Tairāwhiti Sports Facilities

Single stage business case

March 2022

Trust Tairāwhiti
Regional Wellbeing
He Tohu Ora

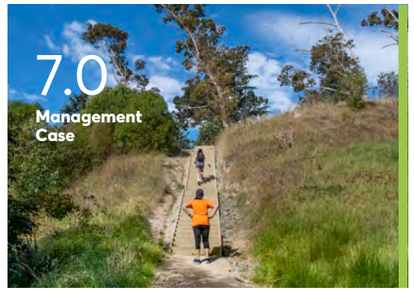
Sport Gisborne | Tairawhiti

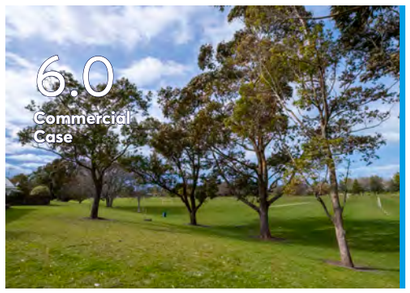
Te Kaunihera o Te Tairāwhiti
GISBORNE DISTRICT COUNCIL

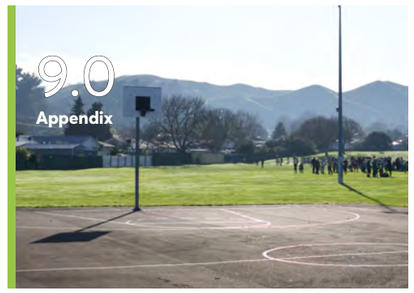
newzealand.govt.nz

FOR CONSIDERATION ➤ V1.0 ➤ 7 MARCH 2022

Table of contents







1.0

Executive Summary

A message from our community

Tairāwhiti is famously the first place in Aotearoa to see the sun each day. It is where Māori and European met for the first time, and the roots of our nation go deep into the rich soils of our region.

Our people are strong and resilient, and in many ways represent the future of our country, Māori and Pākehā alike; sharing and acknowledging the breath, the hā, that connects us all.

While we are rich in culture and society and natural resources, we are not rich in financial terms. Our wealth comes from our people and our connections and our energy, not from our bank accounts. So we are asking for assistance to revitalise an essential part of Tairāwhiti: our sporting and recreation facilities.

We are a sport-loving region. We play the traditional games – rugby and netball and football and softball and more – and we paddle our waka, skateboard and climb, and compete with each other and with teams from all over Aotearoa. Tairāwhiti is the place where waka ama was founded, and our sports teams of all kinds have achieved honours and recognition in national competitions, well beyond what might be expected of our modest population.

But the state of our facilities is dire! There are aging buildings with leaky roofs, outdoor courts that twist ankles, waterlogged fields and broken-down infrastructure. And while we have the resources to mend and make do, we cannot afford to do what is really needed – replace decades-old buildings with versatile multi-user hubs that can meet the current and future needs of our community.

Within these pages you will find our plan for revitalising our sporting facilities. We have talked widely with our community and agreed a plan: an indoor sports hub, an outdoor sports hub, facilities for our river sports, targeted investment in Ruatoria and Tokomaru Bay.

These new facilities will enable our people to play new sports that are taken for granted in bigger centres, such as indoor cricket and futsal. They will enable more teams to play, more social leagues to develop, and more people – young and old and everyone in between – to participate in everyday sport and recreation.

And we know the benefits from playing and enjoying are considerable: better health, more social engagement, less crime, and improved wellbeing. This document shows just how dramatic the effects can be – for every dollar invested in these facilities in Tairāwhiti, the social return on investment is $8.21. We think that's an exceptional return for a modest investment over the next decade.

The Government has already provided some important funding for facilities in our region, through CIP's COVID recovery initiatives. This very welcome and much appreciated assistance is being used to complete the upgrades to Kiwa Pools, and for the redevelopment of key facilities at Midway Surf Club and at Rugby Park. The funding is being well spent to accelerate projects and deliver real benefits to our community.

