Appendix 7

Council Reserves Report

This information is provided from Waipa District Council

SPECIALIST ADVICE - ASSESSMENT FOR RESOURCE CONSENT APPLICATION

PART 1: INTERNAL REFERRAL INFORMATION			
Comments due by:	2 APRIL 2021	**Processing Planner:**	Mark Batchelor - CKL
Consent number:	SP/0179/20		
Address:	**1881 CAMBRIDGE ROAD CAMBRIDGE**		
Applicant:	3Ms of Cambridge Limited Partnership		
Agent:	Abbie Fowler – Mitchell Daysh		
Allocated to:	Anna McElrea, Senior Reserves Planner		
Date of site visit:			

Assessment undertaken by Parks and Reserves :-

Name: Anna McElrea

Signed: A McElrea

Date: 12/04/2021

Overview of application's relevance to parks and reserves

On December 2020, 3Ms of Cambridge Limited Partnership lodged resource consent application SP/0179/20 (SP/0179/20) for a non-complying subdivision of 40.8416ha to enable the creation of 242 residential lots and a super-lot site for a retirement village within the C2 Growth Cell in Cambridge and associated lots for public assets. The revised plan proposes the following within the 3Ms site:

- a 5,151m^2 neighbourhood reserve (lot 501) within the 3MS site located adjoined by roads on the north and east, a stormwater reserve to the south and a commercial centre to the east
- an adjoining 0.19ha commercial centre,
- a 2.3117ha central stormwater multifunctional reserve (lot 502) that will comprise stormwater management features and active reserve features (such as fitness trails)
- a 2.2603ha lineal stormwater reserve (lots 503 and 505) which provides an off road shared path E/W connections to the edge of the development site,
- a 420m2 local purpose (drainage) reserve (lot 506),
- one local purpose (accessway) reserve (lot 504), and
- a 3.9907ha school site adjoining the northern boundary of the stormwater reserve.

It does not include an active reserve for sports fields.

See appendix 1 for plans taken from the application showing proposed reserves.

The site is located within the C2 Growth Cell on the western side of the Cambridge Town Belt and Urban Boundary and zoned Deferred Residential Zone (see figure 1). It is located between the C1 and C7 growth cells to the North and the C3 growth cell to the South (see figure 2).

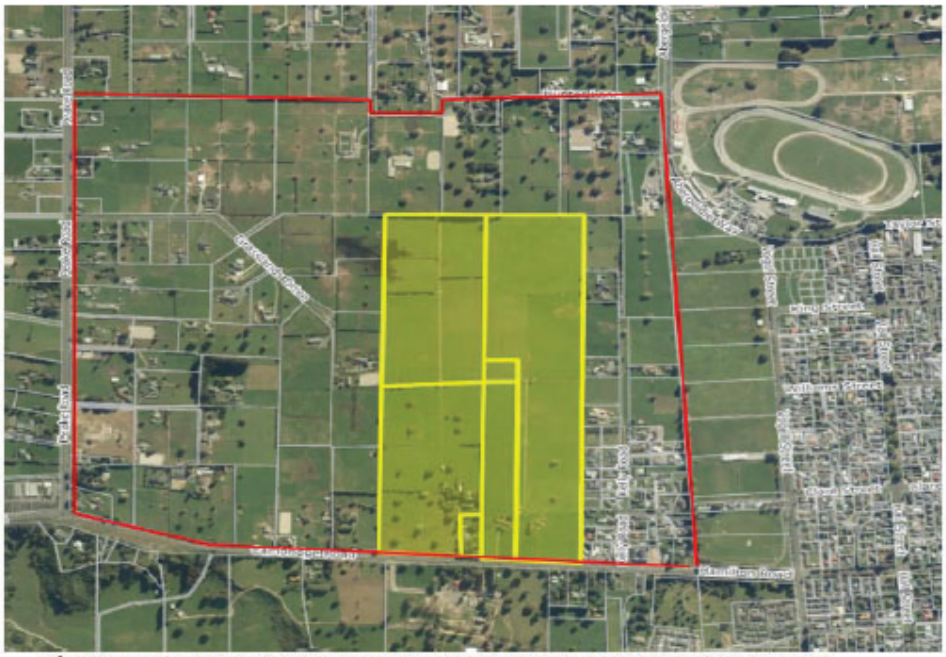


Figure 1: Aerial photograph of site (yellow shading) and C2 Growth Cell (red outline)

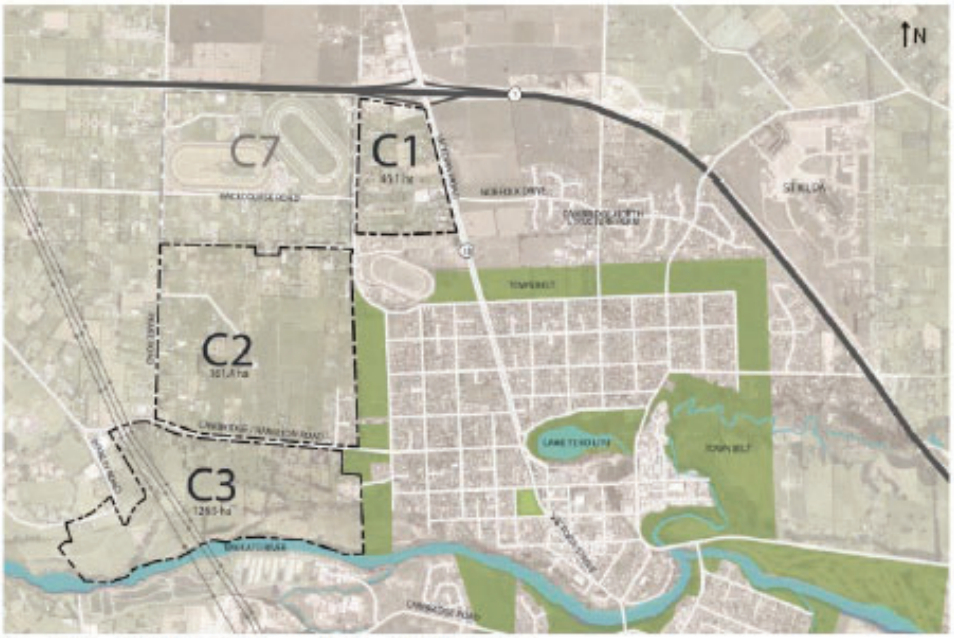


Figure 1: C1 and C2/C3 Growth Cell areas within the Cambridge Context

Figure 2: Growth Cell Structure Plan Locations

While the plan shows potential options for the open space outside of their site, this will have no legal standing if the consent is approved and won't result in amendment to the WDC Appendix S19 – Cambridge C1 and C2/C3 Structure Plans .

3MS isn't seeking land use consent at this stage.

Council has determined that the application should be processed on a limited notified basis.

Assessment of impacts

In assessing the proposal, I have reviewed the following documents:

- Assessment of Environmental Effects ('AEE'), Mitchell Daysh, December 2020;
- Urban Design Statement, Chow Hill, December 2020;
- Scheme Plan (Appendix F of AEE), Cogswell Surveys, December 2020;
- Response to further information request letter, Mitchell Daysh, 26 March 2021; and
- Response to further information request letter, Lachlan Muldowney, 26 March 2021.

I have also reviewed the following documents:

- Waipā District Plan: Section 15 – Infrastructure, Hazards, Development and Subdivision and Appendix S1 – Cambridge C1 and C2/C3 Structure Plans, and
- The National Policy Statement on Urban Design 2020.

I also commissioned the following two pieces of work to inform our position on the impacts of the application:

- Sportsfield Option Analysis; GLG, January 2021 (see appendix 2)
- Cambridge C2 Open Space Assessment; Xyst, 08/03/2021 2021 (see appendix 3)

The assessment below captures key points from these documents.

In assessing the proposal, I have been cognisant of the following statement in Appendix S19:[1]

'The Structure Plans provide a broad framework within which landowners and developers can prepare development proposals in a flexible manner while maintaining an integrated approach to development.'

Cambridge C1 and C2/C3 Structure Plan and C7 Growth Cell

The vision for the design of the Appendix S19 – Cambridge C1 and C2/C3 Structure Plans (structure plan) is to enable residential development consistent with the character of Cambridge while providing for increased housing choice and placing a strong emphasis on the provision and quality of public open space. The framework for the design process recognises the importance of public open space in providing a sense of place and amenity for future residents, creating healthy, safe and liveable communities with accessible amenities in close proximity to homes and building upon Cambridge's reputation as a national 'Centre of Excellence' for sports and education.

The structure plan specifies a generous and connected network of high quality accessible parks and open spaces that provide social gatherings, recreation and leisure within a short walking distance (identified as a five minute / 400m walking circle) of the majority of the approximately 7,000 residents[2]. It also specifies 'a central stormwater corridor links residents to community focal points through off-road cycle connections, and provides a multi-functional space for stormwater conveyance as well as recreation and amenity opportunities'. The structure plan's open space related outcomes sought and general guidelines are set out in appendix 4.

The structure plan sets out that there will be approximately 10 hectares of public open space across C1, C2 and C3; comprising a large central active reserve with playing fields, 2 neighbourhood reserves, 1 historic reserve, 5 amenity reserves and a conservation reserve to protect the bush escarpments in C3. Additionally it provides for a network of off and on-road walkways and cycleways connecting residents with each other and to community focal points, the opportunity for provision of a café within the centrally located sports fields in C2 and an integrated network of over 18 hectares of stormwater reserves (see appendix 5 for excerpts from the structure plan showing open space estimations and layout).

The structure plan was adopted following a full public consultation process.

[1] S19.1.2

[2] Using average 2.6 people per dwelling, future population within C1-C3 likely to be 7020 new residents.

The C7 growth cell identified for development beyond 2035 in Waipā 2050 Growth Strategy adjoins the C2 growth cell to the north (see appendix 6), is 125ha in size and has the potential to add an estimated 2,600[3] new residents to the area. While a structure plan hasn't yet been developed for this growth cell, the final open space network in C2 will likely influence the open space provision in C7 and be utilised by future residents within this growth cell.

Consistency of the application with the Cambridge C1 and C2/C3 Structure Plan in terms of public open space

3Ms' application is consistent with the structure plan's outcomes and general guidelines for open space in so far as it provides a reasonably integrated movement and open space network that generally adheres to CPTED design guidelines, it co-locates the stormwater reserves with areas of public open space to enable the creation of multi-functional features and provides for a network of off and on-road walkways and cycleways connecting residents with each other and to community focal points.

The application does however significantly vary from the structure plan layout applied to the site (see Figure 35 of the application below) in terms of the size, location and nature of the proposed recreation reserve, and the adjoining land use and roading and stormwater networks. The application only includes a 5,151m^2 neighbourhood reserve (lot 501) rather than a 4-5ha active reserve. This active reserve was intended to provide playing fields and a cricket oval adjoining the proposed school site and commercial centre which in addition to contributing to meeting the demand for sports field playing hours, would have also enabled the creation of a large central high quality open space with destination playground, large specimen trees and off road shared tracks that would have acted as a community hub and events space for the C1, C2, C3 and C7 growth cells.

Other key differences to the wider open space network (including streetscape and stormwater reserves) are movement of the proposed north-south drainage reserve connections providing for a continuous shared path network and the north-south collector road to the west of the 3Ms site and the creation of a large central stormwater reserve.

These differences are more fully explored in Sections 3.2 and 3.3 of the Xyst report (appendix 3).

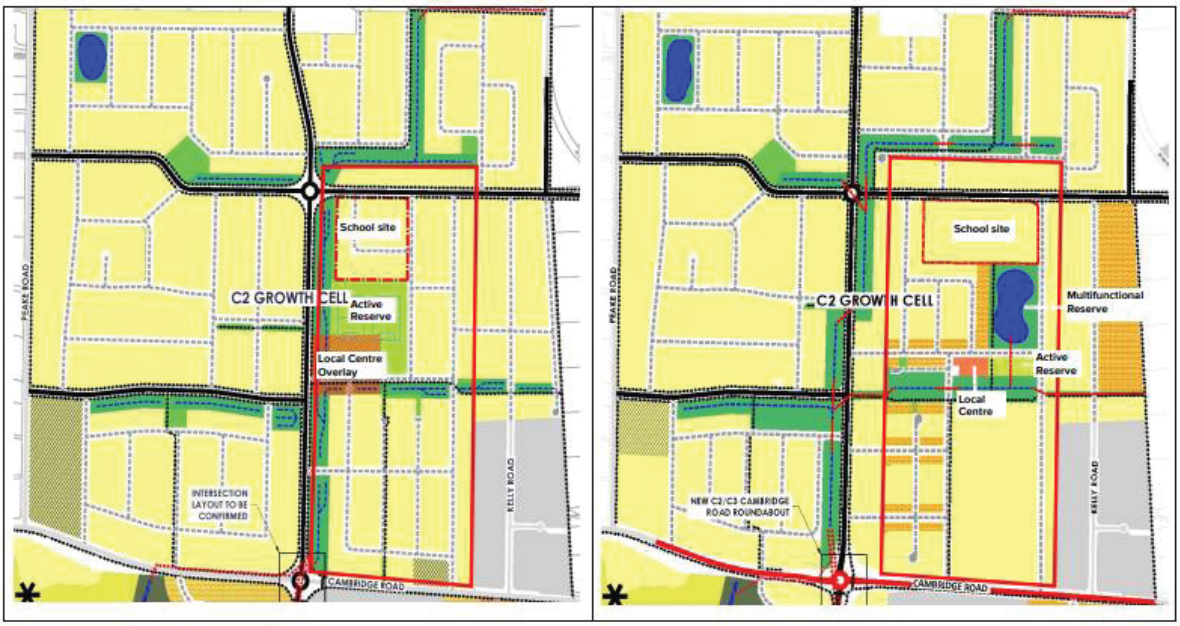


Figure 35. Structure Plan Comparison – 3Ms Site

Open space provision

[3] Based on 60% of 125ha being zoned residential and density of 12-15 dwellings per ha with 2.6 persons per household.

Waipā District Council (Council) doesn't have approved provision levels in terms of neighbourhood reserves and destination playgrounds. The following are widely applied provision guidelines both nationally and internationally which have guided Council in its decision making:

- majority of residents within urban areas are within short walking distances of a neighbourhood reserve and a suburb/premier reserve (commonly defined by other councils as 400m walk in high and medium density residential areas and 600m walk in all other residential areas for neighbourhood reserves and 800 -1000m walk in high and medium density residential areas and 1500m walk in all other residential areas for suburb/premier reserves),
- neighbourhood reserves are between 3,000m^2 to 5,000m^2 , have good road frontage, have at least some flat areas, protect any existing values, are of a size and shape that creates a functional space that is easy to develop and maintain, and contain play opportunities for at least one age group (ideally junior children as a minimum), and
- suburb/premier reserves are typically greater than 3ha, provide a variety of informal recreation and social experiences for residents from across a suburb, often accommodate organised sport uses, are located in prominent locations, help form the identity of a suburb and include play opportunities for a range of age groups that have a point of difference to other neighbourhood reserve playgrounds.

The 400m walking radius with the structure plan open space layout and the application are compared in appendix 6.

The Xyst report compares the open space provided in the application against the NZRA 2011 benchmark per 1000 population standards, the Waipā District Council Parks AMP per 1000 population current - 2024 target and the Yardstick metric on Waipā's existing open space network (see table below).

