

# Community Facilities Strategy

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for the Queenstown Lakes District



*Arrowtown Community Centre | Te Whare Hapori o Haehaenui*

# Introduction

## Whakataki

“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.

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



**DR. THUNES CLOETE**

General Manager  
Community Services

Queenstown Lakes  
District Council

# Executive summary

## Kōrero whakarāpopoto whakamutuka

### Overview

This strategy is a strategic framework to guide decision making in relation to community facility (see definition page 13) planning and provision, and community wellbeing. It sits under the Queenstown Lakes Spatial Plan, Queenstown Lakes District Plan, relevant Queenstown Lakes District Council master plans and the 2021-2031 Ten Year Plan. It also aligns with the QLDC Climate Action Plan and Council's participation in Welcoming Communities - Te Waharoa ki ngā Hapori.

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

Prior to the COVID-19 global pandemic, the district was experiencing the fastest rate of resident and visitor growth in Aotearoa New Zealand. While the pandemic has created uncertainty about the future, the underlying reasons people want to live in or visit the district remain. As such, 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. Our vision is welcoming spaces.

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?**

**2) How do we prioritise Council investment?**

## Key Findings

1

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. Ours is a district of diverse communities with differing needs and this has to be considered in the development of our facilities.

2

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.

3

Facilities need to be viewed and developed as part of a district-wide network. Partnership and collaboration are essential (between user groups and iwi, between Council and community entities and at a regional level between councils).

4

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 development of the Queenstown Lakes Spatial Plan is a key part of this work.

5

The provision of open space needs to be protected and not compromised (or eroded) because of other competing pressures and rapid regional growth. The quantity and 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 and Reserves team needs to be adequately resourced to maintain new and existing provisions.

6

It is recommended that QLDC's development contributions policy should be reviewed to ensure land required for community facility provision is calculated separately from reserves land contributions.

7

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.

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# 01

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## Section 1

Facilities need to be viewed as a network and be affordable for both council and facility users.

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# Vision and context

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## Hoaketanga



# Vision Beyond 2050

Looking beyond the year 2050, the community vision – A Unique Place. An Inspiring Future | He Wāhi Tūhāhā. He Āmua Whakaohoho – presents eight key themes for how we want to live, work and play in our district in the future. This series of defining principles (or vision statements) is intended to be carried into the future and is brought to life through additional outcomes that define what we hope for, to hear, or experience in day-to-day life in Queenstown Lakes.

 <p><b>THRIVING PEOPLE</b>   WHAKAPUĀWAI HAPORI</p>	 <p><b>EMBRACING THE MĀORI WORLD</b>   WHAKATINANA I TE AO MĀORI</p>	 <p><b>OPPORTUNITIES FOR ALL</b>   HE ŌHAKA TAURIKURA</p>	 <p><b>BREATHTAKING CREATIVITY</b>   WHAKAOHOHO AUAHATAKA</p>
 <p><b>DEAFENING DAWN CHORUS</b>   WARAKI</p>	 <p><b>ZERO CARBON COMMUNITIES</b>   PARAKORE HAPORI</p>	 <p><b>DISASTER DEFYING RESILIENCE</b>   HE HAPORI AUMANGEA</p>	 <p><b>PRIDE IN SHARING OUR PLACES</b>   KIA NOHO TAHI TĀTOU KĀTOA</p>

THE THEMES THAT RELATE MOST CLOSELY TO COMMUNITY FACILITIES

## 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?

### 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 OUTCOMES

“The district’s parks, libraries, recreational and other community facilities and services are highly valued by the community.

The district’s natural and built environment is high quality and makes the district a place of choice to live, work and visit.”

# Community Facilities 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 maximise 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 reviewing periodically to ensure effectiveness (the first formal review period is recommended for 12 months after adoption and then every three 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 Parks and 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 do we mean by 'community facilities'?

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 prerequisite 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.

## 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.

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

# 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 RECREATION

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.

\*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 Spatial Plan, Queenstown Lakes District Plan, relevant Queenstown Lakes District Council master plans and the 2021-2031 Ten Year Plan. It also aligns with the QLDC Climate Action Plan and Council's participation in Welcoming Communities - Te Waharoa ki ngā Hapori. 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, plus 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 FACILITIES STRATEGY

Prior to the COVID-19 pandemic, the Queenstown Lakes District was growing rapidly. Residential population was projected to almost double in the 30 years to 2048. Over the same period, visitor numbers were projected to increase by approximately 50%.

The combined effect will be 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 district-wide strategic approach to facility provision. This 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 district-level priorities to meet community needs.
- Exploration of collaborative funding models and alternative community facility provision models.



Wānaka Showgrounds

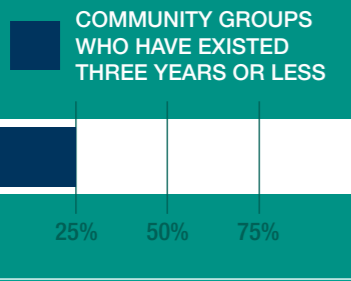


# What We Know

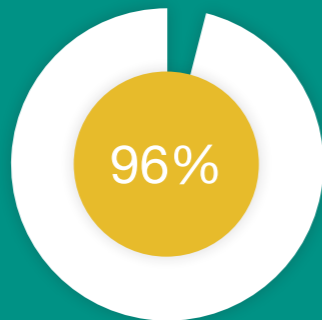
## COMMUNITY NEEDS CHANGE RAPIDLY



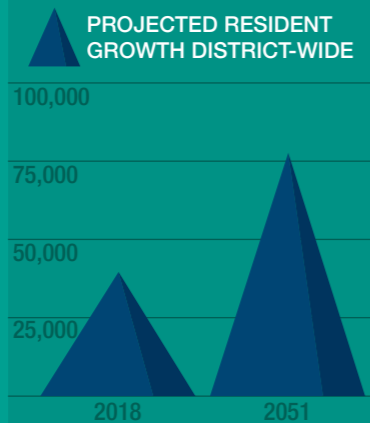
40% of 189 community groups consulted in 2018 have been in existence for less than 10 years. 25% for three years or less.<sup>2</sup>



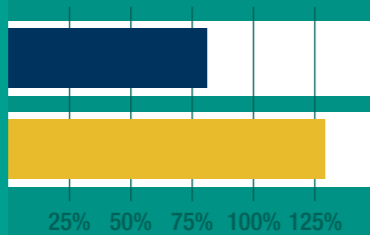
## OUR POPULATION IS GROWING RAPIDLY



96% residential population growth projected from 2018 to 2051. From a district-wide population of 39,500 to 77,480 (81% growth projected in the Wakatipu Ward and 129% growth in the Wānaka Ward).<sup>3</sup>



WAKATIPU WARD PROJECTED GROWTH 2018-2051  
WĀNAKA WARD PROJECTED GROWTH 2018-2051



## COMMUNITY GROUPS NEED NEW FACILITIES



50% of community groups consulted in 2018 indicated they would be seeking a new facility within the next five years. 70% of these groups currently have operating budgets of under \$50,000 per year.<sup>2</sup>

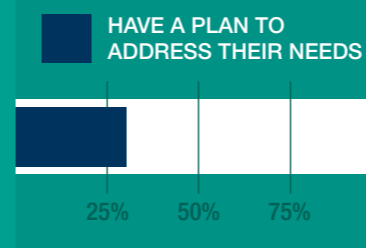
Facility needs are driven by a combination of:<sup>2</sup>

- Membership growth
- Unsustainable lease costs
- Poor facility location or fit
- Lack of parking
- Limited availability
- Changing land use
- Development pressures

