational purpose of ground and where it is not detrimental to the primary use of the ground. Specific policy relating to the use of reserves is set out under 'Use Policies' in the Reserves Management Plan - General Policies.

Objective 1: To allow non-sporting use of sports grounds where compatible with the primary purpose of the ground.

Policy 1: The use of sports grounds for non-sporting uses will be in accordance with the 'Use Policies' in the Reserves Management Plan - General Policies.

5.5 Provision and Maintenance of Sports Facilities and Grounds

Background

Sports facilities are available to all authorised users of grounds to enable the optimum use of the grounds. Council aims to maintain these facilities in accordance with the Occupational Health and Safety Act, Resource Management Act, the Reserves Act and the Reserve Management Plan - General Policies. Other legislation and relevant statutory instruments do exist outside of this list.

Council/ Lessee Responsibility

The Council provides for field sports and some enclosed sports grounds through the maintenance of the playing surface.

Lessees of 'enclosed' premises (tennis, bowls, croquet, etc.) are generally responsible for provision and maintenance of playing surfaces, although the Council may contribute towards their development where the facility is deemed to be of general public benefit. Council consent and financial support for the provision of artificial turf for field sports is subject to the same criterion.

⁴ 'Non-Sporting Use' refers to activities that do not involve physical recreation with a set of rules and a playing field.

Where toilet and changing facilities at sports fields are provided by the Council, the cost of their use is included in the total ground hire charge. On a number of fields, these facilities are provided in private clubrooms, or in buildings jointly administered by a club and Council. The availability of these club owned facilities to all authorised users, is to avoid duplicating the provision of facilities on each ground and is anticipated in the lower rental paid for them. The use of club owned facilities is formalised in the conditions of clubroom leases. First aid rooms for the use of St John Ambulance personnel are required in all new pavilions, whether Council-or club-owned.

Ground Upgrade and Renovation

Council also aims to maintain grounds and regulate their use so that optimum playing surfaces are provided for sporting uses. The Council has been undertaking a program of gradual upgrade of sports fields, through improvements to drainage. During the months of September and March, use of sports fields is prohibited to enable the recovery and preparation of playing surfaces before the onset of the summer or winter season. The maintenance of playing surfaces enclosed for exclusive use is the responsibility of the lessee, except where the Council has agreed to provide maintenance services. Refer to the 'Exclusive Use' section of the Reserves Management Plan - General Policies for more detailed information on the exclusive use of sports grounds.

Objective 1: To provide optimum playing surfaces and sports facilities for each category of sports ground.

Objective 2: To ensure facilities on sports grounds are maintained to Council's standard as negotiated with sports codes.

Policy 1: Council will provide quality playing surfaces and sports facilities in accordance with the classification of sports grounds.

Policy 2: That all sports fields are unavailable for use in the months of September and March each year for the upgrade and renovation of fields for the following season and other times as directed by the Council.

Policy 3: Council will prioritise the upgrade and renovation of fields based on:

1. The tenure of ground: Council owned land will have priority.
2. The number of user groups using the field and the level of use.
3. The level at which facilities and amenities are shared by user groups.
4. The primary purpose of the ground.
5. Existing resource condition.
6. The existing priority plan for renovation and upgrade of sports grounds.

Provision of New Sports Fields

Dunedin overall enjoys an over-supply of developed urban sports fields based on the Dunedin City Council's Operation Standard of 2.05 hectares per 1000 people in the Strategic Plan. On occasions, however, space may be lost for other developments and problems exist with distribution of sports fields because of geographical limitations such as the lack of flat land. Urban and rural areas may also experience population growth significant enough to show a demand for accessible recreation open space for casual and organised sport beyond what is currently available. In such cases, Council may be required to make an assessment of the need to develop more sports fields in certain localities. In such cases, an assessment is based on the urban sports field standard, an analysis of the population growth in the area, the carrying capacity of existing fields compared to their current level of use and the level of growth in participation and/or membership in sports codes who desire to access and use sports fields. Sport Codes

and Associations also focus their competition on fields in certain localities which dictates a higher priority on the development and upgrade of sports fields in some localities over others.

