

# QUEENSTOWN LAKES

## COMMUNITY FACILITIES STRATEGY

Version 4: Edited 18<sup>th</sup> June 2020



*“Connecting people through spaces and places and enabling the wellbeing of generations now and in the future.”*

## He honoka whenua, he oraka takata Mō tātou, ā, mō kā uri a muri ake nei.

*Our community spaces are often at the core of what makes our local towns and communities so special. They are where we connect, learn, and play, and are vital in maintaining the lifeblood of our communities.*



*The Queenstown Lakes District Council (QLDC) is committed to delivering high quality services which satisfy the needs and expectations of our community. This includes developing and managing community facilities, and also facilitating investment in new community infrastructure.*

*Dr Thunes Cloete*

Dr. Thunes Cloete  
**Community Services General Manager**  
Queenstown Lakes District Council



*Wanaka Recreation Centre*

## Executive Summary

### Kōrero whakarāpopoto whakamutuka

#### Overview

This strategy is a strategic framework to guide decision making in relation to community facility (see definition page 7) planning and provision. It sits under the Queenstown Lakes District Council (QLDC) Spatial and QLDC Master Plans, the District Plan and 10-Year Long Term Plan.

Historically, facility development within the Queenstown Lakes Region has been ad-hoc and community led in response to localised needs. The existing facilities, and the organic development process which have worked in the past, can no longer keep up with the rate of growth within the Queenstown Lakes region.

As the Queenstown Lakes region's population and visitor numbers continue to grow, increasing pressure will be placed on the Council's existing community facilities. Forward planning, proactive policy and agreed approaches to community facility provision, planning and prioritisation, are essential to protecting, maintaining and improving the current and future quality of life and liveability of our local communities.

This strategy seeks to answer two important community facility questions, 1) How do we identify what community facilities are needed now and into the future? and 2) How do we prioritise council investment?

#### Key Findings

- Community facility provision is an important contributor to wellbeing and quality of life. As such it needs to be viewed as equally important to housing, infrastructure and transport.
- Many facilities within the district will serve multiple purposes and community sectors (arts, sport, events, social services). Strategic alignment and capacity to achieve cross-sector / departmental funding is important for QLDC.

- Facilities need to be viewed and developed as part of district wide network. Partnership and collaboration are essential (between user groups, between council and community entities and at a regional level between councils).
- QLDC should take a proactive approach to policy and regional planning to ensure community facilities form an integrated network and to reduce the negative impacts of ad-hoc residential and facility developments.
- The provision of open space needs to be protected and not compromised (or eroded) because of other competing pressures and rapid regional growth. The quality of new allocated open space should be appropriate to meet future community needs and provide quality experiences. Policy updates may be needed to ensure this and the QLDC Parks Team need to be adequately resourced to maintain new and existing provisions.
- It is recommended that QLDC development contributions policy should be reviewed to ensure land required for community facility provision is calculated separately from reserves land contributions.
- In addition to Operating Expenditure, Level of Service (LOS) Improvements and Growth, it is recommended that "Visitor Usage" is added to budget apportionment for relevant community facilities to recognise the additional demand and provision requirement.

#### Report Sections Summary

- **Section 1:** Facilities need to be viewed as a network and be affordable for both council and facility users.
- **Section 2:** Community Facility Development Principles are based on best practice. These should be applied to all renewals and new facilities.
- **Section 3:** Provision Measures are an indicative benchmark. Current QLDC policy and relevant strategies should be referred to in the first instance.
- **Section 4:** Prioritisation and Investment Principles provide an objective framework to ensure robust assessment and effective investment.

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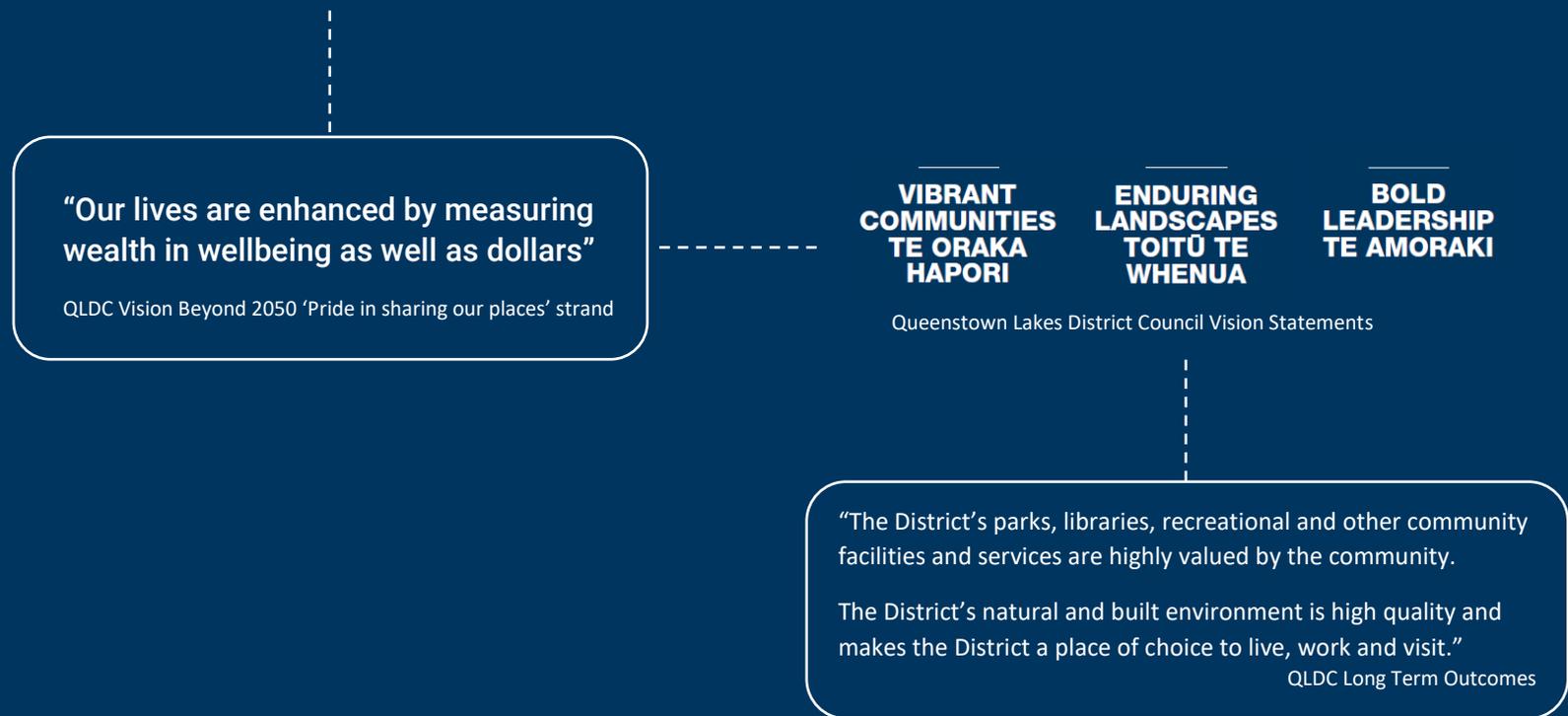
Wanaka Library

Vision & Context

Hoaketanga

QLDC Community Facilities Strategy Vision Statement

**“A network of fit-for-purpose, affordable community facilities that connect and support resilient, healthy and vibrant communities”**



# Core Focus

This strategy seeks to help inform two important community facility questions:

1. How do we identify what community facilities are needed now and into the future?
2. How do we prioritise council investment?



## Community Facility Strategy Scope

### Strategic Intent

It is envisaged that this Community Facilities Strategy will be used to:

- (a) Support bigger picture spatial planning and future facility provision allowances.
- (b) Enable council to update development contributions policies with improved guidelines and clearer expectations for property developers regarding community facility objectives.
- (c) Provide a basic structure for future identification of areas in need of additional consideration in terms of facility provision gaps, duplication, rationalisation and/or investment.
- (d) Provide a preliminary lens, for helping to maximize the effectiveness of existing facilities and community benefit from limited resources (avoiding duplication).
- (e) Provide initial high-level measures to help ensure long-term community facility planning and provision will meet the needs of changing populations.
- (f) **Community facility provision is not solely a council role** and community facilities are not limited to council owned facilities.