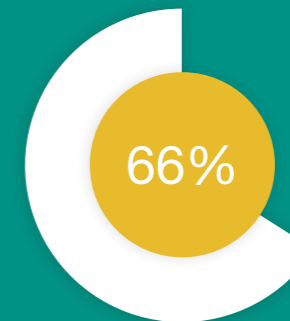
## MOST COMMUNITY GROUPS COULD CONSIDER SHARED FACILITIES



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>

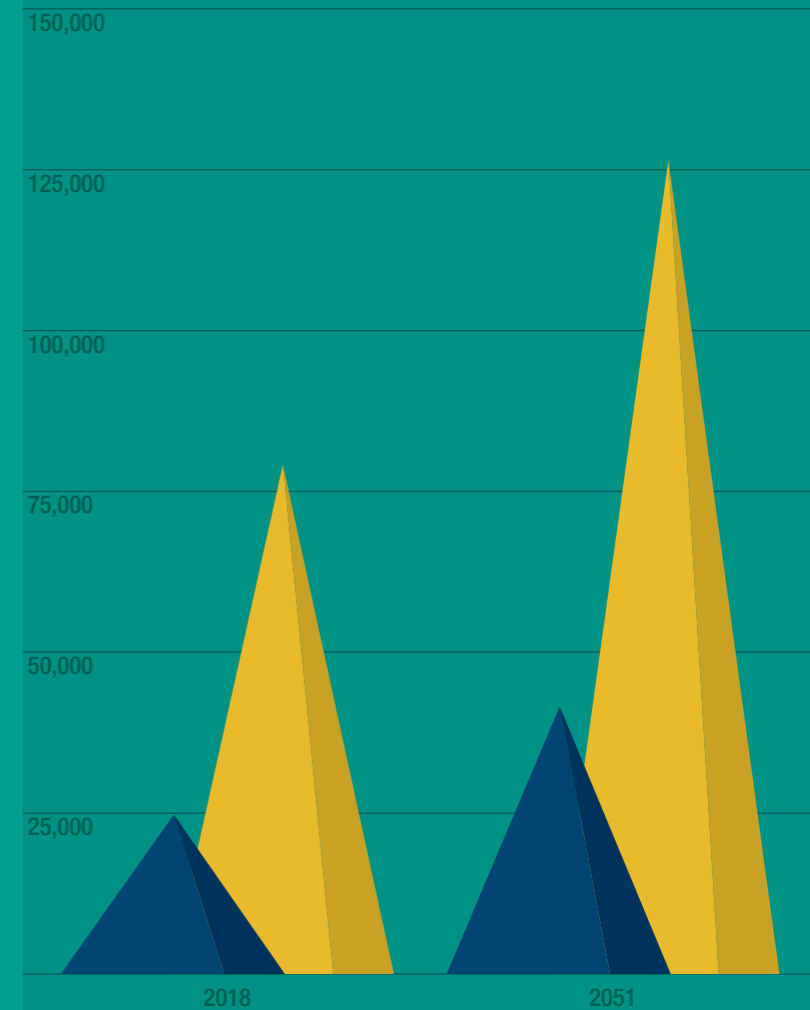


## TOURISM GROWTH IS PROJECTED



66% growth in tourism numbers is projected from 2018 to 2051, increasing from an average daily visitor count of 24,860 to 41,260. Plus, an increase in peak visitor numbers from 79,300 to 126,240.<sup>3</sup>

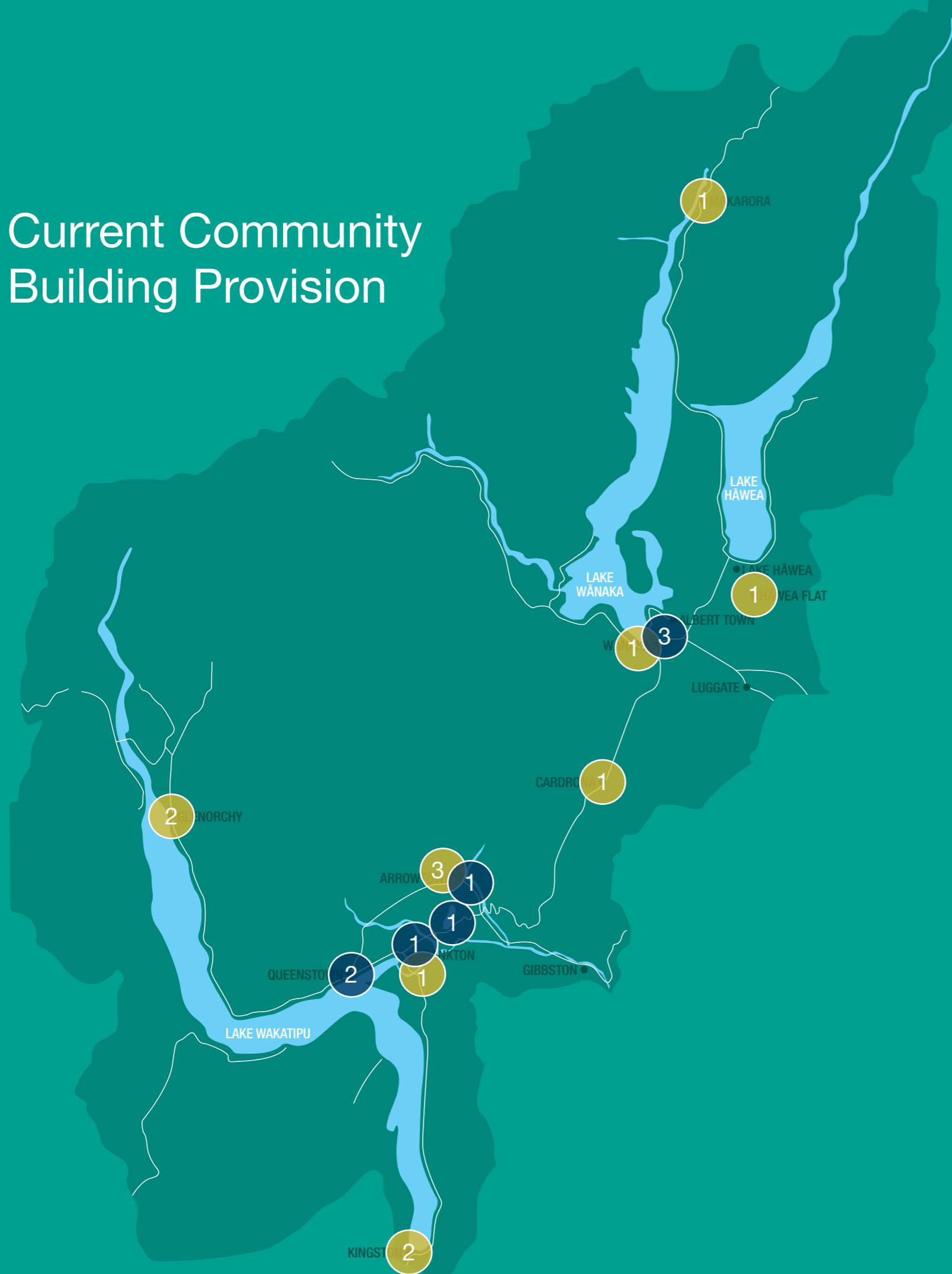
PROJECTED AVERAGE DAY VISITOR GROWTH DISTRICT-WIDE  
PROJECTED PEAK DAY VISITOR GROWTH DISTRICT-WIDE



<sup>2</sup> Data Source: QLDC, Our Community Spaces, A report on community facilities, groups and services, December 2018

<sup>3</sup> QLDC, Growth Projection to 2051

# Current Community Building Provision



QLDC 'COMMUNITY SERVICES' FACILITIES	CLASSIFICATION	LOCATION
<b>CATEGORY A FACILITIES</b>		
<b>Lake Wānaka Centre</b>	Halls/Venues	Wānaka
<b>Wānaka Recreation Centre</b>	Sport & Rec	Wānaka
Wānaka Library	Libraries	Wānaka
Arrowtown 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
Wānaka Arts Centre	Sport & Rec	Wānaka
Hāwea Flat Hall	Halls/Venues	Hāwea 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

**#** Number of Category A Facilities      **#** Number of Category B Facilities

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.