Objective 1: To ensure that an adequate level of open space is developed as sports fields.

Objective 2: To ensure that existing sports fields are developed, upgraded or modified to accommodate the demand for suitable playing space prior to developing new sports fields.

Policy 1: Where the current carrying capacity of existing sports fields in a community profile area is greater than 85 per cent of fulfilled booking time or maximum usage (games per season)⁵, existing grounds will be considered for re-development, upgrade or modification to cater for a growing demand for sports fields prior to purchasing land and developing new sports fields.

Policy 2: The need to develop further sports fields of a community or local/neighbourhood standard will be based on the following assessment criteria:

- The urban sports field standard is less than 2.05 hectares per 1000 people⁶.
- The population growth within the Community Profile area within which a new field is proposed, is greater than the Dunedin average for the 5 to 35 year age groups.
- The current carrying capacity of existing sports grounds is greater than 85% of the fulfilled booking time or maximum usage (games per season).
- Sports planning to use a new field can show a projected growth in participation and/or membership of their sport within the next 5 to 10 years.
- The geographical locations where Sports Codes and Associations focus their competition, will be considered.

5.6 Artificial Surfaces and Wickets

Artificial surfaces such as the Artificial Hockey Turf at Logan Park, allow recreation activities to be undertaken regardless of ground conditions attributed from weather and over use. The surface requires less maintenance but has a high establishment cost. For this reason, the effective use of existing artificial surfaces should be promoted and turf sports requiring a flat, even and hard surface such as hockey, soccer, touch and artificial wickets for cricket, should be encouraged to use existing artificial surfaces. This also helps Council maintain turf fields to accepted standards and reduce overuse. Where requests for the development of artificial surfaces are received from Clubs and Associations, Council will examine each proposal based on the level of demand for existing surfaces, funding raised, and the wider benefits to the Community (Refer to Appendix F for a guideline for proposing developments on sports grounds).

Objective 1: To consider the development of artificial surfaces where there are demonstrated benefits for the wider sporting Community.

Objective 2: To assist in the development of artificial surfaces where there is a demonstrated benefit to Council.

⁵ Information available from sports field booking data and through asset condition assessment.

⁶ Outlined in the Dunedin City Council Strategic Plan under Operational Standards for Goal 6.

- Policy 1: Where appropriate, artificial surfaces for sports will be accommodated on established grounds. Appropriateness will include consideration of restrictions on other users and the potential of multiple use.

5.7 Organised Sport

Organised sport includes any active recreation that occurs on a regular occasion and follows the rules of a particular sports code. Dunedin has a growing student population and together with the trend towards non-competitive social sport, the demand for sports grounds for organised club and particularly social games, is growing rapidly. The demand for green space in North and Central Dunedin is premium and the need to provide an equitable distribution of accessible recreation open space in such areas has warranted a new focus on the allocation and use of sports grounds. Two primary issues related to this is the over use of premier grounds such as Logan Park and competing use from organised social sport with traditional sports codes such as rugby and cricket. University sports clubs also work on a semester-based season which is different to the traditional winter and summer seasons. The result is an overlap in bookings creating conflict with user groups and a reduction of the shoulder seasons for ground maintenance and recovery.

Objective 1: For all organised sports to have a fair and equitable opportunity to the allocation of sports fields (refer to section 5.1: Allocation of Sports Fields).

Objective 2: To ensure the sustainable management of sports fields allocated to organised sports.

Policy 1: Council will minimise the impact of organised sport on playing surfaces by defining and enforcing minimum maintenance and recovery periods.

Policy 2: Council will identify sports grounds for future development to cater for the demand from organised social sport to reduce over use of key grounds.