### Important Notes:

- i. While a certain level of detail is necessary, the measures specified are high level and do not commit council to any level of community facility provision which may be unaffordable or unachievable, but will provide a preliminary high level indication of community needs.
- ii. It is envisaged that these guidelines will be 'living' rather than 'prescriptive' and will need reviewed periodically to ensure effectiveness (the first formal review period is recommended for 12 months after adoption and then every 3-years).

### Scope of this Strategy

#### Out of Scope

- While a large number of strategies and reports have been considered, in order to inform the development of this overarching framework, individual community facility projects have not been assessed in detail or prioritised as a part of the scope of this report / activity.
- For the purposes of this strategy cemeteries and crematoria amenities have not been included within "Community Facilities", plus private commercial facilities not fully accessible to the public.
- While open spaces, playgrounds, parks and reserves are referenced, specific measures remain within the Open Spaces Strategy.

#### Within Scope

- The following page outlines the definition of "Community Facilities" utilised, the rationale for this and the six main categories of focus.

# What does 'Community Facilities' cover?

For the purposes of this strategy the term "Community Facilities" has been aligned with the definition of "community infrastructure" provided within The Local Government (Community Well-being) Amendment Act 2019, with the additional inclusion of similar non-council owned assets.

## Definition of Community Facilities Includes:

1. Community infrastructure (as defined by LGA 2019):  
“(a) means land, or development assets on land, owned or controlled by the territorial authority for the purpose of providing public amenities; and (b) includes land that the territorial authority will acquire for that purpose.”<sup>1</sup>
2. Plus, other similar private and community controlled assets, which are publicly accessible and used for similar purposes.

## Rationale for this approach:

- **Land is essential:** Land within the QLDC area is in high demand and at a premium. It is an essential pre-requisite to any community facility development and it is vital that land retention and acquisition is a core component of future provision planning.
- **Community facility provision is not solely a council role:** An integrated network approach which engages community groups and builds collaborative partnerships is essential, to optimise overall outcomes, minimise duplication and maximise community benefit from investment. For this reason, planning also needs to take into consideration non-council facilities and assets. For example, Wanaka Community Hub Trust or Happiness House

<sup>1</sup> The Local Government (Community Well-being) Amendment Act 2019

## Central Government Provision Note:

- Consideration of central government provision of community facilities is essential, in network and facility provision planning, such as halls and gymnasiums provided via schools. However, for the purposes of this strategy, Central Government provision has been excluded from measure, except where specifically noted.

## Main Community Facility Categories:



### Venues

Community centres, halls, meeting spaces and venues for hire (including arts and culture facilities, museums and performance spaces).



### Sport and Rec

Indoor courts and recreation facilities.



### Aquatic Facilities

Pools and water sport facilities, plus council owned boat ramps and jetties.



### Libraries

Permanent and mobile library facilities.



### Play\*

Playgrounds, pocket parks and play spaces and associated toilet amenities.



### Open Spaces\*

Sports fields, parks, outdoor courts, public green spaces and associated toilet amenities.

Figure 1: \*Play and Open Spaces are noted, as land is a prerequisite to any community facility, however are primarily covered within the Parks and Open Spaces Strategy.

## Context

This strategy sits under the Queenstown Lakes District Spatial and Master Plans, the District Plan and 10-Year Long Term Plan. It is a strategic framework to guide decision making in relation to community facility planning and provision. The strategy will inform a Community Facility Action Plan, Acquisition Plan, future development contribution policy, relevant operational and management plans.

In the past, community facility development has been ad-hoc and largely community led, in response to localised needs. With increasing rates of growth and large subdivisions, community facilities and the associated planning processes have not kept pace.

### Need for a Community Facility Strategy

The Queenstown Lakes District is growing rapidly. Residential population is projected to almost double in the 30 years to 2048. Over the same period, visitor numbers are projected to increase by approximately 50%.

**The combined effect, is significant pressure on existing community facilities and a need to proactively plan future provision of social infrastructure, in order to protect, maintain and improve the current and future quality of life and liveability of our local communities.**

While ample evidence exists of community demand and current needs, it is essential to balance council responsiveness to community needs, with a region wide strategic approach to facility provision, which avoids ad-hoc development and enables:

- Effective future provision of facilities and forward planning for population growth.
- A clear approach to facility hierarchy and identification of regional level priorities to meet community needs.
- Exploration of collaborative funding models and alternative community facility provision models.

## What We Know

Community needs change rapidly

40%

40% of 189 community groups consulted in 2018 have been in existence for less than 10 years. 25% for three years or less. <sup>2</sup>

Our population is growing rapidly

88%

88% residential population growth projected in the 30 years to 2048. From a district-wide population of 39,500 to 74,400 (84% growth projected in the Wakatipu Ward and 97% growth in the Wanaka Ward). <sup>3</sup>

Community groups need new facilities

50%

50% of community groups consulted in 2018 indicated they would be seeking a new facility within the next 5 years. 70% of these groups currently have operating budgets of under \$50,000 per year.

Facility needs are driven by a combination of membership growth, unsustainable lease costs, poor facility location or fit, lack of parking, limited availability, changing land use and development pressures. <sup>2</sup>

Most community groups could consider shared facilities

82%

82% of community groups needing new facilities could consider opportunities to co-locate with other organisations in a community facility. Only 30% of those indicating a need for a new facility currently have a plan to address their needs. <sup>2</sup>

Tourism growth is projected

57%

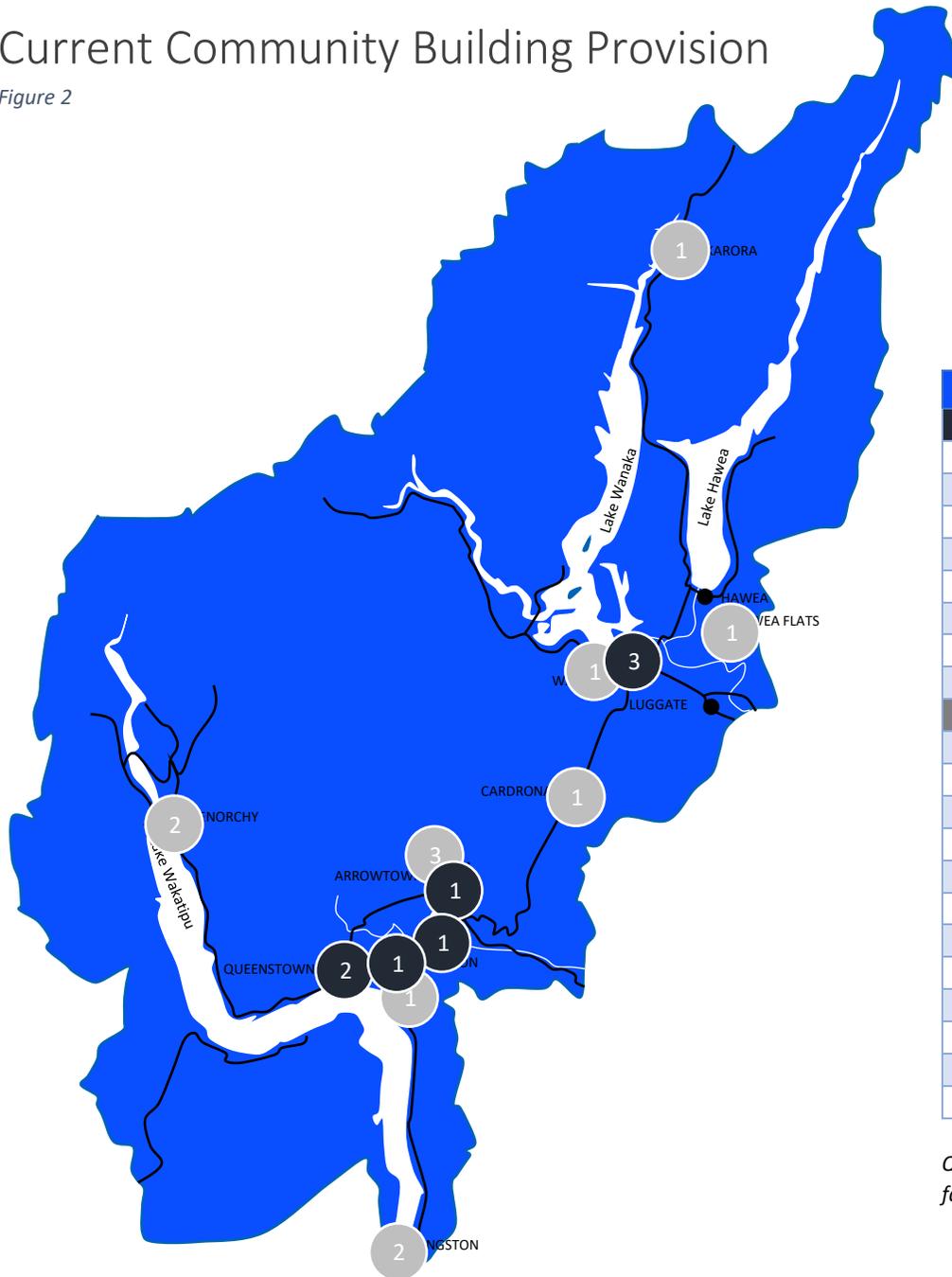
57% growth in tourism numbers is projected in the 30 years to 2048. Increasing from an average daily visitor count of 24,860 to 39,040. Plus, an increase in peak visitor numbers from 79,300 to 126,370. <sup>3</sup>