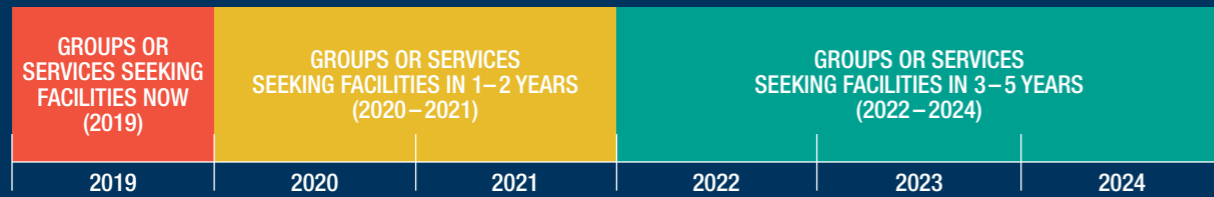
## Groups Seeking Facilities 2019-24

The following two pages are extracts from 'Our Community Spaces - A report on community facilities groups and services' showing groups currently seeking new facilities, in one to two years and three to five time periods, as of December 2018 (excludes any new entities).



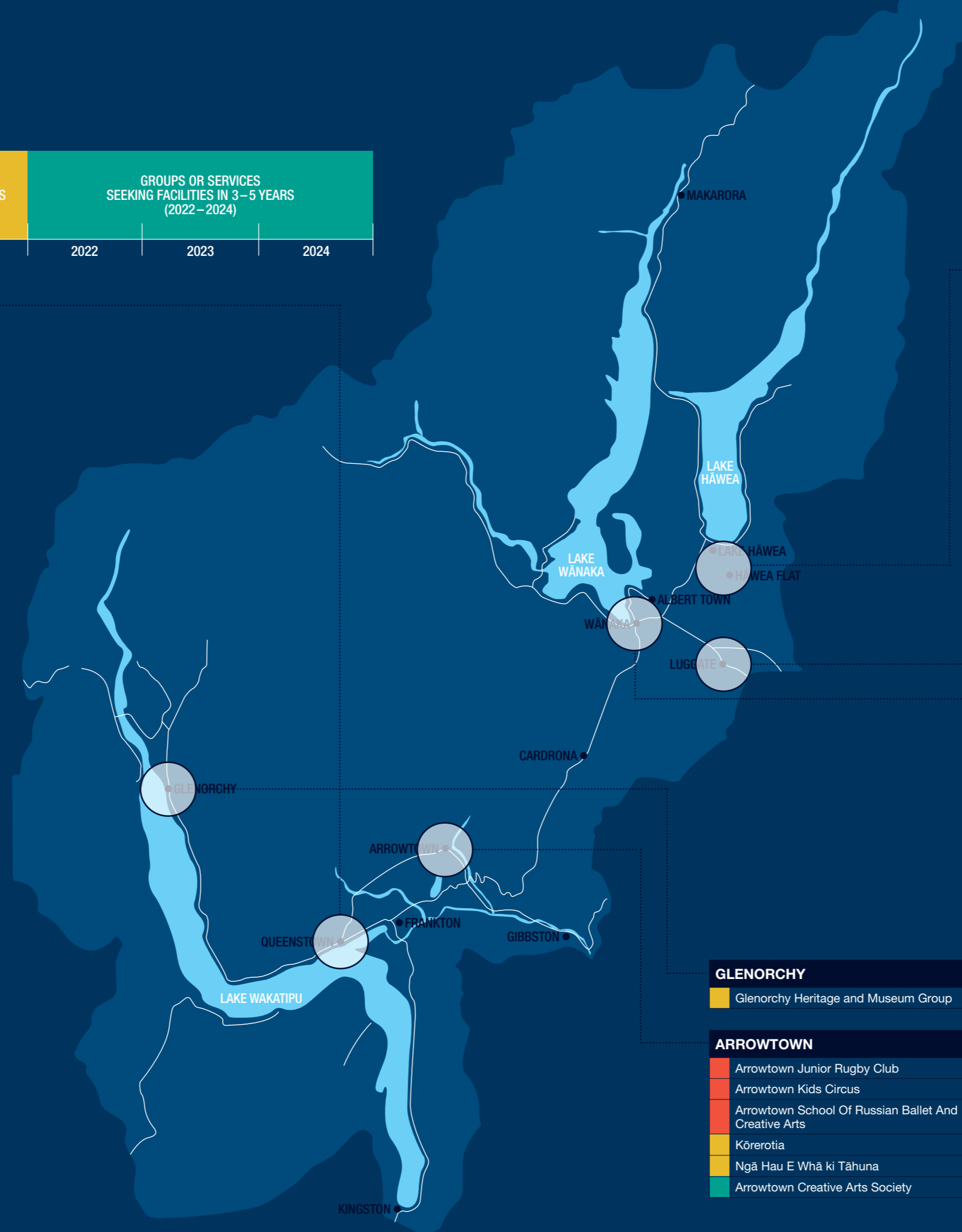
As the Queenstown Lakes District population continues to grow, increasing pressure will be placed on the Council's existing community facilities.

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.



### QUEENSTOWN

- Arthurs Point Community Association
- Bhartiya Samaj Queenstown
- Catalyst Trust
- New Zealand Snowsports Instructors Alliance
- Queenstown Bridge Club
- Queenstown Cricket Club
- Queenstown Lakes Women in Business
- Queenstown Mountain Bike Club
- Remarkable Theatre Inc
- Showbiz Queenstown Inc
- Wakatipu Anglers Club
- Wakatipu Junior Rugby Club
- Wakatipu Netball Centre
- Wakatipu Riding Club
- Wakatipu Woodworking Guild
- Community Care Trust
- Queenstown Gymnastics Club
- Alzheimers Society Otago
- C3 Church Queenstown
- Central Otago Living Options Ltd
- Danceworks
- Gay Queenstown
- Happiness House Trust
- ICAN Models & Talent
- Jigsaw Central Lakes
- Kana Takahashi - Piano Teacher
- Queenstown Karate Club
- Queenstown Lakes District Multicultural Council
- Shaping our Future
- Southern Lakes NZDA
- Strengthening Families
- The Salvation Army
- Wakatipu Conservatoire of Classical Ballet
- Wakatipu Community Darkroom
- Wakatipu Plunket
- Wakatipu Toy Library
- Pact Queenstown
- Kingsview School
- Lakes Theatre Arts
- Queenstown Embroiderers Guild
- Queenstown Junior Basketball Club
- Queenstown Squash Club



### HĀWEA

- Hāwea Flat School

### LUGGATE

- DogsZone
- Lisa Moore - Speech and Drama/Music Teacher
- Luggate Book Group
- Luggate Civil Defence
- Luggate Community Association
- Luggate Mah-jong Group
- Luggate Market
- Luggate Social and Recreation
- Luggate Village Homeowners Society Inc
- Total Balance Pilates
- Yoga in Luggate
- Dance for Fitness
- Upper Clutha Singing Workshops
- Meditation Classes

### WĀNAKA

- Aspiring Athletes
- Aspiring Children's Theatre School
- Aspiring Gymnastics
- Gymnastic Club
- Disc Golf Wanaka Inc
- Mt Aspiring U3A
- Te Kākano Aotearoa Trust
- Treble Tones
- Upper Clutha Lakes Trust Board
- Upper Clutha Woodcraft Guild
- Wanaka Maternity Service
- Annemette Sorensen - Clinical Psychologist, Private Practice
- Community Networks Wanaka
- Kahu Youth
- LINK Upper Clutha
- Mainly Acapella
- Mental Health Peer Support Group
- Mindful Growing and Play Therapy Otago
- Southern Lakes Arts Festival Trust (Festival of Colour)
- Wanaka Arts Society Inc
- Wanaka Playgroup
- Upper Clutha Plunket

### GLENORCHY

- Glenorchy Heritage and Museum Group

### ARROWTOWN

- Arrowtown Junior Rugby Club
- Arrowtown Kids Circus
- Arrowtown School Of Russian Ballet And Creative Arts
- Kōrerotia
- Ngā Hau E Whā ki Tāhuna
- Arrowtown Creative Arts Society



# 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”

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

## 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 by listening to local groups and stakeholders. This will help achieve better overall outcomes and community wellbeing.

