

QUEENSTOWN LAKES DISTRICT COUNCIL

FOR MEETING OF 2 MARCH 2010

REPORT FOR AGENDA ITEM: 2

SUBMITTED BY: General Manager Community Services

REPORT DATED: 11 January 2010

PROPOSED WANAKA SPORTS FACILITIES

PURPOSE

To receive the report of the Wanaka Sports Facility Working Party, determine the location of the proposed Wanaka Sports Facilities and progress implementation.

BACKGROUND

In early 2008 the Wanaka Sports Working Party was formed by Council and tasked to undertake investigations to resolve the future infrastructural arrangements for public sporting facilities within the Wanaka ward. The working party produced its first report to the Wanaka Community Board in August 2008. That report considered participation rates and demand for facilities, projected demand over the 25 year planning period, potential location options and facility specifications.

Having received the first report the Board resolved:

- 1. On the motion of Mr Kane and Councillor Wilson it was resolved that the Wanaka Community Board receive the attached discussion paper as the basis for community consultation toward resolving the issue of the preferred location of Wanaka Sports Facilities, and note that it will be amended before release; and**
- 2. That the Community Board note that the outcome of the consultation, and the final deliberations of the working party, will come back to the Wanaka Community Board in November, then to the Community Services Committee and then to Council; and**
- 3. That the final discussion document to be released to the public is subject to approval of the Wanaka Community Board chairman.**

The Working Party then released a full discussion document on 21 August 2008 and held an open day to commence the consultation process. Some 368 submissions were received on the discussion document.

In September 2008 the Wanaka Community Board received the report of the Wanaka Aquatic Centre Working Party discussing the facility requirements and location options for a future aquatic facility. The Board resolved:

On the motion of Ms Battson and Councillor Cocks it was resolved that the Wanaka Community Board receive this report; and That the Usage Projections and Facilities Mix Report dated 30 August 2008 be released for public consultation.

The Wanaka Sports Facilities Working Party submitted its second and final report to the CEO on 13 November 2008.

Council then initiated work on the review of the Long Term Council Community Plan (LTCCP) and identified the Wanaka sports and aquatic facilities as a key issue for the LTCCP. Two further reports were prepared to assist the public consultation process. These were a report on the co-location of an indoor facility with an aquatic facility and the second was on the feasibility of the redevelopment of the Wanaka Campground which the Sports Working Party had identified would be impacted on by location of a facility at the Showgrounds (Wanaka Recreation Reserve).

The Council included the proposed development of an indoor sports facility and aquatic centre within the LTCCP and received further submissions (739) on these issues from the public.

As a result of the submission and hearing process, the Council deliberated further and in June 2009 resolved to:

- a) request a technical assessment of green fields sites before choosing between one of these sites and the A and P Grounds proposal (some work will be done to explore the cost of keeping the camp functioning as a 'kiwi camp');**
- b) include a provisional capital sum in 2009/10 for the purchase of a green fields site if selected.**
- c) support the proposed format of the aquatic centre but defer the aquatic centre for 10-15 years, due to the current economic climate and a recent report that the current facility can continue to operate at an affordable cost (after some improvements in air handling and floor surfaces);**
- d) investigate investing in some internal facility enhancement on the existing pool, including the possible creation of a learners pool for inclusion in the 2010/11 Annual Plan (a sum of \$305,000 has been provided in 2009/10 for remedial work);**
- e) confirm that an indoor sports facility is the priority and commence development of a stadium and hard court area (with provision for an aquatic centre footprint) in year 3 of the 10-Year Plan (2011).**

A technical assessment of green field sites was produced in November 2009 and presented to a workshop of Council and the Wanaka Community Board in December 2009 following peer review by the New Zealand Recreation Association and Sport and Recreation New Zealand. This report and the output of the analysis are attached.

This report provides Council the opportunity to resolve formally the issue of location so that the project can progress to the next stage of concept design, feasibility and consents. The decision will also have important flow on effects for related projects such as the future of the Wanaka Campground.

ATTACHMENTS (Please see separate booklet)

1. Final (Second) Report of the Wanaka Sports Facility Working Party
2. Technical review of green field options (amended for public agenda)
3. NZRA SPARC Peer Review Report
4. Wanaka Pool Remedial Works Project Costs Schedule

SIGNIFICANCE OF DECISION

This decision is not significant under Council's policy on significance. The funding for development of the indoor sporting facilities, including green field options should they be selected, was included in the LTCCP.

CONSULTATION – INTERESTED OR AFFECTED PERSONS

There has been substantial consultation undertaken via the working party processes and the Long Term Community Plan process. A comprehensive summary of submissions to the working party is included within the attached report of the working party. Further consultation will take place on design options and facility mix as the project progresses.