Data Sources:

2. QLDC, Our Community Spaces, A report on community facilities, groups and services, December 2018
3. QLDC, Growth Projection to 2048, Oct-2018 Summary Table

# Current Community Building Provision

Figure 2



Athenaeum Hall

QLDC 'Community Services' Facilities	Classification	Location
<b>Category A Facilities</b>		
<b>Lake Wanaka Centre</b>	Halls/Venues	Wanaka
<b>Wanaka Recreation Centre</b>	Sport & Rec	Wanaka
Wanaka Library	Libraries	Wanaka
Athenaeum Hall	Halls/Venues	Arrowtown
Lake Hayes Pavilion	Halls/Venues	Lake Hayes
<b>Queenstown Events Centre</b>	Sport & Rec	Frankton
Queenstown Memorial Centre	Halls/Venues	Queenstown
Queenstown Library	Libraries	Queenstown
<b>Category B Facilities</b>		
Makarora Emergency Centre	Emergency	Makarora
Wanaka Arts Centre	Sport & Rec	Wanaka
Hawea Flat Hall	Halls/Venues	Hawea Flat
Cardrona Hall	Halls/Venues	Cardrona
Arrowtown Library	Libraries	Arrowtown
Arrowtown Community Centre	Sport & Rec	Arrowtown
Arrowtown Community Rooms	Halls/Venues	Arrowtown
Frankton Library	Libraries	Frankton
Glenorchy Library	Libraries	Glenorchy
Glenorchy Hall	Halls/Venues	Glenorchy
Kingston Library	Libraries	Kingston
Kingston Community Building	Emergency	Kingston

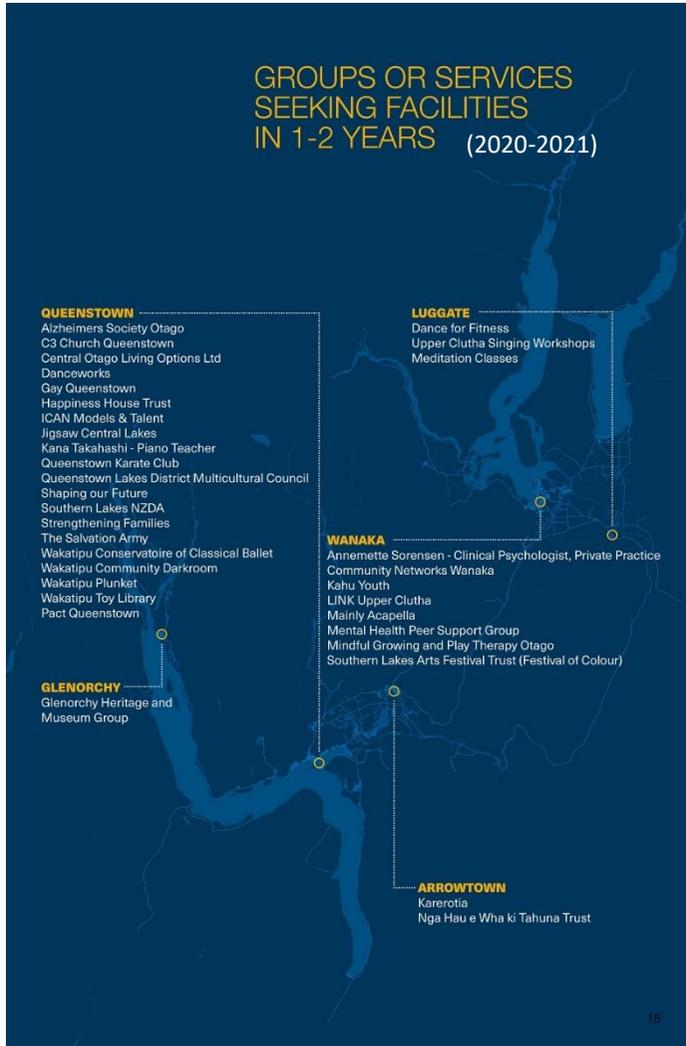
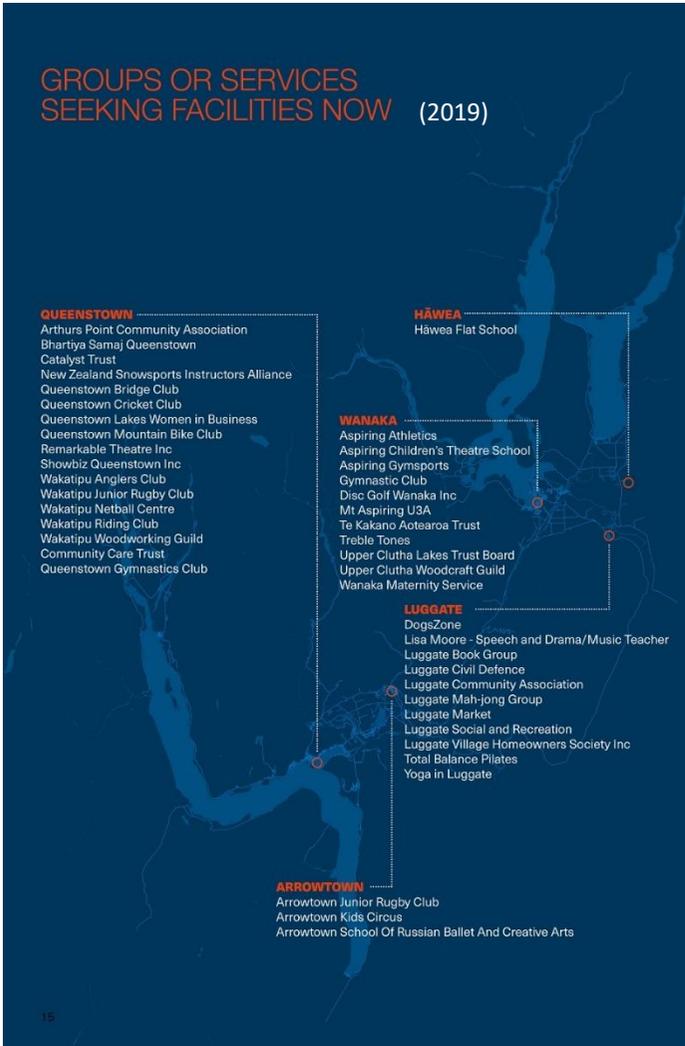
QLDC property list as at 4/9/2019. Excludes administrative, commercial, operational and regulatory facilities. Category A and B are as classified by QLDC. Bold facilities are over 3,000m<sup>2</sup> gross floor area.