# 2

### PROVIDER / OWNER

Maintain, improve and optimise existing QLDC community facilities in collaboration with local groups and stakeholders.

# 3

### PARTNER / ENABLER

Leverage and support community and iwi partnerships. Including land and/or facility leases, funding 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.

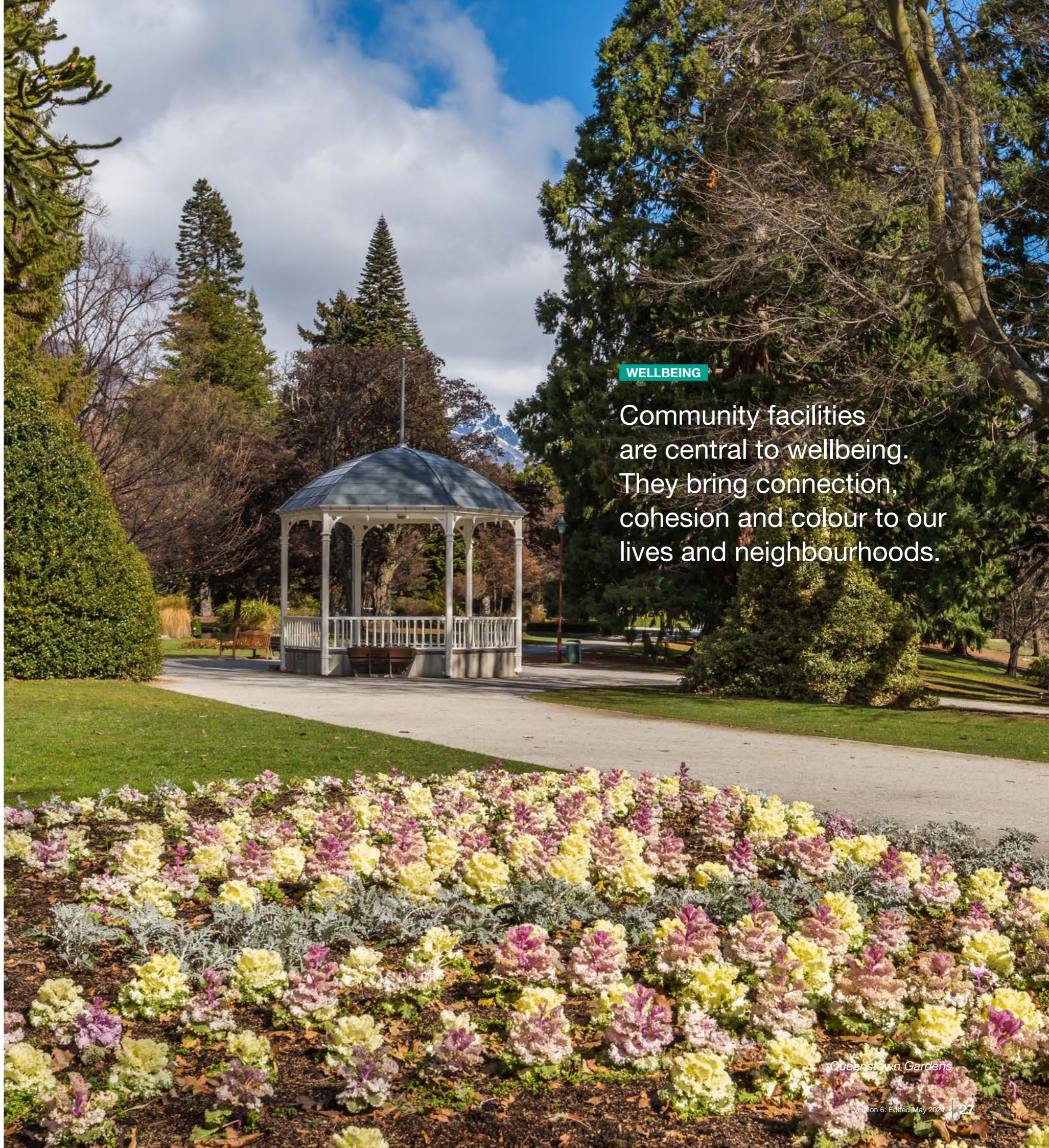
# 6

### 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.



# 02

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## Section 2

Community facility development principles are based on best practice. These should be applied to all renewals and new facilities.

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# Strategic alignment and principles

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Te horopaki o te rautaki and mātāpono



Lake Hayes Pavilion | Te Whaitua o Waiwhakaata

**TREATY OF WAITANGI PRINCIPLES**

**QLDC VISION BEYOND 2050**

**COMMUNITY FACILITIES STRATEGY PRINCIPLES**

**COMMUNITY FACILITIES STRATEGY PRINCIPLES**

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

	FACILITY PLANNING	FACILITY ATTRIBUTES	FACILITY OPERATION
Integrated Network	<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.	<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.	<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.
Collaborative	<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.	<b>Placemaking and community buy-in</b> Community facilities will contribute to the vitality of the Queenstown Lakes District. 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.	<b>Facilities which promote collaboration</b> Community facilities will promote collaboration, partnerships and sharing of resources for mutual benefit among user groups.
Best Placed Future Proofed	<b>Best placed to serve catchment area</b> Easy to find and get to. Well-placed to serve the intended community and catchment. 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.	<b>Future proofed</b> New buildings will be designed and positioned to allow modification and extension. <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.	<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.
Affordable & Sustainable	<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.	<b>Good quality</b> Community facilities will be well-maintained, safe and provide an enjoyable customer experience.	<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.
Accessible & Inclusive	<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.	<b>Sustainable design, energy minimisation</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.	<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.
Flexible & Efficient Use	<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.	<b>Multipurpose spaces</b> Community facilities will be multipurpose, flexible and adaptable to evolving community needs. Multipurpose facilities will be prioritised over single purpose or dedicated use facilities.	<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.

Partnership

Embracing the Māori World

Integrated Network  
Collaborative

Protection

Deafening Dawn Chorus  
Zero Carbon Communities  
Disaster-Defying Resilience

Best Placed Future Proofed  
Affordable & Sustainable

Participation

Thriving People  
Opportunities for All  
Breath Taking Creativity

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.