RELEVANT COUNCIL POLICIES

The following policy documents have been considered in the preparation of this report:

- The Queenstown Lakes District Plan
- Wanaka 2020 and Structure Plan
- Parks Strategy 2003
- Relevant Reserve Management Plans
- The Council's "policy on significance"

DISCUSSION

Identification of Green Field Options

The attached technical assessment report identifies the five green field options assessed. Of the sites considered, the site in the vicinity of Three Parks/ Luggate – Wanaka Highway was considered to have the greatest potential and was analysed in greater depth.

In summary, a green field option in the vicinity of Three Parks/Luggate – Wanaka Highway provides an opportunity to establish a new recreation hub on the entrance to Wanaka, centrally located to the wider community and to future development within the Three Parks Zone. Such a site would be a high profile location and would help enhance and protect the green entrance into Wanaka. There may be potential for expansion into either Three Parks or Ballantyne Investments land in the future.

The green field option in the vicinity of Three Parks/ Luggate – Wanaka Highway also has potential to create a facility that includes a mix of related commercial tenancies which could reduce on-going operating costs and provide a more vibrant and multi-functional facility. Opportunities for public-private partnerships within the adjoining tourism/community facilities zone in adjoining Three Park’s development could also be explored. The SPARC Peer Review identified this as a key benefit of a green field option in the vicinity of Three Parks.

Mt Iron to the north casts a significant shadow across the site particularly in winter as a consequence of low sun angle. A model produced for the Three Parks Plan change is illustrated below. The shadow effect is less than that for the Three Parks land and is reduced west of Three Parks. In the middle of winter, the green field option would have up to two hours less sun than the Showgrounds site.

Figure 1: Mt Iron Shadow Analysis



The most significant drawback with the green field option is the need to acquire land. The first issue is the willingness of the existing landowners to sell and the second is the price to be paid. While informal discussions have taken place with current landowners, there is no certainty that a position of willing seller/willing buyer could be reached in the short term.

The Council is likely to hold sufficient funds to acquire an initial six hectares of land from its current reserve land development contributions. Using these funds for this acquisition would not impact on rates but would prevent further acquisition of land for other potential reserves that the community has expressed an interest in.

The cost implications of the green field option is provided in a separate agenda item in the public excluded section of the agenda to protect Council's negotiation position, should this option be favoured by Council.

Showgrounds

The Showgrounds is the recommended option of the Wanaka Sports Working Party. The Showgrounds is an 11.4700 hectare site officially known as the Wanaka Recreation Reserve. The land is managed by the Council as recreation reserve under the Reserves Act 1977. The reserve adjoins an unformed section of Stone Street which effectively provides an additional 6656m², giving a total land area of 12.1356 hectares. The reserve is adjacent to Pembroke Park (10.5471ha) and the Upton Street Recreation Reserve (1.2917ha) which is used predominately for tennis and croquet. The Wanaka Squash Rackets Club owns a property adjacent to the camping ground which is used for squash.

The reserve is currently occupied by four tenants, being the Upper Clutha Rugby Football Club (lease expires 30 June 2012), Wanaka Pottery Club (no lease/Council owned building), the Upper Clutha Agriculture and Pastoral Society Incorporated (lease expires 2017 with clause for early termination if Society building needs are incorporated into the multi-purpose stadium) and the Wanaka Motor Camp (lease expires 13 August 2010).

The reserve is covered by two planning designations, one for the Showgrounds/sports fields and one for the camping area. The reserve does not have a management plan as is required under the Reserves Act 1977. The preparation of a reserve management plan and a new designation are key planning steps in the use of this site for sporting facilities.

The Showgrounds is a high profile site and is well located being within 3.4km of 50% of the ward population. The site has a very strong relationship to the town centre and existing sporting activities such as tennis, croquet, squash, rugby, soccer and cricket which are currently using the site or surrounding land. Netball and hockey both support the development of a sports hub at the showground.

The key issues with the use of the Showgrounds are the impact on the operation of the A&P show, the existing and future development of the Upper Clutha Rugby Club and the operation of the Wanaka Motor Park. Pages 8 – 12 of the *Second Report of the Wanaka Sports Facilities Working Party* provide a comprehensive discussion of the consultation and assessment of the Showground's site.

The further submissions to the LTTCP process emphasised many of the points raised in the earlier submissions. There is strong opposition to the proposed closure of the camp ground and the Council can expect further opposition to this via the reserve management plan and designation issues.

The Upper Clutha Rugby Football Club and the Upper Clutha A & P Show Committee have stated their opposition to the development of the indoor and aquatic facility at the Showgrounds.

The rugby club wish to retain their own fields and clubrooms at the Showgrounds. They wish to see the campground closed and turned into further sports fields and an indoor facility built at a green field location. The reasons stated include a loss of autonomy and the need to pay for the use of facilities within a new indoor facility when the club already owns a club room. The rugby club continues to grow and they believe that all grades should be accommodated at one location with other codes accommodated elsewhere.