Sports Park supply guidelines			
	Metric per 1,000	**C1-C3 & C7 area (9,600 pop.)[12]**	**3Ms area (pop. 767)[13]**
NZRA 2011 Benchmark per 1000 population	1.5-3.0 hectares	14.40 – 28.80 ha	1.15– 2.30 ha
WDC Parks AMP per 1000 pop. current – 2024 target	1.07- 1.7 hectares	10.27 – 16.32 ha	0.82 – 1.30 ha
			3Ms subdivision 0 ha
Neighbourhood Park supply			
	Metric	**C1-C3 & C7 area (9,600 pop.)**	**3Ms area (pop. 1367)**
NZRA 2011 Benchmark per 1000 population	1.0 – 1.75 hectares	9 – 16.80 ha	1.50 – 2.39 ha
"Yardstick" data for Waipa cohort[14]	0.89 hectares	8.54 ha	1.22 ha
			3Ms subdivision 0.51 ha

Effects

The impacts are summarised under the headings below:

Sports fields

Providing for large scale infrastructure in the form of sports parks to meet the wider open space needs of new growth cells requires a strategic approach to infrastructure delivery. One that considers the most appropriate locations for sports parks and securing these locations to ensure that Council can provide for the future needs of the area.

The structure plan identifies the need for a large central active reserve in C2 to cater for the open space requirements of the future residents of C1-C3 and identified the 3Ms site as the preferred location.

The sports field playing hours that were to be provided by this large central active reserve was identified by staff as one of the critical mechanisms to meet the sports field playing hour shortage identified in the recently completed Central Waikato Sub-Region Sports Field Supply and Demand Study. This study identified a current shortfall of 30 hours per week in Cambridge for winter codes that will increase to 56 hours per week by 2038. The development of C1-C3 is estimated to result in 7020 new residents which has been estimated by GLG to create a demand for 46 playing hours per week.

The assessments I commissioned identified a range of options to meet the sportsfield playing hours demand created by the development of C1-C3 if sportsfields are not acquired within C2. These options ranged from extending the existing plans to upgrade existing playing fields to developing other existing open spaces or acquiring and developing land elsewhere. The reports however noted that these all presented significant challenges such as the constraints associated with the current lease model, the need to review reserve management plan(s), parking provision and reverse sensitvity associated with greater activation of existing open space and the associated traffic generation, light and noise. The Xyst assessment also noted the need to retain capacity within the existing open space network to cater for the open space requirements associated with future residential intensifiction that is likely to result from the National Policy Statement – Urban Design (NPS-UD). The Xyst report concluded that to create a well-functioning urban environment envisaged in the NPS-UD and the type of liveable and walkable communities set out in the structure plan that it would be preferable to acquire sufficient land to create a large central sports park within C2.

Council's Parks Team are in agreement with the Xyst conclusion. While alternatives to meet the demand for playing fields created by the residential growth of C1-C3 and C7 may be possible, acquiring a large central active reserve in C2 is preferable because it:

- enables the development of playing fields in a timely manner and reduces the risks and impacts associated with other identified potential alternatives e.g. the current sports field lease model, reserve management plan processes, increased maintenance costs and increased reverse sensitivity issues resulting from increasing utilisation of existing playing fields
- enables the development of playing fields and associated infrastructure that would become the only fields managed by Council and able to be booked by any entity
- supports active transport options for future C1-C3 and C7 residents
- creates a large open space containing sports fields, a destination playground, large specimen shade trees and an off road shared use track circuit that supports active lifestyles and community events and would create a community hub for future C1-C3 and C7 residents
- supports the proposed new school to have easy and quick access to additional open space and playing fields, and
- enables council to retain capacity within the existing open space network to meet the open space requirements associated with future residential intensification and the necessity to increase the extent, connectivity and quality of areas of native bush to achieve biodiversity aspirations.

Discussions are in progress with the applicant in relation to the potential acquisition of land within the 3Ms site for playing fields. Council's key considerations in selecting and configuring a site that were shared with 3Ms are set out in appendix 8. While the Xyst report recommends acquiring a sports reserve that is 10ha in size, Council's Parks Team are of a view that a reserve that is 4 – 4.5ha would be sufficient if the key considerations outlined in appendix 8 are met and the fields are developed to council's specified standards in terms of drainage and irrigation. The main benefits of securing land with the 3Ms' site is that it would create the envisaged wider focal hub with the collocation of the school, the active reserve and the commercial centre and enable immediate development and public use to be available in line with housing coming onstream.

The applicant confirmed in their s92 response that no agreement has been reached in this regard and that if there are any changes to the 3Ms' subdivision proposal, then the plans (including the scheme plan) will be updated accordingly and sent to Council as a formal addendum to the application.

If these negotiations don't result in the acquisition and development of playing fields within the 3Ms' site, Council will need to progress one of the alternative options. Council's Parks Team's strong preference would be to secure a sports park elsewhere within the C2 growth cell. Council's Property Team has begun to investigate this option. I note that these acquisition discussions will be in the absence of having the legal framework of the structure plan layout identifying the land as proposed active reserve. The impact of this is not yet known.

The effect of the 3Ms' application not including a large central active reserve is significant as it establishes a high level of uncertainty and risk as to whether suitable open space can be secured to meet the vision and objectives of the structure plan and the needs of the future resident population both within the subdivision site and the wider C1-C3 area. An additional effect is that given likely delays in a new sports park outside of 3Ms's site being able to be developed and opened for public use, this option will likely require council to reconsider its sports park improvement programme in the draft 2021 – 2031 Ten Year Plan to bring forward and potentially extend proposed upgrades to increase the capacity of the existing network.

Open space provision

The Xyst report highlights that the application:

- has lower than recommended open space provision when compared to the NZRA 2011 guidelines and council's current provision levels, and
- does not provide a fully integrated movement and open space network in a north-south direction.

While I consider that the 3Ms' subdivision proposal does not deliver on the 'generous provision' of open space planned in this area of C2, the proposed 5,151m^2 neighbourhood reserve (lot 501) is a good size for a neighbourhood reserve and reserve development planning that integrates this with the east west lineal stormwater reserve to the south will give a perception of an even larger space. The adjoining commercial centre also offers opportunities to integrate with the reserve. The two road frontages will enable on street parking and also offer good sightlines into and out of the reserve and align to the CPTED principle of casual/natural surveillance.

The 2 proposed stormwater reserves totalling over 4.5ha provide a significant opportunity to increase the biodiversity within C2 and create recreation opportunities such as a walkways through native vegetation, a fitness trail and places to seek respite from busy urban lives. They could also have significant visual amenity value if well designed and maintained. I think they are well located to integrate with the proposed neighbourhood reserve and other community focal points such as the commercial centre and school. I don't however accept that they can be considered to meet the provision of neighbourhood reserves within a five-minute walk as suggested in the application.

The reduction in the size of the proposed reserve reduces the number of residents within a five-minute walk of a neighbourhood reserve (see appendix 6). The effect of this is that the structure plan's proposed reserve to the west of the 3Ms site will likely need to be developed as a neighbourhood reserve with a playground. Previously it had been considered that this may not be required given the proposed location of the active reserve and the opportunity to centrally locate a destination playground that would have served a much larger catchment. This reserve could have instead provided an off-lead dog exercise area. The provision gap created by the application only proposing a neighbourhood reserve could be offset through the scale and nature of development of the proposed neighbourhood reserve and/or the scale and nature of the western reserve outside of the 3Ms site.

While the Ministry of Education has indicated it will have sufficient open space on their site to cater for its curriculum requirements for the proposed roll of 700 -1000 students and that this may be available for the public to use outside of school hours, the size and nature of open space facilities are unknown at this stage as is whether public access will be supported by the Board of Trustees. The views of the Ministry of Education on

the proposed open space are unknown. In their s92 response the applicant noted 'The Ministry of Education has indicated a general willingness to collaborate on the provision of sport and recreational facilities, but has stressed that the specific arrangements cannot be secured until the Board of Trustees is established and is able to participate in the decision making.' I consider there to be an opportunity cost to not co-locating the sports fields next to the school in terms of sports field utilisation and the potential for shared facilities such as a car park.

Open space connectivity

The proposed open space network has good connections between the reserves, key community focal areas and through to the Town Belt. The main concern within the 3Ms site is the likely traffic/parking/pedestrian and cyclist conflict on road 20 and safe and direct access to the neighbourhood reserves for residents of C3 and residents west of the 3Ms site.

In their s92 response the applicant has stated that:

- Road 20, between the proposed neighbourhood reserve and the stormwater reserve on the opposite sides of the road, will be a shared space between vehicles and pedestrians, and will be designed in a manner to create a coherent connection between the reserve areas. In addition, there will also be pedestrian crossings in this area (note that plan 17001-C-0207 REVD shows a priority walking / cycling crossing across Road 20). They also noted that a full set of plans will be prepared during detailed design, and will show how this shared space will be created.
- The east/west linear reserve within its development including a shared cycle and pedestrian path (which is provided for in accordance with the Structure Plan) will be provided along the entire length of the reserve, within the 3Ms site. The final plans will be provided during the detailed design phase; however, plan 17001-C-0207 REVD show this shared path connection along the east/west swale within the 3Ms site.

Both the development of road 20 as a shared space and the shared path along the east/west linear reserve are considered critical to ensure safe and easy pedestrian and cyclist connectivity. Through the development and landscape plan for the proposed reserves, council will ensure consideration is given to universal design principles to ensure these are accessible and inclusive spaces.

I note that there is a proposed shared path around the stormwater reserve in lot 502. I strongly support this in order to provide off-road connections between the school and the proposed neighbourhood reserve and commercial centre as well as an off-road recreational circuit and would recommend that this is a requirement of the landscape plan for lot 502. I also support a shared path being developed through stormwater reserves 503, 505 and 506 and through the local purpose (accessway) lot 404.

I believe that the exclusion of the proposed north south stormwater swale from the 3Ms site creates level of uncertainty and risk as to whether Council can secure suitable stormwater reserve land to meet the vision and objectives of the structure plan as it relates to the central stormwater corridor and note that this may have impacts in terms of off-road walking and cycling connections and the creation of ecological corridors.

Play provision

While a good size for a neighbourhood reserve, there are limitations to what can be developed on the proposed reserve given its size. Typically destination playgrounds are developed on larger suburb/premier parks which have the scale to cater not only for the play features but also the associated infrastructure such as toilets, car parking, shade trees and large gatherings. With parking provision and the potential acquisition of a large active reserve within C2 remain outstanding matters, the development plan for the reserve cannot be considered at this stage and council cannot yet determine whether the playground should be a neighbourhood playground or a destination playground. I note that the development of a destination playground would increase the catchment that the reserve would be considered to cover.

This information is provided from Waipa District Council

Placemaking

The subdivision locates the proposed Local Centre Lot 301 and active recreation Lot 501 adjoining east-west Local Road 20 towards the centre of the subdivision. These are adjoined by stormwater reserves 502, 503 and 505, which concept plans submitted with the application show the potential to develop in manner such that visually integrate with the active recreation Lot 501 (the latter being proposed as a playground by the applicant).

While less visually accessible on a local road rather than the collector road as envisaged in the structure plan, the proposed reserves are well located within a visible location. I agree with Mr Riley that their collocation with the proposed commercial centre will support the creation of a community focal point. The proposed reserve size will however limit its ability to act as a major community hub for all of C1-C3 and will likely trigger the requirement for a neighbourhood reserve to be developed west of the site. As noted by Mr Riley, this may result in a more 'inward' focus than anticipated by the structure plan but this could be mitigated in part through Council working with landowners to achieve a strong north-south combined collector road and stormwater reserve corridor to the west of the 3Ms site.

Council's Parks Team strongly support an active interface between the commercial centre and the proposed neighbourhood reserve, for example, a café that directly adjoins and looks out to and connects with the reserve like at St Kilda. We will be keen to work with the applicant to create this outcome through the land use consent for lot 301.

The structure plan provides clear guidance on street tree planting to contribute to placemaking and biodiversity. It is for the development engineer to confirm that then road widths are sufficient to provide adequate berms or tree pits to allow trees to grow to maturity and minimise pavement maintenance requirements. The detail of street tree planting will be worked through with the applicant at the land use consent stage to ensure adherence with the structure plans guidelines.

Safety

In addition to safety concerns about pedestrians and cyclists outlined above, another area of concern is the long, southern length (approximately 70m) of the Local Centre lot 301 to the swale reserve directly to the south. This issue is well addressed by Mr Riley in his urban design review and I support his assessment that there is sufficient mechanisms for council to ensure the future building on the Local Centre Lot has an acceptable interface to the stormwater reserve.

As noted by Mr Riley in his urban design review, the reserve lots are adjoined, in part, by proposed residential lots or the proposed Local Centre Lot 301. The reserve lots are largely adjoined by residential lots on their southern side (for reserve Lots 503 and 505) or western side (for reserve Lot 502). Future residential development would look north or east over the reserves, both being orientations which encourage higher amounts of glazing in building elevations, hence having the benefit of likely good levels of overlooking of the reserves. I support this design which will lead to the desired casual surveillance of our public open spaces.

On page 115 of the application, it is noted that there may be some non-compliances with Rule 2.4.2.21 regarding the height and visible permeability of fences and that this will be assessed at the individual dwelling level. This is a concern as the structure plan clearly outlines under S19.2.3.3. that the provision of low, visually permeable fences is a an important design element to maintain and enhance the existing local character of Cambridge and enable casual surveillance. An exception in terms of height is possible for the boundary with the school site in recognition of the Ministry of Education and Board of Trustee's requirements to prevent children with special needs from running away from school.

This information is provided from Waipa District Council

Mana whenua

The Tangata Whenua Statement and Engagement Report that accompanied the application sets out that Ngaati Koroki Kahukura and Ngaati Haua, the two iwi identified as mana whenua, made the following comments/recommendations that relate to the proposed open space network:

- The objectives and vision of Te Ture Whaimana o te Awa o Waikato – the Vision and Strategy for the Waikato River must be furthered, and
- Ngaati Koroki Kahukura and Ngaati Hauaa would like to contribute to design, where possible, of the landscape design of the subdivision, to reflect the surrounding environment and express cultural values. This includes providing for cultural visual corridors, pathway design, expression of history and the environment.

While it is for other specialists to determine the first point in relation to stormwater management, Council's Parks Team will through the recommended development and landscape plans for the proposed reserves look to work with mana whenua and the developer to respond to the second point.

Concluding comments

Council is a Tier 1 urban environment in the National Policy Statement on Urban Development 2020. Council has identified greenfield growth areas in its District Growth Strategy and approved structure plan in its District Plan to cater for further residential development west of the town belt in the C1, C2 and C3 growth cells that will provide for an estimated 2,025 - 2,750 additional dwellings providing for approximately 7,000 new residents. This structure plan includes requirements for provision of a generous and connected network of high quality accessible parks and open spaces.

In addition to this residential growth, the District Growth Strategy makes provision for another 125ha of greenfield growth in C7 growth cell directly to the north of C2 and it is envisaged that there will be significant future intensification of within Cambridge's Town Belt.

The 3Ms' application provides for a large neighbourhood reserve and 2 large stormwater reserves in a central and visible location that contribute to the following structure plan outcomes:

- Inclusive, accessible, conveniently located and well-designed open spaces that provide for a range of different functions, activities and users
- High quality public realm developed through appropriate landscaping and provision of park amenities, and
- Designed to support year-round activities and recreational opportunities.

The application significantly departs from the structure plan in terms of not providing a large central active reserve that in addition to contributing to the above outcomes would have addressed the sports field playing hours demand generated by development of C1-C3 and C7 as well as providing a large useable area for community and cultural events. Council's Parks Team agrees with the Xyst conclusions that it is preferable to acquire and develop a sports park in C2 rather than progressing the other alternatives identified to provide sports field playing hours outside of C2. At the time of writing this assessment it is unclear whether this will be possible within the 3Ms site or the wider C2 area. If neither of these preferred options are possible, other options while less ideal, do exist to meet the demand for sports field playing hours.

On this basis, I consider that with thoughtful design and development of the proposed reserves and adjoining titles and roads that the proposed open space network will create an urban environment and open space network that can be supported by Council's Parks Team. This assessment is based on the remainder of C2 being developed largely in line with the structure plan and ideally land being secured for a sports park within this remaining area.