# 03

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## Section 3

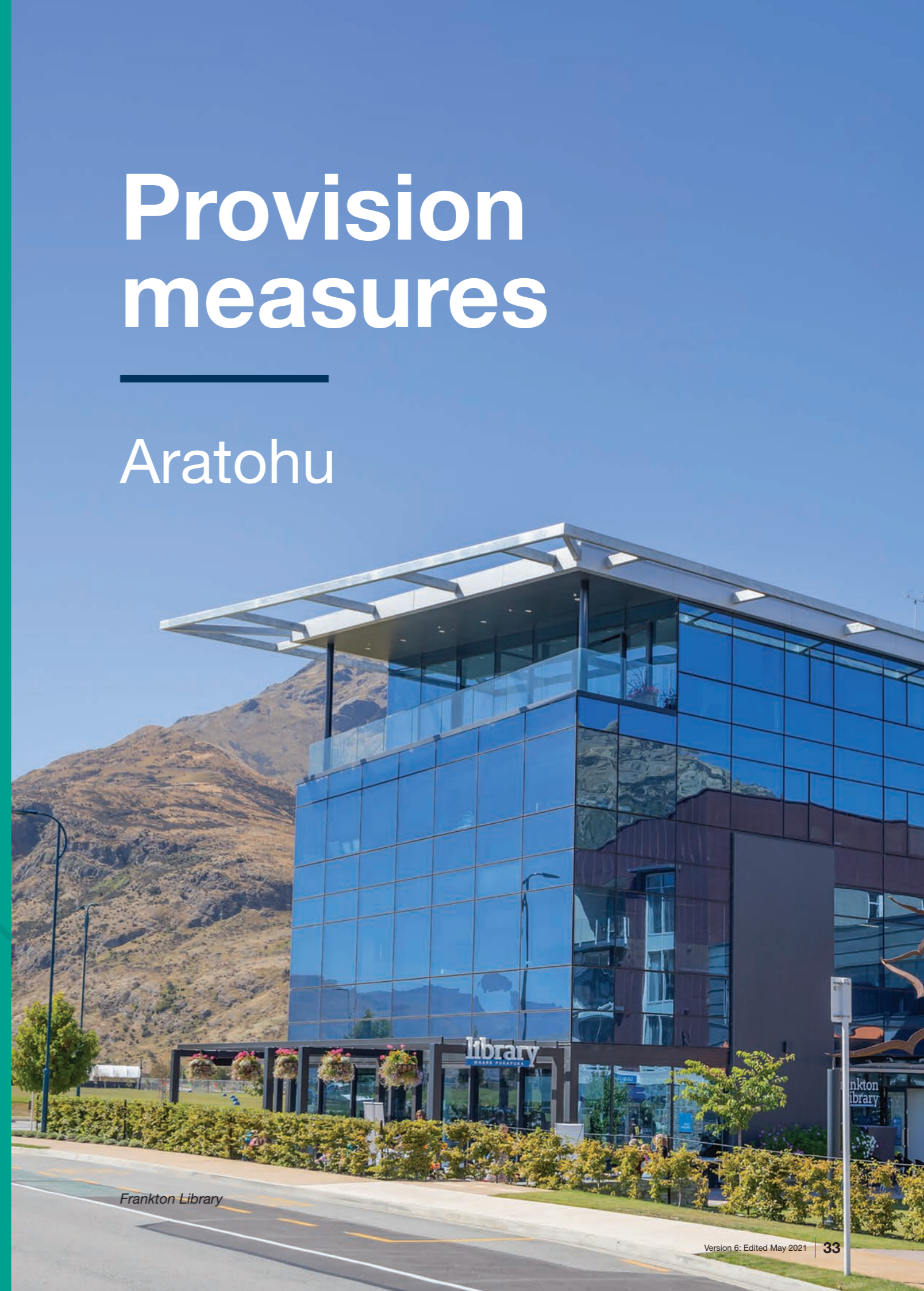
Provision measures are an indicative benchmark. Current QLDC policy and relevant strategies should be referred to in the first instance.

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# Provision measures

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## Aratohu



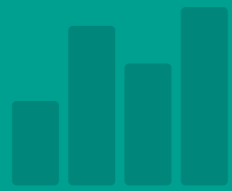
Frankton Library

# Overarching Objectives



## TEN-MINUTE 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

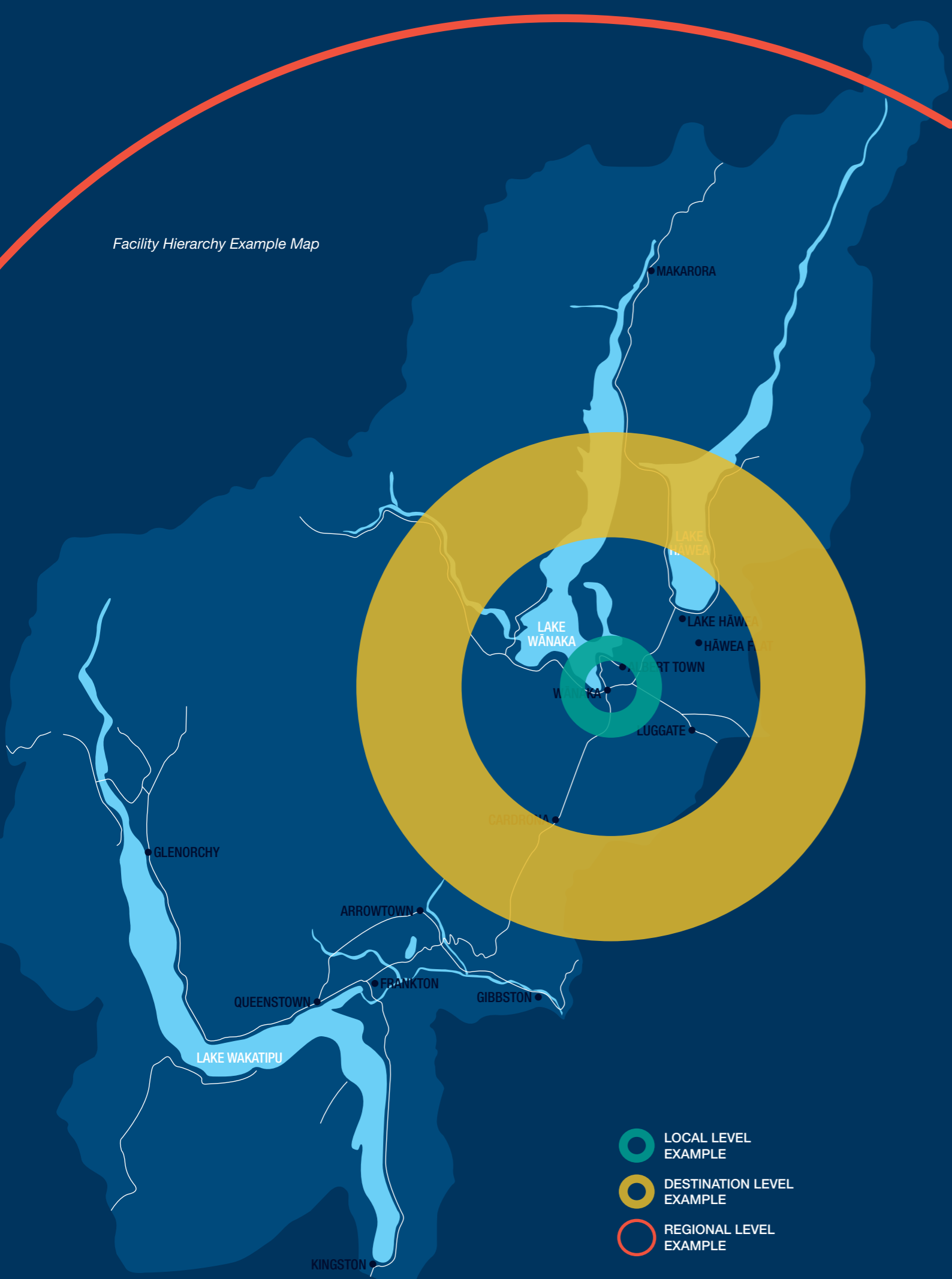
QLDC takes the lead in terms of proactive future community facility provision planning. Reducing ad hoc development and improving community facility outcomes.