5.8 Casual Recreation Opportunities

Casual recreation includes physical activities that are not organised to occur at a regular time nor involve any officials in conducting the activity. Participation in non-competitive social sport is matched by a rapid growth in casual, particularly individual recreation such as mountain biking, skateboarding and roller blading. As the demand for recreation space increases, recreationists are competing for space in public areas resulting in conflict between different user groups and the general public. As one user group has expectations for certain types of experiences and another new and competing sport also uses that recreation space, experiences change and often differ to expectations creating dissatisfaction with types of recreation experiences received, a common result of conflict between different recreation users. There is a need to accommodate all user groups and create the right level of expectation through education of suitable recreation areas for different sports and identify where sports complement each other or can be managed to ensure satisfactory experiences for all participants.

Objective 1: To provide recreation opportunities for casual recreation that provides satisfactory recreation experiences.

Objective 2: To minimise recreation conflict by managing user expectations and demand in a sustainable manner.

Policy 1: Council will identify recreation spaces on sports grounds that provide suitable recreation opportunities for casual sport and recreation.

- Policy 2: Council will educate recreation users about what casual recreation areas on sports grounds will provide satisfactory recreation opportunities for their activity through providing information on sports grounds.

5.9 Passive and Informal Recreation

Passive and informal recreation includes non-physical as well as non-competitive activities that occur on an irregular basis. Sports grounds provide for organised sport and casual recreation activities but also provide open space for people to enjoy passive and informal recreation such as walking, picnics, and reading a book in the park. While organised sports have precedence over the use of most sports grounds, the pleasant visual landscape provided by green space also enhances passive and informal recreation and it is important to ensure these types of recreation spaces are available for the general public.

Objective 1: To provide for and enhance recreation space on sports grounds for passive and informal recreation.

- Policy 1: To ensure the public can freely access and use sports grounds for passive and informal recreation where no organised sport is participating or unless otherwise notified.
- Policy 2: Council will protect and enhance landscape values of sports grounds for passive and informal recreation when considering developments on sports grounds.

5.10 Retail and Commercial Activities

Retail and commercial activities often demand to use sports grounds because of their demand for space to accommodate large crowds on a temporary basis. Retail and commercial activities can complement recreation based activities through providing services such as food for players and spectators. Considering this, it is important to realise the commercial and public benefits of allowing such activities on sports grounds but there is also the need to ensure the use of sports grounds do not compromise the primary purpose of the ground and its amenity value to recreation and non-recreation users.

Objective 1: To ensure that retail activities on sports grounds operate so that the primary purpose and quality of the ground is maintained in a sustainable manner.

- Policy 1: That retail activities on sports grounds operate in accordance with the relevant provisions of the District Plan, the Reserve Management Plan - General Policies 'Use Policies' section, Fees and Charges Policy, Health Regulations and any other relevant policy.
- Policy 2: Sport and recreation uses will have priority over retail or commercial uses of sports grounds.

5.11 Multiple Use of Sports Facilities and Grounds

Sports facilities are often under-utilised during the week from 9 am to 5 pm. Exclusive use by one user group also reduces access and use of sport facilities to others users while also imposing higher maintenance costs for clubs. This results in higher user charges to club members, reducing the level of participation and use of a sports facility. In Dunedin, some clubs are growing and demand grounds with facilities while others have a declining membership potentially requiring them to amalgamate with other clubs or close altogether. Council has a concern for maintaining under-utilised facilities and financially supporting struggling clubs. This has increased the pressure to call for clubs and casual user groups to share the use of facilities and open up to other public users such as schools and community groups.

- Objective 1:** To ensure sports facilities are effectively and efficiently utilised and made accessible to complementary user groups where no exclusive use provisions have been made under a lease agreement.
- Policy 1:** Council will prioritise capital expenditure on sports ground development towards ground that have multiple use, shared facilities, a high level of use.
- Policy 2:** Council will encourage and support amalgamation of clubs where it improves the effective and efficient use of sports facilities and grounds.
- Policy 3:** Council will negotiate short term lease agreements (5 years) on Council owned sports facilities and grounds such as North Ground, Gardens, Logan Park and Moller Park, where changing demands and issues warrants a more regular review of their purpose and use.
- Policy 4:** Council will consider rights of renewal of leases where an effective and efficient use of the ground and facilities can be shown by the lessee or long lease terms.