Recommended conditions

Should consent be approved for the project, I consider the following conditions are necessary from a parks and reserves perspective:

Neighbourhood reserve:

1. Lots 501 shall vest in the Waipā District Council as recreation reserve pursuant to s239 of the Resource Management Act 1991 subject to Council approving the vesting. This shall be shown on the Section 223 survey plan.
2. Prior to the issue of a s224 certificate, the consent holder shall submit to Council's Senior Reserve Planner for approval a Development Plan for lot 501. The Development Plan shall include, but not be limited to, the following:
   a) A plan showing:
      - finished site contours
      - planted area detailing the proposed plant species, plant sourcing, plant sizes at time of planting, plant heights at maturity, plant locations, plant numbers density of planting, and timing of planting.
      - existing vegetation (including all trees and shrubs greater than 2m) to be retained;
      - grassed area detailing the seed mixture
      - location and design of any boundary fencing/gates/retaining walls/treatment
      - location and design of any hard landscaping (including walkways/footpaths/vehicle crossings/operational access hardstand areas)
      - Location and design of play infrastructure
      - location and design of any entranceway features and signage
      - location and design of any other visitor infrastructure such as seating, toilets, water fountain etc
      - location and design of any underground services, and
      - location and design of an irrigation system if required.
   b) A schedule of the species to be planted or retained including botanical name, average plant height at time of planting and maturity and planting density
   c) A implementation programme that includes site preparation (top soil, fertilising, weed removal/spraying, drainage) and planting timeframes
   d) A 2 year operational maintenance programme that includes:
      - pest plant and weed control, watering, supplementary/replacement planting plan specifications, mowing, litter control,
      - timing of monitoring maintenance inspections, and
      - defects liability for grassing, plantings, assets and subsidence.
3. As-built plans for all assets developed on the recreation reserve (lot 501) which are to be vested in council, shall be provided to the satisfaction of Council's Senior Reserve Planner and shall be at the consent holder's expense.

Stormwater reserves (lots 502 and 503)

DE to provide conditions for these that cover vesting and landscape plan preparation, approval and implementation requirements; including but not limited to planting, shared walk and cycleway tracks and other visitor infrastructure.

Road 20

DE to provide conditions requiring that the section of road 20 between the proposed neighbourhood reserve and the stormwater reserve on the opposite sides of the road, will be a shared space between vehicles and pedestrians, and will be designed in a manner to create a coherent connection between the reserve areas and prioritise pedestrian and cyclist safety.

This information is provided from Waipa District Council

Street trees

Prior to the issue of a s224 certificate, the consent holder shall submit to Council's Arborist for approval a street tree plan that complies with Appendix S19 – Cambridge C1 and C2/C3 Structure Plans the layout and implementation requirements of the Regional Technical Infrastructure Specification (RITS). In particular, street trees must:

- Enhance the character and biodiversity values of the locality;
- Not block sightlines of pedestrians, cyclists and vehicles;m
- Comply with planting clearance zones;
- Contain adequate root barrier protection; and,
- Be maintained to ensure establishment.

Fencing and landscaping

4. Any landscape planting or fencing between reserves and adjoining lots shall allow visibility between the proposed dwelling and the boundary. With the exception of the boundary between lots 502 and 310, any fence shall be no higher than 1.2m in height; fence design and materials shall retain a level of transparency (visually permeable) so as not to provide a blank façade adjacent to the street edge, public walkway or reserve.

Note – for the avoidance of doubt visually permeable is materials with continuous vertical or horizontal gaps of at least 50mm width creating 50% or more see through visibility; OR using any materials for the lower half of the fence, wall or hedge, and materials with continuous vertical or horizontal gaps of at least 50mm width creating 50% or more see through visibility on the upper half.

5. Any landscape planting or fencing shall allow visibility between the proposed school site (lot 310) and the proposed stormwater reserve lot 502. Any fence shall be no higher than 1.8m in height; fence design and materials shall retain a level of transparency (visually permeable) so as not to provide a blank façade adjacent to the street edge, public walkway or reserve.

Note – for the avoidance of doubt visually permeable is materials with continuous vertical or horizontal gaps of at least 50mm width creating 50% or more see through visibility; OR using any materials for the lower half of the fence, wall or hedge, and materials with continuous vertical or horizontal gaps of at least 50mm width creating 50% or more see through visibility on the upper half.

6. The consent holder shall enter into a fencing covenant with Council which is to be registered against the titles adjoining Lots 501, 502, 503, 504, 505 and 506 (lots 56, 176, 177, 300, 301, 303, 304 and 307), in regard to the boundary fence between these lots to the effect that the Council will not be liable nor called on to erect or repair or contribute to the cost of work as defined in the Fencing Act 1987 on any dividing or boundary fence. The covenant must also stipulate that any fence must be in accordance with the above condition. The covenant must be prepared by Councils solicitor at the consent holders' expense.

Appendices

Appendix 1 Excerpts from resource consent application SP/0179/20

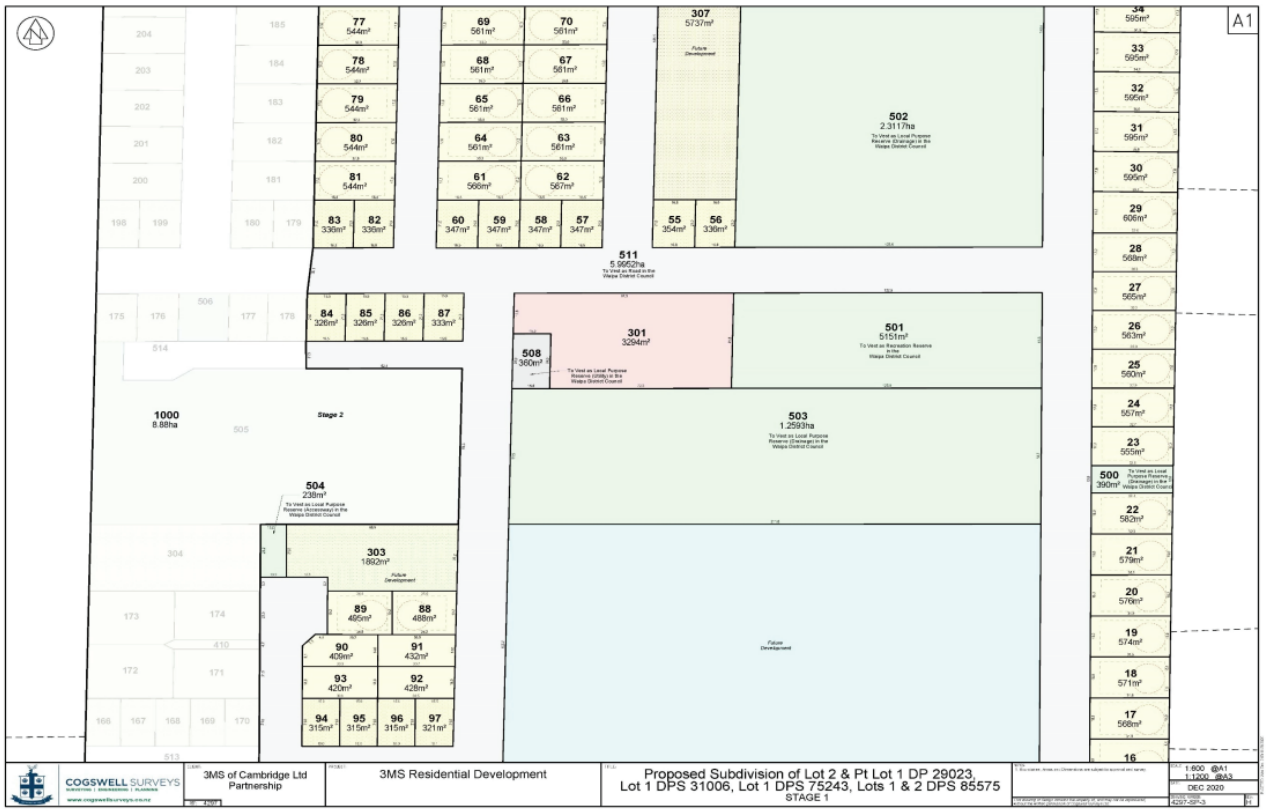


Figure 40 Scheme Plan - Sheet 2

This information is provided from Waipa District Council

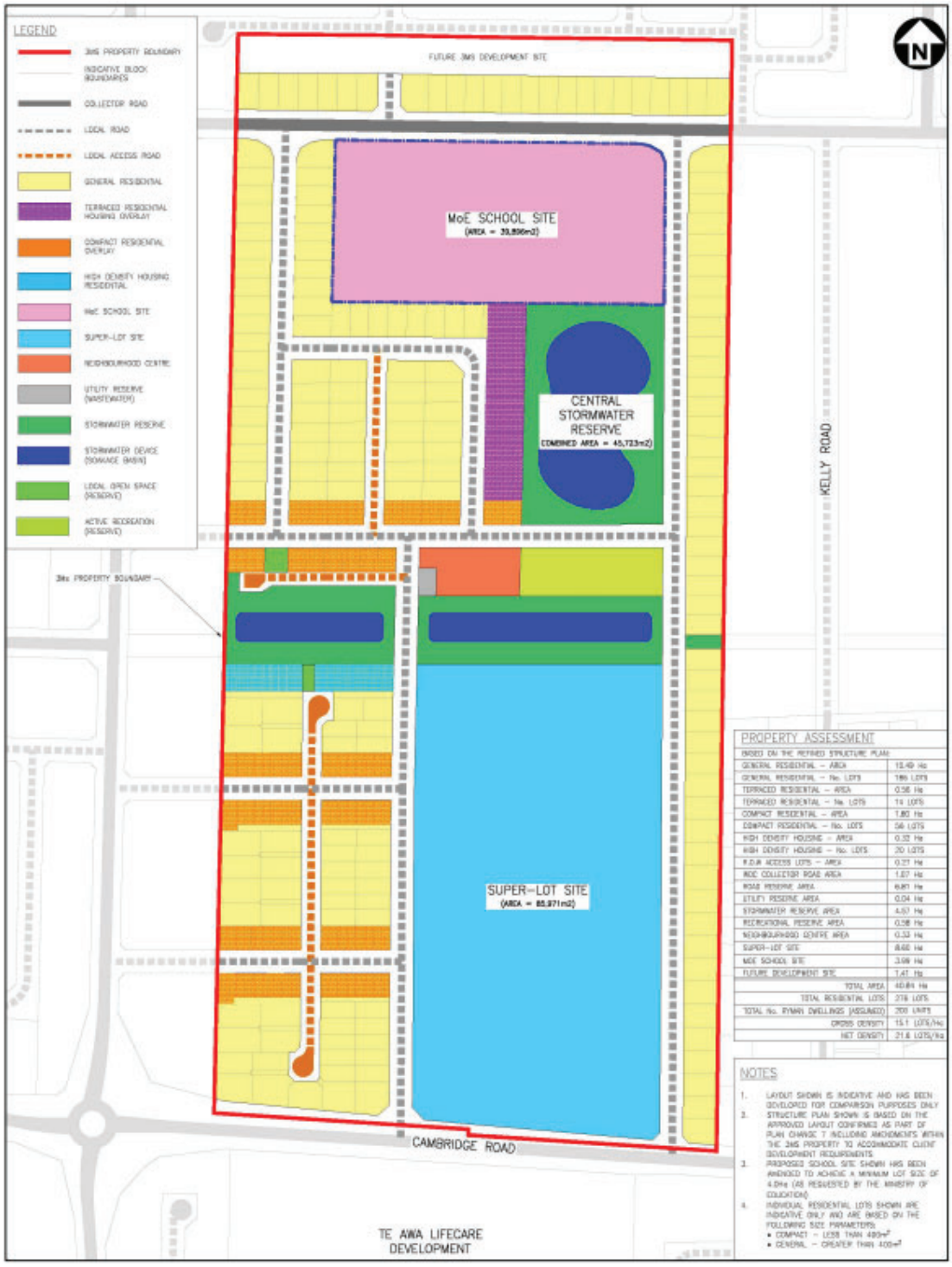


Figure 1. Proposed 3Ms Development

Appendix 2 Sports Field Option Analysis; GLG, January 2021

Appendix 3 Cambridge C2 Open Space Assessment; Xyst, 08/03/2021

Appendix 4 Appendix S19 – Cambridge C1 and C2/C3 Structure Plans open space related outcomes sought and general guidelines

S19.2.3.1 The goals and objectives underpinning the C1 and C2/C3 Structure Plan areas are based on best practices for designing liveable, sustainable communities. These include development guidelines for mixing land uses, supporting transportation choices, and aiming to provide for increased quality of life through good neighbourhood.

S19.2.3.3 Maintain and enhance the existing local character of Cambridge through:

(a) Provision of tree-lined streets and grass berms, where appropriate.

(b) Low, visually permeable fences.

(d) Unique elements such as integrated stormwater corridors, walkways / cycleways, heritage features.

(e) Integrated movement and open space networks.

(f) Central focal points and community meeting places.

(g) Recognising areas of cultural significance and doing so in collaboration with iwi.

S19.2.3.7 Generous provision of parks and open space provide opportunities for social gatherings, recreation and leisure within a short walking distance of the majority of residents (i.e. as identified within the five minute / 400m walking circles depicted below), including facilities such as children's playgrounds and public toilets.

S19.2.3.8 Stormwater conveyance and treatment areas are co-located with areas of public open space creating multi-functional features of the Structure Plan areas.

S19.2.3.9 A network of off and on-road walkways and cycleways connect residents with each other and to community focal points (the neighbourhood and local centres, local parks, existing recreation features, public transit stops, etc.)

S19.2.3.10 Within the C2/C3 Structure Plan area, a central stormwater corridor links residents to community focal points through off-road cycle connections, and provides a multi-functional space for stormwater conveyance as well as recreation and amenity opportunities.

S19.4.3.2 Within the C2 Growth Cell Area:

(a) Develop a comprehensive open space plan for the central C2 swale, including vegetation management, provision of walking and cycling ways, key activities nodes (e.g. playgrounds and other open space amenities), and interface with adjoining land uses.

(b) Edge the central C2 stormwater corridor on at least one side by a public road and design it so that it is overlooked by adjacent land uses on both sides (except adjacent to the proposed school site) (see Figure 11).

(c) Include a continuous pedestrian and cycle trail along the length of the central C2 stormwater corridor – connecting residents and visitors through the C2 Structure Plan area, past the central reserve area and local centre, to the C3 Growth Cell.

(d) Provide a number of vehicular and pedestrian connections across the central C2 stormwater corridor in an east-west orientation through the provision of bridge / culvert structures.

(e) Restore and enhance the remaining section of the existing C2/C3 stream that has yet to be restored to a naturalised stream.

S19.5.2.4 Many of Cambridge's existing streets are characterised by wide berms and street trees. It is important that this character is continued within the C1 and C2/C3 Growth Cells. The street hierarchy will be supported by a palette of preferred tree species along key routes, to be provided by Council based on existing tree specifications.

S19.5.4.2 The following guidelines relate to the provision of street trees within the Structure Plan area, some of which are illustrated in Figure 14:

(a) Provide street trees at 10 metre centres, located to avoid interference with services, light poles, driveways and parking bays.

(b) Use different types of street trees and vegetation to highlight the street hierarchy and key destinations such as public open spaces.

(c) Provide adequate berms or tree-pits to allow trees to grow to maturity and minimise pavement maintenance requirements.

(d) Provide tree species with an appropriate height and canopy for the location, width of street, and ongoing maintenance. Use larger trees on wider streets to create the impression of an avenue.

(e) Avoid low shrubs or low canopy trees that block sightlines of pedestrians and vehicles.

S19.6.1.1 A cohesive and integrated public realm network is critical to developing the C1 and C2/C3 Growth Cells as distinctive places with unique character and identity. The open space strategy proposed is one that aims to provide public spaces with a range of scales and functions to cater to the differing and sometimes competing recreational and amenity needs of the community. The intention of the Structure Plan is to:

(a) Create a public realm that relates to the existing natural features of the site; Waipa District Plan Appendix S19 – Cambridge C1 and C2/C3 Structure Plans Page Version - 1 July 2020 Page 31 of 48

(b) Create a centre and sense of identity within Cambridge;

(c) Develop a green network that connects the Structure Plan community and the rest of Cambridge; and

(d) Utilises a mixture of natural and formed open spaces (with references to the sites former rural and agricultural character).