# 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. one 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 one function / event facility per ward.
Sports facilities, gyms and fitness centres	<b>Indoor:</b> one indoor court per 21,000 average daily population. <b>Outdoor:</b> one outdoor court per 9,000 average daily population.
Swimming pools	<b>Leisure pool facilities:</b> 18,000 - 40,000 average daily population. <b>Full pool facilities:</b> 30,000 - 50,000 average daily population. <b>OR</b> 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	<i>Refer to QLDC Libraries Strategy</i>
Playgrounds	<i>Refer to QLDC Parks and Open Spaces Strategy</i>
Cycleways and walkways	<i>Refer to QLDC Parks and Open Spaces Strategy</i>
Local neighbourhood and community parks	<i>Refer to QLDC Parks and Open Spaces Strategy</i>
Sports grounds	<i>Refer to QLDC Parks and Open Spaces Strategy</i>
Public toilets	<i>Refer to QLDC Parks Asset Management Plan</i>



Facility Hierarchy Example Map



-  LOCAL LEVEL EXAMPLE
-  DESTINATION LEVEL EXAMPLE
-  REGIONAL LEVEL EXAMPLE

# Overarching Provision Objectives

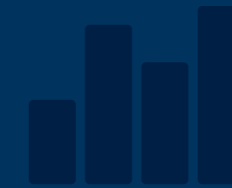


## Community Facility Provision Objective 1:

### TEN-MINUTE URBAN NEIGHBOURHOODS

The Ten-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 area and role within the wider network, including:

1. Neighbourhood
2. Local
3. Destination
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	10-min (800m)		
Local		10- to 20-min (3-6km)	5- to 10-min (3-6km)
Destination			15- to 30-min (20-40km)
Region			30-min to 2-hr+



# 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 highlighted 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, they 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-field, 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 (i.e. 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
 <p><b>VENUES</b></p> <p>The Council provides facilities and venues for community activities and events.</p>	Small community centres, halls, historic cottages and venues for hire (Neighbourhood / Local Level Provision)	<ul style="list-style-type: none"> <li>&gt; Bookable community spaces located in local neighbourhoods, located within ten-minute 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>&gt; <b>Suggested measure<sup>4</sup>, x1 per 4,000 residents based on approximate current provision.</b></li> </ul>
	Community Centres (Destination Level Provision)	<ul style="list-style-type: none"> <li>&gt; Multipurpose facilities located in town centres and serving a catchment of up to 15- to 30-minutes drive.</li> <li><i>Note: Consideration of community social service and arts organisation needs and potential partnerships is important.</i></li> </ul>
	Event and Function Centres (Regional Level Provision)	<ul style="list-style-type: none"> <li>&gt; Multipurpose and integrated, connected or co-located with other community facilities.</li> <li>&gt; <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>&gt; Multipurpose facilities located in town centres.</li> <li>&gt; <b>Provision of a range of different types of facilities.</b></li> </ul>
LTP SERVICE LEVEL OBJECTIVES	FACILITY TYPE	PROVISION MEASURE
 <p><b>SPORT AND RECREATION (INDOOR)</b></p>	Local Indoor Sports Facilities	<ul style="list-style-type: none"> <li>&gt; Encourage community or school led provision for communities with populations under 10,000 residents or within 30-minutes drive of an existing facility.</li> <li>&gt; <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>&gt; Council to provide a minimum of two major sports facilities (e.g. Queenstown Events Centre and Wānaka Recreation Centre) sized to serve a population catchment of up to one-hour drive. At minimum, these facilities will be integrated and co-located with pools and other community facilities as far as possible.</li> <li>&gt; At least one facility will be a regional level facility capable of hosting regional level competition for a range of sports codes.</li> <li>&gt; <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>
LTP SERVICE LEVEL OBJECTIVES	FACILITY TYPE	PROVISION MEASURE
 <p><b>AQUATIC FACILITIES</b></p> <p>QLDC manages and maintains boat ramps and jetties to enable public enjoyment of the district's lakes.</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>&gt; <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>&gt; Support knowledge sharing and cost saving for community led provision where possible.</li> <li>&gt; <b>Encourage community or school led provision for communities with populations under 10,000 residents or within 30-minutes drive of an existing facility.</b></li> </ul>
	Swimming Pools (Destination / Regional Level Provision)	<ul style="list-style-type: none"> <li>&gt; Council provision a minimum of two major pool facilities (one within each ward) to serve catchments of up to one-hour drive.</li> <li>&gt; 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>&gt; As a region with numerous lakes and rivers, water safety education and swimming are essential to community wellbeing.</li> <li>&gt; <b>National average of 21.3m<sup>2</sup> per 1,000 residents<sup>6</sup> is the minimum recommended provision.</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.

<sup>6</sup> Minimum provision based on National Facilities Strategy for Aquatic Sports national average 2013.

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. They enable equitable access to a wide range of resources, information and technology<sup>7</sup></p>	Libraries	<p>Refer to QLDC Libraries Strategy.</p> <p>Preliminary indicative measures included in appendices for internal QLDC reference only.</p>
	Mobile or Limited-hours Libraries Facilities	<p>Refer to QLDC Libraries Strategy.</p> <p>Preliminary indicative measures included in appendices for internal QLDC reference only.</p>
LTP SERVICE LEVEL OBJECTIVES	FACILITY TYPE	PROVISION MEASURE
 <p><b>PLAY</b></p>	Playgrounds	<p>Refer to QLDC Parks and Open Spaces Strategy.</p> <p>Preliminary indicative measures included in appendices for internal QLDC reference only.</p>
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>&gt; x1 per 1,000 residents (based on national median)<sup>8</sup>, plus additional provision for responsible camping in main visitor destinations.</li> <li>&gt; <b>Refer to QLDC Parks Asset Management Plan.</b></li> </ul>
	Outdoor Courts	<ul style="list-style-type: none"> <li>&gt; <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>&gt; Sufficient provision to enable linkage of main greenspaces and community facilities via active transport modes.</li> <li>&gt; Provision dependent on available land, characteristics of the area and potential residential and tourism benefit.</li> <li>&gt; <b>Refer to QLDC Parks and Open Spaces Strategy.</b></li> </ul>
	Local Park (Neighbourhood Level Provision)	<ul style="list-style-type: none"> <li>&gt; Suggested provision target of 1ha per 1,000 residents<sup>10</sup>.</li> <li>&gt; Residents should have access to a local park within a 600m walk (approximately five to ten minutes).</li> <li>&gt; <b>Refer to QLDC Parks and Open Spaces Strategy.</b></li> </ul>
	Community Park (Local Level Provision)	<ul style="list-style-type: none"> <li>&gt; Minimum of 2ha of open space and should be of generally flat or undulating land.</li> <li>&gt; Residents in residential zones should have access to a Community Park within a 1,500m walk.</li> <li>&gt; <b>Refer to QLDC Parks and Open Spaces Strategy.</b></li> </ul>
	Sports Ground Park (Destination Level Provision)	<ul style="list-style-type: none"> <li>&gt; 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>&gt; <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>&gt; <i>Note: National median provision level is 1ha 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 (Regional Level Provision)	<ul style="list-style-type: none"> <li>&gt; No quantity guidance.</li> <li>&gt; Refer to QLDC Parks and Open Spaces Strategy.</li> </ul>
	Connections	<ul style="list-style-type: none"> <li>&gt; Will depend on characteristics of the area.</li> <li>&gt; <b>Refer to QLDC Parks and Open Spaces Strategy.</b></li> </ul>
	Nature Reserves	<ul style="list-style-type: none"> <li>&gt; No quantity guidance. Amount will depend on characteristics of the area.</li> <li>&gt; <b>Refer to QLDC Parks and Open Spaces Strategy.</b></li> </ul>

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

<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

# 04

## Section 4

Prioritisation and investment principles provide an objective framework to ensure robust assessment and effective investment.