5.12 Major Events and Community Festivals

The Dunedin City Council is involved in events and community festivals in recognition of the economic and community benefits that these bring to Dunedin. The Dunedin City Council's Events and Community Festivals Policy has the overall vision of involving Council in the provision of events and community festivals to enrich and enhance the quality of life of the community and the city as a whole. Sports grounds provide open space suitable for events and community festivals and in the past have been booked for such purposes.

- Objective 1:** To allow events and festivals on designated sports grounds which compliment the primary purpose of that ground.
- Policy 1:** Events and festivals will be allowed on designated sports grounds within the guidelines of the Events and Community Festivals Policy, the Reserve Management Plan - General Policies and the Fees and Charges Policy.
- Policy 2:** Sport and recreation uses of sports grounds will have priority over festivals and events unless otherwise authorised by Council.

5.13 Communications

Council communicates with user groups as an administrator of recreation resources and as a lessor of sport fields. The aim of Council is to clearly and effectively communicate with user groups to deal with recreation resource issues and demands for recreation resources. However, Council will primarily deal with sports clubs through associations and sports codes that represent sports clubs and other user groups. The aim is to coordinate Council's responses to all users.

- Objective:** To clearly and effectively communicate with users of sports grounds and their associated facilities.
- Policy 1:** To communicate, in the first instance, with sports codes and associations.
- Policy 2:** To liaise with sports clubs through and in conjunction with sports codes and associations.

5.14 Plan Amendment and Review

The Sports Ground Management Plan will be reviewed comprehensively every ten years. The *Reserves Act 1977, Section 41(4)*, provides that the administering body of a reserve is required to keep its management plan under 'continuous review'. This process ensures that the plan accurately reflects ongoing amendments to Council policy and developments on its reserves. The ten-yearly comprehensive review, which is to incorporate the public notification and objection procedures specified for preparation of a management plan, ensures that the public have an opportunity to comment on Council's policies. Where a sports ground is newly developed or acquired, and comes under this management plan, the application of the plan to that ground will be treated as an amendment to the existing management plan under *Section 41, Subsection 9 of the Reserves Act 1977*.

Objective 1: To maintain a comprehensive and relevant management plan that reflects the demand by passive and active users of the resource.

Policy 1: To comprehensively review the Sport Ground Management Plan every ten years or by amendment as deemed appropriate by Council following *Section 41, Subsection 9 of the Reserves Act 1977*.

5.15 New Sports

Occasionally requests for sports fields, changing facilities and other sports ground amenities, arise from new sports. The Recreation Strategy for Dunedin follows a guiding principle which states 'that an open minded approach to the development of new ideas and opportunities be taken ... in response to the growing range of recreational opportunities.' (Recreation Strategy for Dunedin, p. 2) New sports are encouraged to develop with an equal opportunity to access recreation resources within the community.

Objective 1: To encourage the development of new sports to ensure a wide range of recreation opportunities exist for the residents of Dunedin.

Policy 1: To assess the demand for facilities and sports fields by new sports based on the following criteria set out in Appendix G.

Policy 2: To consider and abide existing legal agreements on the use of particular sport fields and facilities.

Policy 3: In the allocation of sports fields, priority will be given where facilities receive multiple use and resources are shared.

Policy 4: In the allocation of sports fields and facilities, priority will be given where public access and use of those resource is permitted.

