



WHANGANUI  
DISTRICT COUNCIL  
Te Kaunihera a Rohe o Whanganui

# Sport and Recreation Facilities Strategy



## Whanganui District Council Strategy

**Originator:**

Policy Advisor – Research and Engagement

**Contact person for enquiries:**

Leighton Toy – General Manager, Property

**Approved by:**

Statutory Management Committee

**Date approved:**

30 May 2019

**Date by which a review should be carried out:**

2022



## Table of Contents

<b>WHANGANUI DISTRICT COUNCIL STRATEGY .....</b>	<b>2</b>
<i>Originator:.....</i>	2
<i>Contact person for enquiries:.....</i>	2
<i>Approved by:.....</i>	2
<i>Date approved: .....</i>	2
<i>Date by which a review should be carried out:.....</i>	2
<i>Policy Inventory number: .....</i>	<b>Error! Bookmark not defined.</b>
<b>FOREWORD .....</b>	<b>4</b>
<b>EXECUTIVE SUMMARY .....</b>	<b>5</b>
<i>Introduction .....</i>	6
<i>Why we need a strategy .....</i>	6
<i>Scope of strategy .....</i>	6
<b>STRATEGY CONTEXT .....</b>	<b>6</b>
<b>BACKGROUND AND ISSUES .....</b>	<b>7</b>
<i>Creating a Long Term Strategy .....</i>	8
<i>Community Engagement and Guidance .....</i>	8
<i>Community access to funding .....</i>	9
<b>VISION AND PRINCIPLES .....</b>	<b>9</b>
<i>Vision statement .....</i>	9
<i>Principles .....</i>	9
<b>GOALS AND ACTIONS .....</b>	<b>10</b>
<b>MONITORING AND EVALUATION .....</b>	<b>11</b>
<b>ACTION PLAN .....</b>	<b>12</b>
<b>APPENDICES AND REFERENCES .....</b>	<b>12</b>
<b>APPENDIX A: WHANGANUI DISTRICT COUNCIL SPORT &amp; RECREATION STRATEGY – IMPLEMENTATION PLAN .....</b>	<b>13</b>
<b>APPENDIX B: SPORT AND RECREATION FACILITIES FUNDING REQUEST PROCEDURE.....</b>	<b>16</b>
<b>APPENDIX C: GLOBAL LEISURE GROUP REPORT.....</b>	<b>17II</b>



## Foreword

Whanganui has a proud sporting history and we are fortunate to have excellent sporting facilities, catering to a wide range of clubs and codes. Cooks Gardens was, famously, the venue for Peter Snell running the first four minute mile on New Zealand soil, breaking the world record in the process. That event is indelibly etched into the history of our district.

A number of my own sporting achievements were made possible by the unique presence and amenity of the Whanganui River and the superb coaches it attracts and inspires. The generosity and support of the Whanganui community has also provided a wonderful platform for our district's record of sporting success.

While my fellow Councillors and I are united in our desire to see our young people achieve their full potential, sport and recreation activities are not just for elite athletes. There are activities that help us maintain our physical health, provide us with avenues for social cohesion and connectedness and can offer enormous benefits for our mental health.

As lifestyles, technology and social structures have changed, the choices we make about how to spend our leisure time have also changed. Fewer people are participating in some of our established sports, and more people are taking part in emerging sports such as waka ama or individual pursuits that are easier to fit around other responsibilities.

There are significant costs involved in maintaining sporting facilities to high standards. Whanganui District Council must balance these costs alongside the many other services we provide and the initiatives we elect to support for the benefit of the district as a whole. This means it is essential that our facilities are well utilised and that they can meet the increasingly diverse needs of our residents now and into the future. To this end, our strategy provides a clear and well-considered framework that will guide us to achieve this but we welcome your continual input and feedback, particularly into our Implementation Plan, to ensure that this living document evolves to meet the changing needs of our community.

Cr Philippa Baker-Hogan



## Executive summary

Physical activity is well recognised as a key factor in maintaining and keeping good health. However the benefits of sport and recreation are not limited to the individual. Communities with higher levels of participation in sport and recreation develop strong social bonds, are safer places and the people who live in them are generally both healthier and happier than communities with lower levels of participation in these pursuits.

In a Whanganui context, having good sport and recreation facilities supports the Community, Connectivity, Environment and Economy pillars of the Leading Edge Strategy. This Strategy sits alongside a suite of strategies that support Council to perform its role in respect of sport and recreational activities in Whanganui. These include:

- Parks and Open Spaces Strategy;
- Physical Activity Strategy; and
- Active Transport Strategy

Our district has a rich heritage in sports and we are blessed with a wealth of sporting facilities. However, because of the age of these facilities they may not fully meet the needs of the communities who use them, nor offer the most attractive proposition for the organisers of regional or national events.

Our vision for the future of sport and recreation facilities in Whanganui is that we will have high quality, financially sustainable and highly utilised facilities that can accommodate the needs of Whanganui residents now and into the future. This strategy sets out our goals to achieving the vision and the principles Council will follow in its' decisions pertaining to these facilities.

Notably, across New Zealand the trend is for national and regional sports bodies to consolidate their operations around large regional hubs. To realise the direct and indirect benefits that having high quality facilities and being an attractive destination for sporting events offers, Whanganui will need to take a similar approach. Through its unique levers Council will champion and steer this long term aspiration, and indeed is already doing so. This Strategy then serves to increase transparency of the reasons and intentions behind Council's funding decisions as these pertain to the priorities of sport and recreation organisations.



## **Introduction**

### **Why we need a strategy**

The purpose of the Sport and Recreation Facilities Strategy is to provide a vision and framework for the future provision and funding of sport and recreation facilities within our district.

This Strategy sets out the approach that Council will take to decisions about the sport and recreation facilities it owns. It will also provide sport clubs and regional sport organisations (RSOs) with some certainty about the factors Council will consider in respect of future allocation of funds to sport-related projects in the region. In addition, it formalises the process for requesting funding assistance for non-Council owned sport and recreation facilities.

### **Scope of strategy**

This Strategy will guide Council in making decisions about the use, maintenance and funding for sport and recreation facilities it owns (whether solely or through mixed ownership models), as well as providing guidance in respect of funding support for other sporting facilities in the Whanganui District.

## **Strategy context**

Having good sport and recreation facilities that better meet the needs of our community will support the following pillars of the Leading Edge Strategy:

- Community
  - o There will be greater levels of community pride
  - o Our district's performance in relation to national health targets will improve
- Connectivity
  - o National perceptions of our district will increase
  - o Visitor numbers to the district will increase
- Environment
  - o There will be more people attending events and we will have more of them
- Economy
  - o More people will have a positive view of the lifestyle benefits in Whanganui – both internally and externally
  - o Our residents' satisfaction in relation to their standard of living will improve

These aims will also support our strategic objective to *'ensure our services and facilities reflect the diverse and changing needs of our community'*.



This Strategy sits alongside a suite of strategies including the Parks and Open Spaces Strategy, the Physical Activity Strategy and the Active Transport Strategy. Jointly these strategies provide a framework for Council’s role in sport and recreation in Whanganui.

The Manawatū-Whanganui Regional Sport Facility Plan provides a high level strategic framework for regional sport and recreation facility planning. It also outlines a direction for priority facility needs within the region, with an emphasis on regional and sub-regional assets. This Strategy aligns with that Plan, a copy of which is available [here](#)

## Background and issues

Physical activity is well recognised as a key factor in obtaining and maintaining good health. The benefits of sport and recreation are not limited to the individual. Communities with higher levels of participation in sport and recreation develop strong social bonds, are safer places and the people who live in them are generally both healthier and happier than communities with lower levels of participation in these pursuits. Additional benefits of engagement in sport and recreation include:

- Contributing to social capital, by providing hubs for community life and creating opportunities for positive role modelling and social interaction to occur and for improving mental wellbeing;
- Easing pressures on the health system by reducing obesity and illnesses;
- Providing a sense of belonging and a vehicle for inclusion, drawing together people of different ages, races, religions and cultures;
- Fostering community pride and creating positive alternatives to youth offending, antisocial behaviour and crime; and
- Creating employment opportunities and economic growth through business.

Our district has a rich heritage in sports and we are blessed with a wealth of sporting facilities. However, in terms of their life cycle, many of these are deemed to be aging facilities. As a result many are not fully meeting the needs of the communities who use them, are not attracting those who are not currently participating in sport and recreational activities and are not offering the most attractive proposition for regional or national events.

Council recognises the importance of sport and recreation as a key driver in the local economy and the social structure of the city. It has approximately \$25 million invested in sport and recreation<sup>1</sup> with more than \$1.5 million of deferred maintenance identified within parks and recreation – an activity that encompasses the majority of Whanganui’s sport and recreation parks and facilities.

Across New Zealand the trend is for national and regional sports bodies to consolidate their operations around large hubs. To realise the direct and indirect (e.g. wider economic) benefits that being an attractive destination for sporting events offers, Whanganui will need to progressively move towards a similar approach. Through its unique levers, including

---

<sup>1</sup> Note: this is not replacement value.



funding decisions, Council has opportunities to champion and steer this approach and, in conjunction with Sport Whanganui, is already doing so.

### ***Creating a Long Term Strategy***

In 2015, Council and Sport Whanganui began collaborating with Sport New Zealand to understand the Sport and Recreation needs of Whanganui. As a first step in this collaboration process Global Leisure Group (GLG) were commissioned to undertake a report into the sport and recreation facilities in Whanganui and to make recommendations as to a strategy to manage these.

GLG's report (**Appendix C**), coupled with consultation that was undertaken by GLG and subsequently by Sport Wanganui and Council, along with assessments of the affordability of the report's recommendations<sup>2</sup>, has informed the development of this Strategy. It should however be noted that not all the recommendations from the report are being taken forward.

The report found that the majority of facilities in Whanganui would be classed as ageing in terms of their lifecycle (which increases maintenance costs) and that we have too many facilities relevant to the size of the population. There is also significant duplication of facilities which has led to underutilisation.

Given the limited funding pool available, the options are to either continue running multiple facilities with limited scope to maintain these to their current standard, or to reduce the number of facilities and maintain those that are retained to a higher standard.

Council needs to work with, support and use its position to influence the decisions of clubs and other sport and recreation groups to ensure that Whanganui's sporting facilities are fit for purpose and financially sustainable, both now and into the future. Realistically, partnerships and consolidation are the key transformational opportunities available to Whanganui to create a sustainable, modern network of sporting infrastructure.

### ***Community Engagement and Guidance***

The information contained within this Strategy has been collected through a combination of public meetings, analysis of previous submissions and targeted engagement events. This has included three open community engagement sessions as well as specific engagements with facility providers (including schools) and community sport organisations. It has also been discussed with Iwi and the Youth Committee. These sessions provided clarity on the issues particular sports were facing, the needs and aspirations of different groups within the community and highlighted broader concerns, such as how to attract residents who do not currently participate in sport or recreational activities.

As a key contributor to the formation of this Strategy Sport Whanganui's 'Community Sport Team' were fully engaged with this process. In addition, two Spaces and Places Consultants from Sport New Zealand were hosted by Sport Whanganui and involved in this Strategy's scene-setting.

---

<sup>2</sup> In respect of the funding available in Whanganui.



### ***Community access to funding***

Local sports and recreation stakeholders have sought an official channel to approach Council for funding assistance. An outcome from the collaboration between Sport Whanganui and Council during the drafting of this Strategy was the creation of the WDC Sport and Recreation Facilities Funding Request Procedure (**Appendix B**). Before submitting an application, submitters must align their request with one (or more) of the technical principles outlined below. To assist submitters through this process, Sport Whanganui have made themselves available to work through the application criteria. This is a contestable funding process and decisions on applications will be based on the principles in this Strategy.

## **Vision and principles**

### ***Vision statement***

**Whanganui has high quality, financially sustainable and highly utilised sport and recreation facilities that can accommodate the needs of Whanganui residents now and into the future**

We will know that we are on the path to realising this vision when:

- \* Our communities are increasingly satisfied with the sport and recreational facilities within our District
- \* Engagement in sport and recreation increases, particularly amongst those who do not currently participate in these activities and those who live in disadvantaged areas
- \* The number of visitors and participants at locally held sporting events increases
- \* Sound, rational and evidence based financial decisions are made to support sport and recreation participation
- \* This Strategy assists sport clubs and regional sport organisations to plan sport-related projects in the region, as well as the processes and requirements to obtain such funding.

### ***Principles***

The general principles that underpin this Strategy are that:

- \* Sport and recreational activities should be accessible to and inclusive of all
- \* High quality facilities which are available at hours that enable community use are more likely to encourage our residents (including those who do not currently participate in sport or recreation) to do so



\* High quality, co-located and multi-purpose facilities offer a more attractive proposition to the organisers of regional events, and increase the likelihood of Whanganui becoming the destination for more such events

\* Increased participation in physical activities will lead to improved health, community and economic outcomes

\* Ensuring maximum utilisation of existing facilities offers the best value for money

Investment principles:

\* Where practical, co-located and shared facilities are preferred over dispersed or stand-alone provision

\* The key transformational opportunity available to Whanganui rests in partnering by clubs and groups to maximise the usage of, and community benefits from, facilities

\* To ensure that facilities are able to be upgraded to and maintained at a quality standard, there will need to be a rationalisation of facilities to match the level of need

\* Council will target, and will encourage others to target, investment in the renewal of existing facilities with significant residual value in key locations

## Goals and actions

### **1. Whanganui's sporting facilities will accommodate and attract an increasing number of local and regional events**

**1.1** Council will collaborate with Sport Whanganui and relevant groups to attract more sporting events to Whanganui

**1.2** Council will collaborate with Whanganui & Partners to assess the feasibility of creating new sport and recreation events in our district

### **2. Council's investment decisions will be prudent, sustainable and based on the needs of the Whanganui district**

**2.1** Clear rules and a transparent process will be established to guide Council's funding decisions to provide the greatest return on investment.

**2.2** Where practical, co-located and shared facilities will be preferred over dispersed or stand-alone provision.

**2.3** Funding will be pooled into the development of multi-club and/or multi-use facilities.

**2.4** Investment decisions will focus on the following aspects of funding proposals received by Council:

- 
- Effectiveness (degree to which investment contributes to Community Outcomes);
  - Equity (degree to which a facility can be accessed by specific population groups, in particular disadvantaged groups, in the community);
  - Efficiency (outputs compared with inputs or benefits compared with costs); and
  - Affordability (the finite limits on community resources).

**2.5** Rationalisation of facilities will be sought where appropriate to match this district's level of need.

**2.6** Council and community investment will be targeted to the renewal of existing facilities - particularly those in key locations.

### **3. Facilities will be increasingly centralised around suitable hubs**

**3.1** Facilities will be encouraged to cluster at suitable hubs in order to maximise the broader community benefits from these activities.

**3.2** Focus will be directed to attracting more regional events in our district based on the appeal and ease of co-location hubs.

**3.3** Further development of Council's active transport pathways and collaboration with Horizon's Regional Council will ensure the provision of a variety of transport options to access Whanganui's sporting hubs.

### **4. Sport and recreation facilities will be designed, maintained and utilised in a manner that enables and encourages all residents to participate in sport and recreational activities**

**4.1** Council will collaborate with Sport Whanganui and with sport and recreation facilities owners, managers and operators to ensure that the current and anticipated future needs of all residents are taken into account in decisions relating to facilities - and the offerings within them.

**4.2** Council decisions about contestable funding will take into account the extent to which proposals respond to the current and anticipated future needs of all residents.

**4.3** Council may decide to fully or partly grant contestable funding for facilities subject to conditions designed to ensure that the current and anticipated future needs of all residents are being met.

## **Monitoring and evaluation**

The success of the strategy will be measured by:

- Community

- 
- Community Views Survey will show increasingly positive views of our sport and recreation facilities
  - Performance on National Health Targets will improve
  - Connectivity
    - National Perceptions Survey will record increases in the number of people visiting Whanganui for sport and recreation purposes or events, and more people having a positive view of the Sport and Recreation opportunities in Whanganui
    - The Commercial Accommodation Monitor will show increasing visitor numbers to the district
  - Environment
    - Events Reports will show increases in the number of events and the number of people attending events
  - Economy
    - The Community Views Survey and the National Perceptions Survey will record more people having a positive view of the sport and recreation facilities in Whanganui
    - The Community Outcomes Survey will record improvements in our residents' satisfaction in relation to their standard of living

### **Action Plan**

During the development of Council's Long Term Plan, an implementation plan for Sport and Recreation was agreed. An updated version of this, agreed by the Statutory Management Committee on 30 May 2019, is included in **Appendix A**. This includes the separate financial commitment that Council has made in principle to roofing the Velodrome.