We have already started on the smaller projects. Trust Tairāwhiti has begun the process, by making the largest commitment of funding in its history, of around $20 million for regional facilities. This will help address the most acute needs – but we need more than we can provide on our own, even given the generosity and vision of the Trust and the people of Tairāwhiti.

So we are asking for a hand up, not a handout. We seek Crown funding to help make this plan a reality, and to help do the things we cannot achieve on our own, he waka eke noa.

Rehette Stoltz
Mayor | Gisborne District Council

John Clarke
Chair | Trust Tairāwhiti

Steve Berezowski
Chair | Sport Gisborne Tairāwhiti

Executive Summary

The big idea

Sport is an integral part of life in Aotearoa, and nowhere is this more true than in Tairāwhiti – from netball to waka and from rugby to surfing, the region is awash in sport. Yet the region's facilities are suffering from under-investment and are mostly at the end of their economic life. Reinvestment is badly needed, but the region doesn't have the financial resources to build what it requires.

In many ways Tairāwhiti represents the future of Aotearoa; it is forward-looking, intent on building a better future for its people, and increasingly led by iwi.

For the last two years a partnership of organisations – Gisborne District Council (GDC), Trust Tairāwhiti and Sport Gisborne Tairāwhiti – have been working to put forward a funding proposal to Government. It covers a huge range of sports and recreational pursuits in the city and coastal towns across the region, and it aims to address 30 years of neglect at a stroke.

The business case is grounded in a robust and thorough economic analysis, using the latest in international academic research and expressed in wellbeing terms.

Getting to an investment proposal the entire community can stand behind has been a complex process. We've held workshops, attended community and sports club meetings across the region, met with iwi leaders and Marae chairs and community activists, and discussed possible approaches with funding organisations regionally and nationally. We've talked through the investment logic with Wellington agencies, taken advice and held hui in small coastal communities.

Along the way we've met dedicated and passionate people, listened to what they had to tell us and learned an enormous amount as a result. We think the quality of the discussions and the input of the community is reflected in the quality of the business case. It sets out some compelling reasons for new investment, underpinned by Te Ao Māori – the analysis is multi-dimensional, taking account of the region's unique context, history, people and aspirations.

What we're proposing

The proposed investment in sport and recreation facilities in Tairāwhiti fall under five groups:

- Upgrades to existing **field sports facilities** to improve the quality of grounds, maximise hours of use and achieve better synergies among codes
- A **court sports hub** at Victoria Domain, developed from the existing facilities, catering to netball, tennis and squash
- An **indoor sports and recreation hub** at Waikirikiri Park in Kaiti, catering to a huge range of indoor codes and activities, ranging from netball and basketball to community aged fitness classes and kapa haka practice
- **River sports facilities** at Marina Park and ANZAC Park to cater to the huge number of waka ama paddlers, as well as other river sports
- **East Coast facilities** in Ruatoria and the smaller towns from Gisborne to the East Cape, including small-scale indoor and outdoor venues and targeted upgrades at kura centred around water safety
- **Recreation and ancillary facilities** such as a new skate park and pump track, triathlon units and play zones throughout Tairāwhiti.

The locations and configurations have been extensively discussed and consulted on with communities, sports codes and recreational groups. The following pages describe the facilities, their rationale and benefits in more detail.

The total investment is around $118 million (2021 dollars) spread over 10 - 15 years. The funding approach is shown at right.

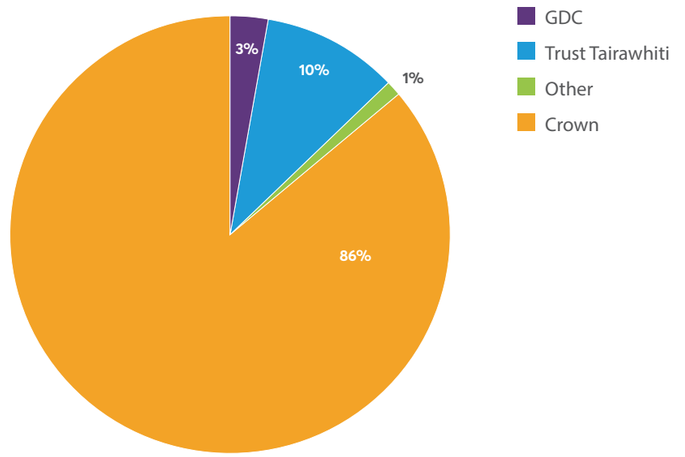
What we're seeking

Replacing the aging infrastructure is beyond the capability of the region acting on its own. So we are proposing a mixed funding model to achieve the wellbeing outcomes:

- **Trust Tairāwhiti** contribute around 10% of the funding, focused on the early win projects and immediate needs
- **Gisborne District Council** and other funding organisations contribute around 5% of the total investment, focused on the early wins and planning for the major investments

We are asking the Crown to invest the balance of approximately $90 million over 10-15 years (in 2021 dollars) to enable the major facilities to proceed.

Share of funding



Indicative funding requests

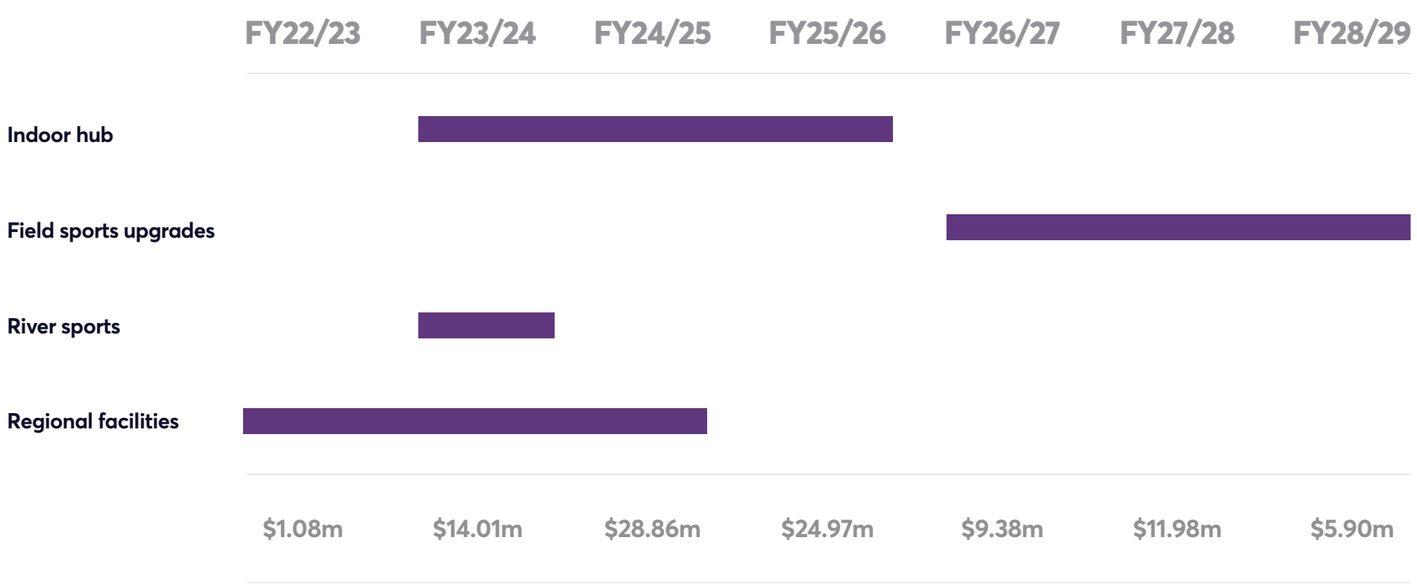
We are seeking Crown investment over the next decade

We are requesting an overall investment of $85-$110 million over the next decade for regional facilities.

As the leading regional funder, Trust Tairāwhiti has made a substantial contribution of nearly $20 million to the development of the new facilities, particularly the early win projects. However, the Trust has a range of other commitments and priorities which are also essential contributors to improving the wellbeing of Tairāwhiti. This means the regional resources available to develop new facilities are by necessity constrained.