# Groups Seeking Facilities 2019-24

Below are extracts from “Our Community Spaces - A report on community facilities groups and services” showing groups currently seeking new facilities, in 1-2 years and 3-5 time periods, as of Dec 2018 (excludes any new entities).

As the Queenstown Lakes District population continues to grow, increasing pressure will be placed on the Council’s existing community facilities.

This increasing demand necessitates that the Council deliver an efficient and flexible network of facilities that meet current and future community needs and can be delivered in a financially sustainable manner.



# Vision and Objectives

## QLDC Community Facilities Strategy Vision Statement

“A network of fit for purpose, affordable\* community facilities that connect and support resilient, healthy and vibrant communities”

## QLDC Community Facility Objectives

The purpose of this strategy is to outline agreed approaches to community facility provision, planning and prioritisation, which will **protect, maintain and improve** the current, and future, quality of life and liveability of our local communities.

The following points summarise the main roles of QLDC:

- 1. Researcher / Planner**  
Integrate and coordinate planning across all community facilities in partnership with local community groups and stakeholders for better overall outcomes.
- 2. Provider / Owner**  
Maintain, improve and optimise existing QLDC community facilities.
- 3. Partner / Enabler / Landlord / Funder**  
Leverage and support community based partnerships. Including land and/or facility leases and service provision arrangements.
- 4. Facility Developer**  
Develop fit-for-purpose, affordable and connected community facilities which meet identifiable current and future community needs. Taking into account the wider network of facilities and Community Facility Strategy Principles.
- 5. Advocate / Guardian**  
Advocating for the importance of community facilities and adequate provision. Protection and acquisition of suitable land for future provision.
- 6. Regulator**  
Provide robust guidelines to ensure suitable provision.



# Wellbeing

## Community Facilities...

are central to wellbeing. They bring connection, cohesion and colour to our lives and neighbourhoods.

*\*Affordable is defined as, affordable for both council provision and for community use.*

**Strategic Alignment & Principles**

Te Horopaki O Te Rautaki & Mātāpono

**Treaty of Waitangi Principles**

**Partnership**

**Protection**

**Participation**

**QLDC Vision Beyond 2050**

- Embracing the Māori World

- Deafening Dawn Chorus
- Zero Carbon Communities
- Disaster-Defying Resilience

- Thriving People
- Opportunities for All
- Breath Taking Creativity

**Community Facilities Strategy Principles**

**Integrated Network**

**Collaborative**

**Best Placed Future Proofed**

**Affordable & Sustainable**

**Accessible & Inclusive**

**Flexible & Efficient Use**

The central focus of this strategy is to outline agreed approaches to community facility provision, planning and prioritisation, which will **protect, maintain and improve** the current and future quality of life and liveability of our local communities.

# Community Facilities Strategy Principles

We will aim for community facilities which have the following qualities:

 <p><b>Integrated Network</b></p>	<h2>Facility Planning</h2> <p><b>Planned Provision</b>          Future demand and community needs, considered in advance. For QLDC this means identification of land, maintaining a coordinated and flexible network of facilities, and ensuring financial sustainability.</p>	<h2>Facility Attributes</h2> <p><b>Hierarchy of Facilities</b>          A hierarchy of facilities including larger specialist facilities with regional catchment and smaller local facilities to meet the needs of unique communities.</p>	<h2>Facility Operation</h2> <p><b>Integrated Network</b>          Community facilities will be considered as part of a broader network which function together to meet overall community needs. This will be achieved via a hierarchy of facilities, collaboration with local communities and proactive efforts to create linkages.</p>
 <p><b>Collaborative</b></p>	<p><b>Holistic Approach</b>          Community facilities will not be planned in isolation, but as part of an integrated network. Partnerships with community organisations and other third parties will be explored to maximise facility use.</p>	<p><b>Placemaking &amp; Community Buy-in</b>          Community facilities will contribute to the vitality of the Queenstown Lakes Region. They will be cost effective, distinct and of quality design. Facilities will embody local character, stories and culture to foster a sense of place, identity and community ownership.</p>	<p><b>Facilities which Promote Collaboration</b>          Community facilities will promote collaboration, partnerships and sharing of resources for mutual benefit among user groups.</p>
 <p><b>Best Placed Future Proofed</b></p>	<p><b>Best Placed to Serve Catchment</b>          Easy to find and get to. Well-placed to serve the intended community and catchment.</p> <p>As far as possible, facilities will be integrated, connected or co-located with other community activities. QLDC will primarily focus investment on strategically placed, integrated facilities.</p>	<p><b>Future Proofed</b>          New buildings will be designed and positioned to allow modification and extension.</p> <p><b>Visible / Safe</b>          Where possible, facilities will be located in busy well-activated areas, to ensure higher levels of passive surveillance and utilise crime prevention through environmental design principles in layout to minimise antisocial behaviour.</p>	<p><b>Focal Points</b>          Community facilities will be focal points for the areas they service. Activities, programmes and facility design will build social capital by fostering organised and chance meetings.</p>

# Community Facilities Strategy Principles

We will aim for community facilities which have the following qualities:

	<h2>Facility Planning</h2> <p><b>Transport Connected</b> Community facilities will be located in, or near, urban centres and will ideally be easily accessible via public and active transport modes.</p>	<h2>Facility Attributes</h2> <p><b>Good Quality</b> Community facilities will be well-maintained, safe and provide an enjoyable customer experience.</p>	<h2>Facility Operation</h2> <p><b>Affordable, Inclusive and Accessible</b> Community facilities will be universally accessible and affordable for all. Facilities will be affordable, accessible to people of varied physical ability and welcoming to people of all cultures and backgrounds.</p>
	<p><b>Affordable and Sustainable</b> Community facilities will capitalise on opportunities to deliver value for money for the ratepayer and user, minimise environmental impact and balance the needs of present and future generations.</p>	<p><b>Sustainable Design, Energy Min.</b> QLDC will lead by example in reducing ongoing operational costs and minimising water and energy use of community facilities. New facilities will make use of natural light and ventilation and aspire to be carbon neutral and produce zero waste.</p>	<p><b>Functional</b> Community facilities will be designed to accommodate the intended range of functions and activities and utilise the outdoor environment to support participation.</p>
	<p><b>Identifiable Needs</b> Community facilities will be fit-for-purpose and meet identifiable community needs. They will consider current provision gaps, needs and potential duplication, as well as projected future demand. Integrated network needs will be identified and prioritised.</p>	<p><b>Multi-purpose Spaces</b> Community facilities will be multi-purpose, flexible and adaptable to evolving community needs. Multipurpose facilities will be prioritised over single purpose or dedicated use facilities.</p>	<p><b>Flexible and Efficient Use</b> Community facilities will enable a wide range of activities, programmes and services, ensuring maximum use, optimisation of space and adaptability to changing community needs.</p>

## Provision Measures / Aratohu

## Overarching Objectives



## 10min Urban Neighbourhoods

(targeted 800m or 20-minute return walk, cycle or local public transport trip from home)



## Facility Hierarchy

- 1) Neighbourhood
- 2) Local
- 3) Destination
- 4) Regional



## Integrated Network

Non-council facilities and alternative provision via community partnerships, clubs and organisations are taken into consideration.



## Planned Provision

QLDC take the lead in terms of proactive future community facility provision planning. Reducing ad hoc development and improving community facility outcomes.