S19.6.1.5 The following outcomes have been established for the Structure Plan to help guide future development:

(a) Inclusive, accessible, conveniently located and well-designed open spaces that provide for a range of different functions, activities and users.

(b) A high-quality public realm developed through appropriate landscaping and provision of park amenities.

(c) Opportunities for residents and stakeholders to provide input into the detailed parks planning process.

(d) Provision of public spaces for community and cultural events (e.g. gathering spaces, markets, community gardens).

(e) Opportunities for public art initiatives, particularly within any civic spaces provided within the Neighbourhood Centre.

(f) Designed to support year-round activities and recreational opportunities. General Guidelines

S19.6.1.6 The following general guidelines have been developed to help guide the provision and articulation of open spaces within the Structure Plan:

(a) Design the entrance to public spaces so they are easily identified, including signage/ wayfinding to increase legibility and safe use.

(b) Provide public open spaces with edges that are activated or overlooked by adjacent streets and dwellings. This will improve the perceived safety and encourage use of these open spaces. Generally, at least 50% of the edges shall be surrounded by streets so there is a sense of public ownership and overlooking.

(c) Provide public open spaces that enable a variety of recreational and social activities to occur within them.

(d) Provide for adequate distribution of playgrounds and public toilets.

(e) Incorporate existing landscape features, significant vegetation, and sites of cultural significance into public open spaces.

(f) Avoid “dark areas” (areas that are not overlooked, not well lit, or hidden from view) and blank walls. This combination is likely to attract graffiti and other undesirable activities. Instead, introduce appropriate landscape treatment, lighting, and ensure neighbouring land uses provide windows that overlook and activate these spaces.

(g) Connect new and existing public open space to the wider green and public open space network with walkways / cycleways and consider the provision of cycle rack facilities

S19.6.2.1 Local parks within the Structure Plan area have been evenly distributed throughout the community providing for local recreation and amenity. These parks will be utilised for a mixture of active and passive recreation to cater to all community needs – with some spaces acting as gardens and retreats and others for playgrounds and sports fields. Local parks may be a mixture of both hard and soft spaces and will provide local amenity – particularly in those areas with increased residential density.

S19.6.2.2 Opportunity for provision of a café is provided for within the centrally located sports fields in the C2 Structure Plan area, subject to appropriate design (including transport and visual amenity impacts).

S19.8.1.8 The provision of open space should be incorporated within each stage of development – to provide an area for community gathering, recreation and amenity. As each additional stage is brought online the connections between these open spaces becomes increasingly important – in order to provide a linked and comprehensive open space network. The proposed Open Space Network is further detailed in S19.6.

This information is provided from Waipa District Council

Appendix 5 Excerpt from Waipā 2050 Growth Strategy; October 2017

FIGURE 4: CAMBRIDGE GROWTH MAP

Appendix 6 Excerpts from Appendix S19 – Cambridge C1 and C2/C3 Structure Plans

Table 1: C2/C3 Land Use Breakdown (Indicative areas only; subject to detailed design)

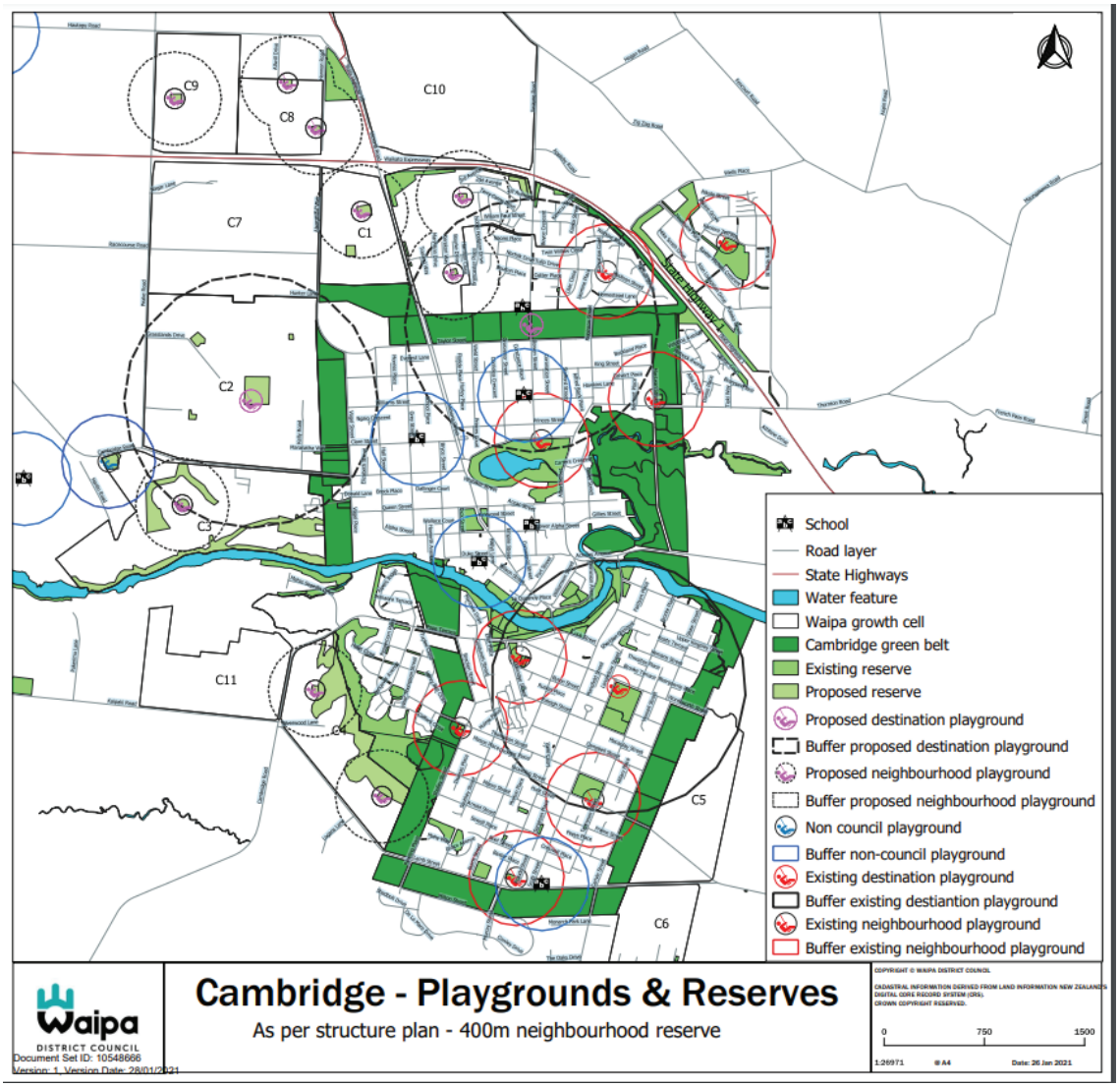
	C1		C2		C3	
	Area (hectares)	Yield (dwellings)	Area (hectares)	Yield (dwellings)	Area (hectares)	Yield (dwellings)
Residential*	22	275-375	100.3	1250-1700	39.4	500-675
Neighbourhood and Local Centres	2.6		0.2		0.1	
Public open space	1.4		5.2		3.3	
Stormwater areas	5.2		11.1		2.3	
Environmental reserve	1.5		0		16.2	
St Peters School Zone			0		26.5	
Existing development	0		8.8 (Kelly Road)	47 dwellings	23.5 (Te Awa and Chartwell)	332 Villas and serviced apartments
Road corridor	12.4		35.8		15.3	
Totals	**45.1**		**161.4**		**126.5**	

**Yields based on minimum 12.5 dwellings per hectare / 600m² - 800m² average lot size; higher densities will ensue where compact housing occurs.*

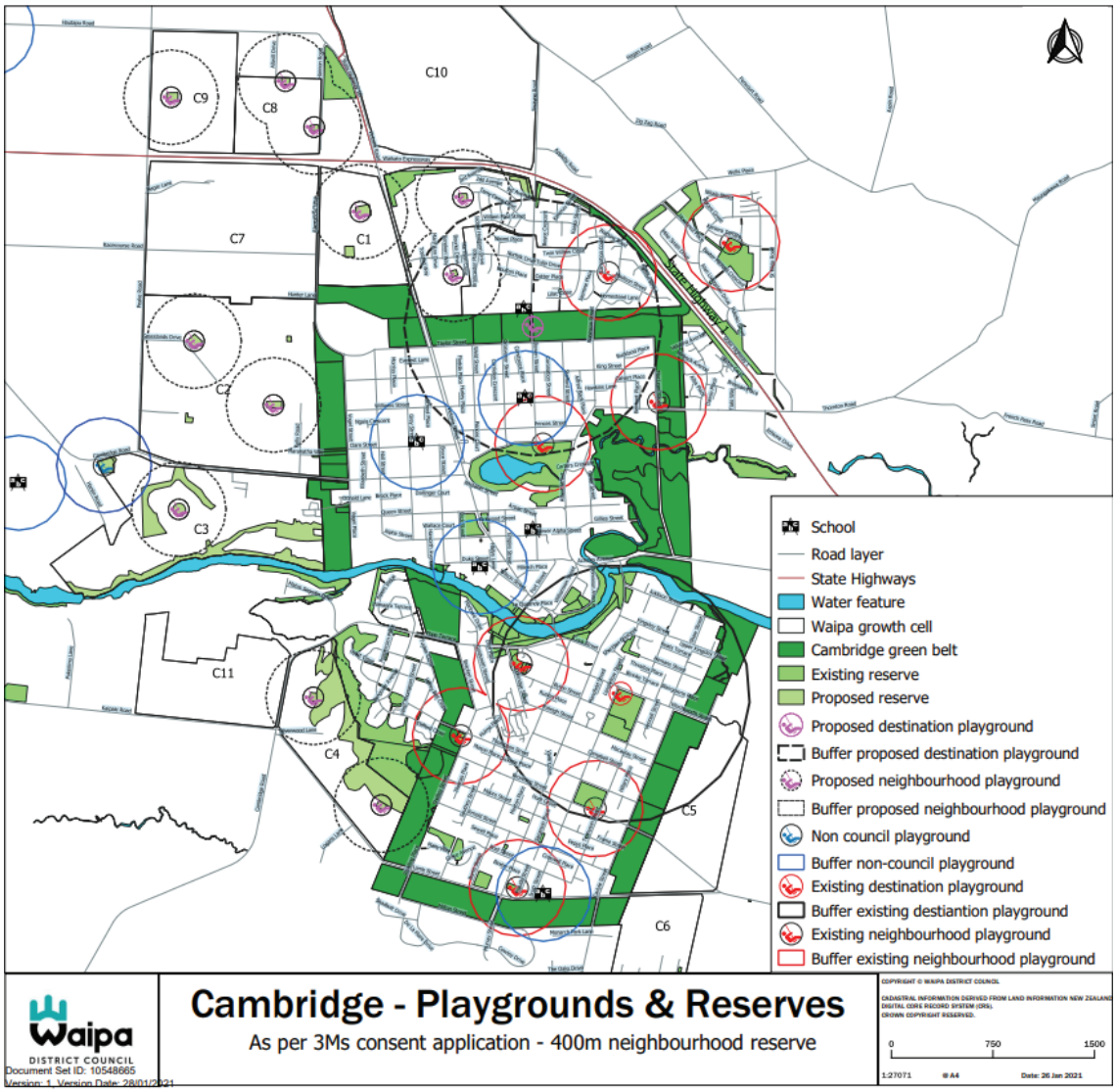
This information is provided from Waipa District Council

Figure 18: C1 and C2/C3 Open Space Network

Appendix 7 Open space provision comparison of structure plan and application



This information is provided from Waipa District Council



Appendix 8 Key considerations in site selection of sports park within 3Ms site

Location:

- Centrally located to maximise accessibility and create central hub for wider C1-C3 and eventually C7 growth cells.
- Direct connection to the proposed school site to enable easy access by the school.
- Direct connection to the proposed stormwater reserve to increase perceived scale of reserve network and enable large specimen shade trees to be grown and longer off road walk and cycle way to be developed .
- Ideally have commercial centre next to reserve rather than separated by a road and reserve developed to create an active reserve frontage that will support cafe looking out onto the reserve; particularly onto junior play equipment.
- Consider opportunities to collocate parking with parking for the commercial centre and/or the school.
- The site needs to be developable including land that is relatively flat and generally free of constraints including flooding, instability or contamination hazards, heritage and archaeological sites, restrictions from utilities including transmission lines.
- Services including water and power need to be available nearby to reduce servicing costs.

Size and configuration:

- Generally one hectare is required to provide each winter code sportsfield. Additional area is needed for facilities and parking including bus drop off and turning. Yardstick data shows that an average ratio of field area to the wider sports park area is approximately 1 to 2, so for initial planning assume 2 hectares of sports park is required to provide one sports field. Additional area is needed where other facilities including playgrounds, exercise stations and additional amenity is required. Where sports parks do not attract activity for other recreation throughout the week, space can be unwelcoming and vandalism may increase. Preferable to therefore have playground, fitness equipment and skate park collocated with playing grounds rather than located at a separate neighbourhood reserve.
- Dimensions required for the playing fields and oval plus minimum 10m buffer is 185m wide and 170m long (Soccer is 65m wide by 100m with a 3m safety perimeter (effectively 71m X 106m) to any hard surface. Rugby is generally 70m wide by 120m (100m plus 10m each end for dead ball areas) with a 5m perimeter (effectively 80m X 130m)). Ideally we would want a 20m buffer to avoid balls going on to roads and stormwater reserve ponds and to enable us to grow large spreading shade trees.
- Other facilities as outlined in original design brief: changing rooms/public toilet, destination playground, parking, picnic facilities
- Fields should generally be developed with a north south orientation, and have appropriate buffers/run-off areas .

Accessibility

- Sports parks are ideally located centrally to the area of demand and with connections to walking and cycling networks that provide for active transport and public transport links to improve sustainability, transport and urban design outcomes.
- Ideally have 2 road frontages – one ideally with angle parking along it. Roads should be slow speed environments to enable safe pedestrian/cyclist connections.
- Concrete 3m track around entire area connecting ideally with stormwater reserve track network to create substantial off road walk/cycleway with good roading connection across to lineal east west stormwater reserve

This information is provided from Waipa District Council

Surrounding land use

- Parks that are overlooked by both streets and housing to provide passive surveillance will improve perceptions of safety, and encourage use of the open space. Increase compact housing to achieve NPS-Urban Design outcomes but reduce reverse sensitivity with playing fields by either wide planted buffer and/or road on western boundary

Waipa District Council

Sports Field Options Analysis

January 2021

SPORTS SPACE & FACILITIES
STRATEGY PLANNING MANAGEMENT

1 Current Supply and Capacity

The Sports Field Demand model identified the following sports fields in Cambridge.

Park / Club	Code	Field No	Size	Capacity (hours)
Memorial Park	Rugby	1	1	8
Memorial Park	Rugby	2	1	8
Memorial Park	Rugby	3	1	8
John Kerkhof Park	Football	1	1	8
John Kerkhof Park	Football	2	1	8
John Kerkhof Park	Football	3	1	8
John Kerkhof Park	Football	4	1	8
John Kerkhof Park	Football	5	1	8
Tom Voyle park	Rugby	1	0.5	8
Leamington Rugby Club	Rugby	1	1	8
Leamington Rugby Club	Rugby	2	1	8
Cambridge Athletics and Harriers	Football	1	1	8

Note: The capacity is based on the hours of use the field can sustain per week during winter to ensure it is maintained in a good condition. In reality, fields are often used over and above the capacity resulting in poor quality fields and increase annual maintenance costs.