Based on the region self-funding the early win projects and the design phases of the major facilities, the table at right shows the indicative funding requests over the next 6-7 years, totalling $85-$110 million (2022 dollars).

The value and timing of these will depend on negotiations with the partners and the Crown, and there may be cost changes due to construction inflation and other external factors, so these are indicative rather than fixed.



The availability of external Crown funding is a necessary prerequisite to the redevelopment of Tairāwhiti's sport and recreation facilities proceeding, given the project is well beyond the financial resources of the region.

The request for Crown funding is based on the following principles:

- The region has invested first to achieve the early wins, making changes to facilities to address immediate issues as much as possible within the financial capacity of the partner organisations
- The region will invest to undertake the design and configuration work for the major facilities, so they are "shovel ready" by the time Crown funding becomes available
- Funding will be sought over an extended period, as the capacity of the construction sector within the region to deliver multiple large-scale projects concurrently with the existing infrastructure pipeline is limited.

The total commitment sought from the Crown (in 2021 dollars) is approximately $85-$110 million, subject to design and quantity surveying work being undertaken. The indicative timings of the investment are shown above.

The package of facilities

The current state of our facilities

There are significant issues that need to be addressed

Many facilities are aging and some are at the end of their economic life.

There has been considerable investment in Tairāwhiti's sport and recreation facilities over the decades, much of it led by the local community.

However, much of the investment occurred in decades past, and in a number of cases the facilities are reaching the end of their economic life. Gisborne District Council has recently conducted a condition assessment of outdoor grounds. It found that – almost without exception – work is required to bring the playing areas and supporting infrastructure up to an acceptable standard.

Tairāwhiti has the lowest rate of provision of public indoor courts in New Zealand. There is only one indoor court facility (provided by the YMCA) available to the public, and three additional facilities owned by schools in the region that are available on occasion. In order to recover some of the costs of maintaining the court, the YMCA charges for it's use. The cost prevents many codes being able to use the facility.

Due to the lack of a suitable indoor facility, many popular indoor codes cannot be played in Tairāwhiti, such as futsal, indoor cricket and social indoor sports.

In addition, many facilities are single-use and lack the flexibility required by the community. For some sports – such as basketball and netball – demand exceeds the ability of the sport to provide the level of resourcing desired by the community. Some sports are sharing facilities out of necessity, and co-existence is proving to be difficult when the style of sports is not inherently compatible. The most salient example is the challenges being experienced by waka ama and rowing in trying to share a heavily-utilised section of river, where near-misses are a regular occurrence.

On the East Coast, the situation is little better. There are facilities in the towns stretching to East Cape, but in many cases they are substandard and there are maintenance and upkeep issues, driven primarily by the age of the buildings and infrastructure. There is both a Gisborne-centric and a regional sporting infrastructure deficit that is not easily addressed with a coat of paint.

This business case proposes a collective and strategic approach to the issue. The needs of the community are identified, the benefits of better facilities are quantified and a path forward mapped, with the intention that the facilities are made fit for purpose for a new generation.