### **Appendices and References**

Appendix A: Whanganui District Council Sport & Recreation Strategy – Implementation Plan

Appendix B: Sport and Recreation Facilities Funding Request Procedure

Appendix C: Global Leisure Group Report

## Appendix A: Whanganui District Council Sport & Recreation Strategy – Implementation Plan

Lead Resource	Action Description	How advanced? <ul style="list-style-type: none"> <li>• Early</li> <li>• Commenced</li> <li>• Advanced</li> </ul>	Indicative cost to Council	Implementation	Key organisations
Whanganui District Council (WDC)	WDC to outsource Sport & Recreation Officer duties, and engage Sport Whanganui to oversee implementation of the Sport & Recreation Strategy. Implementation includes ongoing development discussions with sporting codes to assist in the efficient and effective utilisation of sport and recreation facilities (both Council and non-Council owned) within our community.	Commenced	\$20,000	Annually from 1 July 2018	WDC & SW
Sport Whanganui (SW)	Continued engagement with national partners such as Sport NZ, High Performance NZ and National / Regional Sporting Bodies to promote Whanganui as a destination for events.	Commenced	Case by case	Annually	WDC & SW
SW	Establish a development plan for Springvale Park in conjunction with the variety of existing users which include YMCA, Splash, Bike Park, Whanganui Rugby, Touch, Sport Whanganui, the Whanganui Community Sports Centre and other potential future users.	Early	Included within the Sport & Recreation Strategy	2018/19	WDC & SW
SW	WDC to support the creation of a Community Sports House at Springvale Park. SW are proposing to relocate their business to Springvale Park and with other sporting code administrators, create a Community Sports House. SW are working with funders with the total project cost estimate within the region of \$1M-\$1.5M.	Commenced	Nil	2018/19	SW
Hockey	WDC to provide grant / co-funding towards a new turf at the existing Gonville Hockey Turf location. Whilst Hockey Whanganui (HW) support this strategies recommendation to relocate the turf next to the Collegiate turf or at Springvale Park, the current financial position does not allow for this to eventuate in the short term. Having two turfs in close proximity remains the long term objective for HW. SW & HW have completed this Strategies submission pack process which is well advanced, inclusive of having	Advanced	\$100,000	2018/19	WH



	presented to WDC. The total project cost estimate for a new turf at Gonville is in the region of \$850,000. WDC support co-funding approximately 10% of the total project cost, capped at \$200,000.				
Football	Subject to the Whanganui Football Hub (WFH) working with SW through this Strategies submission pack process, and providing a strong indication of community benefit, WDC support grant / co-funding the WFH towards the development of Wembley Park. The WFH are in the early stages of development with indications that the proposed Wembley Park improvements will enhance tournament hosting capabilities. Early total project cost estimates are within the region of \$250,000-\$350,000. Subject to the receipt of a compelling submission pack / business case, WDC support co-funding approximately 20% of the total project cost, capped at \$75,000.	Early	\$75,000	2019/20	WFH
WDC	WDC remains very supportive of covering the current Cooks Garden 250m Wooden Track Velodrome, and has set aside \$1 million in its Annual Plan to support this initiative. WDC has formed a Project Control Group (PCG) of WDC and RVT to oversee the project. The PCG is continuing to work with Regional Velodrome Trust, Sport Whanganui, Sport NZ and other key stakeholders on this initiative	Advanced	\$1,000,000	2019/20	WDC, SW, Sport New Zealand, Regional Velodrome Trust
SW	SW have commenced conversations with several river users to consider the concept of creating a River Activity Hub. This concept aligns with two key outputs of this Strategy which relate to co-location and co-funding. There is insufficient project detail to define an estimated total project cost, however should SW present a case that provides sufficient evidence of significant community benefit, WDC would support co-funding approximately 20% of the total project cost, capped at \$50,000.  Council, in conjunction with Ngā Tāngata Tiaki o Whanganui and other community partners, will prioritise conversations with all water based sports codes and water user groups and governing bodies including Horizons Regional Council to enable and encourage the safe utilisation of Awa.	Early	\$50,000	2020/21	SW



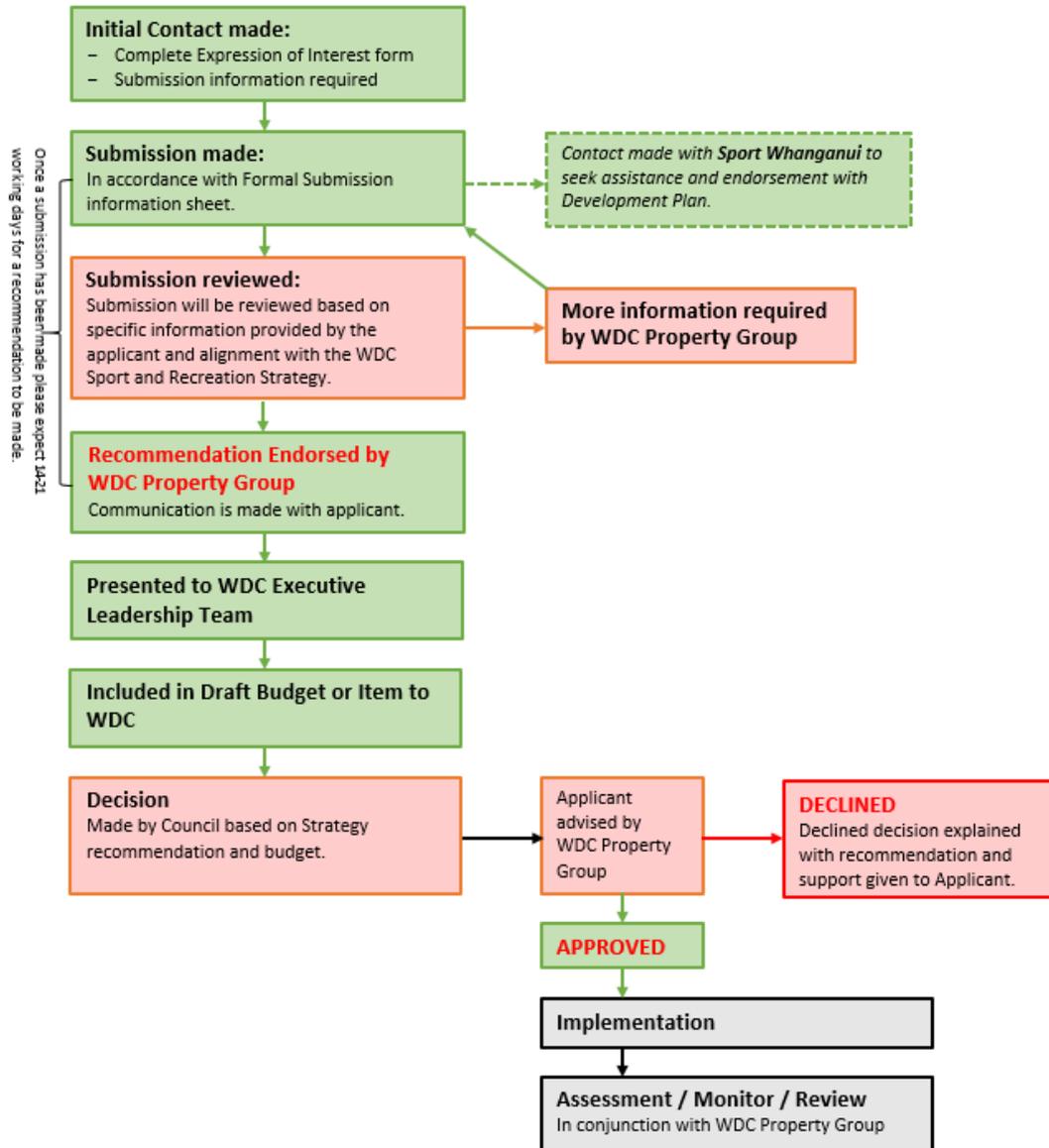
Cricket	Whanganui Cricket (WC) have ambitions to create an indoor cricket training facility within an existing community facility. Subject to WC working with SW through this Strategies submission pack process, and providing a strong indication of community benefit, WDC support grant / co-funding WC towards the development of an indoor training facility. Early indications of the total project cost estimate is between \$50,000-\$100,000. Subject to receipt of a compelling business case, WDC support co-funding approximately 20% of the total project cost, capped at \$20,000.	Early	\$20,000	2021/22	WC
Netball	Netball Whanganui (NW) has over 2,000 affiliated players. The existing infrastructure, in particular the surface at Laird Park has water table issues that will require attention in the coming years. As part of NW development plans, there is also an opportunity for expansion should the sport continue to grow. There is insufficient project detail to define an estimated total project cost, however should SNW present a case that provides sufficient evidence of significant community benefit, WDC would support co-funding approximately 20% of the total project cost, capped at \$100,000.	Early	\$100,000	2022/23	NW
Various	By considering two key pillars of the Sport & Recreation Strategy, being the philosophy of co-location and co-funding, WDC will include an allowance of \$50,000 of grant funding per year within years 6-10 of the 2018-2028 ten year plan as co-funding towards the support of improved sport and recreation facilities within our District.	Early	\$50,000	Annually from 1 July 2023	WDC and SW

# Appendix B: Sport and Recreation Facilities Funding Request Procedure



**WHANGANUI DISTRICT COUNCIL**  
Te Kaunihera a Rohe o Whanganui

## Sport & Recreation Facilities Submission Procedure



## Appendix C: Global Leisure Group Report



**WHANGANUI  
DISTRICT COUNCIL**  
Te Kaunihera a Rohe o Whanganui

# Whanganui District Council Sport & Recreation Strategy - Facilities

---

Prepared for



By



**January 2016**

## Acknowledgements

The authors wish to thank all of the individuals and organisations that participated in the consultation process and giving feedback to date, particularly the volunteers who participated. In preparing this report significant support was received from Sport Whanganui and Whanganui District Council (WDC). The authors wish to acknowledge the work of Adam Gosney, Jimmy Hildreth, Keith Smith and other staff and thank them for their support.

## Report Disclaimer

In preparing this report it has been necessary to make a number of assumptions on the basis of the information supplied to Global Leisure Group Limited in the course of investigations for this study. The recommended actions contained in this report are subject to uncertainty and variation depending on evolving events, but have been conscientiously prepared based on consultation feedback and an understanding of trends in sport and recreation facility provision.

The authors did not carry out an audit or verification of the information supplied during the preparation of this report, unless otherwise stated in the report. Whilst due care was taken during enquiries, Global Leisure Group Limited does not take any responsibility for any errors nor mis-statements in the report arising from information supplied to the authors during the preparation of this report.

## Authors

David Allan and Rob Kennedy

Contact:

Global Leisure Group Limited  
PO Box 2147  
Stoke  
Nelson

Davea@glg.nz

# Contents

<b><u>1.</u></b>	<b><u>Executive Summary</u></b>	<b>1</b>
<b><u>2.</u></b>	<b><u>Recommendations</u></b>	<b>2</b>
<b><u>3.</u></b>	<b><u>Introduction</u></b>	<b>4</b>
3.1.	<i>Study Objectives</i>	4
3.2.	<i>Agreed Deliverables</i>	4
<b><u>4.</u></b>	<b><u>Environment Scan</u></b>	<b>5</b>
4.1.	<i>Demographics</i>	5
4.2.	<i>Household income levels</i>	5
4.3.	<i>Age profile of the district</i>	6
4.4.	<i>Ethnic profile of district</i>	6
4.5.	<i>Population projections</i>	7
4.6.	<i>Summary of environment scan</i>	7
4.7.	<i>National and Regional context</i>	8
<b><u>5.</u></b>	<b><u>Current network of sporting facilities</u></b>	<b>9</b>
<b><u>6.</u></b>	<b><u>Current facility assessment</u></b>	<b>11</b>
<b><u>7.</u></b>	<b><u>Future demand based on sports participation and trends</u></b>	<b>12</b>
7.1.	<i>Key findings for Adults</i>	12
7.2.	<i>Key findings for Young people</i>	14
7.3.	<i>Commentary of national participation trends</i>	14
7.4.	<i>Demand based on barriers to participation</i>	15
7.5.	<i>Future demand based on membership trend of user groups</i>	15
<b><u>8.</u></b>	<b><u>Current issues with facility provision</u></b>	<b>17</b>
8.1.	<i>Indoor and Outdoor courts or modified playing surfaces</i>	17
8.2.	<i>Water ways and aquatic sports</i>	18
<b><u>9.</u></b>	<b><u>Benchmarking comparisons based on population</u></b>	<b>19</b>
9.1.	<i>Indoor court provision (WDC owned)</i>	19
9.2.	<i>Indoor Court Provision (high Schools)</i>	19
9.3.	<i>Combined provision of indoor courts</i>	20
9.4.	<i>Benchmark of current indoor provision</i>	20
9.5.	<i>Aquatic Pool provision (council owned)</i>	20
<b><u>10.</u></b>	<b><u>Summary of sporting facility provision</u></b>	<b>22</b>
<b><u>11.</u></b>	<b><u>Proposed Investment Strategy</u></b>	<b>23</b>
11.1.	<i>Decision Framework and Key Concepts</i>	24
11.2.	<i>Strategic Goal and outcomes</i>	24
11.3.	<i>Principles for the provision of facilities</i>	25
11.3.1.	<i>Development Principles</i>	25
11.3.2.	<i>Investment Strategy Principles</i>	26
11.4.	<i>Development rationale</i>	27
11.5.	<i>Management</i>	32
<b><u>12.</u></b>	<b><u>Implementation Priorities</u></b>	<b>34</b>
<b><u>13.</u></b>	<b><u>Appendix</u></b>	<b>40</b>
13.1.	<i>Hockey Participation</i>	40
13.2.	<i>Glossary of terms used in this Strategy:</i>	40

# 1. Executive Summary

---

The general consensus of key stakeholders was that the Whanganui district needed a Sport and Recreation Strategy completed. This reflects the Sport New Zealand (Sport NZ) guide for Territorial Authorities (TA's)<sup>3</sup> in making decisions on their sporting infrastructure that stated;

Development of a sport and recreation strategy, aligned with the TA long-term and annual plans, is essential for defining the TA's vision, mission, approach, outcomes, focus and priorities for sport and recreation"

The Whanganui District Council (WDC) contracted Sport Whanganui (SW) to undertake preparation of the Sport and Recreation Strategy. Global Leisure Group (GLG) were commissioned by SW to deliver a report for stage one of the overall project that covers WDC owned sport and recreation facilities plus other significant facilities that support the wider sporting network.

The Whanganui district commonly reflects the development of facilities nationally in the 1960's and 1970's to support social infrastructure<sup>4</sup>. Council currently provides a wide-ranging and diverse supply of sporting facilities that includes an uncovered cycling velodrome, all-weather athletics track, indoor and outdoor pool facilities. Additional facilities are provided by sports themselves, by the Wanganui Community Sports Centre Incorporated (Springvale and Jubilee Stadiums) and by private and state schools. These facilities include Wanganui Gymnastics Centre, two Hockey turfs and outdoor netball courts. The indoor stadiums provide for core sports of Basketball, Table Tennis, Badminton, Volleyball, Bowls and an International level Inline Skating rink. The management of the sporting and recreational facilities in the district is that of a mixed model. The organisations that make-up the bodies managing operational contracts on behalf of council are;

- Sport Whanganui for operation of the Splash Centre
- Wanganui Events Trust (WET) for Cooks Gardens
- Wanganui Community Sports Centre Incorporated for the Springvale and Jubilee Stadiums
- Wanganui East Pool Trust for the Wanganui East Outdoor Pool

The Wanganui Boys and Girls Club also has a "licence to occupy" which means they are responsible for any maintenance and improvements for all the assets they manage. Historically, the mixed model of facility management appears to be one that has developed organically over time rather than a strategically planned process. As with all the other procurement choices, there are advantages and disadvantages with a mixed facility management model, but nevertheless it is a legitimate choice for TAs to make. It may depend on the number of sport and recreation facilities they own and their aspirations for each of those facilities.

WDC currently places an estimated value of \$25 million on its sport and recreation facilities that it owns and this is not replacement value. Council has an annual operational budget of \$4.7 million to deliver sport and recreation services to the community.<sup>5</sup> This is forecasted to rise to nearly \$7 million in operating costs by 2025<sup>6</sup>, given that the population growth is currently static and predicted to decline over the next 16 years<sup>7</sup> Council needs to ensure that its sporting network is of appropriate capacity, "fit for purpose" and financially sustainable. Generally the facility stock in Whanganui is over 40 years of age, in particular Springvale Stadium and Wanganui East Pool both built in the 1960's and in terms of their lifecycle would be considered "aging". Sport NZ identifies that facilities built before 1975 are considered "high risk" for on-going repairs and maintenance due to their age and may potentially need large-scale investment (if there is sufficient current demand for their services).