2 Future Capacity Surplus / Shortfall

Waipa District – surplus / shortfall capacity in FTE hours per week, per code (2019 – 2038)

		Rugby			League			Football			All codes		
		Weekend	Weekday	Full week	Weekend	Weekday	Full week	Weekend	Weekday	Full week	Weekend	Weekday	Full week
Cambridge	2019	-2	-15	-17	0	0	0	-5	-8	-13	-7	-23	-30
	2028	-9	-19	-28	0	0	0	-7	-12	-19	-16	-31	-47
	2038	-11	-22	-33	0	0	0	-9	-14	-23	-20	-36	-56

The Winter Sports Field Demand Study (2020) identified that by 2038 there is a projected shortfall of 56 hours comprising:

- 30 hours a week to meet current demand
- An additional shortfall of 26 hours a week as a result of population growth.

The Summer Sports Field Demand Study (2020) identified that by 2038 there is sufficient capacity to meet the current demand for athletics, cricket, softball, baseball, tag, touch and rugby 7s. It however noted the need to secure 2 additional fields in Waipā for Lacrosse to support junior competition, training and social leagues to meet future demand.

3 Recommendations to Meet Shortfall

There are three main options to meet the shortfall in field capacity:

• more effective use of existing fields through code allocation and use schedules

• increasing the capacity of existing fields

• expanding the supply of fields.

The carrying capacity of a sports field (hours per week) varies as a result of a number of factors including surface type and maintenance schedules. While a field can potentially be open and accessible throughout the week individual fields have a capacity based on the hours of use that a field can accommodate before the usage has an adverse impact on the field quality, restricting its ability to recover, leading to increase field closures and maintenance costs.

When considering options to meet demand individual field capacities have been calculated to be:

- Soil Field average of 8 hours per week
- Sand Carpet average of 18 hours per week
- Artificial Turf average of 40 hours a week.

When considering options to meet demand costs have been estimated based on:

	Soil Field with irrigation	Sand Carpet	Artificial Turf
Development	$400,000 ($210,000 - $$230,000 field, drainage, irrigation, $250,000 floodlighting – training specification).	$560,000 - $815,000 ($370,000 – $500,000 field, drainage, irrigation, $250,000 floodlighting – training specification	$2.5M (including flloodlighting)

In evaluating the potential options for sports field improvement it is important to consider the whole of life costs of the different surfaces under consideration as these can vary significantly between the different surfaces.

Sport New Zealand has developed a Whole of Life Cost model[1] for sports fields which identifies the cost per hour of use between $57.71 for a soil field increasing to $86.74 for an artificial. It is important to note that these costs per hour are based on the assumption that the fields will be used to their identified capacity. Should this not be achieved then the costs per hour will increase.

	Soil	**Sand Carpet**	**Artificial**
Competition Hours Per Year	80	160	960
Training Hours Per Year	240	640	1200
Annual Use Hours	320	800	2,160
Cost per hour of play (over 30 year period)	$57.71	$68.75	$86.74

4 Recommendations to Meet the Identified Shortfall

Following the completion of the Winter Sports Field Study a prioritisation workshop was undertaken to identify the options to meet the current and future shortfall.

The workshop identified a number of recommendations to improve the surfaces and condition at a number of existing reserves including:

John Kerkhof Park	Upgrade the ‘middle earth’ area (fields 3 – 5) to provide 2 full sized fields instead of 3 small fields. Potential increase of 12 - 14 hours per week.

[1] https://sportnz.org.nz/resources/whole-of-life-costs-model-for-sports-fields/

Cambridge Memorial Park	Upgrade all 3 fields OR Upgrade fields 2 and 3 and secure rugby access to Tom Voyle Park for training. Potential increase of 6 hours per week
Leamington	Upgrade 3 fields with drainage and irrigation to provide additional capacity to rugby. Potential increase of 6 hours a week

In considering the impact of the proposed recommendations to the three identified reserves an additional capacity of 24 to 26 hours per week could be secured. This was considered appropriate to address the current shortfall in field capacity.

The estimated cost of implementing the above sports field improvements is $2m and included in the Draft Long Term Plan*.

In addition the workshop identified that the development of additional 2 fields with drainage, irrigation and floodlighting (C2 Sportsfields) would be a significant development and would provide high quality soil fields with drainage and irrigation. At the time of the study being written it was assumed the fields would be soil based but that given the proposed quality of the fields these were estimated to have a capacity of 10 hours per field and would provide an additional 20 hours capacity. This additional capacity would contribute towards meeting the additional demand created through future development. This was considered necessary to meet a significant proportion of the future demand generated.

The identified recommendations provided sufficient sports field capacity to meet the current and projected future shortfall by 2028.

Through the preparation of the development plan for the C2 fields it was decided to make these fields sand carpet fields to increase the playing hours from 20 hours per week to 36 hours per week.

Should the C2 sportsfield not be provided there is a projected shortfall of 21 hours per week by 2028 increasing to 30 hours shortfall by 2038.

It is considered that all of the capacity provided by the C2 Sportsfields would be required to meet future demand generated through population growth.

*Not yet released for public consultation (26 March – 27 April 2021)

5 Options to Address Shortfall Created by Removal of the C2 sportsfields

1 Re-align the existing parks to provide the maximum number of sports fields:

An initial assessment of the opportunity to re-align existing parks is set out in the appendix and summarised in the table below:

Park / Club	Current Fields	Maximum Potential Fields	Potential Additional Capacity
Memorial Park	3	3	0
John Kerkhof Park	2 Full, 3 Small	10 full	48
Tom Voyle park	1	2	8
Leamington Rugby Club	2	3	0*
Cambridge Athletics and Harriers	1	2	8
Cambridge High School	4	4	0

* Additional 3rd field identified in draft LTP. No additional capacity.

On initial consideration there is potential to develop additional fields within the current park network to meet the additional 20 hours. While there is potential, each park is not without constraints which may restrict the potential to increase the field numbers.

Park / Club	Constraints
Memorial Park	No additional space
John Kerkhof Park	Current LTP proposals include developing existing fields to provide 4 full sized fields increasing capacity. Large potential platform to the north of the existing fields however large swale and cricket wickets may impact on development. Park is currently leased restricting potential development without agreement. Park is only used for football and cricket. Unless lessee agrees or fields taken out of lease other codes e.g. rugby, lacrosse wouldn't be able to use fields. Potential to develop an additional 6 full sized fields.
Tom Voyle Park	There is potential to develop up to 2 fields. Park is currently leased restricting potential development and use without agreement and is currently used unofficial for some rugby training and school football. Additional capacity from the site is relatively restricted. Park is not within walking distance of C1-C3 growth cells.
Leamington Rugby Club	No additional space
Cambridge Athletics and Harriers	While there is potential to accommodate an additional field the area is currently leased restricting potential development without agreement. It would appear that additional field unlikely to be feasible given athletics requirements.
Cambridge High School	There is potential to develop a partnership with Cambridge High School to utilise the school fields. However the current fields appear fully utilised by the school and are unlikely to have spare capacity to accommodate additional community use. School role growth is likely to mean that fields may be compromised to accommodate other activities. Park is not within walking distance of C1-C3 growth cells.

On the basis of this information it is considered that it would be feasible to create 2 additional playing fields at John Kerkhof Park subject to amendments to lease agreements with football and cricket to ensure Council has the flexibility to effectively manage and allocate the sports field capacity based on needs. Further upgrades would be possible to create an additional 4 full playing fields.

Estimated Cost[2]

To meet demand to 2028: Additional 2 Soil Based Fields with drainage, irrigation and floodlighting (to create 16 hours capacity per week): $800,000

To meet demand to 2038: Additional 2 Sand Based Fields with drainage, irrigation and floodlighting (to create 32 hours capacity per week): $1.2M - $1.63M

2 Upgrading Existing Fields to Sand Carpet

There is potential to increase the specifications of the sports field improvements currently identified in the draft LTP and upgrade a number of fields from soil fields to sand carpets. This has the potential to increase the field capacity from 8 hours a week to 16 hours a week.

To achieve the additional capacity identified within the network 4 soil fields would be required to be upgraded to sand carpet. This would be possible at the majority of the current parks based on identified code needs.

A key consideration when upgrading the fields to sand carpet is to ensure that the use of the field is maximised for competition and training. Experience has shown that many clubs restrict the use of their high quality fields for premier competition to ensure that the highest quality surface is

[2] All costs are based on information provided in Guidance Document for Sports Field Development, Sport New Zealand December 2019.

maintained. Should this happen, the potential additional capacity would not be achieved. This is a significant risk where a club leased model is in place.

Estimated Costs

If 2 field upgrades to sand carpet were undertaken at the same time as the current LTP proposals the additional estimated cost would be $800,000 - $1.32M per field over and above the current estimated budget to meet demand through to 2028.

An additional field upgrade would be required to meet the demand through to 2038.

In addition, a budget allowance of $250,000 would be required if floodlighting were to be installed. While this doesn't increase the playing hours of the fields, it does enable their use for mid-week training and would be required to utilise the full playing hours enabled by the field upgrade. There may be challenges associated with securing resource consent to for floodlighting on existing fields.

To meet demand to 2028: Change planned upgrade for 2 fields at John Kerkhof to 2 sand carpet fields: $1.85M – $2.89M

To meet demand to 2038: Change planned upgrade for 2 fields at John Kerkhof to 2 sand carpet fields and develop an additional sand carpet field: $2.65M – $4.5M

3 Develop an Artificial Turf

An artificial turf has the potential to provide approximately 40 hours capacity per week. Should one of the existing sports fields be converted to an artificial turf a net increase of 32 hours per week would be provided.

While an artificial turf field can provide a significant increase in sports field the installation of floodlighting is essential to ensure there potential capacity can be utilised. While artificial turf fields increase capacity they are not without their limitations:

- Current demand is concentrated into relatively narrow time periods across the week for training and competition. An artificial turf can only be used by one user at any one time. To maximise the use of the field clubs would have to change training and competition schedules fully across the week.
- There is demand for additional capacity from both different codes (rugby and football) and different clubs within each code and to meet demand an artificial turf would needed to be shared.
- Development of artificial turf requires significant intensification of a sports park and would need to consider a number of factors including:
    - Use of the field 7 days a week and until 9.30pm / 10pm weekdays
    - Potential development control restrictions on noise, light impact, traffic and parking
    - Loss of open space.

Estimated Cost

The estimated cost of an artificial field - $2.5m.

4 Develop on the Town Belt

Acquire and develop an alternative site to provide 2 additional soil based fields with drainage, irrigation and floodlighting. There are areas of the town belt that are currently grazed and may be able to be developed for additional sportsfields e.g. along Taylor, McLean and Shelley Street. These sites would not be connected to any other fields or facilities and would be not within walking distance to the C1-C3 growth cell that is generating the demand for these fields. There is likely to be some resistance from sectors of the community to further development of the townbelt for sportsfields.

While developing sports fields at a new location can help improve local access to sports fields, developing at a new location additional infrastructure in likely to be required (e.g. club / changing rooms, parking, access roading)

Estimated Costs

The development costs for 2 sand carpet fields and associated infrastructure would be similar to that estimated for the C2 active reserve; approximately $2M

5 Acquire and develop an Alternative Site

Land could be acquired outside of Cambridge's proposed District Growth Strategy urban boundary to develop a new sports facility. Such a site would not be connected to any other fields or facilities and would be not within walking distance to the C1-C3 growth cell that is generating the demand for these fields. This option would not be aligned to Council's vision for Cambridge in terms of collocation of facilities, open space network connectivity and walkability. At this stage no assessment has been undertaken to identify suitable locations.

Estimated Cost

Acquisition costs may be slightly lower than for within the C2 growth cell because of the likely rural zoning, however, development costs for 2 sand carpet fields and associated infrastructure would be similar to that estimated for the C2 active reserve; approximately $2M

Appendix Cambridge Sports Parks

Cambridge Sports Parks	**Current Fields / Configuration**	**Proposed investment under Draft LTP** Work to be undertaken / cost	**Assessment of Maximum Potential for Fields (full sized fields) undertaken by Brad Ward** Any potential barriers to achieving this?
Memorial Park - Cambridge (Hautapu Rugby Club)	3 full sized fields.	Option 1 – Upgrade all 3 fields OR Option 2 – Upgrade fields 2 and 3 and secure rugby access to Tom Voyle Park for training. One field in Year 4 (2024/2025), one field in Year 8 (2028/29) and one field in Year 10 (2031/32) $250K allocated for three fields across the 10 years (750K total)	 No room for any further fields on Memorial Park

John Kerkhof Park	2 full sized fields 3 ¾ fields. Plus numerous junior fields north of the swale (circled in map)	Upgrade the 'middle earth' area (fields 3 – 5) to provide 2 full sized fields instead of 3 small fields. $500K budget allowed in Year 4 (2024/25).	 Large potential platform to support the two main fields to the south of their clubrooms/change rooms. Two fields will be created immediately to the north of their buildings as part of the current draft LTP. Challenges include an open swale (circled) and also three junior cricket wickets (artificial). Also the site is still in a lease model.

Leamington Rugby	2 full sized fields An extra (third) field was created with the installation of posts last year – no development was undertaken. Hasn't been used for competition or training yet	Upgrade 3 fields with drainage and irrigation to provide additional capacity to rugby. Year 6 (2026/27) - $750K allocated.	 Third field possible – the club have already put up goal posts to demarcate this now. It has not been developed yet however. The red line indicates an embankment of circa 2m vertical difference. The land to the right hand side is the higher side which also includes the dog exercise area which is very popular with everyone apart from the club. The challenges are the lease model, the split level of the site, the dog exercise area and the cricket block to the right of the field I've marked out.

Cambridge Athletics and Harriers	1 full sized field	No works programmed in the Draft LTP	 The platform looks like it could fit two fields potentially despite a wider platform that maybe able to accommodate junior fields. Challenges include the athletic communities infrastructure and lease model. This is the only space currently allocated in CB for athletics

Tom Voyle Park	1 full sized field	Option 2 for CB Memorial includes securing rugby access to Tom Voyle Park for training which would come with the development of a field.	 Based of this figure I think only two fields are achievable. If the softball infrastructure (including storage facility) were removed, then three fields would be achievable. Currently used by rugby (juniors) and football (high school) in the winter and softball (although I have never seen it myself) in the summer. Leased model.

Cambridge High School	3 or 4 fields – maybe not full sized?		 Potential partnership opportunity? They seem to already be at capacity as they use Tom Voyle for their overflow football.

8 March 2021

Waipā District Council

Cambridge C2 Open Space Assessment

Contents

1. Introduction

1.1 Background

This report was prepared by Xyst for Waipā District Council, (WDC) to consider the provision of open space within the approved Structure Plan for the C1/C2/C3 development areas that forms part of the Waipā District Plan and the open space that would be provided by a proposed subdivision with the C2 area and its alignment with the approved structure plan.

WDC is a Tier 1 urban environment in the National Policy Statement on Urban Development 2020 (NPS-UD) and WDC has identified greenfield growth areas in its District Growth Strategy[1] and approved structure plans in its District Plan to cater for further residential development west of the town belt in the C1, C2 and C3 growth cells that will provide for an estimated 2,025 - 2,750 additional dwellings providing for approximately 7,000 new residents. These structure plans include requirements for provision of a generous and connected network of high quality accessible parks and open spaces.

In addition a further growth area is signaled north / northwest of C1-C3 growth cells, being C7, this covers 125ha with the potential to add an estimated 2,600 new residents[2] to the area.

1.2 Project brief & methodology

An assessment / report (informed by best practice / benchmarking that assesses the open space provision requirements for C2 Structure Plan. This needs to take account of:

- Cambridge's wider open space network
- Current levels and approach to provision of sportsfields in Cambridge
- Providing for existing and future shortfalls – including current supply, existing and future demand and what does a good sportsfield look like, as well as the options for meeting these shortfalls
- Anticipated demand for sportsfields from future growth in Cambridge
- Anticipated demand for open space provision to service the growth in C1-C3
- Overview of departure of the 3Ms subdivision application from the Structure Plan in terms of sportsfield provision
- Options to meet shortfall in sportsfield provision if new 3Ms application approved.