6.0 Sports Ground Classification System

Dunedin's sports grounds contain sports fields that service a variety of resource needs for different codes as well as different levels of competition. For example, Dunedin's metropolitan sports field system can cater for the provision of playing surfaces for organised sports requiring a high standard of surface for National and Regional level competition. The Community sports field system in contrast, can provide for organised club sport and are maintained at a standard for regional and local competition level. The network of local sports fields are a more flexible recreation resource providing for casual and social sport requiring key facilities within the local neighbourhood but not serviced for a higher level of competition use.

Each sport ground classification will service a hierarchy of needs and will be maintain in line with the Dunedin City Council's Asset Management Plan and standards developed in this plan in association with sports codes. The aim of the classification system is to ensure sports grounds are developed and serviced to the standards set out for that ground, which provides a bench mark for the sustainable management of the resource recognising the public needs, issues and benefits from each ground.

The following sports ground classification serves as a guide to the future development and management of sports grounds in Dunedin:

6.1 Metropolitan

An area specifically developed for a variety of summer and winter codes and likely to have facilities including spectator seating, toilets, clubrooms, special purpose lighting, off street parking and enclosed to allow charging of a fee for spectating. These areas are located off major arterial roads and are landscaped to enhance the aesthetics and importance of the venue as a major sports ground for National level competition. Grounds normally contain numerous sports fields and may be enclosed and a charge made to spectate a competition. These areas also have the potential for redevelopment to provide quality facilities.

6.2 Community

An area that is likely to have more than one sports field with permanent change rooms and toilet facilities. Off street parking and special purpose lighting may exist and the sports ground normally has access off major local roads. Users include schools, local sports clubs and some casual and passive local recreation users. Sports fields are developed primarily for local competition.

6.3 Local/Neighbourhood

An area that is in close location and used by the immediate neighbourhood. Recreation users are within walking distance and on site parking is generally not provided. Passive and unorganised recreation is the predominant use with some club sport during times of peak demand for playing space. The potential for development is minimal given the close location of fields to residential housing and the impact of noise, litter and street car parking. In some cases, toilets and change rooms may exist but no special purpose lighting normally exists.

7.0 Amenity Classification System

Amenity values are *'those natural and physical characteristics of an area that contribute to peoples appreciation of its pleasantness, aesthetic coherence and cultural and recreational attributes'* (Resource Management Act 1993). The Sports Ground Management Plan in conjunction with the Proposed District Plan for Dunedin and the Reserve Management Plan - General Policies, aims to conserve and enhance the important landscape characteristics and associated amenity values of sports grounds.

The following classification is part of a management framework which is intended to be in line with the 'Landscape Conservation Areas' as set out in section 10.5.6 of the Proposed District Plan. The amenity of these areas will reflect the character and form of the immediate area unless described differently in more specific landscape descriptions. Where the desired landscape characteristics of these areas have been identified in location specific management plans such as the Town Belt Management Plan and the Ocean Beach Management Plan, these plans shall also guide the amenity values for sports grounds in these areas. Where there are no site specific management plans, the Sports Ground Management Plan together with the Reserve Management Plan - General Policies, shall guide the management of amenity values in these areas. The following classification is generic and ground specific landscape and amenity values are described in volume two of this plan.

7.1 Metropolitan

Natural and physical characteristics such as entrance ways and boundaries, are landscaped to promote the prominence of green space as an important recreation resource and visual amenity for the City. The urban landscape shall not dominate these grounds and buildings and structures shall be developed in line with the Reserves Management Plan's General Policies.

7.2 Community

Natural and physical characteristics of the landscape will vary from areas such as the Town Belt to coastal areas such as Ocean Beach and urban areas such as South Dunedin. The visual prominence of developed green space in these areas shall be preserved and reflect the scale and landscape form desired for the locality. Buildings and structures shall be developed in line with the Reserves Management Plan's General Policies section and have the purpose of servicing the primary function of the ground.

7.3 Local/Neighbourhood

Natural and physical characteristics of the landscape will closely reflect the immediate area and serve to provide community open space and visual relief of the urban form for local residents and visitors. The built environment on these grounds shall be of a small scale and not signify ownership of the ground by any one sports club or recreation group. The visual prominence of developed green space shall be preserved and buildings and structures shall be developed in line with the Reserves Management Plan's General Policies section.