The District has one public indoor court per 14,000 residents excluding the Jubilee Stadium (which has been omitted from estimations due to its specialized activities including inline skating); this is 50% more provision than the national average of one court per 21,000 residents. When comparing high school indoor courts provision, the District

---

<sup>3</sup> Territorial Authority Sport and Recreation Facilities Decision Guide 2013

<sup>4</sup> Key Findings National Facility Strategies for Indoor and Aquatic Sport 2013/14

<sup>5</sup> WDC estimated operational budget 2014-2015

<sup>6</sup> Whanganui District Council 10-Year Plan 2015-2025

<sup>7</sup> Statistics NZ Area of Population Projections 2006-2031

has 6,000 residents per court compared with 14,000 per court nationally, again manifestly more provision than the national average. This equates to four indoor courts above the national average based on population. With 10 indoor courts (public and school combined but excluding Jubilee) in the district, the district has more than enough provision compared with national average benchmarks.

The provision of Council pool water space also compares favourably with national benchmarks by providing 1,348m<sup>2</sup> of water space, which equates to 32 people per m<sup>2</sup> of available space. This compares positively with the national average of 47 people per m<sup>2</sup> of council owned pools and indicates an adequate level of supply in comparison with other regions nationally. This provision is not all year round with Wanganui East Swimming Pool being seasonal.

Overall, given the analysis of the districts sporting facility network the main issues for Council (as main asset owner) and the Wanganui district in general are:

- Plentiful provision of indoor court space compared to national benchmarks
- Fewer projected participants for the indoor court facility stock given declining and aging population
- Significant liabilities for asset owners due to aging facilities
- Multiple facility operators leading to undue complexity
- Plethora of lease and sub-lease arrangements leading to undue complexity
- Limited human resources at Council for dealing with sporting facility assets
- Limited performance measures and monitoring of operators to ensure “best value” for community and Council's return on investment.

The following recommendations are to assist Council in making informed decisions on the future of facility provision in the District that include short, medium and longer-term timeframes for financial and planning purposes. These recommendations have been assessed using the Sport New Zealand (Sport NZ) decision framework<sup>8</sup> and key concepts and principles to ensure “best value” is achieved for asset owners and the communities these facilities serve.

## 2. Recommendations

---

- Creation of a community sports “hub” at Springvale Park to optimise and enhance the current cluster of facilities on the Park. This development would integrate the current facilities on the park and link with nearby schools to create **“Whanganui’s home of community sport”**.
- Develop a new building to link the two Stadiums and provide an administration hub for sport and other community organisations including reconfiguring a new main entrance and reception for visitors to the Springvale Park site.
- Enlarge health & fitness provision at Springvale, as there is a strong growth trend from Sport NZ data nationally.
- The “Gym and Swim” option at the Splash Centre would still be available and should be developed to become a wider “Home of Sport” pass to be used across all of the sports hub facilities
- Relocate Wanganui Netball Centre to Springvale Park to enable co-location of indoor and outdoor netball utilising the existing indoor court space and support facilities plus develop 6-9 outdoor courts adjacent to the Stadiums.
- Relocate cricket from the indoor cricket nets at Wanganui Collegiate to the Jubilee Stadium mezzanine area (built for future seating provision but unused for this purpose), which could offer a much longer bowling run up.

---

<sup>8</sup> Better Value from New Zealand Sporting Facilities: The New Zealand Sporting Facilities Framework 2014

Relocate hockey from the aging Gonville turf to a new second turf alongside the existing turf at Wanganui Collegiate with use of the new Wanganui High School multi-use court area to provide a consolidated venue for hockey.

Gonville Park could change its focus from a hockey artificial turf facility to a more multi-code all-weather training facility (e.g. Futsal, Ki O Rahi, football, rugby and rugby league).

A longer-term option could be the relocation of tennis to the Springvale hub when the courts are in need of a major renewal. Some of these courts could be covered but a detailed feasibility study would be needed to assess financial viability.

There are aspirations to cover the outdoor Velodrome and this needs further investigation through a detailed feasibility study to identify the viability or otherwise of a covered Velodrome and how it would potentially “fit” into the wider national facility hierarchy.

A governance and management review is undertaken to clearly identify the best structure and the priorities for the organisation managing and operating Cooks Gardens on behalf of Council.

Investigate viability of modification of the corporate boxes at the Westpac Stadium to provide more flexibility for function and meeting hire opportunities.

Investigate development of a river based water sports and tourism hub as part of the town centre regeneration project and subsequent master plan at Moutoa Quay along the Town Wharf centred on the former Chronicle Newspaper office and paper store buildings and possibly include the building at 61 Taupo Quay which formerly housed the Whanganui River Maori Trust Board.

Undertake a detailed review of governance and management of sporting facility assets on Council reserves.

### 3. Introduction

---

Sport Whanganui (SW) in partnership with Whanganui District Council (WDC) contracted Global Leisure Group (GLG) to undertake a review of Whanganui's sporting facilities with the long term aim of determining what sporting infrastructure Whanganui needs to meet current and future demand.

The Stage 1 Sporting Facilities Report is the basis for the development of a long-term investment strategy for Whanganui. This report should be used in conjunction with the latter Regional Sport and Recreation Strategy when completed.

This report identifies areas of supply and demand, opportunities for partnership and clustered approaches to the provision of facilities and the potential for consolidation of activities onto fewer sites used more intensively than has been the case up until now. It is expected that the findings will contribute to this strategy in a way that enables WDC to use information from it in its long term planning and for the document to inform and support initiatives by SW. Furthermore, sport clubs and regional sport organisations (RSOs) will be able to plan with some certainty about the future allocation of funds to sport-related projects in the region.

#### 3.1 Study Objectives

---

The expected outcomes of this review are that SW; WDC and sport stakeholders have a clear understanding and outline of:

- The current demand for sporting and recreational facilities and infrastructure in the Whanganui region and how that is likely to change over time
- The extent to which this demand is being met or not
- The options for the region to meet any shortfall of these demands
- The proposed major sporting infrastructure projects with ball park costs to be constructed and/or replaced over the next 10 years
- The identification of preferred locations of sporting infrastructure to maximise integration and cost efficiencies.

#### 3.2 Agreed Deliverables

---

This project aims to provide a cohesive and collaborative approach to achieving the following outcomes:

- Establish a full inventory of type and condition of WDC owned and educational facilities identified to support the sporting network.
- Provide gap analysis.
- Identify future investment requirements across the facility network ranging from short to long-term
- Identify facility network opportunities for consolidation or rationalisation so they complement each other
- Make recommendations on potential partnership innovations to enhance financial sustainability
- Provide guidance to key stakeholders on good practice in facility planning
- Present a prioritised list of recommendations with focus on facility development, funding and operations
- Provide a summary of how recommendations align with LTP process and intent
- Explore high level advantages of working with Manawatu and Taranaki regions with specific reference to facilities and events

## 4. Environment Scan

---

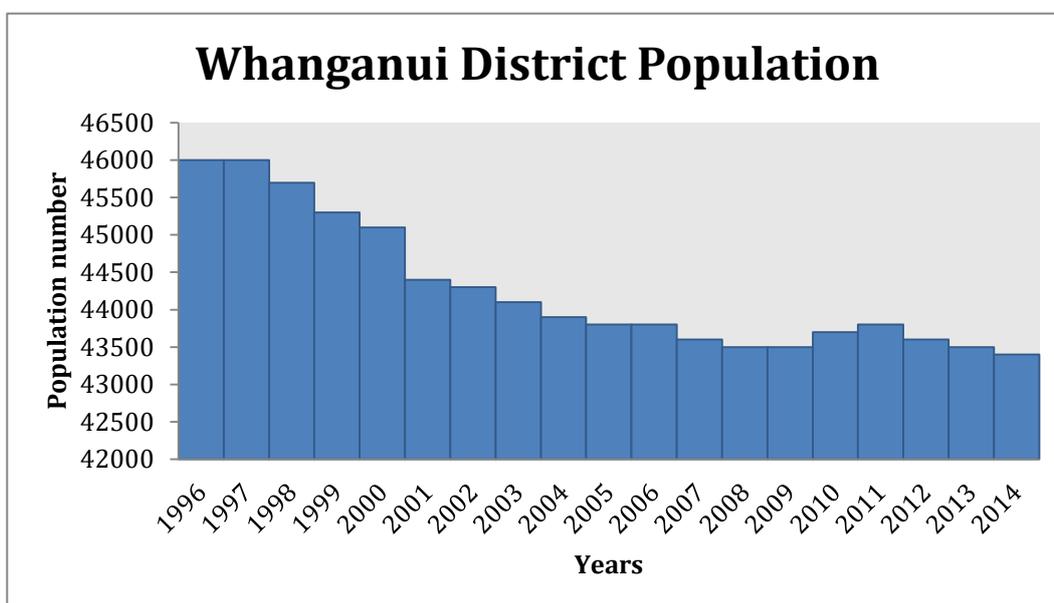
The following is a review of key demographic and economic measures designed to give a better understanding of the district.

### 4.1 Demographics

---

Whanganui District is situated on the south-western coast of the North Island and is centred on the Whanganui River, with the city of Whanganui at the river mouth. The district has four territorial authority neighbours: Ruapehu District to the north, Rangitikei District to the east, and South Taranaki and Stratford Districts to the west. The data presented has been gathered using information available on (WDC's community profile website. The demographic analysis shown in the table below is based on results from the 2013, 2006 and 2001 Censuses of Population and Dwellings<sup>9</sup>. It shows that the population has been steadily declining from 46,000 in 1996 to just over 43,000 in 2013. Over the last ten years it has remained relatively static at a mean average of 43,600.

Figure 1 Whanganui District Populations 1996-2014



### 4.2 Household income levels

---

Analysis of 2013 household income levels shows that the Whanganui District has a smaller proportion of high-income households (those earning more than \$70,000 per annum) and a higher proportion of low-income households (those earning less than \$30,000 per annum) than the national average. Overall, 24.2% of households earned a high income and 28.3% were low-income households, compared with 38.7% and 18.7% respectively for New Zealand.

The major differences between the household incomes of the Whanganui District compared with New Zealand were:

- A *larger* percentage of households earned \$20,001 to \$25,000 (7.4% compared to 4.7% nationally)
- A *larger* percentage of households earned \$30,001 to \$40,000 (10.7% compared to 8.3%)
- A *larger* percentage of households earned \$15,001 to \$20,000 (6.4% compared to 4.1%)
- A *smaller* percentage of households earned \$100,001 or more (11.1% compared to 23.4%)

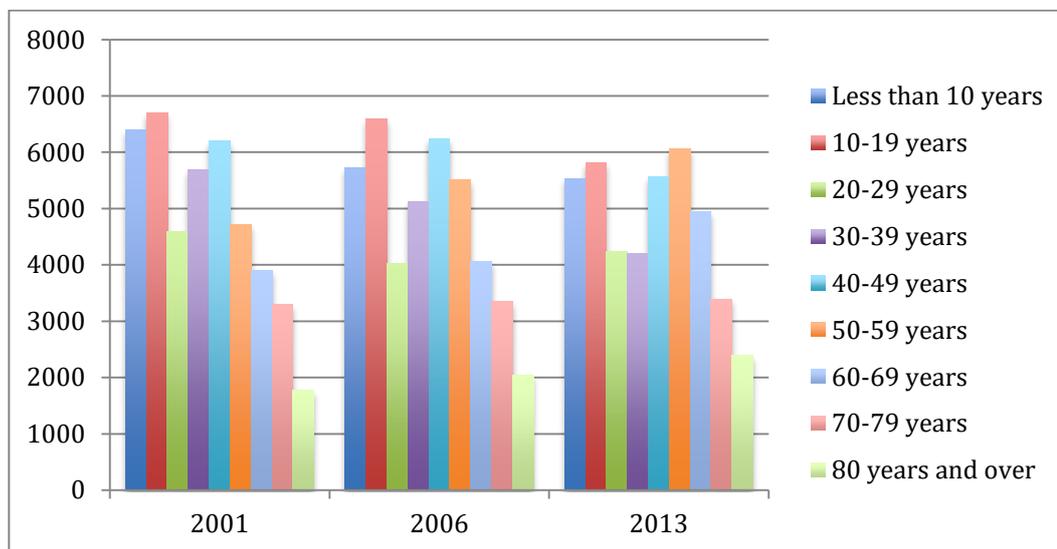
---

<sup>9</sup> Statistics NZ Subnational Population Estimates June 2013

### 4.3 Age profile of the district

The chart below shows that the population in the district is ageing, with the number of people over 50 years old having increased significantly between 2001-2013. In the 50-59 age group alone there has been an increase of more than 22% over the same period, while there has been an 18.5% increase in those over 50. Just under 40% of the population is now over 50 years of age.

**Figure 2 District age profile 2001-2013**

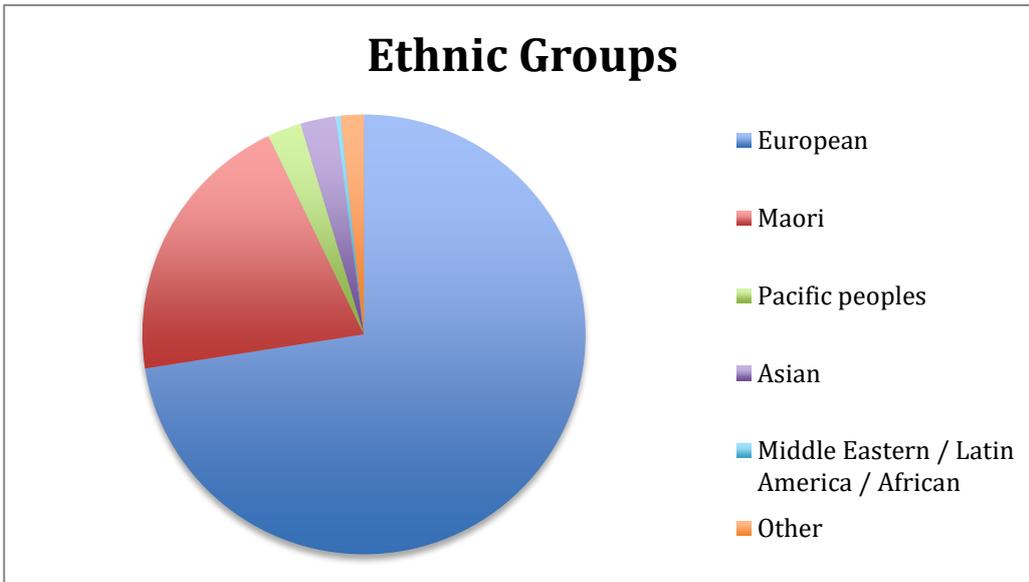


### 4.4 Ethnic profile of district

The chart below shows that Europeans are by far the largest ethnic group in the district, mirroring the national average of 73%<sup>10</sup>. However, the district also has a higher proportion of Maori who account for 23% of the population, well above the national average of 14.9%. The proportion of people from both the Pacific and Asia is below the national average, with each group making up about 3% of the district's population.

<sup>10</sup> 2013 Census QuickStats about a place

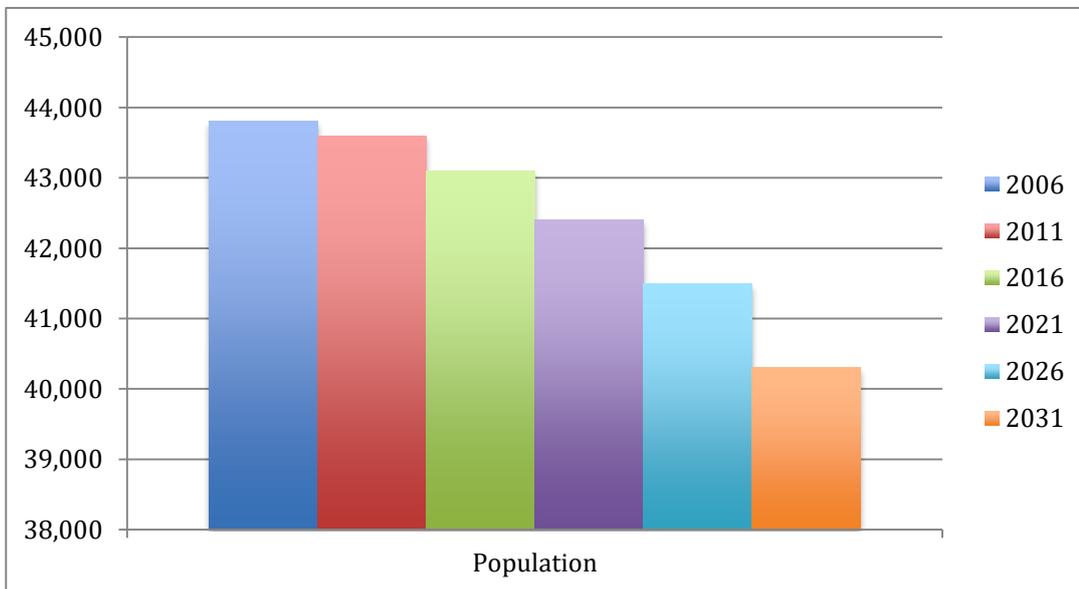
Figure 3 Ethnic profile of district



#### 4.5 Population projections

The chart below is based on Statistics NZ<sup>11</sup> data and indicates that the district has a declining population. By 2031 the population is projected to fall by 7% from its current level to approximately 40,000 residents.