# Prioritisation and investment

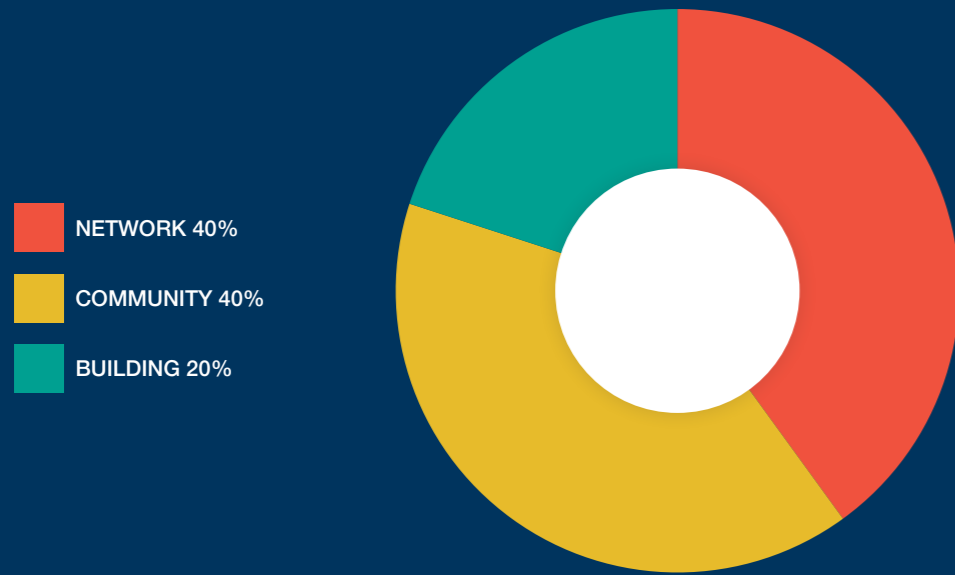
## Whakaarotau and mahi haumi



*Luggate Memorial Centre | Whare Mahana artist's impression*

# Stages of Investment Summary





## 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. Includes role in the wider area, region and network of community facilities.

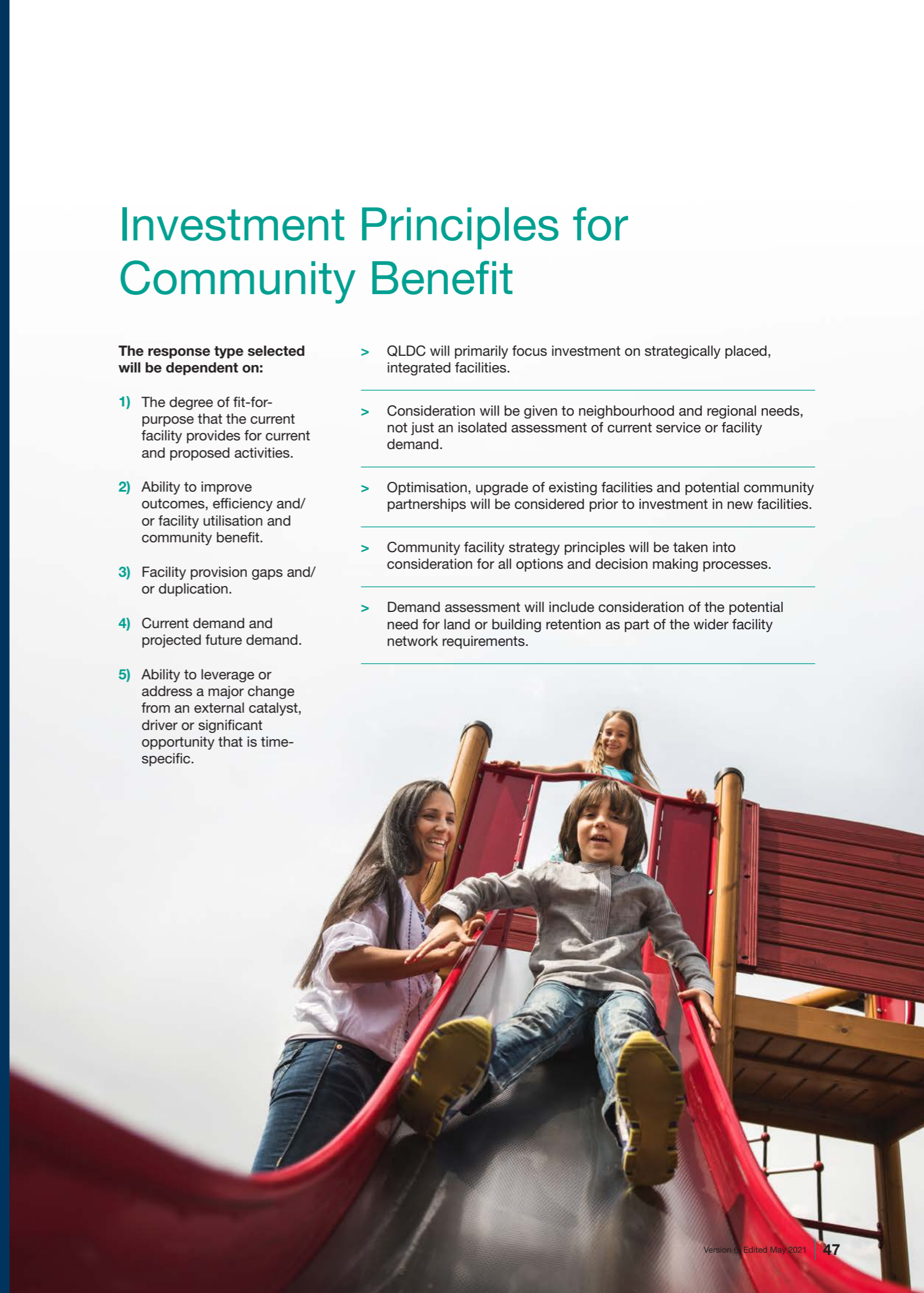
### 3. QLDC Priority Assessment

Category	Sub-category	Evaluation Criteria	Weighting
Network 40%	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 area size	Facility level (local, destination, regional), catchment area population size and timing of projected population growth.	10%
	Optimisation	Potential for optimisation (increased use, flexibility, efficiency or divestment).	10%
Community 40%	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, inclusion and wellbeing outcomes for the community.	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%
Building 20%	Fit-for-purpose	Size or layout restrictions / limitations. Climate responsiveness / working with eco-design experts and third party funders, as outlined in the QLDC Climate Action Plan 2019-2022 (page 18).	10%
	Condition	Urgent physical building issues to be addressed.	10%
Each ranked out of 10 and then weighted to give total out of 100			<b>TOTAL</b>