8.0 Conservation Classification System

Conservation is defined as '*the preservation and protection of natural and historic resources for the purpose of maintaining their intrinsic values, providing for their appreciation and recreational enjoyment by the public, and safe guarding the options for future generations*'⁷ (Conservation Act 1987).

The aim of the Conservation Classification System is to recognise that sports grounds are located in environments that have conservation values that need to be preserved and protected for the sustainable management of the resource. Additionally, the sustainable management of these environments may be in opposition to or have a higher priority than the purpose for which the sports ground was developed. This warrants the classification of environments that are significant for the sustainable management of the natural and historic resources within them and their priority in relation other management policy. The following classification centres around the type of environment that is significant in the need for preservation and protection and for the sustainable management of the resource.

8.1 Coastal Environment

To protect and enhance the local environment as significant Coastal dune system which has the function as a habitat for flora and fauna and as a barrier to the erosion of the coastal zone.

8.2 Town Belt

To protect and enhance the significant landscape, recreational and ecological resources that make up the character and function of the Town Belt.

⁷ Natural Resources are defined as:

- a) plants and animals of all kinds;
- b) the air, water and soil in or on which any plant or animal may live;
- c) landscape and landform;
- d) geological features;
- e) systems of interacting living organisms and their environment.

Historic resources are defined as 'an historic place within the meaning of the Historic Places Act 1990'.

9.0 Ground Specific Information

Volume two of the Sports Ground Management Plan details information specific to each sports ground including: location, legal description, legal status, history, physical character, buildings and structures, access, present use, adjacent use, primary and secondary purpose, unit category, utilisation, leases, issues, and ground specific policy (if any). This information serves to acknowledge the past development of sports grounds in Dunedin and to provide the context for future development and current policies set out in this volume. Volume two is written as an extension of volume one, and also addresses the issues of each sports ground with site specific information aimed at clarifying Council's strategic direction in the management and development of specific sports ground.

9.1 Specific Sports Ground Policies

The following policies are an extension of the policies already presented in this volume and address specific issues and demands for the grounds under which those policies are listed. For further background information to each ground, refer to volume two of this management plan.

Specific Policies: Bathgate Park

The condition that use of the park will "always be available" for organised school sport, was agreed to by the Council in 1965, in accepting from the Department of Education a 1:1 subsidy on the extension to the park.

Objective 1: To ensure local schools have available access and use of Bathgate Park.

Policy 1: To reserve to local schools the right to use the park at stipulated times for organised recreation.

Specific Policies: Bayfield

The perpetual right of the Bayfield School to this use was a condition of the 1962 Agreement between the Crown and City Council.

Objective 1: To ensure that local schools have access and use of Bayfield Park.

Policy 1: To reserve to Bayfield High School has the non-exclusive right to use Bayfield Park for organised recreation.

Specific Policies: Chisholm Park, Kettle Park, Hancock Park (Ocean Beach Domain)

The Ocean Beach Management Plan has policy specific to the use and protection of the coastal zone in which these parks lie, and need to be referred to in the development and management of this area.

Provision of access on the Lawyers Head Track to a suitable standard was a condition of the 1955 agreement re the closure of Lawyers Head Road to traffic. The main purpose of Lawyers Head Track is to provide cyclists and pedestrians with a safe alternative to Tomahawk Road.

In both cases, where more current policy exists, such as in this plan and the Ocean Beach Management Plan shall have precedence over other policy on the management of sports grounds in the Ocean Beach Domain.