Figure 4 District population projections between 2006-2031



#### 4.6 Summary of environment scan

The estimated resident population for the Whanganui District in 2014 was 43,400<sup>12</sup>, a decline of nearly 3000 residents or 6.5% since 1999. This is expected to continue with the population projected to fall to just over 40,000 by 2031. European and Maori make up 93% of the population, with nearly 1 in 4 people Maori, which is significantly above the national average. These factors impact the nature of sporting infrastructure needed in the region with a range of traditional sport being popular with Maori communities, including rugby, rugby league and basketball

<sup>11</sup> Area Unit Population Projections by Territorial Authorities 2006 (base) – 2031 update

<sup>12</sup> Estimated resident population WDC web-site

among others. Sport facility provision should reflect the participation patterns and needs of Maori communities of interest.

Another factor to be considered is the ageing population, with the number of people in the district above 50 years having increased by nearly 19% between 2001-2013. The ageing population will significantly increase demand on sporting facilities to provide an excellent range of exercise activities, which help maintaining mobility and rehabilitation for this age group. Older adults prefer warmer water particularly for therapeutic and relaxation purposes and this will be a factor in planning for new facilities.

Affordability will be a key issue for many families with over 28% being identified as low-income households within the Whanganui District. These households have less discretionary income to spend on sport and recreation and programme and sport club fees, pool admissions and the like than the average across many communities nationwide. This issue impacts on the capability of residents to support sport through fees and subscriptions and through user charges. Cost will be a very real barrier to use of sports facilities for a significant proportion of residents. Targeted pricing strategies and funding contributions from WDC and SW could enable all residents to access facilities and their services.

## 4.7 National and Regional context

A facility hierarchy approach has been used in this report in order to better understand the “network” of sporting facilities in an area. These definitions have been drawn largely from work commissioned by Sport New Zealand (Sport NZ)<sup>13</sup> into where facilities “fit into the wider network”. Learning’s from such work will help Whanganui’s sporting facility infrastructure to be effective and efficient.<sup>14</sup>:

“When clubs and codes and communities make decisions in isolation, we end up with too many of one kind of facility and not enough of another”

The table below identifies the hierarchy and associated definitions.

**Table 1 Facility Hierarchy levels and definitions for indoor courts and aquatic facilities**

Hierarchy position	Definition	Impact / Challenges	Benchmarks
International	A facility with the ability to host international competitions/events (i.e. between nations)	High supporting infrastructure, official’s space, television, and spectator capacity.	Indoor spectator capacity likely to exceed 5,000. For Aquatic Facilities population centre over 300,000.
National	A facility with the ability to host regional representative competitions (including professional and semi professional franchise competitions involving teams from outside New Zealand) and/or to serve as a national high performance-training hub for one or more sports codes.	High specification of facility to meet NSO needs.	Indoor spectator capacity likely to exceed 3,000. For Aquatic Facilities population centre over 100,000. Seeking 100,000 to 500,000 visits per annum.
Regional	A facility with the ability to host inter-regional and internal regional competitions and/or serves as a regional high performance-training hub for one or more sports codes.	Facilities tend to be used by sporting codes as training venues prior national events. For indoor court purposes multiple courts for multiple games played simultaneously.	For indoor provision of 3-6 courts and ability for showcase court for finals. For Aquatic Facilities population centre of 30,000 required.

<sup>13</sup> National Facility Strategy for Indoor and Aquatic Sports 2014

<sup>14</sup> The New Zealand Sporting Facilities Framework 2014

Sub Regional	A facility with the ability to draw significant numbers of teams/competitors from across adjacent territorial authority boundaries for either competition or training purposes.	Hosting events competitions not at regional level but may meet local needs (e.g. rural location)	Minimum indoor two court provision.  For aquatic purposes population centre of between 10,000-30,000.
Local	A facility with the ability to serve a local catchment's basic sporting needs. This catchment will predominantly be drawn from within a single territorial authority.	Different temperature ranges and pool depths to meet all community needs.	Population centre of 10,000 for Aquatic Facility below this would require strong business case

## 5. Current network of sporting facilities

The table below shows the facility assets that are owned by WDC and the Wanganui Sports Centre Trust. The information provided for the table was part of an inventory survey completed by WDC in July 2015. It highlights the range of sporting and recreational facilities. The key components for each facility are also listed. The facilities are grouped into categories and include indoor, outdoor artificial surface sports including courts and tracks, watersports activities, which are largely waterway sports with some lake usage, and aquatic sports, both recreational and competitive.

**Table 2 Inventory of sporting facilities**

Facility	Owner	Location	Key components
<b>Wanganui East Swimming Pool</b>	Whanganui District Council	Tinirau Street	33.3m pool, 15m learners pool, toddlers pool, hydro slide, changing sheds, clubrooms, office, first aid room, wooden stands
<b>Laird Park</b>	Whanganui District Council	Peat Street, Whanganui	13 outdoor netball courts, Three green bowling facility plus clubrooms, clubrooms for H&DS, local headquarters for blind association, two bocce courts.
<b>Lake Wiritoa</b>	Whanganui District Council	Kaitoke Road, Whanganui	A lake, gazetted water ski lane and recreational users
<b>Slipway accessing Wanganui River</b>	Whanganui District Council	4 locations on river within city boundary	Concrete slipways for recreational boats and emergency services
<b>Cooks Gardens</b>	Whanganui District Council	St Hill Street, Wanganui	400m artificial athletics track, in field area contains main rugby venue, seated grandstand for 4000, lighting towers, corporate boxes, media and function rooms, 250m wooden cycling velodrome, cycling clubrooms
<b>Springvale Stadium</b>	Wanganui Community Sport Centre Trust	Springvale Park	<b>Springvale Main Hall</b> 2 x Full Size Basketball Courts 2 x Full Size Netball Courts 3 x Volleyball Courts 8 x Badminton Courts 64 x Indoor Bowls Mats

Facility	Owner	Location	Key components
			<b>Springvale Extension</b> 1 x Full Size Basketball Court 1 x Volleyball Court 4 x Badminton Court 30 x Indoor Bowls Mats
<b>Wanganui Boys &amp; Girls Gym Club</b>	Wanganui Community Sport Centre Trust (WB&GC has Licence to Occupy)	Springvale Park	Main hall Adjoining building with accommodation block of 10 rooms (1-4 people per room).
<b>Jubilee Stadium</b>	Wanganui Community Sport Centre Trust	Springvale Park	<b>Main Hall</b> 1 x International Inline Rink 1 x International Roller hockey Rink 1 x Artistic Skating Rink 1 x Speed Skating Rink 4 x Volleyball Courts 86 x Indoor Bowls Mats 1 x Roller derby Track <b>Jubilee Extension</b> 12 x Table Tennis Tables 20 x Indoor Bowls Mats
<b>Springvale Park / Open Spaces areas</b>	Whanganui District Council	G F Moore Drive, Wanganui	Sports fields used for rugby, touch, cricket, rippa, circus plus other ad hoc events
<b>Gonville Domain</b>	Whanganui District Council	Alma Road, Wanganui	9 hole golf course and driving range, one hockey turf, sports field (grass)
<b>Splash Centre</b>	Whanganui District Council	Springvale's Park	25m x 8 lane pool, 25m x 6 lane pool, hydrotherapy pool, LTS pool, Lazy river, 2 spa pools, 2 hydro slides, Gymnasium, seating for 300, cafeteria, meeting room, party room, toddlers pool

### Network of school facilities

Four schools are included in this report because they have significant facilities used by the community and support the wider facility network. These schools are Wanganui Girls College, Wanganui Collegiate, Wanganui High School and Wanganui City College. The table below shows the core components of each school site.

**Table 3 School sports facilities to support provision**

School	Location	Community use	Facility components Indoor	Facility components outdoor	Planned developments
<b>Wanganui Girls College</b>	Jones Street	Yes. Hire contract via property manager. Netball, Karate.	Extended gym 2006/7. Netball court. Use volleyball x 2 across. Badminton. Full fitness suite.	Tennis 9 courts including Netball 6 courts. Swimming pool 6 lanes (15m x 30m)	Developing all weather surface. Not full size. Multi-purpose. Hockey, netball, tennis, football.

<b>Wanganui Collegiate</b>	Liverpool Street	Yes. School has priority use. Wanganui Cricket Academy on site.	Indoor Cricket Centre, Sports Hall (Netball, Basketball) 1 competition volleyball. 4 Badminton. Junior mini-ball.	Synthetic Hockey Turf (1) Tennis Courts 6 Outdoor swimming pool 6 lanes 15m x 22m)	Interest in extending indoor cricket centre. Convert squash courts.
<b>Wanganui High School</b>	Purnell Street	Yes. YMCA Futsal. Sport Wanganui. Intermediate use facilities.	2 gyms, 1 full size netball, (1 basketball), volleyball marking, fitness Centre	Multi-sport complex, synthetic turf. Tennis Courts 6 Netball, basketball. Hockey Turf ½ no lighting 2 artificial cricket	Potentially lighting outdoor area in future
<b>Wanganui City College</b>	Ingestre Street		1 indoor court	Basketball Courts 4 Tennis Courts 5 Netball 2 Hockey Turf (1) 6 lanes (15m x 25m)	

## 6. Current facility assessment

This section of the report summarises the findings from information provided by the WDC completed survey<sup>15</sup>. They provide an overview of:

The age of the facilities

Whether condition assessment reports have been undertaken in the last 5 years

If plans are in place to develop the facilities at that particular location

### Age of Facilities

The following criteria were used to establish which particular colour of the "traffic light system" would be adopted to identify its current level of assessment.

Facilities built before 1975 were coded RED due to being older than 50 years and considered "high risk" for on-going repairs and maintenance

Facilities aged between 1975 and 1990 were coloured AMBER based on requiring some level of investment once condition assessment was undertaken

Facilities built after 1990 were coloured GREEN as being those with good economic life, assuming asset management had been consistent with industry standards.

### Condition of facilities

This analysis was based on information provided by WDC as to whether the facility has had a condition report completed within the last 5 years.

RED: No condition report in last 5 years

AMBER: May have had improvements carried out in last 10 years which improves "whole of life" expectancy level

GREEN: For facilities that have had condition report in last 5 years and no major work is required

<sup>15</sup> WDC Facility Inventory July 2015 (Survey Monkey)

## Facility development plans

The future development status of the facilities were categorised using the following definitions:

GREEN: There are currently no plans in place for the facility requiring future development

AMBER: There are currently no plans in place but the facility has made general upgrades in the last 10 years

RED: Yes there are current plans in place for investment

## Commentary and analysis of current facility network

With regard to the age, condition and future development of the facilities:

Generally the facility stock in Whanganui is over 40 years of age. This has implications for facilities that haven't received significant investment or development in the last 10 years.

With some sites having numerous buildings on site, more detailed analysis and condition reports should be undertaken to provide more robust information.

Some facilities (e.g. Cook's Gardens) have received a level of investment in recent years that should extend its "whole of life" expectancy level.

The Splash Centre has a mix of facility ages due to new development in 2008. Consideration should be given to older parts of combined facilities that will eventually become less efficient and more susceptible to higher maintenance costs.

There have been some condition reports completed but this is not the case for all facilities. There were two facilities that were identified by WDC as requiring immediate investment. The Wanganui East Swimming Pool - due to the age of the pool and associated plant - has had a condition report that recognises the need for a significant upgrade. This has been estimated at \$75,000 per year for the next five years. Also, the slipway accessing Whanganui River off Wharf Street has tidal and silting issues. The slipway work requires collaboration with iwi and recreational users.

**Table 4 current facility assessments**

Facility	Age of facility	Condition Assessment	Development Plans
Wanganui East Swimming Pool	Red	Red	Red
Laird Park	Red	Red	Amber
Lake Wiritoa	Red	Red	Green
Slipway accessing Whanganui River	Amber	Red	Red
Cooks Gardens	Amber	Green	Green
Springvale Stadium	Red	Green	Green
Jubilee Stadium	Amber	Amber	Green
Wanganui Boys & Girls Gym Club	Red	Amber	Green
Gonville Domain	Amber	Red	Amber
Springvale Park / Open Spaces areas	Red	Red	Green
Splash Centre	Amber	Green	Amber

## 7. Future demand based on sports participation and trends

This section of the report reviews sport participation and lifestyle trends that may have an impact on the future demand for sporting and recreational facilities in Whanganui. The bulk of the data analysed is from the Active NZ Survey of 2013/14, which reflects the overall participation in sport and recreation among New Zealand adults (over 16 years). Key findings for Adults

### 7.1 Key findings for Adults

The table below shows a “snapshot” of facts and how this report will interpret them for the consideration of future facility provision.

**Table 5 National sports participation trends in Adults**

National sporting facts for adults	Commentary for facilities
<b>Man-made facilities (e.g., paths, cycleway and walkways in town and cities, people’s homes and outdoor facilities) are used by most participants (91.3%).</b>	Purpose built facilities are integral to the participation of sport and for physical activity purposes. For Whanganui it is vital these facilities meet the needs of the community they serve.
<b>The most common way people pay to participate is pay-to-play i.e. per visit, entry or hire (35.2%).</b>	By understanding this the development of sporting facilities ensuring they are financially sustainable will need to be captured in the business case.
<b>There were also declines in participation between Maori and those in the lowest income group (quartile 1).</b>	Nearly 1 in 4 people in the district are Maori and over 28% identified as low income households. These pose a real challenge to future participation levels and measures need to be put into place to reduce these potential barriers to participation.
<b>Participation levels are high for men and women and most age groups, except the older age group of 75 and over.</b>	With the aging population in the district there needs to be some intervention to increase participation in the 75 and over age group. This may include innovative programming at facilities and looking at new ways to use the current sporting facility infrastructure.
<b>The most popular activities are recreational in nature (walking, swimming, cycling, jogging/running).</b>	Given the aging population and the social aspect to some of the sports listed (opposite). The facilities in the future may be part of the offer or meeting place with the activity be carried outside of the main building. The support services (toilets, showers, café etc.) then may be accessed post activity.
<b>Groups with the most notable increases were the mid-age group (35 to 49-year-olds), Pacific peoples, and those in a mid-income group (quartile 2).</b>	Unfortunately, for the district this is a group within the population that is declining. Specific targeted programmes should be promoted to create “a habit of use” so that this group stays active throughout their lives.
<b>The most popular sports are golf, football, tennis, netball, cricket and touch rugby.</b>	This needs to be recognised when developing improved or new facilities but key research needs to be undertaken to fully appreciate sustainability levels.
<b>However, sports club membership has declined from 19.0% in 2007/08 down to 16.9% in 2013/14.</b>	Stand-alone clubs will need to look towards other models including “multi-use and sports hubs” in order to rationalise the financial challenges ahead.
<b>74% of adults (2.5 million people) taking part in sport and recreation in any given week</b>	Sport is still high on people’s agenda’s but more specific information is required locally to appreciate how people are participating.
<b>Participation sometimes varies with people’s socio-economic position (high deprivation participation is lower) and where they live (rural participation is lower than urban).</b>	Given the high levels of low-income households in the district the challenges to participation need to be fully understood. Also, for any new improvements or developments these needs to be “fit for purpose” for their community. By not fully understanding all community needs facilities could be developed to only serve a small percentage of the overall population.
<b>Young adults’ (16-24) sports participation declined over the same period from 79% in 2007/08 to 76.7% in 2013/14.</b>	This is also an age group that is in decline in the district. Therefore, to buck the trend in participation, new and innovative programmes / facilities will be required rather than the same offering that is now being recognised as in decline.
<b>42.4% of participants received coaching or instruction.</b>	Nearly 1 in 2 adult participants wanted to receive further information and guidance. Therefore, it is safe to assume that programmes and activities offered in the future with instruction could prove popular. Due to the aging population there may become more specialised fitness and health programmes targeting 75+ age group.

National sporting facts for adults	Commentary for facilities
Trends in adults' sports participation show that, for adults, participation grew by just over 1% from 72.6% in 2007/08 to 74.0% in 2013/14.	Participation in the last 5 years is mainly static nationally in adults. Locally, more focused resources would be required to change this pattern.