## Quantifiable Measures

Facility Type	Indicative Provision Measures
Halls, Cottages and Local Level Bookable Venues	Based on catchment and facility hierarchy, with alternative provision and isolation taken into consideration. (Approx. x1 per 4,000 residents).
Community Centres	Household dwelling capacity and facility hierarchy informed provision.
Performance Spaces, Museums and Galleries	Assessed based on evidence of needs, sustainability and facility hierarchy, rather than population basis.
Event / Function Centres	Assessed based on evidence of needs, sustainability and facility hierarchy, rather than population basis. Ideally 1 function / event facility per ward.
Sports Facilities, Gyms and Fitness Centres	Indoor: x1 indoor court per 16,000 average daily population. Outdoor: x1 outdoor court per 9,000 average daily population.
Swimming Pools	Leisure pool facilities: 18,000 - 40,000 average daily population. Full pool facilities: 30,000 - 50,000 average daily population. OR min. 21.3m <sup>2</sup> indoor water space per 1,000 residents.
Jetties and Boat Ramps	Limited number of facilities to serve catchments of 10km+
Libraries	Refer to QLDC Libraries Strategy*
Playgrounds	Refer to QLDC Parks and Open Spaces Strategy*
Cycleways and Walkways	Refer to QLDC Parks and Open Spaces Strategy*
Local Neighbourhood and Community Parks	Refer to QLDC Parks and Open Spaces Strategy*
Sports Grounds	Refer to QLDC Parks and Open Spaces Strategy*
Public Toilets	Refer to QLDC Parks Asset Management Plan*

\* Interim / preliminary measures are included in appendices for internal QLDC reference.

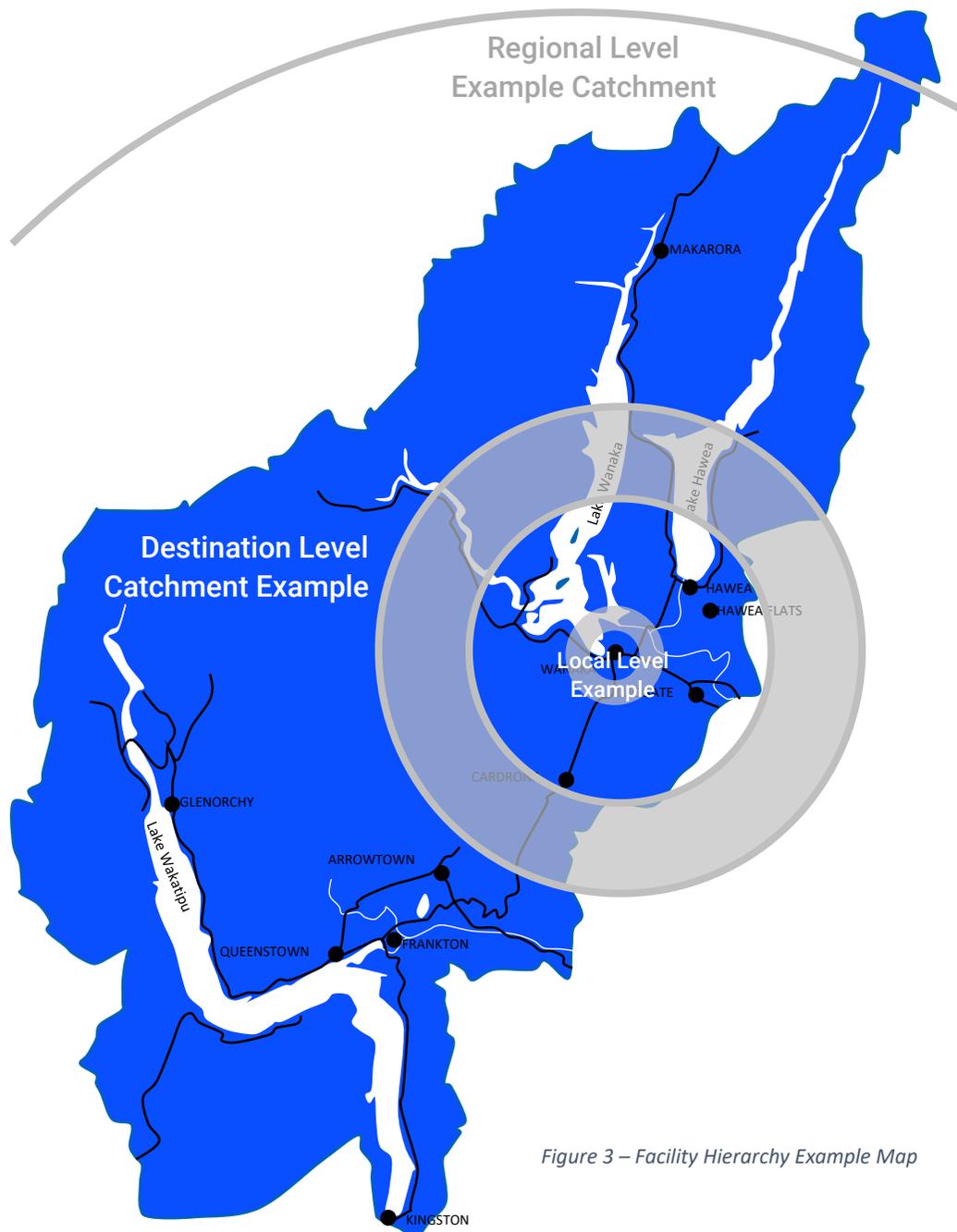


Figure 3 – Facility Hierarchy Example Map

## Overarching Provision Objectives



### Community Facility Provision Objective 1:

#### 10min Urban Neighbourhoods

The 10-Minute Neighbourhood planning principle can be summarised as: *‘the ability to meet most everyday (non-work) needs locally, primarily within a 20-minute return walk, cycle or local public transport trip of home’.*

**NOTE:** Due to regional topography and a dispersed population base, this objective will not always be achievable for QLDC. However, the measure is included as international best practice for liveable cities and an aspirational target to be applied, where possible, in planning future urban spaces.



### Community Facility Provision Objective 2:

#### Facility Hierarchy

Facilities will be classified by their intended catchment and role within the wider network, including 1) Neighbourhood, 2) Local, 3) Destination and 4) Regional level facilities.

**Note:** Some Regional Level facilities may be located outside of the QLDC geographic area, in partnership or collaboration with other local authorities.

Approximate Commute Times for each Provision Level			
Provision Level	Walk Time	Bike Time	Drive / Bus Time
Neighbourhood	10min (800m)		
Local		10 - 20min (3-6km)	5min - 10min (3-6km)
Destination			15min - 30min (20-40km)
Region			30min - 2hr+

Figure 4

# Indicative Provision Measures

The following tables provide indicative provision measures by facility type. These have been based on existing QLDC strategies and policy documents. Policy and best practice from other regions of NZ, has been used where no clear QLDC provision measure was available or best practice suggested improved measures.

## Important Notes:

### 1. Indicative Provision Measures

The Indicative Provision Measures included within this strategy should be considered a starting point or a baseline provision requirement for evaluation and assessment of required community facility provision. Specific strategies for relevant facility types (e.g. Open Spaces Strategy), should be taken into consideration when updating policy.

These measures do not commit council to specified provision levels. However, provide an essential starting point for gap identification.

### 2. Quantitative and Qualitative Measures

The Indicative Provision Measures primarily focus on quantitative measures of space and proximity, as these are essential for future provision planning during periods of growth. However, qualitative measures are also important and should at minimum include accessibility, quality, satisfaction and usage levels. These are of greater importance for brown-fields, intensification and infill development.

## Parks and Reserves Provision Notes:

- There are multiple competing uses for land. At present the quality of land assigned for Parks and Reserves is in some cases substandard and not fit for recreation or community facility purposes (ie. verges, swales, steep sections and broken tracts of land). This can skew area based provision measures and add to council reserve maintenance costs.
- Provision of community facilities also requires land. This is most often larger sections of prime flat land and use for this purpose can significantly erode provision levels for parks and reserves. For this reason, it is important that the cost of land for the provision of community facilities and associated car parks, is calculated within the community facilities contribution and in addition to any required reserves land contribution.