# Investment Principles for Community Benefit

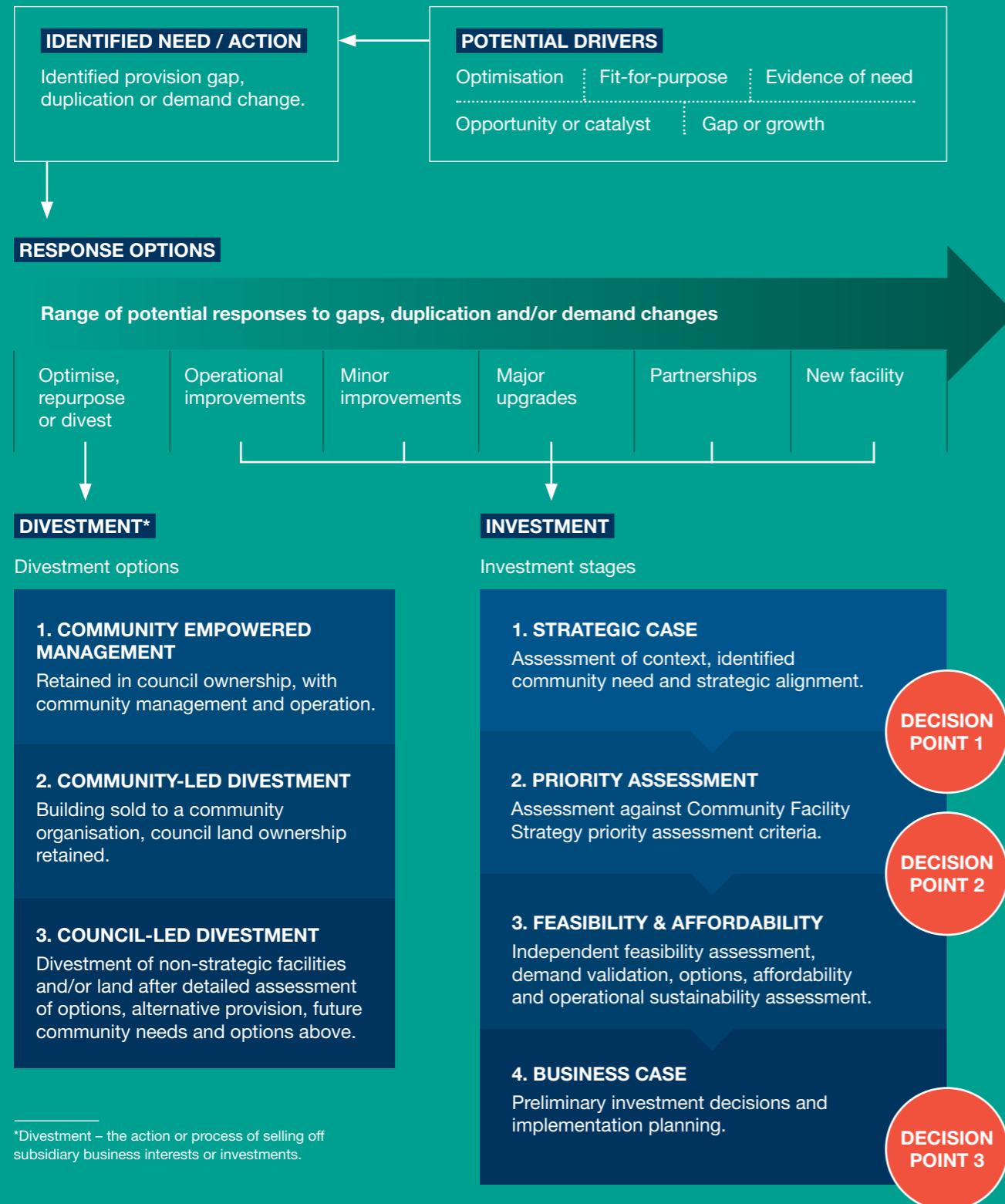
## The response type selected will be dependent on:

- 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.



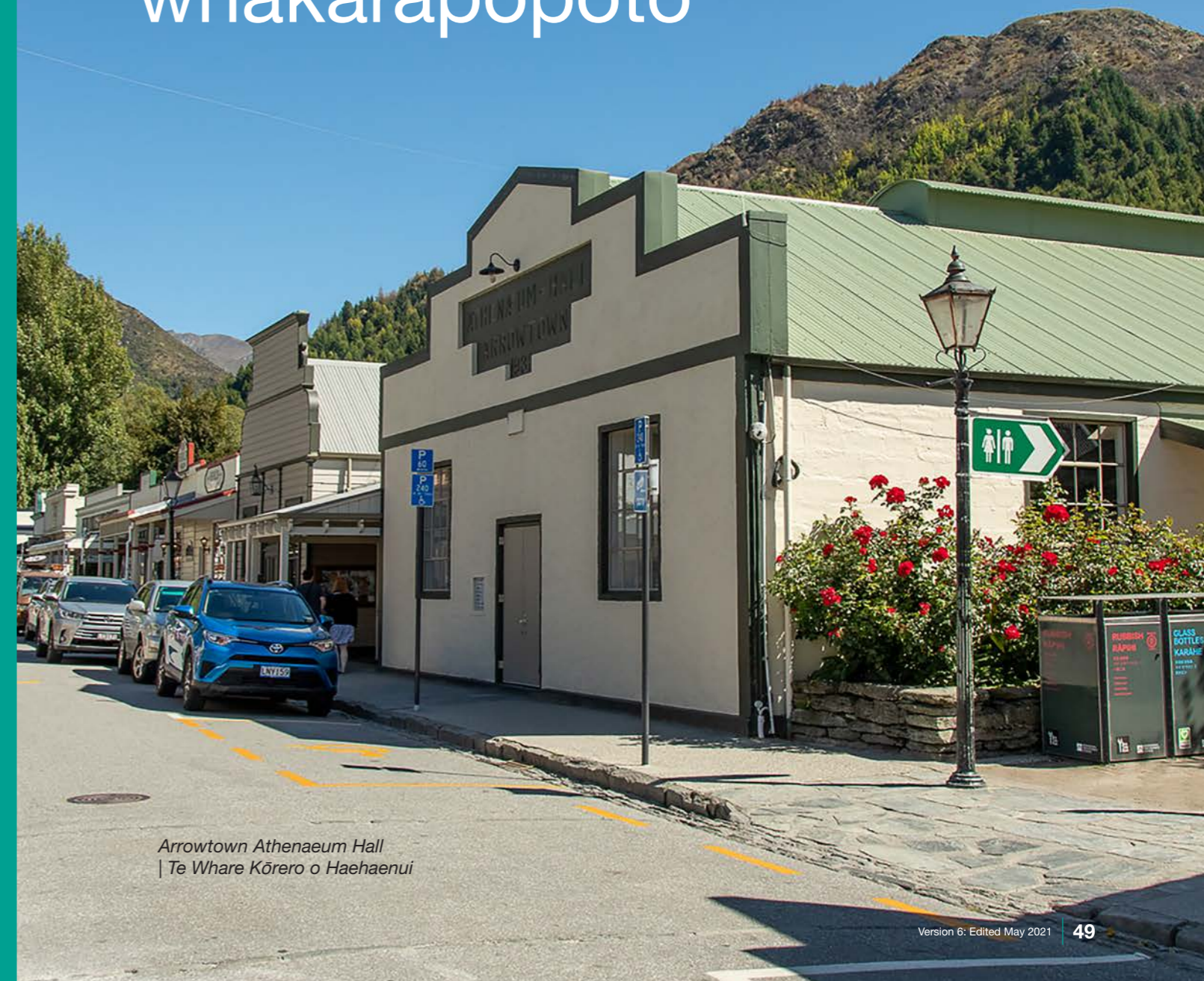


# Potential Responses to Identified Needs and Possible Actions



# Recommendations summary

## Kā taunaki whakarāpopoto



Arrowtown Athenaeum Hall  
| Te Whare Kōrero o Haehaenui



Arrowtown Athenaeum Hall  
| Te Whare Kōrero o Haehaenui

#### KEY THEMES SUMMARY:

**Wellbeing:** The provision of community facilities needs 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, to ensure 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 and Reserves team needs 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 ten-minute 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 comparison to 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.

Develop baseline wellbeing measures to monitor the value of investing in community facilities and open spaces, including whole-of-life and inter-generational benefits.



*Community Facilities Strategy commissioned  
by Queenstown Lakes District Council.*

[www.qldc.govt.nz](http://www.qldc.govt.nz)