## 7.2 Key findings for Young people

The table below presents information largely taken from the 2011 Young People's Survey (aged 5-18 years). Unlike overall adult participation, which has remained high over the last 5 years, participation levels among young people have remained largely static. The reasons for this and what young people will require in the future will need to be understood when assessing future demand of sporting facilities in the district.

**Table 6 National sports participation trends in young people**

National sporting facts for young people	Commentary for facilities
Participation is higher for boys than girls (in most respects), and drops off in the teenage years, particularly for girls.	By understanding the barriers to participation facility planners and operators may be able to reduce participation. For example this may include making changing areas with separate cubicles to allow for more privacy.
By Year 13, almost half of girls (47%) and over one-third of boys (36%) spend no time in organised sport (including PE).	For sporting facilities the "offer" and level of attractiveness needs to be considered. In a very competitive marketplace for young peoples time and money sporting facilities in the future will need to change.
Participation also varies with young people's ethnic backgrounds; in particular, Asian young people are less engaged in most aspects of sport and recreation than young people overall.	With a higher percentage of Maori people than the national average the district is faced with challenges to attract groups to sporting facilities. More targeted approaches may be needed to "create a sporting habit for life".
10 to 15-year-olds in low-decile schools are more likely to say that their parents/caregivers are less likely to drive/take them to a place to do sport/recreation that they do not have sports equipment available at home and that facilities in their neighbourhood were not available for use.	In areas where transport or cost are barriers to participation a more "sport on the door" approach may need to be introduced. This may include a network of small multi-sport spaces in local parks to attract new participants that were previously excluded.
Young people in urban areas, where more than 80% of the population live, tend to be less engaged in sport than those in rural areas.	The competition for young peoples time and resources cannot be discounted. In a more urban environment there would be a greater level of distraction (entertainments centres, shopping malls etc.), which would not be the case in rural areas. Therefore, the "build it and they will come" approach to facility development will need clearer planning processes in place to ensure future sustainability.

## 7.3 Commentary of national participation trends

While adult (16 years and over) participation in sport is high with nearly 2.5 million people participating every week, it has remained largely static for adults over the last 5 years<sup>16</sup>. Given that Whanganui's population is projected to continue to decline, it would be prudent that any future sports facility developments have a robust business case in place. This change in needs was identified in a Sport NZ commissioned report<sup>17</sup> that stated:

The quality of the changing rooms, covered pools and water temperature are likely to be important in attracting this [older adult] age cohort as the ease of access to and within the facility

While this quote is about aquatic facilities, it clearly recognises that more attention will need to be paid to needs of the wave of older people when providing future facilities. . There is also the challenge posed by the increasing numbers of New Zealanders aged over 12 spending more than 80% of their leisure time on passive digital media

<sup>16</sup> Sport New Zealand Active NZ Survey 2013/14

<sup>17</sup> National Facilities Strategy for Aquatic Sports (Revised Edition 2013)

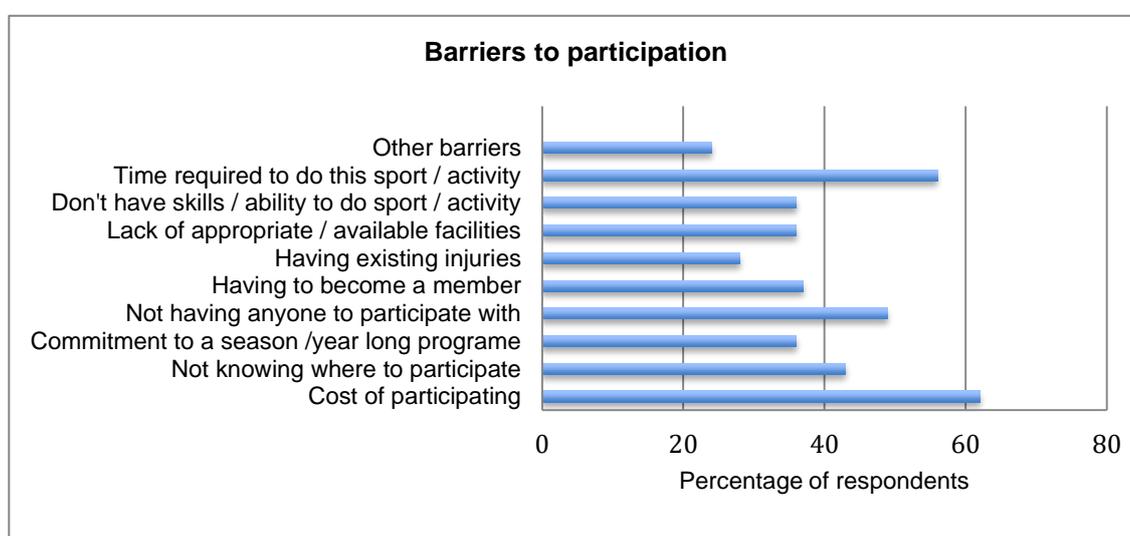
such as watching TV, playing computer games or on-line socialising)<sup>18</sup>. If this trend is to be changed, it will require a combined coordinated approach by physical activity and health practitioners to create the habit of a “healthy lifestyle” in communities.

The onus is on sporting and recreational facilities to ensure that their “offerings” are as attractive if not more so than digital products and services if they wish to remain relevant and competitive.

## 7.4 Demand based on barriers to participation

The chart below shows data taken from the Sport New Zealand Market Survey<sup>19</sup>. This is a full year survey that runs from April-March. Data is collected from each of the 17 regional sports trusts. In 2011-12 12,113 adults aged 16-64 completed the survey. It found that the cost of participation is the single major reason for people not taking part in sport.

**Figure 5 Regional data for barriers to participation 2011-2013**



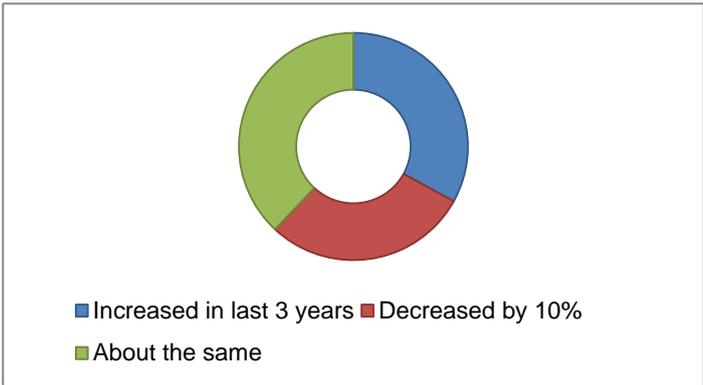
## 7.5 Future demand based on membership trend of user groups

A questionnaire was distributed to operators and users groups of sporting facilities. The findings are presented in the chart below. Of the 21 responses received, the respondents reported that they had combined user numbers of 4,118, which is nearly 9.5% of the current total population of the district. The survey asked whether membership had increased, decreased or remained the same over the last three years, with 38% saying it had remained the same and another 29% saying it had decreased. In short, nearly three quarters of organisations reported static or falling membership. This is significant in terms of potential future demand upon facilities and may mean that better utilisation of existing facilities is a better option than developing additional capacity, which may not have the necessary demand to be sustainable.

**Figure 6 Membership trend of user groups 2012-2015**

<sup>18</sup> The Future of Sport in New Zealand 2015

<sup>19</sup> Gemba Regional Data (Manawatu / Whanganui) 2011-2013



## 8. Current issues with facility provision

---

A variety of consultation methods were used to ascertain the needs identified by user groups and operators of facilities. These included an on-line survey, a series of workshops and face-to-face meetings. The following tables show key issues and challenges facing those sports in the district that responded to requests for information.

### 8.1 Indoor and Outdoor courts or modified playing surfaces

---

Sports and their associated facilities were put into groups where there was potential for shared use such as, outdoor and indoor court sports were included with track and speed skating. The table below identifies the issues and challenges facing the sports surveyed but also list the potential impact these challenges may place on the wider facility network. These range from sports recognising that they have a declining membership base to sports with increasing membership that have concerns whether there is enough capacity in the overall network to supply them with the necessary space and time in order to grow further in the future.

**Table 7 Challenges and issues identified by user groups (Indoor: Outdoor Courts: Tracks: Artificial)**

Sport	Issues / Challenges	Facility Impact
Hockey	Increasing membership Gonville all weather turf needing total refurbishment	Available space to support growth Cost of refurbishment and current site suitability to support future growth
Table Tennis	Competition for space	Groups wanting same space same time Development programme needed to grow sport
Speed Skating	Level of facility to meet club standards / expectations	Will facility compliment current network or is this duplication for a small number of potential users? Determining the needs that will support wider needs of speed skating network
Athletics	Making track standard to meet users expectation	Fit into wider athletics track network. Financially viable for investment? Are expectations realistic and how will L1 standard track "fit" into wider network?
Athletics	On-going costs of track	Financial sustainability concern if wanting further investment for upgraded level facility. Dual use of site with Rugby balances winter / summer usage of Cooks Gardens
Tennis	Extending playing opportunity by covering courts (4 possibly)	Whole of life costs of development versus using existing indoor court spaces Upgrade of indoor court space rather than new development
Tennis	Growing membership, space of provision particularly for tournaments	Better use / management of current facility provision. Require potential differing model than current
Tennis	Extension of playing opportunity	Increased expectation from user. Revenue potential for investment needed to be provided in business case
Squash	Declining membership	Offer from facilities etc. not competitive with other offerings Development programme required to stabilise membership and usage levels of facilities.
Basketball	Meets needs of users	Position in network to attract regional, national events. Where Basketball facilities in Whanganui sit within regional and national hierarchy
Badminton	Organisational structure to operations	No robust systems in place to fully understand business required for long-term strategy Development programme required to enhance utilisation
Netball	Not meeting users needs	Expectation of user to have "fit for purpose" facilities Outdoor netball – resurface due, water table / moss issue (13 courts at Laird Park)
Netball	Increased demand on available space	Capacity to increase or review of operations. Programming of available spaces to be reviewed rather than develop more indoor courts

## 8.2 Water ways and aquatic sports

Water sports were grouped together due to the requirement of needing a water body in order to participate. This included users who accessed the Whanganui River, Lake Wairua and man-made aquatic experiences including the Splash Centre and Wanganui East Outdoor Swimming Pool. The issues ranged from airflow inside the Splash Centre adversely affecting customers to concerns over climate change leading to more floods. After the region experienced a major flood in 2015, river users identified issues of public safety and whether facilities needed to be better located or designed.

**Table 8 Challenges and issues identified by user groups (Watersports and Aquatics)**

Sport	Challenge	Facility Impact
Rowing	Fit for purpose facilities that are safe	Better understanding of future provision considering climatic changes
Waka Ama	Current facilities not "fit for purpose"	Better understanding of future provision considering climatic changes
Multisport	Current facilities not "fit for purpose"	Better understanding of future provision considering climatic changes
Masters Swimming	Decreasing membership	Aquatic Forum to support groups particularly "older" users who will be growing population group in future Development programme needed to grow sport
Splash Centre	Only provide indoor provision Air flow Fitness Centre / Load bearing No major programming issues Competition with beach / river	Energy plan Improving access (aging population / disability)

## 9. Benchmarking comparisons based on population

This section measures what the current facilities offer is set against national and regional averages to assess whether they compare positively with other regions and councils.

### 9.1 Indoor court provision (WDC owned)

The table below shows the number of indoor courts that currently support the indoor sporting network of facilities that are owned by WCSCT. For the purpose of this report the standard one court definition has been taken from FIBA regulations (28m by 18m) and netball court dimensions of 30.5m by 15.25m (approximately 465m<sup>2</sup>). These can either be marked basketball or netball courts that are similar to the standard measurements used in the national strategy on indoor courts. Springvale Stadium currently offers three combined indoor marked basketball courts over 1,855m<sup>2</sup>. More interestingly is that there is potential indoor capacity of 1918m<sup>2</sup> at Jubilee Stadium that is currently largely used for skating, table tennis and indoor bowls. Therefore, council has future indoor capacity if sporting needs change with a combined indoor provision of 3,773m<sup>2</sup>.

**Table 9 Council owned indoor court provision**

Facility	Courts	Size M <sup>2</sup>	Year built
Springvale Stadium	2	1260	1966
Springvale extension	1	595	1971
Jubilee Stadium		1464	1987
Jubilee extension		454	

### 9.2 Indoor Court Provision (high Schools)

The district has five high schools that provide a network of an additional seven indoor courts. The schools tend to operate a variety of booking systems for community uses but the courts are predominantly for school activities, which have priority over third party bookings.

**Table 10 Provision of high school indoor courts**

School	Courts	Size m <sup>2</sup>	Year built
Wanganui High School	2	1383 977	2003 1973
Wanganui Girls College	2	1068 427	1983 1940
Wanganui City College	1	851	1961
Cullinane College	1	632	1993
Wanganui Collegiate School	1	n/a	n/a

### 9.3 Combined provision of indoor courts

Because schools in the district have established some regular bookings for community use, they have been accepted as “supporting the wider network of indoor court provision” for this report. The table below shows that school indoor courts make up 70% of the total district network, which is significantly higher than the national average of 56%.<sup>20</sup>

Table 11 Combined provision of indoor courts in the district

Area	Number of council courts	Number of school courts	Total number of courts
Wanganui	3	7	10

### 9.4 Benchmark of current indoor provision

The table below shows that the WCSCT - owns indoor court facilities that equate to one court per 14,000 people. This indicates that the district is well supplied when compared with the national average of 21,000 people per indoor court. This analysis has not included the 1918m<sup>2</sup> of indoor space available at the Jubilee Stadium, which is used by other sports users and doesn't provide marked basketball or netball courts. The picture looks even brighter when the high school provision in the district is compared with the national average. The district high schools provide one indoor court for 6,000 people in the district compared to a national average of 14,000 people per court. . Put another way, schools in the district have more than double the national average based on population.

Table 12 Benchmark comparisons of council and educational indoor courts

	Total number of courts	Population	1,000 people per court
Whanganui (Council owned)	3	43,400	14
New Zealand (Council owned)	216	4,470,000	21
Whanganui (High Schools)	7	43,400	6
New Zealand (Education)	311	4,470,000	14

### 9.5 Aquatic Pool provision (council owned)

<sup>20</sup> Ministry of Education Facilities developed from PMIS database

Whanganui District has two public swimming pools Splash Centre in Springvale Park and the Wanganui Aquatic Centre in Whanganui East. The table below shows the dimensions of the pools and the water area provided for public use.

**Table 13 Provision of council owned pool area**

Facility	Pool and dimensions	Pool area m <sup>2</sup>
<b>Splash Centre</b>	Main pool 25 m x 20	500
	Teaching Pool 25 x 10	250
	Toddlers Pool 10.5 x 5.3	55
	Leisure & Lazy River Pool 7.8 x 4.6	36
<b>Total provision</b>		<b>841</b>
<b>Wanganui East Pool</b>	Main Pool 33m x 12m	396
	Leamer's 13m x 7m	91
	Toddlers 7 x 2.8	20
	<b>Total provision</b>	

The table overleaf provides comparison with the national average of residents per m<sup>2</sup> of council pools extracted from the National Facilities Strategy for Aquatic Sports (2013). WDC-owned pools in the district provide 1348m<sup>2</sup> of water space. This equates to 32 people per m<sup>2</sup> of water space, which is lower than the national average of nearly 47 people per m<sup>2</sup>. This indicates that the district has a sufficient supply of water space given its population and compares favourably with the national average.

**Table 14 Comparison of council pool space provision for population**

	43,400	1,348	32.0
	4,422,800	94,214	46.9

The table below is based on analysis presented in the National Facility Strategy for Aquatic Sports and shows the number of people per m<sup>2</sup>, which should be achieved in a rural/provincial setting. Whanganui District is classified as a provincial area, and its current level of provision of 32 people per m<sup>2</sup> compares well with the national benchmark of 35 people per m<sup>2</sup> for a provincial area. If the district's population declines as projected to 40,300 by 2031 this would lower further the number of residents per m<sup>2</sup> to fewer than 30. Therefore, it has to be recognised by council that future pool provision will not be a key focus due to decreasing demands from population decline. However, the ageing pool network will over time require investment to ensure customer expectations and levels of service are met, particularly in terms of accessibility, water temperatures and indoor / outdoor provision mix.

**Table 15 Benchmark for community pool provision in New Zealand**

<b>Urban Centre</b>	60
<b>Provincial area</b>	35

## 10. Summary of sporting facility provision

---

There is a wide-ranging supply of sporting facilities that includes an international level inline skating rink, uncovered cycling velodrome, athletics track, indoor and outdoor pool facilities and multi-sport indoor courts. There is also allocated spaces for Wanganui Gymnastics, a single hockey turf and provision for core sports of basketball, table tennis, badminton, volleyball, and indoor bowls at the indoor stadiums. The management of the sporting and recreational facilities in the district is that of a mixed model<sup>21</sup> which is defined as;

Mixed Management model, which comprises a number of choices that the TA [council] considers will provide the best return to the community.