LTP Service Level Objectives	Facility Type	Provision Measure
 <b>Venues</b> The Council provides facilities and venues for community activities and events.	Small community centres, halls, historic cottages and venues for hire <i>(Neighbourhood / Local Level Provision)</i>	<ul style="list-style-type: none"> <li>Bookable community spaces located in local neighbourhoods, located within 10min walk of main population base for the area. Facilities will serve a walking catchment of up to 15-minutes (1.2km) or 15-minute drive of rural areas.</li> <li><b>Suggested measure<sup>4</sup>, x1 per 4,000 residents based on approximate current provision.</b></li> </ul>
	Community Centres <i>(Destination Level Provision)</i>	<ul style="list-style-type: none"> <li>Multipurpose facilities located in town centres and serving a catchment of up to 15-30 minutes driving time. <i>Note: Consideration of community social service and arts organisation needs and potential partnerships is important.</i></li> </ul>
	Event and Function Centres <i>(Regional Level Provision)</i>	<ul style="list-style-type: none"> <li>Multipurpose and integrated, connected or co-located with other community facilities.</li> <li><b>Limited number of 1-2 facilities to serve regional catchment.</b></li> </ul>
	Performance Spaces, Museums & Galleries	<ul style="list-style-type: none"> <li>Multipurpose facilities located in town centres.</li> <li><b>Provision of a range of different types of facilities.</b></li> </ul>
LTP Service Level Objectives	Facility Type	Provision Measure
 <b>Sport and Rec (Indoor)</b>	Local Indoor Sports Facilities	<ul style="list-style-type: none"> <li>Encourage community or school led provision for communities with populations under 10,000 residents or within 30min drive of an existing facility.</li> <li><b>'Local level' indoor sports facilities will in most cases not be provided by QLDC.</b></li> </ul>
	Destination / Regional Level Indoor Sports and Gym Facilities	<ul style="list-style-type: none"> <li>Council to provide a minimum of two major sports facilities (e.g. Queenstown Events Centre and Wanaka Recreation Centre) sized to serve a population catchment of up to 1hr drive. At minimum, these facilities will be integrated and co-located with pools and other community facilities as far as possible.</li> <li>At least one facility will be a regional level facility capable of hosting regional level competition for a range of sports codes.</li> <li><b>'Destination' and 'Regional Level' provision measure: 1 indoor court per 9,000 residents<sup>5</sup> + 0.5 indoor courts per 9,000 additional average daily population, to account for visitor and event usage. OR if including school provision, 1 court per 4,500 residents + 0.5 courts per additional average daily population.</b></li> </ul>

<sup>4</sup> Auckland and Wellington, which have concentrated populations, maintain a provision of around x1 per 9,000 residents. Councils with comparative populations and land area to QLDC (Selwyn, Marlborough, Tasman, Far North) maintain levels of around 1 per 2,500 residents. It is important to note that some are memorial halls and therefore culturally significant.

<sup>5</sup> [National Facilities Strategy for Indoor Sports prepared for Sport New Zealand](#), May 2014. Average council provision within the Otago region in 2013 was 1 per 14,000 residents. Sport NZ National Standard targeted provision was x1 per 9,000 (assuming at least 50% education provision as per National Facilities Strategy ) so 1 per 4,500 if including schools. Additional provision required to account for visitor and event usage hence use of average daily population.

LTP Service Level Objectives	Facility Type	Provision Measure
<p>QLDC manages and maintains boat ramps and jetties to enable public enjoyment of the district's lakes.</p>  <p><b>Aquatic Facilities</b></p> <p>QLDC provides pools that are clean, safe and enjoyable places to visit.</p>	Boat Ramps and Jetties	<ul style="list-style-type: none"> <li>• <b>Limited number of facilities to serve catchments 10km+</b></li> </ul>
	Swimming Pools (Neighbourhood / Local Level Provision)	<ul style="list-style-type: none"> <li>• Support knowledge sharing and cost saving for community led provision where possible.</li> <li>• <b>Encourage community or school led provision for communities with populations under 10,000 residents or within 30min drive of an existing facility.</b></li> </ul>
	Swimming Pools (Destination /Regional Level Provision)	<ul style="list-style-type: none"> <li>• Council provision a minimum of two major pool facilities (one within each ward) to serve catchments of up to 1hr drive.</li> <li>• At least one facility will be a regional level facility capable of hosting regional level competition. To be integrated and co-located with sports facilities and other community amenities as far as possible.</li> <li>• As a region with numerous lakes and rivers, water safety education and swimming are essential to community wellbeing.</li> <li>• <b>National average of 21.3m<sup>2</sup> per 1,000 residents<sup>6</sup> is the minimum recommended provision.</b></li> </ul>
LTP Service Level Objectives	Facility Type	Provision Measure
 <p><b>Libraries</b></p> <p>QLDC provides multipurpose library facilities, which act as hubs for creativity, literacy and learning. Enabling equitable access to a wide range of resources, information and technology<sup>7</sup>.</p>	Libraries	<p><i>Refer to QLDC Libraries Strategy.</i></p> <p><i>Preliminary indicative measures included in appendices for internal QLDC reference only.</i></p>
	Mobile or Limited-hours Libraries Facilities	<p><i>Refer to QLDC Libraries Strategy.</i></p> <p><i>Preliminary indicative measures included in appendices for internal QLDC reference only.</i></p>
LTP Service Level Objectives	Facility Type	Provision Measure
 <p><b>Play</b></p>	Playgrounds	<p><i>Refer to QLDC Parks and Open Spaces Strategy.</i></p> <p><i>Preliminary indicative measures included in appendices for internal QLDC reference only.</i></p>

<sup>6</sup> Minimum provision based on [National Facilities Strategy for Aquatic Sports](#) national average 2013.

<sup>7</sup> Suggested wording update to the QLDC LTP Service Level Objective for Libraries.

LTP Service Level Objectives	Facility Type	Provision Measure
<p><b>NOTE:</b> For all the elements below please refer to the <a href="#">QLDC Parks and Open Spaces Strategy</a> for updated provision measures. Those listed below are based on existing policy and are provided for indicative purposes only.</p>		
 <p><b>Open Spaces</b></p> <p>QLDC provide well maintained green space, trails and cycle ways for the community to enjoy sports and leisure activities.</p> <p>Clean, accessible and conveniently located toilets.</p>	Public Toilets	<ul style="list-style-type: none"> <li>x1 per 1,000 residents (based on national median)<sup>8</sup>, plus additional provision for responsible camping in main visitor destinations.</li> <li><b>Refer to QLDC Parks Asset Management Plan.</b></li> </ul>
	Outdoor Courts	<ul style="list-style-type: none"> <li><b>x1 court per 9,000 residents<sup>9</sup> is recommend as a preliminary measure.</b></li> </ul>
	Cycleways and Walkways	<ul style="list-style-type: none"> <li>Sufficient provision to enable linkage of main greenspaces and community facilities via active transport modes.</li> <li>Provision dependent on available land, characteristics of the area and potential residential and tourism benefit.</li> <li><b>Refer to QLDC Parks and Open Spaces Strategy.</b></li> </ul>
	Local Park ( <i>Neighbourhood Level Provision</i> )	<ul style="list-style-type: none"> <li>Suggested provision target of 1 Hectares per 1,000 residents<sup>10</sup>.</li> <li>Residents should have access to a local park within a 600m walk (approximately 5 to 10 minutes).</li> <li><b>Refer to QLDC Parks and Open Spaces Strategy.</b></li> </ul>
	Community Park ( <i>Local Level Provision</i> )	<ul style="list-style-type: none"> <li>Minimum of 2ha of open space and should be of generally flat or undulating land.</li> <li>Residents in residential zones should have access to a Community Park within a 1,500m walk.</li> <li><b>Refer to QLDC Parks and Open Spaces Strategy.</b></li> </ul>
	Sports Ground Park ( <i>Destination Level Provision</i> )	<ul style="list-style-type: none"> <li>A configuration that can provide a minimum of two full-sized sports fields in a side-by-side configuration. Can serve a multi-use function with a Community Park.</li> <li><b>Required in greenfield development areas catering for more than 2,000 households<sup>11</sup>. Refer to QLDC Parks and Open Spaces Strategy.</b></li> <li><i>Note: National median provision level is 1 Hectares per 1,000 residents as a preliminary indicator. However, gaps will ideally be measured via achievable playing hours per 1,000 residents vs. projected field space demand. This will enable evaluation of artificial surface where appropriate.</i></li> </ul>
	Premier Park ( <i>Regional Level Provision</i> )	<ul style="list-style-type: none"> <li>No quantity guidance.</li> <li><b>Refer to QLDC Parks and Open Spaces Strategy.</b></li> </ul>
	Connections	<ul style="list-style-type: none"> <li>Will depend on characteristics of the area.</li> <li><b>Refer to QLDC Parks and Open Spaces Strategy.</b></li> </ul>
Nature Reserves	<ul style="list-style-type: none"> <li>No quantity guidance. Amount will depend on characteristics of the area.</li> <li><b>Refer to QLDC Parks and Open Spaces Strategy.</b></li> </ul>	