The A&P Show wish to see the sports facility built at a green field location. They are adamant that a combined sports facility and aquatic centre should not be built at the Showgrounds. They believe that they can continue to operate successfully with the rugby club and campground. However they believe that with the size of the proposed building and additional court and parking space, the running of the current show would be unworkable.

Once a site has been selected by Council, the next step will be to develop a full concept plan for the site to test layout scenarios and integrate the needs of the show, rugby club and other sporting codes such as hockey and netball. This plan will be used and modified within the reserve management plan process and in the feasibility and user commitment process to arrive at a developed concept plan for public notification.

Implication for camp

Based on the indicative timeline below, the Wanaka Campground will be able to continue in its current form for at least another two summer seasons. This presents Council with a further issue to consider as the current lease expires in 2010 and the Council will need to acquire any assets of the lessee if it wishes to operate the camp. If the decision is made to locate the sports facilities on the Showgrounds, then consideration needs to be given to the operation/transition of the camp. These would include:

- a) Close camp in 2010 – No compensation payable, loss revenue of \$165,440 p.a. plus rates of \$26,911, land lies vacant.
- b) Negotiate extension of lease for further two years, revenue and facility continues however less flexibility for preliminary site works etc. – the lessee has advised that they do not wish to take up a new lease.
- c) Operate camp in house with minimal facilities – i.e. Lessee to remove Lessee's chattels – run it as a basic campsite with existing Council owned chattels and some temporary facilities for two years – best flexibility but requires further investigation to consider if it is feasible.
- d) Purchase chattels and operate camp as is – no budget to acquire full chattels and expenditure on chattels would not be recovered on disposal. This option was the recommended option of the Camp Strategy but is no longer considered feasible if the sports facilities are to be located on this site.

A separate report addressing the issue of operation of the Wanaka Campground is on the Council's March agenda.

Wanaka Pool

The Council has resolved via the LTCCP to defer the construction of a new aquatic facility for Wanaka. Funds have been provided to improve the condition of the existing pool. These improvements are currently in design/tender and will include new pool covers, sealing and painting, structural maintenance, improved ventilation and air handling, floor resurfacing and the introduction of a biomass boiler for heating. The budgeted cost of these works (excluding the biomass heater) is \$300,000 and these

works will commence in April 2010. A schedule of works is included in the attachments. These works are aimed at improving the health and safety of staff and swimmers and service life of the asset. They will not create level of service improvements (other than in air quality) or provide a pool space ideal for learn to swim.

A dedicated learn to swim pool would be of great benefit for the Wanaka community to allow for the complete delivery of an all encompassing learn to swim programme, i.e. babies through to adults. Existing facilities, both publicly and privately only service primary school aged children for the activity of learning during summer months and do not meet the needs for learners due to excessive depth and cold temperatures. To enhance the provision for teaching the core life skill of swimming the minimum requirement for a learners' pool design would be for a 15m x 7m pool with laterally sloping depth of 0.5m - 0.9m and temperature of 32°C. If the Council wishes to improve service levels around learn to swim prior to the construction of a new aquatic centre then budget provision would need to be made in the Annual Plan or LTCCP for the construction of a separate pool on the existing site or within a leased commercial building. A specific business case is yet to be prepared on delivery of learn to swim options.

Indicative Time Line - Next steps

The project cannot progress until the milestone of site selection is reached. Once a decision is made on location, and assuming that decision is the recommended option of the Working Party, then the following timeline is proposed:

- a) Reserve Management Plan "suggestion" phase notified (March 2010)
- b) Wanaka Pool remedial works (April – July 2010)
- c) Initial Concept Plan prepared dealing with bulk and location of facilities (April - June 2010)
- d) Feasibility Study of facility needs, engagement/commitment of users, development and operational costs (June – December 2010)
- e) Fundraising July 2010 - 2012
- f) Developed Concept Plan (September 2010 – February 2011)
- g) Development of draft proposal for notification via draft reserve management plan and new designation (February 2011 – March 2011)
- h) Hearing of reserve management plan and designation (May 2011)
- i) Amendment of Concept Plan if required (June 2011)
- j) Adoption of reserve management plan and acceptance/rejection of designation recommendation (July 2011)
- k) Environment Court appeals (if required – timeline undetermined)
- l) Facility architectural brief and commissioning design team (June 2011)
- m) Design Phase and Tender Phase (July 2011 – December 2012)
- n) Construction (Feb 2013 – Dec 2013)

Note: some of the above phases may occur concurrently.