For Whanganui these include:

- Sport Whanganui for operation of the Splash Centre.
- Wanganui Events Trust for Cooks Gardens.
- Wanganui Community Sports Centre Incorporated for the Springvale and Jubilee Stadiums. It pays the council a “peppercorn rent” but owns the buildings, which are built on council land.
- Wanganui East Pool Trust for the Wanganui East Aquatic Centre

Although it is a major asset owner, WDC has opted to contract out the management of these sites and facilities. The operational contracts for these facilities can differ depending on timeframes allocated and cost of subsidy for operation, with aquatics nationally being recognised as requiring higher levels of subsidy due to high costs of operation. With WDC opting for a wide ranging management model involving a variety of organisations, managing and operating these facilities will be challenging to ensure the level of customer service is consistent across its facility network. With each agency involved having differing aims and objectives there needs to be robust reporting and delivery plans in place to make sure council investment is efficient and effective and offers “best value” to the community.

### Aquatic Provision summary

Splash Centre is the only year-round aquatic facility in the district owned by WDC, although it is run by Sport Whanganui. The initial complex was built in 1989 and underwent extensive development in 2006, including a new extension containing hydroslides, a lazy river, and a four-lane 25m pool. .

WDC also owns the Wanganui East Swimming Pool and as part of its long term plan has committed \$75,000 per year for the next five years for a staged refurbishment of the complex. However, the investment of \$375,000 over the next 5 years in a facility that was opened in the late 1960s doesn't fit well with criteria outlined in the National Facilities Strategy for Aquatic Sports (2013). The facility should be regarded as “high risk” for being more than 45 years old. Infrastructure of this age is more likely to operate less efficiently than newer pools, require higher maintenance and be more prone to plant room breakdowns.

### Summary of needs

A range of consultation methods was used to gather information on the needs of the community and user groups. These included on-line surveys<sup>22</sup>, face-to-face meetings with user groups and site visits to meet operational owners and operators. Workshops were also held with sports organisations and other users. From this feedback a summary of the needs requiring capital investment was compiled and is listed below:

- River based water sports shared facility
- Renewal or a new hockey turf at Gonville (or an alternative site)
- Covering of the velodrome (central venue in NZ)
- Outdoor pool at Splash Centre
- Indoor cricket centre extension

---

<sup>21</sup> Facility Management Choices in New Zealand Research report March 2013

<sup>22</sup> Whanganui Owners Inventory and User Group Surveys July-September 2015

Resurfacing of 13 courts for netball at Laird Park

Development of a fit-for-purpose hub facility for sports management and administration

Covering of up to 3 tennis courts

## 11. Proposed Investment Strategy

---

The investment strategy for WDC is based on the current supply and demand situation and relevant trends in facility provision and other influencing factors including where facilities “fit” into the wider hierarchy regionally and nationally. For example Basketball New Zealand (BBNZ) has identified the Basketball facilities in Whanganui as eligible for hosting regional tournaments but neither national tournaments nor events<sup>23</sup>. These activities are best hosted in other Central Region locations at Napier and the Arena Manawatu in Palmerston North. Therefore, this report will only suggest investments of a regional and national scale that may support the wider network after further analysis is undertaken.

To be more realistic, partnerships and consolidation are the key transformational opportunities available to Whanganui to create a sustainable and 21st century network of sporting infrastructure. This is mainly due to the facts that the district has “too many” of some facilities particularly indoor courts. Some of its infrastructure is aging and needs replacement particularly the Wanganui East Outdoor Pool, Gonville Hockey Turf and the high level aspirations of some sports wanting international level of facilities (cycling velodrome and athletics track developments). This was the case for Athletics that wanted a Level 1 standard of competition track as identified by the International Association of Athletics Federation (IAAF)<sup>24</sup>, which is for World Championship, and Olympic Games level of competition. For a population base of over 40,000 people this level of requirement couldn't be justified for consideration as part of this work.

Generally, the district has too many sporting facilities relevant to the size of the population and the long-term sustainability to repair and maintain this entire network has to be questioned. Due to the lack of planning previously there have been facility development decisions made in isolation with school facilities in particular adding increased supply to an already well-serviced district. More recently the abundance of synthetic playing surfaces that have been developed or planned in the future will put added pressure on sole school sites when the renewal costs over 30 years can be in the region of \$2,000,000<sup>25</sup> per full size artificial. This is for renewing the turf in years 11 and 21 of a 30-year facility lifecycle.

With the Springvale Stadium initial development celebrating 50 years of operation in 2016 the facility is viewed as “old” and is less likely to meet modern requirements and customer expectations. Despite undergoing an extension five years after opening the overall complex will be requiring major investment to renew the facility to attract regional and national competitions if that is the overall aim.

A central theme in the Development Strategy for transforming the sporting infrastructure network is forming effective partnerships and consolidation on key sites. Either Council is managing the current facilities throughout the district, or the four management organisations contracted for council. Council (as the major asset) receives requests to fund sporting infrastructure renewals and upgrades, however due to the lack of strategic plan it was unsure of the priorities for the district therefore this may have led to duplication or facilities that may be underutilised. In order to move forward there needs to be better integration of the Council decision making based on a set of shared principles and goals. A common investment strategy based on these shared principles will make it easier for sporting organisations to work toward a managed process of facility upgrade or replacement.

Inevitably when following a planned approach based on current and projected need there will be some provision that will need to be rationalised because of reduced demand in some sports. Some facilities will need to be retired and some of the traditional views related to sport and recreation provision will need to be challenged. There needs

---

<sup>23</sup> Basketball New Zealand- Indoor Facilities Guide 2014

<sup>24</sup> IAAF Track and Field Facilities Manual 2008

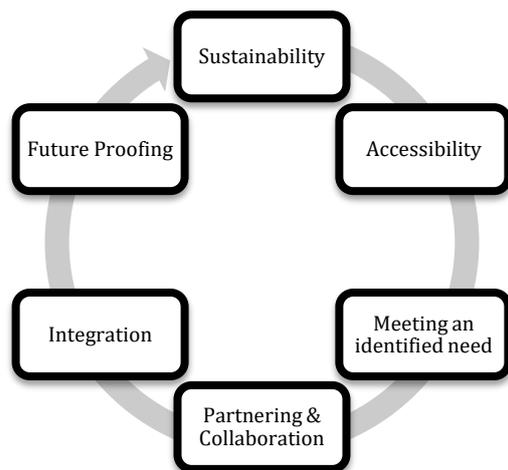
<sup>25</sup> Sport NZ Guidance Document for Sports Field Development October 2013

to be a coherent underlying philosophy to provision and in this case the underlying principles of this philosophy are outlined in this Strategy. The key issue moving forward is the need for agreement across the key stakeholders to this general philosophy.

## 11.1 Decision Framework and Key Concepts

The decision framework used for the purpose of this report has been based on the six-step approach identified in the Sport NZ report<sup>26</sup>, which is presented in the chart below.

**Figure 7 Sporting Facilities Framework Approach**



By adopting this approach it is the intention of this report that the current and future sporting network is “fit for purpose” and not only affordable but is sustainable for the community. How this will be achieved will be by integrating the six steps into several key concepts that are proposed to transform the current network into a network that meets 21st century needs.

### Co-location

Co-location is a key strategy for provision of sporting and recreation facilities particularly where there is common need for a service or function (such as reception) and where there is the potential for sharing of facilities (fitness and high performance centre’s, change and other amenities, meeting and social spaces), parking and human resources. Co-location can achieve more social benefits, more economically from consolidation of services and facilities, such as co-located swimming pools, indoor sports centres and health & fitness centres.

### Hubbing

A key innovation is development of a network of hubs. Each hub would have a significant land area and usually a single integrated facility to enable a range of sport and recreation activities to be undertaken at the site. Some hubs could also contain the main regional hub for a particular sport including their specialist high performance training facility.

## 11.2 Strategic Goal and outcomes

The Strategic Goal for the Investment Strategy is to:

Provide the best possible sports infrastructure to meet identified needs through effective use of available funds.

The long-term outcomes from implementation of the Strategy include:

<sup>26</sup> The New Zealand Sporting Facilities Framework 2014

A redeveloped network of facilities meets the needs of residents to participate, perform and excel in sport and recreation

Suitable facilities are provided to enable promising and talented participants to be nurtured and given the opportunity to maximise their potential in sport and recreation

Suitable facilities are provided to host major sport and recreation events that attract residents and visitors.

### **11.3 Principles for the provision of facilities**

---

A 'principles-based' planning approach has been adopted to guide the assessment, consideration and decision-making process for facility developments.

#### **11.3.1 Development Principles**

The development principles will ensure new and redeveloped facilities are integrated with the wider community, are accessible, innovative, sustainable, aligned with wider planning, usually will involve partnering and sharing and contribute vitality to community life.

The principles work towards an integrated network of sport facilities that support a connected community that encourages active participation in sport and recreation activities and events.

The principles are:

##### **1. Sport and recreation facilities and hubs will help develop vibrant communities in the Whanganui District**

Sport and recreation is about people and their quality of life. All aspects to development of Whanganui District from green spaces, roading, parking, utilities, will affect people's ability to take part and enjoy being active and involved in sport and recreation. Bringing people to local sport and recreation hubs has positive benefits for other activities and businesses operating in the area. Events bring vibrancy to communities and planning needs to allow for events to be easily accommodated at these facilities and hubs.

##### **Sport and recreation facilities are accessible and inclusive**

Facilities need to be designed, developed and managed in a way that is inclusive, providing easy, safe and convenient access for participating in sport and physical recreation for the whole community.

Focusing on well-located land will assist in drawing sports participants toward vibrant hubs of sport activity. Ease of movement to these hubs from schools, places of work and residential areas will be important to encourage participation by residents. Connectedness through linked transport routes is vital. This is critical for sports where training and competition venues and other services are geographically spread up across the district.

##### **Sport and recreation facilities and hubs built on partnerships**

Sport clubs partnership (known as Sportsville) is a philosophy of sharing and working together to achieve delivery of a higher quality under a jointly owned over-arching entity.<sup>27</sup> Sportsville allows clubs to focus on sporting excellence while the new entity that works for them looks after bigger picture capital funding, compliance and facility related issues and linking with helpful external stakeholders such as the Council and Sport Whanganui. Sportsville is a way of bringing all the various groups together to make sure the proper processes are followed in master planning and good governance exists to ensure full and extensive use of any facility development.

There is a wider opportunity for cross sector planning and partnering in developing appropriate hub facilities (e.g. with health, education and others). This can leverage resources to achieve greater use as well as improved efficiency in capital and operational spending in delivering facilities for sport and recreation. This will also encourage other sectors to use the facilities. A focus on development of new sport facilities on or adjacent to school sites so

---

<sup>27</sup> Sport clubs partnerships (known as Sportsville) where clubs band together create an over-arching entity (that they own) and for that entity to run as a professional body employing staff working for a board comprising elected and appointed members. Those who are on the board are there as a result of clearly defined expertise they hold, they represent the clubs in a general sense and ensure there is co-operation and partnership in provision of facilities, programmes and services.

that there can be dual use by community and school. There is potential for public-private and public-volunteer sector partnerships to be developed to support the development and wider utilization of sport and recreation hubs.

### **Future proofing for sustainability and growth**

Development should focus where possible on facilities that are multi-use/purpose to provide for changes in trends and demands. Planning should ensure that future growth in demand for sport and recreation services can be met by the ability to easily extend, adapt and upgrade facilities.

Hubs with multiple facilities often attract participants because of their vibrancy from more people on site. They also offer benefits of a more sustainable operation through management efficiency, the ability to re theme and customize existing space, the sharing of ancillary services and spaces. New advances in green building and sustainable buildings provides for the opportunity to develop a network of state of the art hub facilities that are more sustainable. Facility design needs to consider how shared infrastructure such as seating, storage and support services will enhance use while creating efficiencies.

### **11.3.2 Investment Strategy Principles**

The principles represent a 'common sense' approach to facility provision in a region with a relatively small population and large land area. The Strategy attempts to identify facility developments that best balance:

Effectiveness (degree to which investment contributes to Community Outcomes).

Equity (degree to which a facility can be accessed by specific population groups in the community).

Efficiency (outputs compared with inputs or benefits compared with costs).

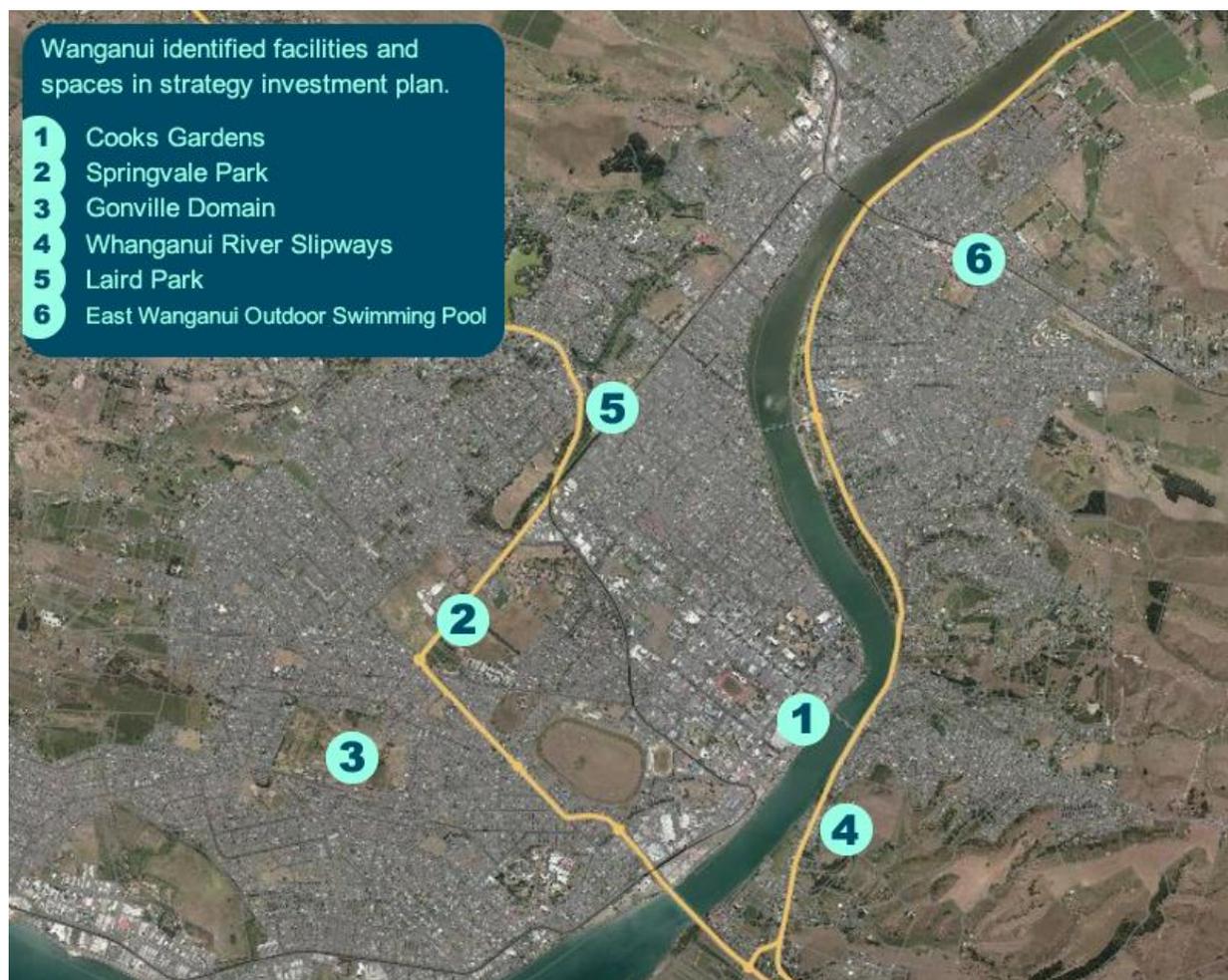
Affordability (the finite limits on community resources).

**There are four technical principles to guide investment decisions about facilities. These guiding principles are:**

1. Co-located and shared facilities preferred where practical over dispersed or stand-alone provision of facilities
2. Partnering to maximise community benefits from facilities
3. Rationalisation of facilities to match the level of need
4. Targeted investment in renewal of existing facilities with significant residual value key locations

The following map shows the key locations within the Whanganui District area that will be discussed in this report.