- Objective 1: To ensure the coastal beach zone is maintained and preserved for the sustainable use and management of Chisholm Park, Kettle Park and Hancock Park.
- Objective 2: To ensure access along the Lawyers Head Track is maintained.
- Policy 1: To sustainably manage and protect the recreation and coastal conservation priorities of the Ocean Beach Domain through the adoption of policy covered in the Ocean Beach Management Plan.
- Policy 2: To maintain the pedestrian/cycle route across Chisholm Park on the Lawyers Head Track

Specific Policies: Logan Park⁸

The high demand for access and use of fields and facilities on Logan Park requires a review of the best use of the resource and its sustainable management to ensure the level of quality meets the standards set for a premium metropolitan sports ground. Terms of lease agreements, equity of access for each sports code, level of competition and the type of use, are the main elements to be considered in the allocation of sports fields and facilities at Logan Park. The demand from Otago University for sports fields in North Dunedin for tertiary sport, and the need to provide facilities of a high standard for provincial and national level competition, has changed the focus on the purpose of Logan Park and the future management of the area. These specific objectives and policies aim to provide direction for the future management of Logan Park.

- Objective 1: To ensure the effective and efficient use of fields and facilities at Logan Park.
- Objective 2: To managed Logan Park in a sustainable manner with regards to its metropolitan classification and for the economic and environmental benefits to the City of Dunedin.
- Objective 3: To develop Logan Park as the premier ground for tournament use.
- Policy 1: Council will develop a strategy for Logan Park that considers the sustainable and effective management it's resources as a metropolitan sports ground.
- Policy 2: Activities that do not have a metropolitan tournament or tertiary focus will not be allowed on Logan Park.
- Policy 3: To prevent further encroachment on open space values of Logan Park.
- Policy 4: To give priority use of Logan Park for tournaments.

Specific Policies: Moller Park/ Taieri Grounds/ Bishops court

(Note: the Council being lessor/sublessor of the land at Moller Park, Taieri grounds and Bishops court, all policies are subject to the provisions of the leases by which it holds tenure.)

In making provision for the sporting needs of the Ravensbourne district, the Council has no viable alternative to the retention of Moller Park. Although its 50 years of use for recreation was subordinated to possible industrial expansion in 1963, that expansion has not eventuated. While the current situation is not troublesome to the Port Otago or Ravensdown, if there is no foreseen need to expand the fertiliser works onto the Park the insecurity of Council tenure is ultimately an unnecessary brake on its development. The lack of security of tenure on the Taieri Ground and Bishops court similarly warrents Council to consider what capital investments are made and what long term benefits are received by the community.

⁸ Refer to Section two, subsection 20, of this management plan for specific details on the tenure arrangements with the University Oval.

GROUND SPECIFIC INFORMATION

Objective 1: To allow for the development of the Moller Park, Taieri Grounds and Bishopscourt reserve with consideration to the length and security of its future tenure with Council.

Policy 1: To limit non-recoverable expenditure on the Park until such time as Council's tenure is securely established.

Specific Policy: North Ground and Gardens Ground

The North Ground and Gardens Ground, because of their location and accessibility to a high student population in the North end of Dunedin, has a high demand and use creating management issues. Sports codes compete to access these ground and social sport also creates a high level of demand which results in user conflict and over use degrading the quality of the field.

Objective 1: To review the use and priority of North Ground and Gardens Ground for University social and club sport.

Objective 2: To remove activities that do not have a metropolitan or tertiary focus.

Policy 1: To allow for short term lease agreements subject to a review by Council on the needs of tertiary sport in North Dunedin.

APPENDICES

- Appendix A: Structure of Community Recreation and Planning Department**
- Appendix B: Structure of Contract and Asset Management Department**
- Appendix C: Dunedin City Council Policy Map**
- Appendix D: Sports Ground Management Decision Making Framework**
- Appendix E: Sports Ground Seasons and Maintenance Periods**
- Appendix F: Legal Information and Leases**
- Appendix G: Checklist for Applicants Proposing Developments on Sports Grounds**
- Appendix H: Description of Council's Policies**
- Appendix I: List Grounds Covered by the Sports Ground Management Plan**
- Appendix J: Sports Field Booking Guidelines and Conditions**