[1] Waipa District Growth Strategy 2017
[2] Based on 60% of 125ha being zoned residential and density of 12-15 dwellings per ha with 2.6 persons per household.

2. Context

2.1 Open space in Cambridge

Cambridges open space network includes:

- Lake Te Ko Utu Park in the centre of Cambridge categorised as a premier park,
- The Cambridge Town Belt which is a major urban structuring element and contains 13 sportsfields, large areas that are leased to equine groups, the Thompson St playground, an Oak arboretum, significant areas that are in process of being planted up for amenity or ecological restoration, and large areas that are being grazed until such time as planning is undertaken to inform their future use[3], the Leamington Domain, a large gully adjoining Cambridge park, esplanade reserves along the Waikato River and a number of other neighbourhood, stormwater and amenity reserves.
- Additional neighbourhood reserves within residential areas
- An extensive network of walkways developed on local purpose reserves.

The provision of open space is covered in a number of WDC documents, as set out in Appendix 1.

2.2 Current levels and approach to provision of sportsfields in Cambridge

There are five sports parks in Cambridge that contain 13 sportsfields being:

- Memorial Park
- John Kerkhof Park
- Tom Voyle Park
- Leamington Rugby Club
- Cambridge Athletics and Harriers

Currently all sports fields are under lease arrangements. This does not allow WDC to have control of the fields to maximise capacity and support all codes or help drive initiatives lead by Sport NZ and Sport Waikato (e.g. targets to assist demographic participation)[4].

Within WDC's draft Activity Management Plan it is identified that sports reserves development is identified as a high priority and sports field improvements a medium priority.

2.3 Providing for existing and future shortfalls

2.3.1 CURRENT DEMAND AND SUPPLY IN CAMBRIDGE

The Central Waikato Sub-Region Sports Field Supply and Demand Study identified that across Waipā the provision of sportsfields is deemed adequate. The study noted that overall there is sufficient capacity within the sports field network as a whole to meet current and projected demand. However, this is not the case for Cambridge. Within Cambridge recent data shows there are 43 rugby teams and 63 football teams. These teams require around 126 full field equivalent (FFE) hours per week.

[3] Cambridge Town Belt Reserve Management Plan 2012
[4] Activity Management Plan - draft

The present field provision caters for around 96 FFE hours per week. This indicates there is a current shortfall of 30 hours in Cambridge (-17 hours for rugby and -13 hours for football).

2.3.2 ANTICIPATED DEMAND FOR SPORTSFIELDS FROM FUTURE GROWTH IN CAMBRIDGE

According to the Central Waikato Sub-Region Sports Field Supply and Demand Study the population in Waipā District is projected to increase by 33% from 2018 to 2038 – from 52,318 to 69,780. However, due to the ageing population, growth in the 'active population' (defined as 5 to 49 years) is lower, with the 5 to 49 age group projected to increase by 3%, from 27,671 to 28,485. Analysis of the projected population highlights that while many areas are projected to grow, the impact of an ageing population means that the number of people participating in winter field sports may decline.

This is not anticipated for Cambridge which is forecast to see 14,200 new residents by 2050[5]. It is anticipated this growth will increase the current shortfall in sports field provision of 30 hours per week to 56 hours per week by 2038. The study recommended that additional 56 hours field capacity is identified in Cambridge by 2038 (33 hours for rugby and 23 hours for football).

2.3.3 WHAT DOES A GOOD SPORTS PARK LOOK LIKE?

The current NZRA 'Parks Categories Framework' document[6] gives the following description for 'Sports and Recreation Parks', otherwise known as 'Sports' or 'Active' parks: '*Parks (often quite large areas), set aside and developed for organised sport and recreation activities, recreation facilities and buildings, often multi-use*'. This document does not comment on the area requirements for Sport and Recreation Parks. The following statement from the 2011 NZRA Parks Categories and Levels of Service still has relevance:

> *It is recommended that the minimum future provision for Sports and Recreation parks that contain playing fields be of a size that accommodates three winter fields, and also provides suitable land for onsite car parking, facility development and off-field training grounds. Useable flat land to meet the above requirement will equate to a minimum parcel of land of five hectares and ideally up to at least 20 hectares to cater for multi-use activities and the sharing of facilities'.*

Greater efficiencies in sports field layout can be obtained from sports parks that are larger than four hectares, as less area is lost to buffers and other setbacks including for ball activity, lighting and buildings, and for the establishment of associated tree planting for shelter, shade and amenity. Other benefits include the ability to provide for more sporting codes on one site and greater shared use of facilities including 'Sportshub' developments and increased flexibility for future uses. This would include providing more of a community hub, with a diversity of activities, enabling for informal group activities, and catering for organised events.

The observed New Zealand trend is towards larger sports parks, including Korikori Park in Hamilton which has an area of 12 hectares and capacity for 6 winter fields, Foster Park in Selwyn District, Saxton Fields in Nelson City and Scott Point Sustainable Sports Park in Auckland. Scott Point has an area of 16.4 hectares with approximately half of this dedicated to active sport and will cater for 3 winter fields and 2 junior training fields plus two baseball diamonds. The remainder of the park will cater for informal recreation and areas of ecological restoration.

[5] Waipa 2050 Growth Strategy
[6] New Zealand Recreation Association Parks Categories Framework 2017

Disadvantages of larger sports parks relate to higher car parking needs because of higher travel distances and the inability of the local street parking to absorb visitors. A pattern of larger sports parks with greater travelling distances does not support active transport that has health and climate change benefits.

Other key factors to consider in sports field provision in relation to site selection include:

- Generally one hectare is required to provide each winter code sportsfield. Additional area is needed for facilities and parking including bus drop off and turning. Yardstick data[7] shows that an average ratio of field area to the wider sports park area is approximately 1 to 2, so for initial planning assume 2 hectares of sports park is required to provide one sports field.
- Additional area is needed where other facilities including playgrounds, exercise stations and additional amenity is required. Where sports parks do not attract activity for other recreation throughout the week, space can be unwelcoming and vandalism may increase.
- The site needs to be developable including land that is relatively flat and generally free of constraints including flooding, instability or contamination hazards, heritage and archaeological sites, restrictions from utilities including transmission lines.
- Services including water and power need to be available nearby to reduce servicing costs.
- Fields should generally be developed with a north south orientation, and have appropriate buffers/run-off areas .
- Sports parks are ideally located centrally to the area of demand and with connections to walking and cycling networks that provide for active transport and and public transport links to improve sustainability, transport and urban design outcomes.
- Parks that are overlooked by both streets and housing to provide passive surveillance will improve perceptions of safety, and encourage use of the open space.

Sport NZ notes accessible quality sportsfields play a key role in providing quality play, active recreation and sport opportunities. They have recently released its Strategic Plan 2020-2024 – Every Body Active. The strategy has committed the funding it receives to re-defining the space in which Sport NZ operates from a focus on sport to play, active recreation and sport. Tamariki (5 – 11 year olds) and rangatahi (12 – 18 year olds) are at the heart of the new strategy due to evidence that there is a marked decline in physical activity occurring in teenage years. Between 2020-2024 Sport New Zealand's priorities are to;

1. Raise the number of hours each week our tamariki are physically active;
2. Reduce the rate of decline among rangatahi;
3. Realise the commitments outlined in the 2018 Women and Girls in Sport and Active Recreation Strategy and;
4. Realise the commitments that are outlined in the Sport NZ Disability Plan (2019).

2.3.4 ADDRESSING THE CURRENT SHORTFALL AND MEETING FUTURE DEMAND

The Central Waikato Sub-Region Sports Field Supply and Demand Study noted there were three main options to meet the shortfall in field capacity:

a. More effective use of existing fields through code allocation and use schedules
b. Increasing the capacity of existing fields

[7] ''Yardstick'' is a benchmarking database used by many New Zealand and Australian Territorial Authorities to quantify and compare the level of service that they provide in parks infrastructure and services.

c. Expanding the supply of fields.

In regard to option a. it was acknowledged that a large number of fields in Waipā District are leased directly to clubs restricting the ability for WDC to manage demand across the network of fields. In response to the study, WDC as part of its draft 10 year plan preparation identified upgrades to existing fields on the adjacent John Kerkhof Park (providing 2 full size fields instead of 3 smaller ones to provide 12-14 hours per week of additional capacity). So along with improvements to two other sports parks the additional capacity could meet the existing shortfall. However, the report also identified potential constraints in terms of John Kerkhof Park and the current lease to the Cambridge Football Club.

The proposed active recreation reserve in the C2 structure plan, that WDC staff were working on detailed plans for with the developer, was anticipated to provide an additional 20 hours of capacity from the anticipated two high quality fields with drainage, irrigation and floodlighting. This was identified to contribute to meeting the demand created by the future development. It was determined that if the C2 fields were sand-carpeted they could provide an additional 36 hours of capacity per week.

As a result of a renewed application from 3M, discussed further below, WDC commissioned GLG in early 2021 to undertake a Cambridge Sports Field Options Analysis to identify options to meet the shortfall created by removing the provision of sportsfields within C2.

If the C2 sportsfields were not provided, the report recognised a projected shortfall of 21 hours per week by 2028 increasing to 30 hours shortfall by 2038.

GLG's options to address the shortfall created if the C2 fields were not provided, included:

1. Reconfigure existing parks to maximise the number of sportsfields - with John Kerkhof preferred given its proximity to C1-C3.
2. Upgrading existing fields to sand carpet – which could double a fields capacity from 8 to 16 hours per week. It was suggested at John Kerkhof Park that this could include the reconfiguration and sand carpeting of the 2 fields or this upgrade plus 2 additional sand-carpeted fields which would meet demand through to 2038.
3. Develop an artificial turf – however while this can significantly increase capacity there are considerable limitations around allocations, impacts of extended use and loss of any non-sports related use of the open space.
4. Develop an alternative site within the town belt – however it was indicated these would not be within walking distance from the C1-C3 growth cells that were generating the demand for additional fields. It was also noted there is likely to be some resistance from sectors of the community to further development of the town belt for sportsfields.
5. Acquire and develop an alternate site outside of Cambridge's proposed Growth Strategy – however, this was discounted as did not meet WDC's vision for colocation of facilities, connectivity and walkability.

3. Open space anticipated by C1, C2-C3 Structure plans

The C1/C2-C3 Structure Plan included as Appendix S19 of the Waipā District Plan covers 327 ha of land on the west side of the Cambridge town belt. The structure plans have a residential density target of 12-15 dwellings per hectare that will allow for an expected future population of 7000 residents[8]. The Structure Plan aims to provide this density through a balanced approach that recognises local character attributes, infrastructure requirements and also providing opportunities for higher density housing in appropriate areas.

The spatial plan included in this structure plan includes approximately 77 hectares of reserve land including local parks, sports fields, stormwater management areas, civic spaces and environmental reserve and buffer areas. The open space has been distributed across the structure plan areas so that open space is within a short walking distance of the majority of residents. The parks are intended to include facilities such as children's playgrounds and public toilets. Stormwater reserves are proposed to be co-located with areas of public open space, adding to the amenity of pedestrian and cycling connections and activating and integrating these spaces.

The vision included in Appendix S19 of the Waipā District Plan follows:

> *The vision for the design of the Structure Plan is to enable residential development consistent with the character of Cambridge while providing for increased housing choice and placing a strong emphasis on the provision and quality of public open space.*

There are a number of outcomes, goals and objectives in the structure plan that are discussed in more detail later. These include a 'generous provision of parks and open space'... 'within a short walking distance of the majority of residents' (identified as a five minute / 400m walking circle).

Of note is the District Plan also identifies a growth cell north of C2, being C7. A structure plan has not yet been developed for this area, but it is anticipated this will cover an area of 125ha and therefore cater for some 900 to 1,125 additional households and an estimated 2,600 residents[9].

3.1 Open space features of the C2 structure plan

The C2 structure plan area includes a connected spine of drainage reserves forming a green space network that includes part of the movement network (coloured dark green in Figure 1 below). The spatial plan includes 1 larger neighbourhood reserve and 2 smaller neighbourhood reserves (areas approx. 2000m^2 to 5000m^2). and a relatively central active recreation reserve with an area of 3-4 hectares, all of which are located adjoining the green space network.

[8] Personal communication WDC Senior Parks Planner
[9] Based on 60% of 125ha being zoned residential and density of 12-15 dwellings per ha with 2.6 persons per household.

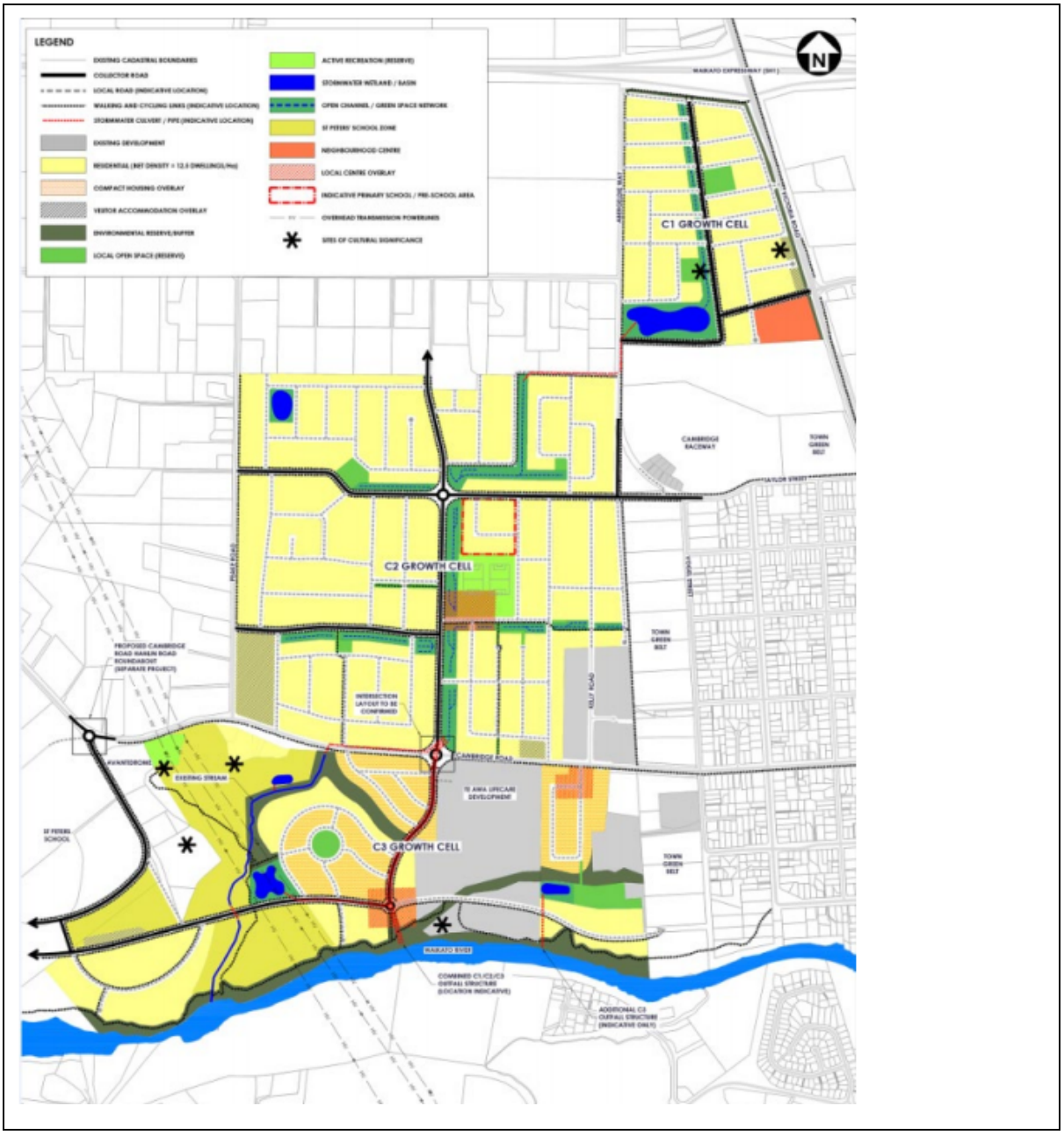


Figure 1: C1, C2/C3 Structure Plans; Attachment A of WDC District Plan Appendix S19

3.2 Comparison of open space features of C2 structure plan and 3Ms subdivision proposal

Differences between the 3Ms subdivision consent application dated 8 December 2020 and the approved C2 Structure Plan are considered in the following section.