Figure 8: Map of key sport and recreation locations in Whanganui



## 11.4 Development rationale

There are several large parks in Whanganui that because of their size and current location of some of the districts sporting facilities are suitable for enhancement as major sporting, events and water sport hubs.

### Springvale Park Hub

1. Consideration should be given to the creation of a community sports “hub” development at Springvale Park to optimise the current cluster of facilities on the Park. This development would link and integrate the current facilities on the site to create **“Whanganui’s home of Community Sport”**. The catalyst for this is the upgrade of the Springvale and Jubilee Stadiums, which in consultation<sup>28</sup> needed to “move with the times” and also should be updated to cater for other codes. This would include a new building to link the two Stadiums and provide an administration hub for sports and other community organisation. The new building would enable the reconfiguring into a single new main entrance and reception embedding operational savings and improving the level of service to the community through enabling more casual use. Part of the office space could accommodate Sport Whanganui and should act as an activator to increase participation levels at the hub facilities by developing programmes, events and activities to enhance utilisation. This should ensure that facilities including existing ones are used to their maximum potential.

<sup>28</sup> Whanganui On-line Facility Users Survey August 2015

Enlarge health & fitness provision at Springvale, as there is a strong growth trend from Sport NZ data nationally.

This would include relocation of the Inspire gym to a new facility at the Springvale hub. The current fitness offer at Splash Centre appears to have significant limitations to support increased participation, and the range of activities (e.g. classes). Therefore, there may be the potential to justify a business case for a “healthy lifestyles” component into a new sport management and administration hub development. This could also include lease space for physio or other health practitioners to support financial sustainability. If a lower range building cost estimation of \$2,600 per m<sup>2</sup> could be achieved then a larger 350m<sup>2</sup> fitness facility would cost approximately \$910,000. This would result in a 100m<sup>2</sup> larger space than currently offered at the Splash Centre, increasing revenue opportunities from membership, fitness classes held in the linked stadium spaces and possibly spaces in the new linking building.

The “Gym and Swim” option at the Splash Centre would still be available and should be developed to become a “Home of Sport” pass to be used across the sports hub facilities for a wider range of activities (e.g. pick up game of basketball).

**Figure 9: Aerial image of potential site for sports hub administration base, relocated reception and lifestyle centre**



### Facility Relocations

**Netball:** Netball Wanganui need to resurface the 13 outdoor courts at Laird Park and remedy a continuing ground water problem causing moss growth. It may be more “cost effective” over the whole of life of the courts (approximately 30 years for base and 15 years for asphalt surface) to move from Laird Park to Springvale Park. There has been a marked trend across New Zealand for netball to increase its use of indoor courts. Relocation to Springvale would enable netball to consolidate all netball at the one site using both the indoor and outdoor courts. Indoor courts are already available (2-3 courts in Springvale stadium & possibly a further 3 courts in Jubilee Stadium) and additional outdoor courts could be developed (following a detailed needs analysis to identify the number of outdoor courts needed). This is likely to be a smaller number of outdoor courts at Springvale estimated between 6-9 outdoor, together with floodlighting plus additional parking if needed). The administration of Netball and pavilion functions could be accommodated in the proposed new hub building linking the two stadiums at Springvale Park. The needs analysis could also identify if these courts could be multi-functional (e.g. Futsal, Hockey) dependent on requirements of netball and the level of demand from other community sport. As a rough guide of 800m<sup>2</sup>

required per court<sup>29</sup> (to ensure suitable safety run-off) means between 4,800m<sup>2</sup> to 7,200m<sup>2</sup> to meet the estimated requirements based on current needs. Indicative costs per court are dependent on specification level chosen and would be in the range of \$34,000- \$48,000 per court. Therefore the costs of six courts range between \$203,500-\$288,000 and for nine courts between \$305,000 - \$432,000. Any flood lighting of the outdoor courts would be an additional cost and would be determined during the more detailed needs analysis.

**Cricket:** Wanganui Collegiate hosts a Central Districts Cricket Academy and has indoor net provision at the school. The nets are sub-optimal due to length of building necessitating a short run up for bowlers. There are proposals to lengthen the building. There is potential for the indoor cricket nets at Wanganui Collegiate to relocate to the Jubilee Stadium mezzanine area (built for future seating provision but unused for this purpose), which could offer a much longer bowling run up. The short distance from Wanganui Collegiate and other schools could enable it to become a more Region wide academy for aspiring players. It also provides the potential for optimisation of space at the Stadium and a regular source of lease and pay for play hire income for the operators of the stadium. The possibility of increasing programme options on this space including Archery, Indoor Bowls and other innovative bookings could also further increase income streams. Based on an approximate area of 400m<sup>2</sup> (40m x 10m) and \$250 per m<sup>2</sup> to \$300 per m<sup>2</sup> for flooring estimated cost is between \$100,000-\$120,000. There could be the consideration to transfer the current netting and support systems but if this were impractical then additional investment would be needed. This has the potential of being a more efficient use of financial resources rather than the development of a new building on the school grounds, which would have additional construction and on-going costs, compared to using the Jubilee Stadium space.

**Hockey:** Hockey Wanganui need to replace the artificial surface at Gonville Domain at an estimated cost of \$500,000 as the turf is reaching the end of its useful life for hockey purposes. Relocation to Wanganui Collegiate with a new artificial playing field is the preferred solution. This would require an assured access rights arrangement for Hockey Wanganui for after-school use of both turfs for the life of the turf and its base underlay. This two-turf site would become the main hockey hub for the Region. This could also mean Hockey Wanganui relocating to the new hub development at Springvale Park and sub-leasing office space in the new Sport Whanganui offices. A small pavilion to support the participants using the turfs is also needed. The estimated costs for a floodlit full-size artificial turf field at Wanganui Collegiate with an approximate area of (105m x 60m or 6,300m<sup>2</sup>) costed at \$300 per m<sup>2</sup> is \$1,890,000m. This estimation includes fencing, lighted paths and floodlights (dependent on the required specifications). However, this excludes professional fees, consents and additional ground works if problems are encountered. New hockey friendly surface overlay on outdoor courts at Wanganui High School could provide additional capacity for nursery grade games, warm-up space and practice, particularly for larger scale events and tournaments.

Potentially Gonville Domain could change its focus from a hockey turf facility to a more multi-code all-weather training facility (e.g. Futsal, Ki O Rahi, Football, rugby and rugby league).

**Tennis:** A longer-term option could be the relocation of tennis to the Springvale hub when the courts are in need of a major renewal. Some of these courts may be covered. However, covered tennis courts struggle to generate enough revenue to meet operational and asset renewal costs. A possible solution and a benefit of being part of a multi-code hub is these courts could be shared with other codes (e.g. netball and/or Futsal) to improve financial sustainability.

### **Cooks Gardens Events Hub**

There are aspirations to cover the outdoor Velodrome to both increase use and protect the facility from rain and sun. The development of indoor Velodromes in the Waikato and Southland means there is a high level

---

<sup>29</sup> Netball New Zealand Facilities Strategy 2011

of uncertainty regarding the future of the Velodrome in Whanganui. Further investigation in the form of a feasibility study to identify the viability of a covered Velodrome and how it would potentially “fit” into the wider national facility hierarchy is needed. The feasibility study would assess if its “whole of life” costs were affordable and sustainable for Whanganui.

The modification of the corporate boxes offered at Cooks Gardens should be explored which could provide more flexibility for function and meeting hire opportunities. Investigation work would have to be carried out prior to any re-development works to identify key markets and requirements to be attracted to use the modified spaces.

A governance and management review is undertaken to clearly identify the best structure and the priorities for the organisation managing and operating Cooks Gardens on behalf of Council. This work should include focussing activities on events and not operating infrastructure. This could be linked to a wider District events strategy to support economic development initiatives.

An Events Hub is created to link with Whanganui Visitor Strategy 2013-2018 vision that identified “events that raise profile and pride in Whanganui”. With 30 events held annually attracting 30,000 visitors from outside Whanganui. There needs to be a more co-ordinated economic development agenda around events.

### **River based water sports & Tourism Hub**

A river based water sports and tourism hub could be included as part of the town centre regeneration project and subsequent master plan. The river based water sports and tourism hub could be developed on the river frontage in the vicinity of the Town Centre and incorporated within the rejuvenation plan currently being developed. Any site within this area would be prominently situated and offer promotional opportunities with traffic passing over Whanganui City Bridge or along Taupo Quay.

At one site option there is the potential to incorporate the building at 61 Taupo Quay which houses the Whanganui River Maori Trust Board for cultural development and a potential waka ama facility to link with the adjoining water sports centre. This part of the hub would have strong Maori culture elements and opportunities for economic development – sport tourism and river tourism.

A detailed feasibility study needs to be carried out for any proposed options, such as the area adjacent to the Waimarie and the Former Chronicle building. Both of these sites have been identified by a working group representing water/river based sports and tourism hub facility. The feasibility study should capture in more detail the needs of the identified sport and recreation user groups (rowing, waka ama, canoeing, kayaking and sailing) including – boat storage, new launch ramps & floating pontoons. The study should consider subleasing parts to commercial tenants including café / restaurant and water activity focused tourism businesses with the potential to attract visitors.

The feasibility study should also consider a significant health & fitness component for both river based water sports users and commercial members. A significant component could be water sport training specific e.g. rowing erg machines that could support activities and training particularly during poor weather conditions. There may be wider potential for a satellite hub for Maori Health given the proximity of 61 Taupo Quay that adjoins the former Chronicle building.

### **Management**

WDC should review its current delegated management model, particularly in light that the Cooks Gardens contract is due for renewal in June 2016. With the current arrangements of managing multiple relationships and fragmented management has high risks of duplication in management effort, and inefficient and ineffective service levels for the subsidy provided. This is just one of the disadvantages of adopting a

delegated management model which were identified in facility management choices research carried out by Sport New Zealand (Sport NZ)<sup>30</sup>

A more robust reporting framework based on a small number of key performance indicators (KPIs) should be put in place once the future management model has been agreed, so that Council has the information available on which to make informed decisions and has confidence that its assets are being managed effectively and efficiently. This reporting framework can also be better linked to Long Term Plan (LTP) performance management measures to improve future delivery of services.

In relation to greater consistency and transparency in asset management practices it is suggested that Council request that asset condition surveys to be completed by organisations who have capital assets on Council owned land e.g. Wanganui Community Sports Centre Incorporated for the Springvale and Jubilee Stadiums. This should make council aware of any potential issues in the future of buildings on council owned land that may be due for major improvement or replacement. In particular to identify the “useful life” left of the Boys and Girls Gymnasium. In addition, that condition assessments requirements are embedded in future contractual agreements and land leases with these organisations.

Operational contracts with service providers to be updated and key performance indicators (KPI's) reviewed regularly so that council is maximising its return on investment and that community needs and service levels are being achieved. This should ensure that council priorities are the key focus for the organisations managing their assets and have clearly identified community outcomes for the level of investment made.

For council to consider implementing a quarterly performance reporting regime and an annual review of its facility provision from an independent provider to ensure KPIs for service provision and financial targets are being achieved. The work stream could also include reviewing current contracts, mystery shopper visits and production of improvement plans.

Human resources in terms of management, supervision and programme delivery need to be appropriate and proportionate to the “capital value” of Council assets. This should ensure that the recommendations within this strategy can be delivered overtime and ensures that Council assets are being managed and operated effectively and efficiently using a common sense approach.

## **Strategic Planning**

Regional planning is needed to manage the risk of duplication of regional and national scale facilities, particularly the neighbouring councils in the Whanganui, Manawatu and Taranaki regions. Planning processes need to be in place with Whanganui District Council to ensure larger scale facilities “fit into the wider network”; this should improve financial sustainability of these facilities. This may eventually lead to the consideration of cross boundary funding of facility developments for mutual benefit.

Up to date asset management plans are in place for all council owned sports facilities. This was identified in the National Facility Strategy for Indoor Sports that stated, “Local Authority Managers tend to have a good understanding of the maintenance planning, but recognise that funding for the eventual replacement of a facility is not considered or understood”. This will go a long way in ensuring that any future investment made is done “pro-actively” rather than “re-actively” which can prove to be more costly and reduce the customer’s experience.

The scope of the Facilities Strategy did not include natural turf sports field, playgrounds or reserve provision in the District. It is suggested that Council update its planning for these reserves. This could be widened to an Open Spaces Strategy for the district.

---

<sup>30</sup> Territorial Authority Community Sport and Recreation Facility Management Choices in New Zealand 2013

There is a need to produce a district wide aquatic strategy including Council and MoE owned pools. This would involve detailed investigation to assess levels of supply (Council and school pools) and likely future demand to enable decisions to be made on future provision of aquatic facilities in the District. Council has budgeted \$75,000 per annum over the next five years for a staged refurbishment of the Wanganui East Swimming Pool. This added to the \$25,000 Council pays the Wanganui East Pool Trust to operate the facility equates to \$100,000 per annum over the next five years. This investment of \$500,000 over a five-year period for a facility that contractually can open for a minimum of 12 weeks per year to fulfil its obligation, this equates to over \$8,000 per week of operation. With this aging facility in the “high risk” category in the Sport NZ National Facility Strategy for Aquatic Sports (2013) it may be better to consider the re-allocation of funding to development of more capacity at the Splash Centre to create a destination facility to further strengthen Springvale Park as the main sport and recreation hub for Whanganui district.

## 11.5 Management

The council has operational contract arrangements with three organisations Sport Whanganui for operation of the Splash Centre, Wanganui Events Trust for Cooks Gardens and Wanganui East Pool Trust for the Wanganui East Outdoor Pool. The Wanganui Community Sports Centre incorporated “pay a peppercorn rent” for the Springvale and Jubilee Stadiums, which are built on council owned land. This mixed management model has been chosen by a total of 33% TAs in the country, these can vary, and may include a mix of in- house, Council Controlled Organisation (CCO) and outsourcing to a private contractor, community trust or committee. There may also be historical arrangements e.g. local facilities have been provided by a TA, but are managed by local community committees. In this case these can tend to be ubiquitous in arrangements with the people who set-up the management no longer involved or moved away from the area. The table below shows the advantages and disadvantages of choosing a mixed model.

**Table 16 The advantages and disadvantages of a mixed management model**

Advantages	Disadvantages
<b>TA’s can apply what is learnt from the most successful to the less successful models to bring about improvements in service quality.</b>	TAs must manage multiple relationships and variations in reporting and contract management, which can result in inefficient or ineffective service delivery or duplication of costs e.g. overheads.
<b>The TA can drive competition between the various providers to improve outcomes for customers.</b>	TAs may have difficulty in maintaining consistency of quality service standards across multiple facilities with different management arrangements.
<b>The TA can gain a clearer view of its costs and revenue potential for individual sites.</b>	As may find it difficult to match the variable capability and/or capacity of a community trust model with the service quality and marketing capability and resources of a TA or private contractor.
<b>It can help the TA identify drivers for the most efficient model, and these factors can in turn be applied across other properties.</b>	The model may result in different branding of the sites, which doesn’t fairly represent the investment the TA has made in the facilities.

WDC should review its current mixed management mixed model particularly in light that Cooks Gardens is due for renewal in June 2016. With the current arrangements of managing multiple relationships and potentially differing variations may lead to an inefficient and ineffective service level for the subsidy provided. This is just one of the disadvantages of adopting a mixed management model which were identified in facility management choices research carried out by Sport New Zealand (Sport NZ)<sup>31</sup>. A more robust reporting framework to be put in place once the management model has been agreed upon, so that council has the information available on which to make informed decisions and confidence that its assets are being managed effectively and efficiently. This reporting framework can also be better linked to current LTP performance management measures to improve future delivery of services. Operational contracts with service providers to be updated and key performance indicators (KPI’s) reviewed regularly so that council is maximising its return on investment and that community needs and service

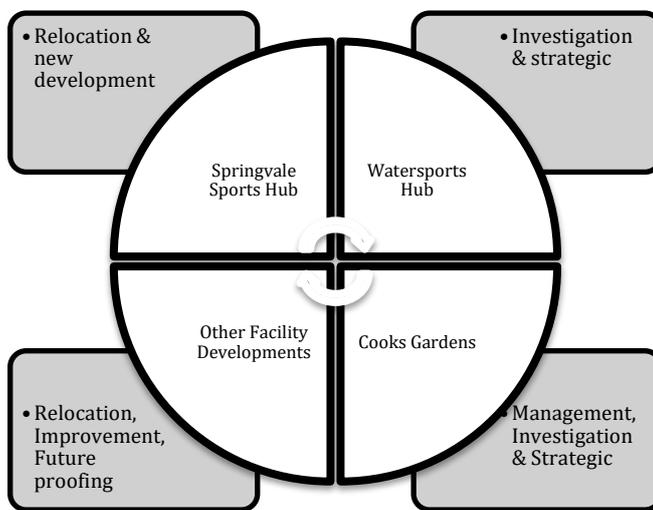
<sup>31</sup> Territorial Authority Community Sport and Recreation Facility Management Choices in New Zealand 2013

levels are being achieved. For council to consider a quarterly review of its facility provision from an independent provider to ensure service provision and financial targets were being achieved. The work could include reviewing current contracts, mystery visits and production of improvement plans.