<sup>8</sup> [Yardstick Median of 0.96 per 1,000 residents for all organisations 2010](#)

<sup>9</sup> Indicative measure based on [Auckland Region Tennis Facility Plan](#)

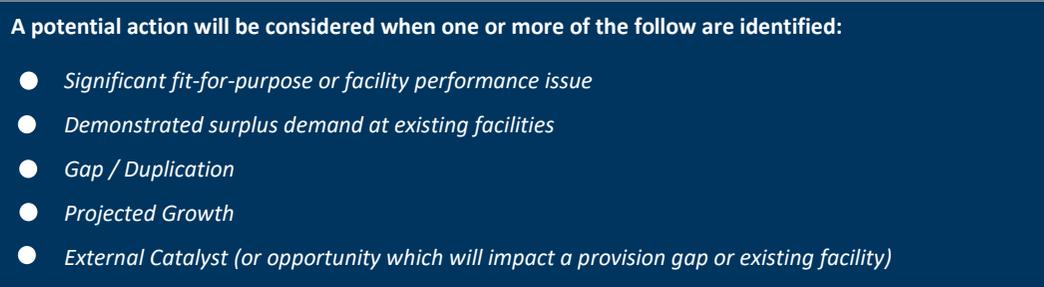
<sup>10</sup> Indicative measure based on the [Christchurch Open Space Strategy 2010](#)

<sup>11</sup> [QLDC Parks and Open Spaces Strategy 2017](#)

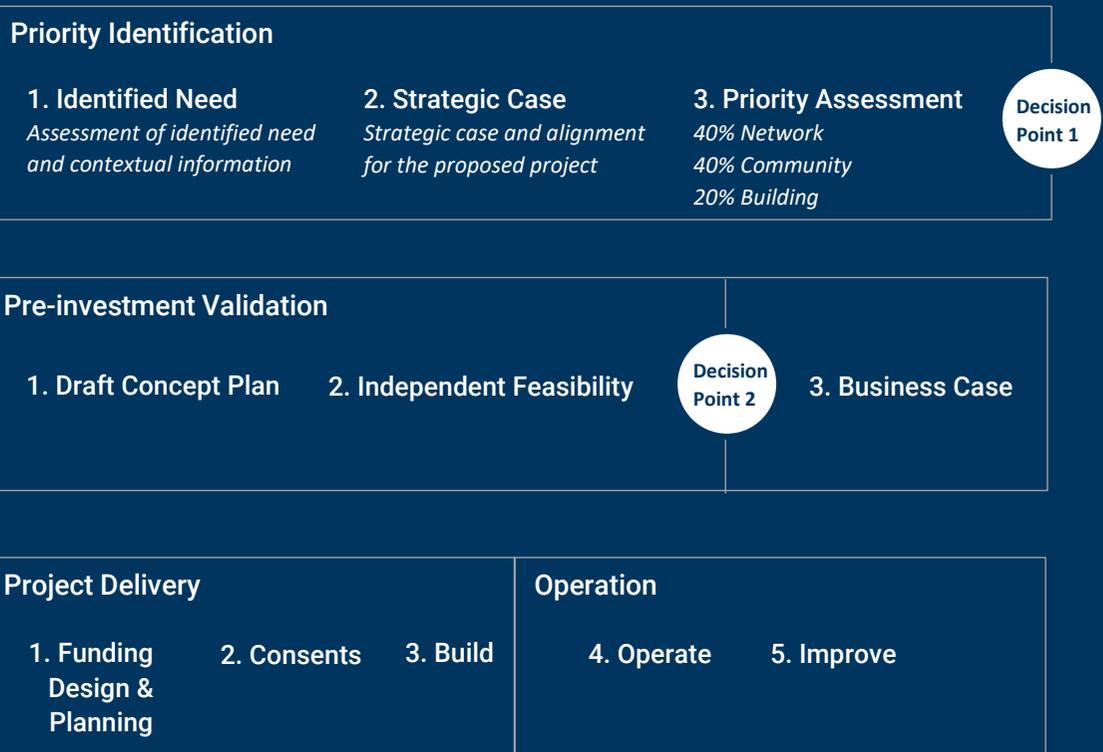
### Stages of Investment Summary



### Action Triggers



### Associated Steps



## Stage 1. Identify Potential Actions

Potential actions will be identified from expressed community needs, QLDC projections and other community engagement activities. Potential action markers include, significant fit-for-purpose or facility performance issue, demonstrated surplus demand at existing facilities, gap or duplication, projected growth or an external catalyst which will impact a gap or existing facility.

## Stage 2. Determining QLDC Priorities

Prior to being assessed as a potential QLDC priority project, two pre-evaluation steps will be undertaken to assess 1) context, need and 2) strategic alignment.

Following this the priority assessment / weighting approach in the table to right, has been agreed for identifying QLDC priority projects and actions. Each action is scored against the criteria out of 10 and using the weightings to have a score out of 100. **Actions over 60 points should be identified as priorities.**



## Stage 3. Additional Investigation

The level of additional investigation required, will be determined by the type of response being proposed and scale of investment.

For projects involving capital investment, investigation will include independent feasibility and business case assessments, which ensure the proposed project will meet a demonstrated community need, will be financially achievable, affordable and sustainable long term.



## Stage 4. Funding Confirmation

Where QLDC funding is required, confirmation and allocation will follow standard QLDC policies and procedures. Cross departmental funding options will be explored, as well as other potential funders.



### Stage 2 - Assessment Process for Determining QLDC Priority Projects or Actions:

1. Context / Need			
Assessment of identified community needs and contextual information for the proposed project or action.			
2. Strategic Alignment			
Assessment of the strategic case and strategic alignment of the proposed project or action. Including role in the wider area, region and network of Community Facilities.			
3. QLDC Priority Assessment			
Category	Sub-category	Evaluation Criteria	Weighting
<b>Network 40%</b>	Network Contribution	Impact of the facility (or lack of a facility) on the regional network of community facilities.	10%
	Gap or Growth	Level of demonstrated community need (excess demand, existing gap, new demand)	10%
	Catchment size	Facility level (local, destination, regional), catchment population size and timing of projected population growth	10%
	Optimisation	Potential for optimisation (increased use, flexibility, efficiency or divestment)	10%
<b>Community 40%</b>	Community Board priority	Identified as a local board priority	15%
	Impact in the community	Impact and criticality of the facility in the community, including the impact of geographic isolation, accessibility or inclusion	10%
	Catalyst or Opportunity	Major change from external driver or significant opportunity that is time-specific	10%
	Alternative provision / collaboration	Level of alternative provision that can meet interim demand, scope to foster collaboration	5%
<b>Building 20%</b>	Fit-for-purpose	Size or layout restrictions / limitations	10%
	Condition	Urgent physical building issues to be addressed	10%
<b>Each ranked out of 10 and then weighted to give total out of 100</b>			<b>TOTAL</b>

Figure 5

# Investment Principles for Community Benefit

**The response type selected will be dependent on:**

- 1) The degree of fit-for-purpose that the current facility provides for current and proposed activities.
- 2) Ability to improve outcomes, efficiency and/or facility utilisation and community benefit.
- 3) Facility provision gaps and/or duplication.
- 4) Current demand and projected future demand.
- 5) Ability to leverage or address a major change from an external catalyst, driver or significant opportunity that is time-specific.