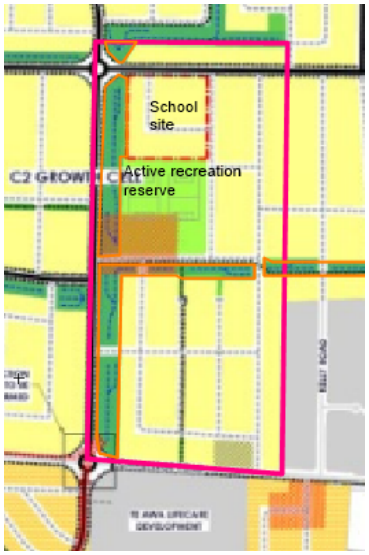


Figure 2: Open space features of the 3Ms site in the structure plan

The 3Ms site is identified by a pink edge overlain on the C2 Structure Plan.

The area of the approved structure plan within this site has the following open space features:

An active recreation reserve with an area of 3-4 hectares

5-6 hectares of green space network / stormwater reserve that provide links to adjoining sites in both a north-south and east-west direction
A school site of 3 or more hectares.

The active recreation reserve is proposed to include amenity space and civic space as indicated on Figure 18 of Appendix S18.

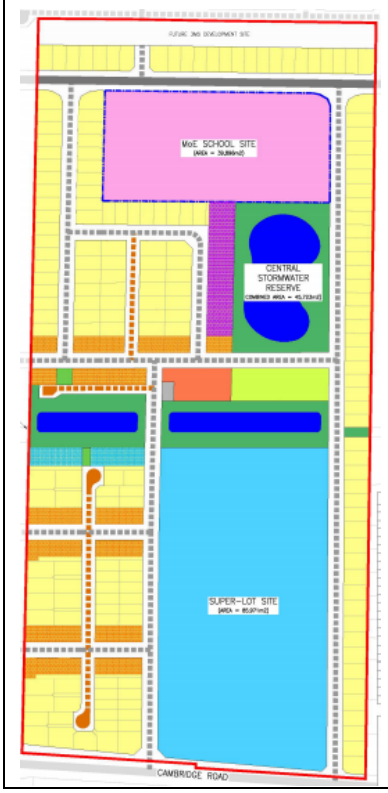


Figure 3: Open space features of the 3Ms site as proposed in the subdivision application dated 8 December 2020

The 3Ms site is identified by a red edge.

The proposal has the following open space features:
A neighbourhood reserve, (labelled as an 'active recreation reserve', refer note below) with an area of 5115 m^2 that includes drainage infrastructure
A central stormwater reserve with an area of 2.3 hectares that includes a large soakage basin
2.3 hectares of green space network / stormwater reserve that would provide links to adjoining sites in an east-west direction
A school site of just under 4 hectares.

Note proposed 'active recreation reserve' meets the description of a neighbourhood reserve in The NZ Recreation Association Parks Categories Framework 2017[10]

[10] Available https://issuu.com/newzealandrecreationassociation/docs/nzra_parks_category_framework_-final

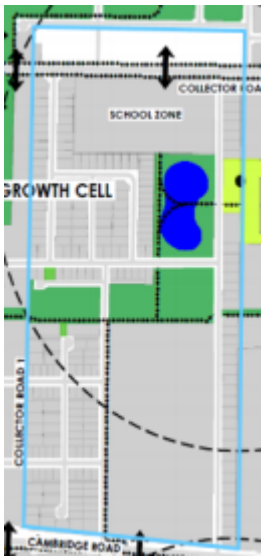


Figure 4: 3Ms plan of walking and cycling network

The plan of the walking and cycling network included in the 3Ms subdivision consent application shows:

An on-road shared path network on the proposed collector road next to the school
An off-road shared path network extending through the drainage reserves in an east west direction, and extending from Cambridge road north to the school

Note: a reserve shown in the plan at left that provides a second shared path link to the east is not shown on the proposed scheme plan.

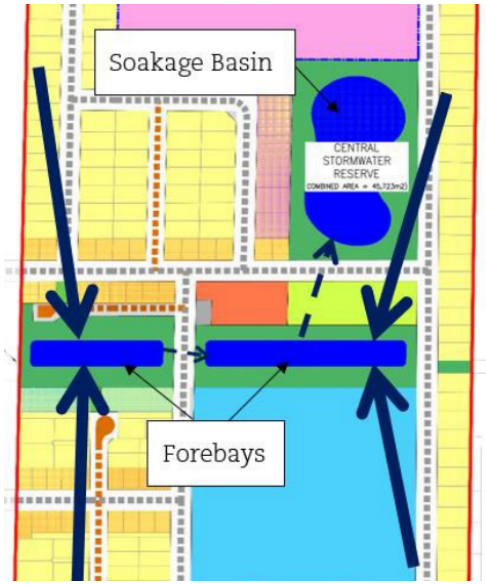


Figure 5: Stormwater design

The application notes the 'Stormwater from larger events, or in the case of blocked pipes, will be conveyed overland along road and reserve corridors to the central soakage system', and this is indicated in Figure 17 of the application (excerpt at left).

Stormwater infrastructure will extend across the neighbourhood reserve (refer Figures 19 and 20 of the application).

The 3M subdivision proposal does not include the following elements from the C2 structure plan:

- Active recreation reserve
- North-south drainage reserve connections providing for a continuous shared path network.

While a neighbourhood reserve was not shown in the structure plan within the 3Ms site, it was expected that the active reserve would provide for neighbourhood reserve amenity. While this is provided for in the current application, the reserve would not provide the same community focus both because it would be smaller, have a smaller range of uses, and would not be co-located with the school.

The open space connections in the 3Ms proposal are reduced from those intended in the structure plan. The 3Ms subdivision proposal does not meet anticipated network outcomes in the structure plan including those contained within S19.4.2.1 and 19.6.1.

In the structure plan the school site and sports park are located next to drainage reserve which will provide for active transport and recreation as well as provide for a biodiversity network. The structure plan includes provisions for a complementary relationship between the school and proposed open spaces included in S19.3.5, and the 3Ms application does not meet these expected outcomes.

While the subdivision consent application includes a plan of the C2 area showing how the proposal could be integrated into the surrounding area in a way that maintains some of the original intent of the C2 Structure Plan ('Structure Plan Integration' included as Figure 31 in the application), this is not assessed further detail in this report as it has no planning status or support from adjoining landowners within the C2 area.

3.3 Assessment of open space features of 3Ms proposal with respect to Structure Plan

This section assesses the proposal against sections of the structure plan relevant to the supply of open space.

Section	Structure Plan content	Comment
Goals and Objectives		
Character S19.2.3.3	Maintain and enhance the existing local character of Cambridge through …(e) Integrated movement and open space networks.	The 3Ms subdivision proposal does not provide a fully integrated movement and open space network in a north-south direction
Open Space S19.2.3.7	Generous provision of parks and open space provide opportunities for social gatherings, recreation and leisure within a short walking distance of the majority of residents (i.e. as identified within the five minute / 400m walking circles depicted below), including facilities such as children's playgrounds and public toilets.	A neighbourhood reserve is provided which will provide for these activities. However, the street network has limited connections to the east which will reduce the catchment for the neighbourhood reserve. The application notes that a playground is to be constructed within the neighbourhood reserve by 3Ms. The relatively non-porous road network will reduce the number of residents within a five-minute walk of the reserve. The 3Ms subdivision proposal does not deliver on the 'generous provision' of open space planned in this area of C2 as a central larger open space including sports fields that would be available to the wider growth cells of C1, C3 and C7.

Open Space S19.2.3.8	Stormwater conveyance and treatment areas are co-located with areas of public open space creating multi-functional features of the Structure Plan areas.	The proposal is consistent with this goal as the public open space is located between areas of stormwater reserve.
Walking and Cycling Connections S19.2.3.9	A network of off and on-road walkways and cycleways connect residents with each other and to community focal points (the neighbourhood and local centres, local parks, existing recreation features, public transit stops, etc.)	The 3Ms subdivision does not provide a fully integrated movement and open space network in a north-south direction.
Walking and Cycling Connections S19.2.3.10	Within the C2/C3 Structure Plan area, a central stormwater corridor links residents to community focal points through off-road cycle connections, and provides a multi-functional space for stormwater conveyance as well as recreation and amenity opportunities.	The central stormwater corridor has not been provided in a north-west direction, and the shared path stops at the school site.
Table 1: C2/C3 Land Use Breakdown	Public open space in C2 – 5.2 hectares Stormwater areas 11.1 hectares	The 3Ms subdivision proposal provides 0.5 hectares of public open space which is 3 or more hectares less than anticipated in the structure plan within the 3Ms area
School (C2 Growth Cell) S19.3.5.1 A	(a) Facilitate a complementary relationship with existing / proposed open spaces	The school is located next to a stormwater reserve which includes a shared path.
Parks and Open Space Overview S19.6.1.1	(c) Develop a green network that connects the Structure Plan community and the rest of Cambridge;	The 3Ms subdivision proposal does not provide a fully integrated movement and open space network in a north-south direction
Parks and Open Space Overview S19.6.1.2	The parks and open space strategy will create a number of open spaces, buffer spaces and connecting spaces that are evenly distributed throughout the community and are linked to provide a continuous and uninterrupted open space network. The open space network is illustrated in Figure 18.	The 3Ms subdivision proposal is not consistent with the open space network shown in Figure 18. The open spaces are generally linked, but do not extend across the site in a north-south direction.
S19.6.1.3	The supply of park land meets the national guidance for the provision of open space within existing and	While this document was replaced in 2017, the new document (NZRA Parks Categories Framework 2017) does not

	future growth areas (New Zealand Recreation Association Parks Categories and Levels of Service Guidance, 2011).	include provision guidelines. Supply of park land is discussed further in Section 3.4 below.
Parks and Open Space General Outcomes Sought S19.6.1.5	The following outcomes have been established for the Structure Plan to help guide future development: (a) Inclusive, accessible, conveniently located and well-designed open spaces that provide for a range of different functions, activities and users. (c) Provide public open spaces that enable a variety of recreational and social activities to occur within them. (g) Connect new and existing public open space to the wider green and public open space network with walkways / cycleways	While there is potential for a range of open space to be provided in the neighbourhood reserve and stormwater reserves, connections are reduced from those anticipated by the structure plan.
Local Parks / Sports Fields S19.6.2.1	Local parks within the Structure Plan area have been evenly distributed throughout the community providing for local recreation and amenity. These parks will be utilised for a mixture of active and passive recreation to cater to all community needs – with some spaces acting as gardens and retreats and others for playgrounds and sports fields. Local parks may be a mixture of both hard and soft spaces and will provide local amenity – particularly in those areas with increased residential density.	A neighbourhood park has been provided in the subdivision area, however the sports fields shown as being located within the 3Ms site area have not been provided.
Open Space Provision S19.8.1.8	The provision of open space should be incorporated within each stage of development – to provide an area for community gathering, recreation and amenity. As each additional stage is brought online the connections between these open spaces becomes increasingly important – in order to provide a linked and comprehensive open space network.	The proposed subdivision does not provide links in a north-south direction that will provide for an integrated storm-water and open space network. It is unclear whether the reserve link to the east is sufficiently wide for allow for an integrated storm-water and open space network.

3.4 Supply of park land (neighbourhood reserves and sports parks)

As noted above, the structure plan requires that park land supply 'meets the national guidance for the provision of open space within existing and future growth areas (New Zealand Recreation Association Parks Categories and Levels of Service Guidance, 2011)'. In this document, benchmark areas are provided for Sports Parks and Neighbourhood Park supply.

While these figures are useful for comparison, the NZ Recreation Association Parks Categories Framework 2017[11] now describes neighbourhood reserves in relation to distribution and site size as follows:

A developed urban park designed for use predominantly by the local residential community, although the catchment may be wider. Generally smaller in size, ranging from 1,000m2 up to 2,000m2. The average useful size is considered to be from 3,000 to 5,000m2. … Neighbourhood Parks may provide an open grass area suitable for small scale ball play, children's play equipment, youth recreation facilities…

Many NZ Local Authorities plan for a distribution network of neighbourhood parks, with parks sized for anticipated demand, including larger parks in areas of higher residential density.

In addition to benchmarks for sports park supply contained within the New Zealand Recreation Association Parks Categories and Levels of Service Guidance, 2011, the 2021 WDC Parks Asset Management Plan also provides target areas from current supply through to the years 2038-2048.

The following table includes comparative parks supply provision using the metrics from these documents. A future population of 1500 people as been used for calculating neighbourhood parks supply as these parks are used by all ages, and a population of 900 has been used for sports park provision which excludes the retirement village.

Sports Park supply guidelines			
	Metric per 1,000	**C1-C3 & C7 area (9,600 pop.)[12]**	**3Ms area (pop. 767)[13]**
NZRA 2011 Benchmark per 1000 population	1.5-3.0 hectares	14.40 – 28.80 ha	1.15– 2.30 ha
WDC Parks AMP per 1000 pop. current – 2024 target	1.07- 1.7 hectares	10.27 – 16.32 ha	0.82 – 1.30 ha
			3Ms subdivision 0 ha
Neighbourhood Park supply			
	Metric	**C1-C3 & C7 area (9,600 pop.)**	**3Ms area (pop. 1367)**
NZRA 2011 Benchmark per 1000 population	1.0 – 1.75 hectares	9 – 16.80 ha	1.50 – 2.39 ha
"Yardstick" data for Waipa cohort[14]	0.89 hectares	8.54 ha	1.22 ha
			3Ms subdivision 0.51 ha

[11] Available https://issuu.com/newzealandrecreationassociation/docs/nzra_parks_category_framework_-fina
[12] Population figure for C7 area relative to calculated densities for C1-C3 areas
[13] Population based on number of dwellings used in Subdivision consent application, Table 6: Water demand, using occupancy of 2.6
[14] "Yardstick" data from a cohort of Territorial Authorities with similar population and growth was used as a comparison. For the purposes of this report, the 'Yardstick' cohort is defined as central North Island Territorial Authorities with populations in 2017 within 55% (plus or minus) of the population of WDC that were Tier 1 or Tier 2 in the National Policy Statement on Urban Design Capacity. The 'cohort consists of Western Bay of Plenty, Waikato District Council, Hastings District Council and Rotorua District Council.

The table indicates that the demand for sports parks created by the 3Ms is not met by proposed supply and supports the conclusions of the GLG report that additional playing fields will be required for residential growth. It is recommended that for initial planning purposes an area of at least 10 hectares is secured, however with detailed design including the standard of sportsfields and whether the sports park is co-located with other reserves this area may be adjusted so that the playing hours required can be provided.

The Waipā Growth Strategy has a focus on the implementation of sustainable transport to reduce carbon emissions and support healthier lifestyles. When planning for neighbourhood parks, most territorial authorities have moved from measurements related to area per population to an analysis of walking distances. This is of particular relevance to sectors of the community including children that do not have access to cars. The neighbourhood park catchment is generally smaller for higher density areas than low density areas, and neighbourhood parks may need to be larger in higher density areas.