## 12. Implementation Priorities

Identified priorities have been categorized into five key areas, three of these are site specific, Springvale Park, Cooks Gardens and a centrally located river based water sports hub in Whanganui city. Two other key priority areas are the management of the facilities and wider strategic issues to ensure a more coordinated and efficient network of sporting infrastructure in the future. The level of priority have been scaled from high, moderate and low based on level of need assessed during consultation and analysis. Project timeframes and the nature of any contribution to the projects will be determined through funding processes aligned to other funders and the Whanganui District Council LTP process. The diagram below presents a “snapshot” of the identified priorities and their associated requirements in order to be achieved.

**Figure 10 Identified key priorities for Whanganui**



The information in the following table includes the indicative priority, description of the proposed development action and an indicative ballpark capital cost (based on similar projects elsewhere in New Zealand). The indicative capital cost for each facility development is likely to change when detailed costs are established during detailed feasibility planning. Whanganui District Council will not be the only contributor. In reality, facility developments will not be feasible without capital and operational contributions from others.

This work recognises that in most instances there are likely to be operational cost implications from these projects. However, the majority of operational costs will be recovered through user charges and/or partner contributions. A key strategy is to institute governance models suggested in the report and generally labelled as Sportville or sport partnerships to ensure each project has the potential to be more sustainable through focused and collaborative management and governance.

All projects in the table require detailed feasibility assessments to accurately identify capital and operational costs. Cost estimates exclude additional professional fees (e.g. quantity surveyor) and other associated infrastructure costs including parking and landscaping costs.

Priority	Action Description	Considerations / Influencing factors	Potential timing	Indicative Capital Cost (2015 \$ value)
	<b>Springvale Park Hub</b> To create "Whanganui's home of Sport"			
High	Linking the stadiums via the newly developed sport management and administration hub (approximately 40m gap between stadiums). Relocation of Sport Whanganui onto the site from Maria Place (sport management and administration hub 600m <sup>2</sup> approximately).	People resource on site to increase utilisation of facilities via product and programme development initiatives.  Capital investment from Sport Whanganui from sale of current building	2018	Approximately 600m <sup>2</sup> at \$2,800 (mid-range) to \$3,250 (upper range) per m <sup>2</sup> . Indicative costs would be in the range of \$1,680,000 to \$1,950,000.  Above excludes professional fees estimated at 8-12%.
High	Enlarge health & fitness provision at Springvale and relocate SW fitness gym from nearby to existing SW building.	The current fitness offer at Splash Centre has site limitations overtime to support a significant revenue stream to support cost recovery.  There may be the potential to justify a business case for a "healthy lifestyles" component into a new sport management and administration hub development. This could also include lease space for physio or other health practitioners to support financial sustainability.	2020	Current provision approximately 25m x 10m or 250m <sup>2</sup> .  \$700,000 to \$812,500 using m <sup>2</sup> (mid and upper range estimations).  Lower range estimation at \$2,600 could achieve 350m <sup>2</sup> for \$910,000 (100m <sup>2</sup> larger than current facility)
High	Relocation of Whanganui Netball onto Springvale Park with ancillary facilities provided as part of new Sport management and administration hub building linking the two existing stadiums (approximately 40m gap between stadiums).  6-9 outdoor courts with balance of provision through 6 indoor courts at Stadiums	Capital investment from Whanganui Netball (equivalent to its contribution towards resurfacing of existing courts)  Combines indoor and outdoor netball at a single site  Increases use of both stadiums on Saturdays historically a low use day	2018	As a guide 800m <sup>2</sup> required per court so 4,000m <sup>2</sup> to 7,200m <sup>2</sup>  Advantage Synthetic Turf \$35-40 per m <sup>2</sup> 5mm Rubber pad \$18-20 per sq. Metre \$53-60 per sq. plus GST  Estimated costs between \$33,920 - \$48,000 per court  6 courts range between \$203,520-\$288,00 9 courts range between \$305,280 - \$432,000
High	The upgrade of the Springvale and Jubilee Stadiums new entrance, reception and office space as part of sport management and administration hub development to achieve a single main reception	Whanganui Community Sports Centre incorporated may not be in the financial position to fund upgrade.  Achieves a single main reception and opening the facilities for more casual use  Opportunity for revenue from casual bookings/use of courts	2018	Cost of demolishing current entrance (approximately \$10,000)

High	Condition survey carried out on Boys and Girls Gym Club and adjoining accommodation to determine future capital investment required.	Unknown asset condition and accommodation component to support "wider hub" events due to visiting teams.	2016	Range between \$5,000 to \$10,000 based on level of detail and scope
	<b>Cooks Gardens Events Hub</b> To create "A central event venue of national recognition"			
Moderate	Covered Cycling Velodrome	Bike NZ Facility Hierarchy non-priority for Central Covered Track Independent feasibility study required	2016	Dependent on scope but in range of \$22,500 to \$25,000 approximately
High	Modification of the corporate boxes offered at the Westpac Stadium to lounge/ seminar/ function space(s)	Business Case linked to operational priorities	2017	TBC once business case identified
High	A governance and management review is undertaken	Caretaker or pro-active event strategy for site	2016	Dependent on scope between \$7,500 to \$10,000
Moderate	Maintain Level 2 standard of competition track	No business case to support this level of want	2016 onwards	Scheduled repair and maintenance and track lifecycle replacement over time (estimated at \$1,000,000m over 30 years).
	<b>River based water sports &amp; Tourism Hub</b> To create "A river based water sports centre for sporting and cultural benefit"			
High	Investigation to be carried out develop a river based water sports centre hub facility and occupancy by other enterprises.	Feasibility Study to investigate the need, site location, indicative costs, affordability & sustainability	2016	Dependent on scope but in range of \$22,500 to \$25,000 approximately
Moderate	Incorporate the building at 61 Taupo Quay, which houses the Whanganui River Moari Trust Board for cultural development and a potential waka ama facility.	Town centre regeneration project and subsequent master plan	2020	
Moderate	Business Plan produced Maori culture elements and opportunities for economic development – sport tourism and river tourism.	Link with economic development and tourism plans (Whanganui & Partners)		
	<b>Facility Developments (General)</b>			
High	Not replace the artificial hockey surface at Gonville Domain Retain as lower level training surface Relocate to alongside hockey turf at Wanganui Collegiate Build a small pavilion to support the turfs	Achieves consolidation of hockey at 2 field complex Gonville provides a training field for football, rugby and rugby league	2018	Floodlit full-size artificial turf field @ FWP (hockey compliant). Would include fencing and lighted paths Approximate area of (105m x 60m or 6,300m <sup>2</sup> ) @ \$300 per m <sup>2</sup> is \$1,890,000m

Low	Indoor cricket nets to relocate from Wanganui Collegiate to the Jubilee Stadium mezzanine area Potentially introduce indoor archery to share space with cricket	Wanganui Collegiate may not have appetite for relocation Opportunity for revenue from casual bookings/use of nets Additional income streams from other programmes e.g. Archery, indoor bowls.	2017	Approximate area 30m x 10m for indoor cricket or 300m <sup>2</sup> . Based on \$250 per m <sup>2</sup> - \$300 per m <sup>2</sup> estimated cost between \$75,000-\$90,000.
High	Not to resurface the 13 outdoor courts at Laird Park Relocate to Springvale Hub	6-9 outdoor courts, together with floodlighting and additional parking if needed to east of Jubilee Stadium	2016	Saving per court estimated costs between \$33,920 - \$48,000 \$440,960-\$624,000
Low	Covering of 4 courts at Wanganui Tennis Club	Currently no business case to support development Consideration to include Tennis Court markings as part of Netball court relocation.	2021	Cost of marking for Tennis on 4 Netball Courts.
	New outdoor pool at Splash Centre to create destination facility to further support Springvale Park hub	No aquatic strategy in place so has the potential to be influenced by local pressure group.	2025	Part of Aquatic Strategy (see below in strategic planning)
	<b>Strategic Planning</b>			
	To avoid duplication of regional and national scale facilities particularly in neighbouring councils Manawatu and Taranaki Councils	Need to include wider planning processes outside of Whanganui District to ensure larger scale facilities “fit into the wider network”; this should promote its chances of financial sustainability. This may eventually lead to the consideration of cross boundary developments for mutual benefit.	2016 on-going	Human resource allocation
	Asset management plans in place for all council owned sports facilities.	This was identified in the National Facility Strategy for Indoor Sports that stated, “Local Authority Managers tend to have a good understanding of the maintenance planning, but recognise that funding for the eventual replacement of a facility is not considered or understood”.	2017	Based on decision to complete the work “in house” or contract out to independent company
	To produce an updated sports ground reserves management plan	To have a comprehensive picture of the sports and recreation landscape across the district. To encompass all sporting and recreational activities including grass sports in particular.	2017	Based on decision to complete the work “in house” or contract out to independent company
	For council to produce a Open Spaces Strategy for the district that aligns with the district facility strategy	Wider consideration for Golf courses, walking and cycling activities.	2016	Dependent on scope but in range of \$22,500 to \$25,000 approximately

		Non man-made structures that people access for sporting and recreational needs		
	There is a need to produce a district wide aquatic strategy including council and MoE owned pools.	With council deciding in the LTP 2015-2025 to invest \$75,000 per annum over the next five years. The Wanganui East Pool is considered to be "high risk" in terms of on-going maintenance and associated costs there may be a more financially viable option for council in the long-term.	2018	Dependent on scope but in range of \$22,500 to \$25,000 approximately
	<b>Management</b>			
	WDC should review its current mixed management model particularly in light that Cooks Gardens is due for renewal in June 2016.	With the current arrangements of managing multiple relationships and potentially differing variations may lead to an inefficient and ineffective service level for the subsidy provided This is just one of the disadvantages of adopting a mixed management model which were identified in facility management choices research carried out by Sport New Zealand (Sport NZ) <sup>32</sup>	2016	Based on decision to complete the work "in house" or contract out to independent company
	A more robust reporting framework to be put in place	Once the management model has been agreed upon, so that council has the information available on which to make informed decisions and confidence that its assets are being managed effectively and efficiently. This reporting framework can also be better linked to current LTP performance management measures to improve future delivery of services.	2016	Based on decision to complete the work "in house" or contract out to independent company as part of wider review.
	Operational contracts with service providers to be updated and key performance indicators (KPI's)	Reviewed regularly so that council is maximising its return on investment and that community needs and service levels are being achieved.	2016	Based on decision to complete the work "in house" or contract out to independent company as part of wider review.
	WDC to request that condition surveys to be completed as part of contractual agreements	With organisations that have capital assets on council owned land e.g. Wanganui Community Sports Centre Incorporated for the Springvale and Jubilee Stadiums. This should make council aware of any potential issues in the future of buildings on council owned land that may be due for major improvement or replacement.	2016	Based on decision to complete the work "in house" or contract out to independent company as part of wider review.
	For council to consider a quarterly review of its facility provision from an independent provider	To ensure service provision and financial targets were being achieved. The work could include reviewing current contracts, mystery visits and production of improvement plans.	2016	Based on decision to complete the work "in house" or contract out to independent company as part of wider review.

<sup>32</sup> Territorial Authority Community Sport and Recreation Facility Management Choices in New Zealand 2013

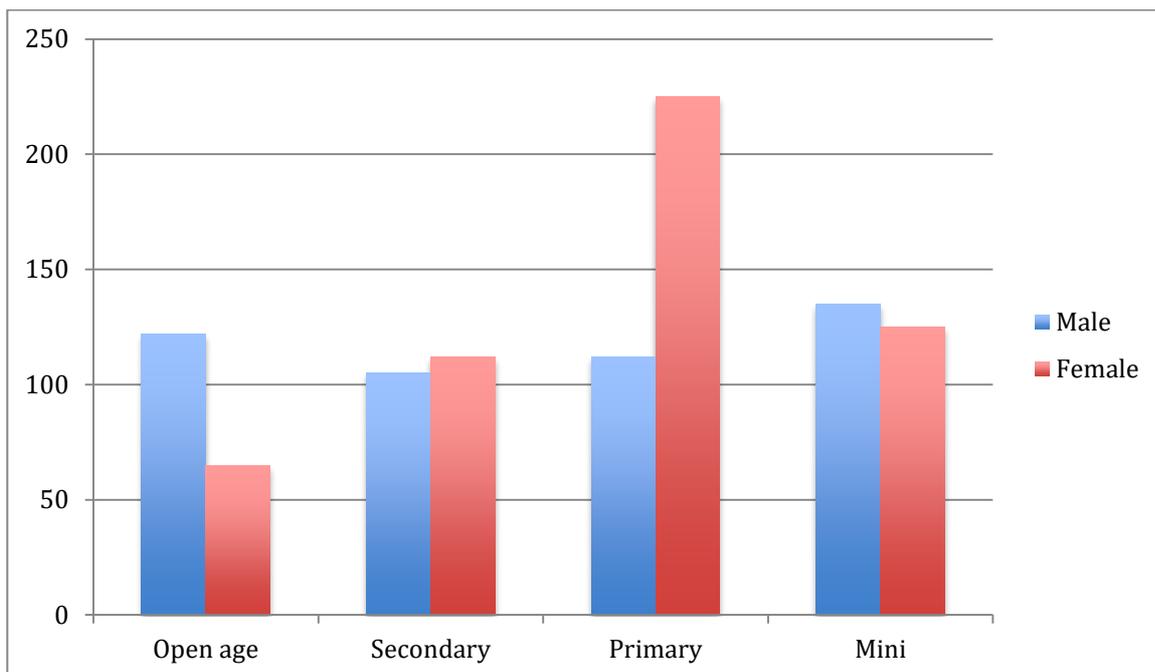
	Human Resources need to be appropriate and proportionate to the “capital value” of council assets.	This should ensure that the recommendations within this strategy can be delivered and ensures that council assets are being managed and operated effectively and efficiently using a common sense approach	2016	Annual Plan process including department personnel staffing structure. Resource allocation to appoint FTE to deliver strategy recommendations.
--	--	--	------	--

## 13. Appendix

### 13.1 Hockey Participation

With one of the investment priorities identifying Hockey Wanganui needs to replace the artificial surface at Gonville Domain at an estimated cost of \$500,000. The potential to relocation to Wanganui Collegiate with a new artificial playing field is the preferred solution. To better understand the level of need the chart below identifies that there are currently 1001 registered players in Whanganui compared to 938 members in the 2013 season an increase of 6.3%.

Figure 11 Hockey New Zealand membership in Whanganui



### 13.2 Glossary of terms used in this Strategy:

**Sport** is defined as a 'physical activity involving large muscle groups, requiring strategic methods, physical training and mental preparation, and whose outcome is determined, within a rules framework, by skill, not chance. Sport occurs in an organized, structured and competitive environment where a winner is declared'.

**Physical recreation** is defined as 'the use of time in a manner designed for therapeutic refreshment of one's body. While leisure is more likely a form of entertainment or rest, physical recreation is active for the participation, but in a refreshing and diverting manner'.

A **sport facility** is defined as 'a man-made structure or surface enabling the playing of sport and the hosting of sports events'. A sports facility could include an artificial hockey turf, an indoor sport facility, a stadium, a competition swimming pool, a competition-rowing course, a shooting range or racetrack.

A **facility** is defined as 'a facility that serves the resident population of the Whanganui District Council area'.

A **Sport Club Partnership** is a term used to recommend a 'sportsville' model of governance and clustering of sports clubs in a geographical area or on a particular park.

**Hubs** are considered to be defined as facilities that serve multiple codes. Hubs can be owned and managed by an Incorporated Society, the WDC or a YMCA or any entity with legal status.

A **Precinct** is a cluster of facilities in close proximity, usually on the same site that creates a major destination for sport and recreation.

A **participant** is defined as 'a player, official, administrator, spectator or visitor using the facility in some manner'

A **sports organisation** is defined as 'a sports organisation responsible for the administration of a sports code for the entire Whanganui District Council area and recognised as such by Sport Whanganui'.

**Fit for purpose** is defined as the facility performs the desired functions and meets the requirements of the sport activity e.g. for regional and national events as specified by the national sports organisation.

**Ancillary facilities** are defined as facilities that support the activity such as social facilities (clubrooms, lounges), changing and toilet facilities, parking facilities, storage facilities, reception foyers, entrances and access ways.

**LTCCP** or Long Term Council Community Plan now replaced by **LTP** or Long Term Plan