Project Management

A project of this scale will require specific project management skills and resource not available internally unless seconded to this role. It is recommended that the project be managed by a project control group including political and officer representation with a dedicated project manager controlling the project design and construction process.

The project management, construction and design processes will need to be procured and there are a number of options for that including design-build.

OPTIONS

For the purpose of considering the options available to the Council, the objective is taken to be to determine the most suitable location for the development of future sporting and aquatic facilities for Wanaka.

Pursuant to Section 79 of the LGA 2002, all reasonably practicable options for achieving the above objective have been considered, with the level of assessment being directly relative to the significance of the effects of the decision.

Four key options have been identified. These are:

- Option 1: Site indoor sports facility and future aquatic centre at the Wanaka recreation reserve (Showgrounds) including closing the Wanaka Campground.
- Option 2: Site indoor sports facility and future aquatic centre at the Wanaka recreation reserve (Showgrounds) including maintaining a reduced and or seasonal campground.
- Option 3: Site indoor sports facility and future aquatic centre in vicinity of Three Parks/Luggate – Wanaka Highway on an initial 6 hectare site.
- Option 4: Site indoor sports facility and future aquatic centre in vicinity of Three Parks/Luggate – Wanaka Highway on a 12 hectare site.

Councillors and Wanaka Community Board members assessed the above options at a workshop in December 2009. The options were considered using a Weighted Attributed Grid Analysis methodology.

The key attributes assessed (and weighted by participants on a scale of 1 being least important to 5 being most important) were:

- Space for future growth (3)
- Location factors (3)
- Planning factors (2)
- Urban design (1)
- Capital cost (4)
- Operating cost (5)
- Sporting hub (2)

The median results of the 14 participants were as follows:

Table 1: Results of Paired Analysis by Workshop Participants.

Option	Growth	Location	Planning	Urban Design	Capital Cost	Operating Cost	Sporting Hub	Total
1	9	9	6	2	16	15	4	61
2	6	6	4	2	12	15	2	47
3	6	6	6	2	8	10	4	42
4	12	9	6	2	4	15	4	52

Option 1 was therefore favoured by the majority of participants in the workshop with Option 3 being the least favoured option.

Option 1 is the recommendation of the Wanaka Sports Facility Working Party. Option 1 has significant change management processes associated with it and will impact on

the current occupation of the reserve by the Upper Clutha A & P Show and the Upper Clutha Rugby Club. It will also result in the closure of the Wanaka Lakeview Holiday Park which is at variance with Council's Campground Strategy and will have cultural, social, environmental and economic impacts on Wanaka. These can somewhat mitigated by the development of other existing private camping facilities in the Wanaka environs. The extent to which a campervan park or some other form of summer camping can co-exist with sports facilities should be fully explored in the concept design phase to mitigate the environmental and economic impacts anticipated. Such a facility may also provide some diversified revenue to assist with offsetting facility operation costs.

Option 1 also has significant planning processes associated with it. Given the opposition of the key existing users and some of the wider Wanaka community, participation in those planning processes is expected to be high and this will continue to place further demand on the resources of the Council. Should the reserve management plan and designation permit the proposed option, there may well be appeals to the Minister of Conservation and Environment Court respectively which could further delay progress with implementing the sports facilities that are needed.

Options 3 and 4 may well face similar risks. While a reserve management plan would not be required, a designation would be desirable (compared with resource consent) and there is a further significant risk of delay due to land acquisition negotiations.

A full analysis of the options is provided within the *Technical Review of Green Field Sites* paper attached.

FINANCIAL IMPACT

The current Long Term Plan has \$10,627,000 allocated to the Wanaka Sports Facilities, with \$1 million of that funding available in 2009 to 2011. This amount will not be the full amount of funding required to deliver even a modest recreation facility. Additional funding will be required from other major funding bodies.

The financial impact of the green field location over the Showgrounds location is discussed in the public excluded section of the agenda.

RECOMMENDATION

- 1. That the Council receive the report of the Wanaka Sports Facility Working Party and thank the Chairperson and members of the working party for their work;***
- 2. That the technical review of green field options be received;***
- 3. That Council accepts the recommendation of the Wanaka Sports facility Working Party and confirms the preferred location of future indoor recreation and aquatic facilities as the Wanaka recreation reserve (Showground/Wanaka Lakeview Holiday Park);***
- 4. That a concept plan be developed for the Wanaka Recreation Reserve addressing the location of the indoor stadium, future aquatic centre, A & P Show operations and other buildings including the existing camp facilities, Upper Clutha Rugby Club, A & P Building and Pottery Club;***
- 5. That an option be prepared that includes retention of a limited camping facility at the Wanaka recreation reserve;***

- 6. That a reserve management plan be initiated for the Wanaka recreation reserve; and**
- 7. That the improvements outlined to the Wanaka Community Pool be implemented.**