The C1 and C2/C3 structure plan uses a catchment approach based on 400m walking circles which corresponds with a catchment area for an open grid road system of approximately 50.3 hectares. While the catchment provided within a 400m radius suggest that the neighbourhood reserve in the 3Ms application will supply an area larger than the application site, it is noted that a reduction in road links to the east from two to one from those intended by the structure plan reduces the number of future households that are within a 5-minute walk of the neighbourhood park.

There are uncertainties over drainage infrastructure through this park, and the application suggests that the area would include overland flow areas and other stormwater reticulation which could affect the function of this park. Further information on the net area of land free of drainage restrictions would allow more accurate analysis of whether the neighbourhood reserve is of an appropriate size.

3.5 National Policy Statement Urban Development 2020 (NPS-UD)

The NPS-UD aims to guide *well-functioning urban environments* through planning decisions to create housing affordability and density around central areas where people have good accessibility to community services and parks including natural spaces. Objectives and policies aim to create environments that are resilient to the likely effects of climate change.

Policy 1 of the NPS-UD requires Local Authorities to make planning decisions that support housing variety with ‘good accessibility for all people between housing, jobs, community services, natural spaces, and open spaces, including by way of public or active transport’. Objective 6 requires Local Authorities to make decisions on urban development that are integrated with infrastructure planning and funding decisions; strategic over the medium term and long term; and responsive.

Implementation section 3.5: states that ‘Local authorities must be satisfied that the additional infrastructure to service the development capacity is likely to be available’. The definition of additional infrastructure includes public open space, and community infrastructure as defined in section 197 of the Local Government Act 2002 (including halls, playgrounds, toilets).

Waipā District Council is listed as a Tier 1 local authority and has greater responsibilities in relation to planning for residential and business growth.

3.5.1 NPS-UD AND THE 3MS SUBDIVISION APPLICATION

WDC has supported planning process for the C1-C3 development areas and approved a structure plan to guide infrastructure planning including public open space and drainage facilities for future residential activities. The current 3Ms subdivision application does not fulfill the open space provisions within the C2 structure plan and does not provide assurance to WDC that necessary sports park areas and sports fields will be provided. The 3M subdivision application establishes a high level of uncertainty and risk as to whether suitable open space can be secured to meet the vision and objectives of the structure plan and the needs of the future resident population both within the subdivision site and the wider C1-C3 area.

4. Assessment of alternatives for sports park provision

4.1 Options

The 'Sports fields Analysis Options' report prepared by GLG for WDC notes that there is a current shortfall of 30 hours a week of winter sports field hours, and that there is expected to be an additional shortfall of 26 hours a week by 2038. As noted above, recommendations to meet this shortfall identified in this report include more effective use of existing fields, increasing the capacity of existing fields by upgrading, and supply of additional fields. The report recommends upgrades to existing fields and better use of fields to meet the short-term shortfall. Field upgrades will require changes to the existing lease model between WDC and sports clubs, as the sports clubs are unable to fund the upgrades. This report concludes that the 2 sports fields identified in the C2 structure plan area are required to meet future demand generated through population growth.

Additional fields within C2 area

WDC could explore the purchase of other land within the C2 structure plan, ideally land centrally located within this area, however the 3Ms site is the largest land-holding in this area, and there is less likelihood that WDC would have the ability to purchase land of a size suitable for sports park development from other owners.

Additional fields near the C2 area

A sports park could be provided within the C7 growth area to the north if WDC was able to purchase land in this area. This area does not currently have an approved structure plan is expected to be developed at a later time. A sports park located in this area would not be co-located with the proposed school within the C2 area, and would increase travel times to the park for all C3 residents and many C2 residents. Travel times may be significantly longer in the short term if a park is created before development of a roading network for C7. A larger park that provided for future residents in the C1-C3 and C7 areas could provide some of the efficiencies noted for larger sports parks above, but would also have disadvantages including reducing accessibility and discouraging active transport.

Land purchase within the C3 area or C1 area would be less favourable in relation to travel times as it is not central to other residential development areas.

To meet targets in the WDC Parks Asset Management Plan, this sports park would ideally have an area of greater than 10 hectares.

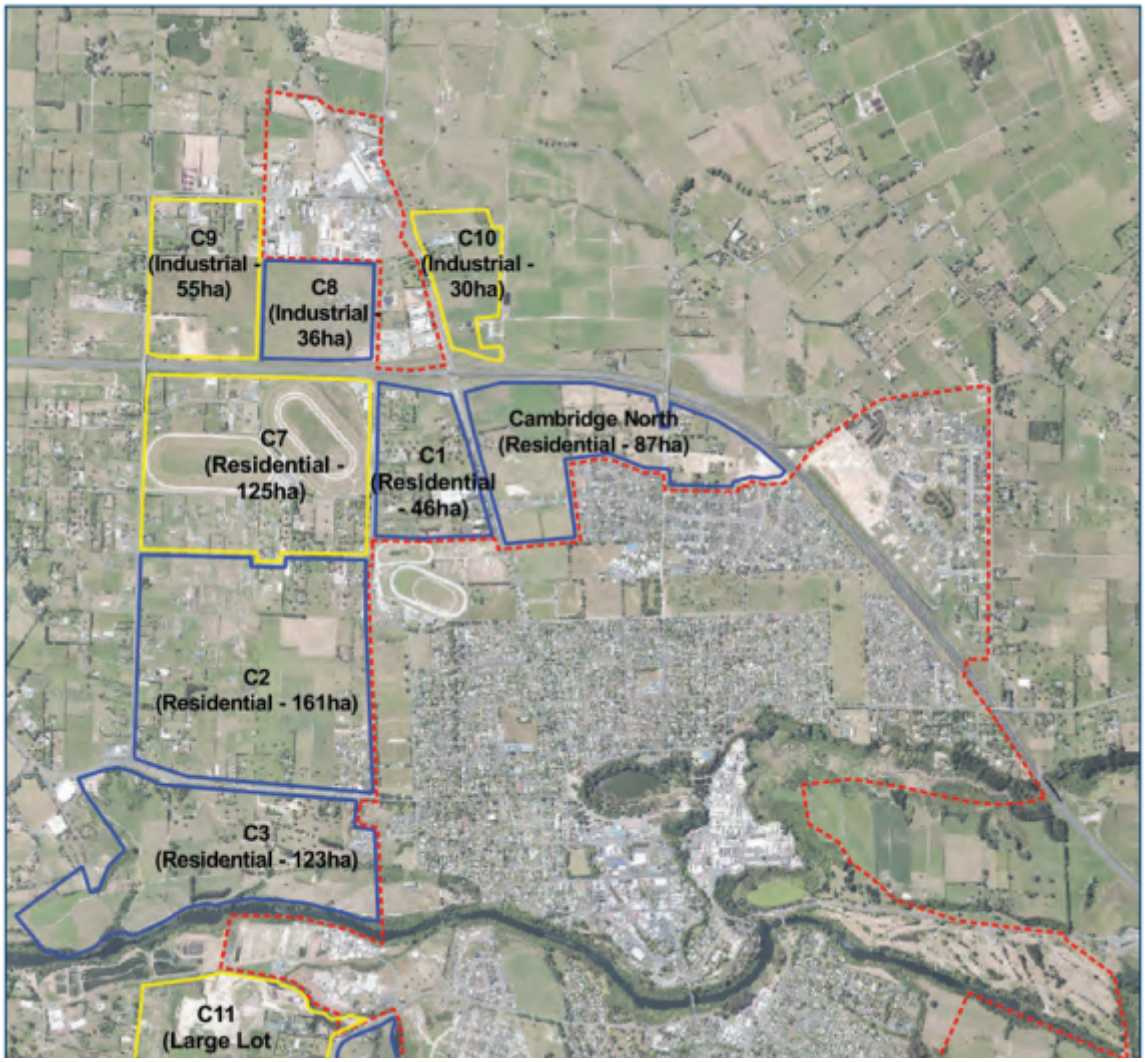


Figure 6: Excerpt of Cambridge Growth Map from 'Waipa 2050 Growth Strategy'

Additional Fields within the Cambridge Town Belt

Much of the Cambridge Town Belt is constrained by existing leases which are likely to prevent short term uses of these areas, although WDC staff note that there will be a review of leasing of sports grounds in the near future.

The NPS-UD encourages denser urban development in central areas, and infill development of central Cambridge will increase demand for existing reserves. Purchasing additional reserves in developed areas is expensive, and it is anticipated that areas of the Town Belt that are currently grazed will need to be developed as neighbourhood, and sports parks to cater for future parks demand from central areas. In addition, it is expected that additional areas will be planted to form forest areas and ecological corridors that improve sustainability outcomes and access to natural spaces that would otherwise not be as accessible to residents in central Cambridge, and that these areas will include an off road walking and cycling network.

In a response from the Applicant's agent to Council's queries[15], it is noted that that the applicant supports upgrades to additional sports fields in Cambridge including John Kerkhof Park instead of providing fields within the 3Ms site, and in later communications, the Applicant's agent has drawn an indicative plan of potential use of an area currently leased by the Cambridge Raceway that could include 5 winter sports fields and 2 cricket ovals.

If a new sports area could be developed in land currently leased by the Cambridge Raceway, there would be efficiencies in parks provision as a greater number of fields could be incorporated. It is expected that there would be additional transport benefits, as development would reinforce a cluster of fields in the north-west corner of the Town Belt increasing the chances of families having games in the same area and being able to travel together. Disadvantages of high intensities of sports fields can include local transportation effects and reserves sensitivity effects to nearby residential areas related to light, noise and traffic.

At this time this proposal has not been scoped sufficiently for consideration in relation to the current application. This land has a current lease from WDC, and no discussions have taken place between WDC and the Cambridge Raceway regarding this possibility including the time period that the lease might be relinquished. There has been no assessment of the contribution of land within the Cambridge Town Belt needed to meet the open space needs of future residents within central Cambridge in relation to future urban development and increases in residential density and alternative uses including planting for sustainability outcomes. It is noted there are limited areas with natural values easily accessible to the community living in the north-west of Cambridge. Alternative uses of this land need to be considered particularly if relation to the opportunity to enhance ecological values and corridors to offset future residential intensification. The proposal would also need wider assessment in relation to outcomes in WDC policies and strategies and the structure plans for livable communities and resilience to climate change.

This area of land is included in the 'Cambridge Town Belt Reserve Management Plan' approved in 2012, and use of this area for sports fields is not contemplated within this management plan. The change of use would need to be considered as part of a revision of the reserve management plan which requires that WDC take account of public submissions, and there is no assurance that the proposal would be overwhelming supported by submissions.

Field upgrades

Reliance on development of a smaller number fields to higher playing capacity has the following disadvantages:

- Greater travelling times for more residents and discouragement of active transport
- Greater reliance on a smaller number of fields, so more disruption when fields are renovated or otherwise unavailable, including the potential for greater conflict between winter and summer sports codes
- Reliance on solutions that may not be supported by the community including artificial playing surfaces.

While it is acknowledged that sand and artificial turfs, particularly associated with flood lighting will provide higher playing hours than grass surfaces, grass fields remain a good option, and are by far the larger percentage of the total numbers of fields in cohort Local Authorities and New Zealand. As noted in the GLG report on Cambridge sports fields, the most cost-effective option for sports fields per hour of play is for grass fields. While this cost does not take account of the cost of land purchase, this cost is partly offset where sports parks have other uses.

[15] Email 18 February 2021 from Matt Smith, 3Ms

4.2 Discussion

The sports fields included in the C2 structure plan provide for part of the increase in the demand for sports fields generated by residential growth in this area, and would provide fields within easy access of the future C2 community that could also be used for other community events and would help to reinforce a community hub in this area.

Undeveloped land within the Cambridge Town Belt is restricted by the guidance of the reserve management plan and existing leases. Further analysis needs to be made of the open space requirements of future residents of central Cambridge from further residential intensification before any land within the Town Belt is allocated for the provision of greenfield development areas.

If land cannot be identified for purchase by WDC in the C2 area in a similar central location to that indicated by the structure plan, options for land purchase within the C7 development area could be considered.

4.3 Conclusions

The NPS UD (2020) places additional requirements on Local Authorities to ensure development is integrated with infrastructure planning, including planning for community infrastructure such as parks, and that development occurs when required infrastructure is available. The inconsistencies between the current 3Ms subdivision proposal and the structure plan mean that WDC and the public do not have assurance that community infrastructure will be available for future development.

If approved, the 3Ms subdivision would provide a neighbourhood park of an appropriate size for residential development within the 3m site if the area was generally free from drainage limitations. It is noted that the catchment area anticipated by the 400m walking circles in the structure plan is reduced by the reduction of links in the roading pattern from that those shown in the structure plan.

The 3Ms subdivision application does not fully express the open space connections and outcomes anticipated by the C2/C3 structure plan including the co-location of the school, drainage reserve and sports park. The green space network proposed in the 3Ms subdivision application does not follow the structure plan by not providing a continuous north-south connection through the site. As the structure plan proposes that this network includes a movement network that would provide recreational outcomes including access to parks, the omission of sections of this network means the anticipated network outcomes of the structure plan will not be meet, including movement and ecological outcomes.

The 3Ms subdivision proposal does not include the active recreation reserve that would include two sports fields shown in the structure plan. The Cambridge area has a current shortfall in sports fields, and any potential options to upgrade or reconfigure existing sports parks are limited at this time by existing leases. While options to provide for this shortfall are considered in this report, further assessment is required before this issue can be resolved.

It is recommended that if 3Ms subdivision proposal is approved that to meet the requirements to provide for future sport and open space needs within the new growth cells in the northwest of Cambridge (C1-C3 and C7) that WDC investigate an alternate site or sites to provide a sports park that is:

- Approximately 10ha with a configuration that will cater for 5 full-sized fields plus auxiliary infrastructure, parking, toilets etc.
- Centrally located to the residentail growth areas so that it provides for future residents of C1, C2, C3 and C7.
- Provides adequate connectivity to surrounding residential areas and to the wider Cambridge road network, roads and the walking/cycling network.

Appendix 1 - Guiding documents

Appendix S19 - Cambridge C1 and C2/C3 Structure Plans

This is discussed in greater detail above in relation to the current subdivision application.

2050 District Growth Strategy – Waipā District Council

This WDC 2050 District Growth Strategy recognises growth should be promoted in the existing town boundaries as well as greenfield areas to provide for the additional 7,000 households required to match the population growth projections.

The Strategy notes Waipā's actively maintained reserves provision is approximately 7 hectares per 1,000 residents. Additional land will be acquired in specific locations to meet local recreation needs. This will normally be met through the purchase of land or acquired through subdivision. The planning for recreation and community based facilities needs consideration as part of the development of individual Town Concept and / or Structure Plans. Although for Cambridge more intensive use of the town belt from passive to more formal recreation would be ideal.

Cambridge Town Belt Reserve Management Plan 2012

C2 borders the Cambridge Town Belt to the east. John Kerkhof Park is sited in this area and supports active recreation with an area leased to the Cambridge Football Club. Three areas sensitive to development have been identified on this park though the Cambridge Town Belt Reserve Management Plan. The plan notes "as clubs expand their activities and their membership, larger facilities and more expansive areas of the Town Belt will eventually be required. Rugby and cricket, for example, currently require additional facilities on the Town Belt. A balance is required to ensure that the recreational needs of the community are being met without compromising the landscape and open space qualities for which the Town Belt is valued".

Waipā District Council Long Term Plan 2018 – 2028

The Long Term Plan, generally referred to as the 10 year plan provides a longer-term focus describing Council's activities and how these are managed, delivered and funded. The medium term strategic priorities include play (parks, sport and recreation), environment (waste, conservation and diversity) and infrastructure, (water services, roads and resilience).

In relation to parks it acknowledges that as Waipā grows the Council will need to invest in additional land or existing open spaces to cater for the community and environmental needs. It states

Council hopes to support new and growing sporting codes and will increase the levels of service to increase the amount of land being provided for sports grounds.

Central Waikato Sub-Region Sports Field Supply and Demand Study 2020 - Appendix 2 – Waipā Winter Sports Field Demand Report

The findings of this are outlined in the report above.