- QLDC will primarily focus investment on strategically placed, integrated facilities.

- Consideration will be given to neighbourhood and regional needs, not just an isolated assessment of current service or facility demand.

- Optimisation, upgrade of existing facilities and potential community partnerships will be considered prior to investment in new facilities.

- Community Facility Strategy Principles will be taken into consideration for all options and decision making processes.

- Demand Assessment will include consideration of the potential need for land or building retention as part of the wider facility network requirements.

# Potential Responses to Identified Needs & Possible Actions

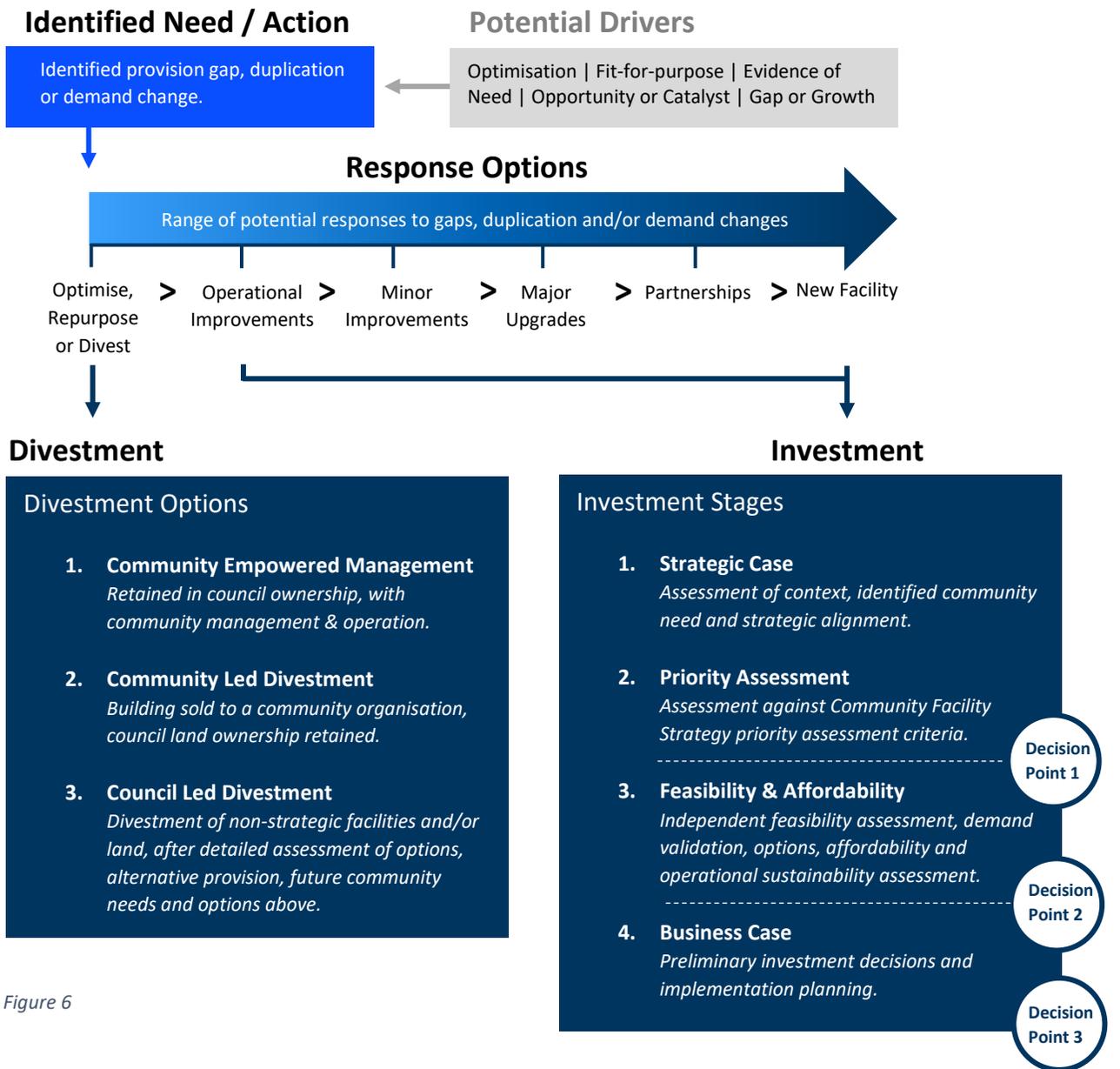


Figure 6

### Key Themes Summary:

- **Wellbeing:** The provision of community facilities needs to be viewed as equally important to housing, infrastructure and transport. All of which are essential in protecting, maintaining and enhancing wellbeing and quality of life.
- **Strategic Alignment:** Strategic alignment and capacity to achieve cross-sector funding is important for QLDC, as many facilities within the district will serve multiple purposes and community sectors (arts, sport, events, social services).
- **Partnership:** Partnership, collaboration and a network approach to community facility provision is essential. This includes cross-boundary collaboration.
- **Proactive and Council Led:** QLDC should lead with proactive policy and district planning, plus regional engagement, which ensures community facilities form an integrated network and reduce the negative impacts of ad-hoc residential and facility developments.
- **Protect Open Space:** The provision of open space needs to be protected and not compromised (or eroded) because of other competing pressures. The quality of new allocated open space should be appropriate to meet future community needs and provide quality experiences. Policy updates may be needed to ensure this.
- **Financial Sustainability:** Robust feasibility and business plans are critical for providing evidence of need, ensuring projects are financially sustainable and to attract external funding.
- **Principles:** Community facilities should form an integrated network of best placed, collaborative facilities, which are efficiently used, future proofed, sustainable, flexible, affordable, accessible and inclusive.

### Recommendations Summary:

- Ensure consideration of Community Facility Provision is given equivalent weighting to other core infrastructure activities in strategy and policy development.
- Enable cross-sector / departmental funding for community facilities within the QLDC boundaries.
- Facility planning should take a regional network approach. Investment should focus on strategically placed, integrated facilities, which serve multiple functions.
- Actively seek partnership with neighbouring councils for facilities which will serve the wider Central Otago Region, this may include supporting facilities in neighbouring districts and vice versa.
- Consider optimisation or upgrade of existing facilities and potential community partnerships prior to investment in new facilities.
- GIS heat mapping of population growth and existing facility catchments recommended.
- Development of a Community Facilities Action Plan, which utilises the investment principles and outlined action prioritisation process is recommended.
- Develop an Acquisition Plan / Policy for community facility land and/or buildings.
- Land required for community facility provision should be calculated separately from reserves land contributions.

- ❑ Review of development contributions policy in relation to community facilities is recommended. To ensure appropriate land, facilities and/or funding levels are achieved and can be effectively allocated or applied to relevant projects.
- ❑ QLDC Parks Team need to be adequately resourced to maintain new and existing provisions.
- ❑ In addition to Operating Expenditure, Level of Service (LOS) Improvements and Growth, it is recommended that “Visitor Usage” is added to budget apportionment for relevant community facilities to recognise the additional demand and provision requirement from high levels of visitor usage of some community facilities. This will enable additional funding to be sought or attributed from relevant sources.
- ❑ Community Facility Strategy principles, hierarchy and 10minute urban neighbourhood models should be applied to all renewals and new facilities.
- ❑ Support knowledge sharing and cost saving opportunities, where facility provision or management is community led.
- ❑ Prior to divestment or investment in community facilities, consideration should be given to neighbourhood and regional needs, not just isolated assessments of current service or facility demand. Demand assessments should include consideration of the potential need for land or building retention as part of the wider facility network requirements.
- ❑ Of all NZ territorial authorities, the Selwyn District is the closest comparative for QLDC (large geographic area, two main population centres and a higher growth rate than QLDC). Information sharing and collaboration with the Selwyn District Council around community facility provision and growth management strategies is recommended.



*Arrowtown Community Centre*



Community Facilities Strategy collated and prepared by Impact Consulting NZ Ltd.  
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Community Facilities Strategy, commissioned by the Queenstown Lakes District Council.  
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