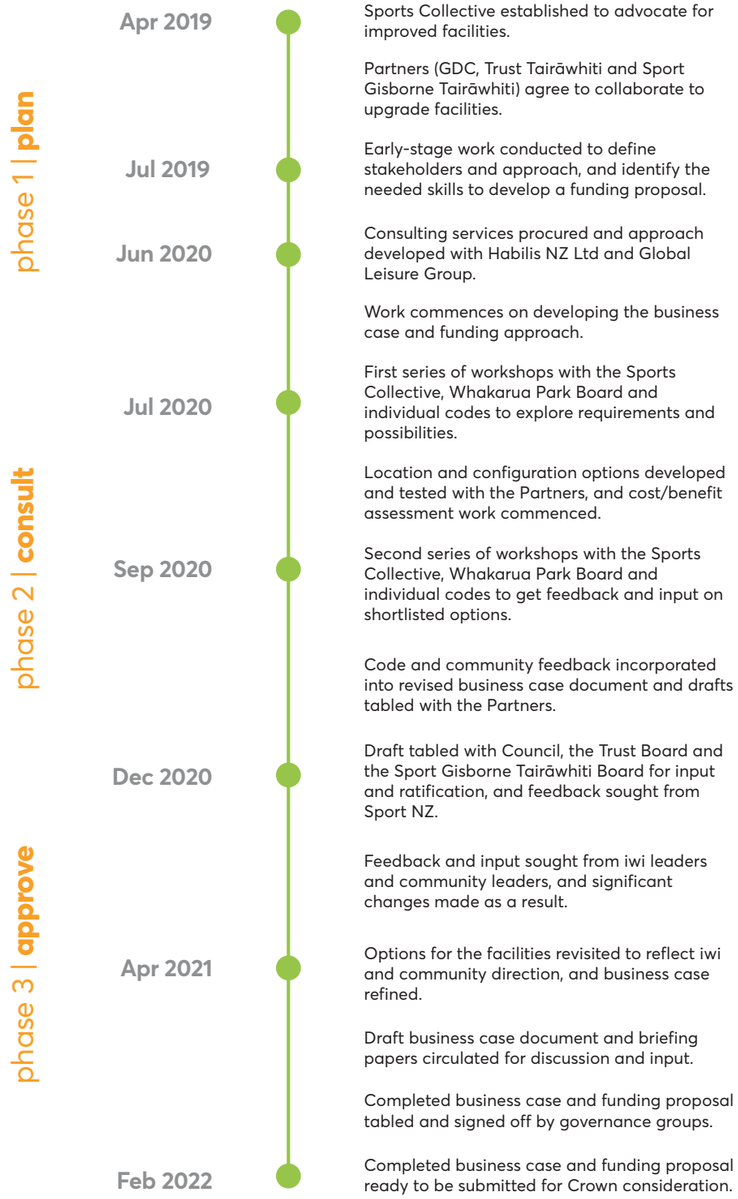
The result of extensive consultation

We have engaged extensively with the community

The diagram at right shows the process used to identify and assess the options for each of the key facilities:

- The Sports Collective has been brought together to help define the requirements for Tairāwhiti's sporting facilities
- The Collective and a wide range of codes and organisations have been involved in looking at the possible locations for the full range of sporting facilities. The process has involved workshops, meetings and discussions over many months.
- The resulting short-listed facilities and locations have been tested with the Sports Collective and codes, resulting in the business case recommending specific locations for the indoor and field sports hubs, and the river and regional facilities.

The rationale for the choices are described in some detail on the following pages.



A wide range of sporting codes and organisations have been actively engaged with as part of the process. These include:

Athletics	Gisborne Athletics Club
Badminton	Eastland Badminton
Basketball	Gisborne Basketball Association
Bowls	Kahutia Bowling Club
	Gisborne E.C. Bowls Umpires
Cricket	Poverty Bay Cricket
Croquet	Barry Memorial Croquet
Cycling	Gisborne Cycling Club
Football	Central Football
	Gisborne Bohemians
	Gisborne Marist (Thistle)
	Gisborne Thistle
	Gisborne United
	Riverina AFC
	Schockers AFC
	Wainui Sports
Golf	Gisborne Golf Park
Gymnastics	Gisborne Gymnastics Club
Hockey	Poverty Bay Hockey
Kayaking	Poverty Bay Kayaking Club
Netball	Gisborne Netball Centre
Rowing	Gisborne Rowing Club
League	GTRL
Rugby Union	Poverty Bay Rugby Union
Running	Gisborne Harriers
Shooting	Gisborne Pistol Club
Softball	Tairawhiti Softball Association
Squash	Surf City Squash Club
Surf Life Saving	Midway SLSC
	SLS NZ
Surfing	Gisborne Boardriders Club
Swimming	Comet Swimming Club
Tennis	Gisborne Tennis Club
Touch	GMC
Waka Ama	Mareikura Waka Ama Club
	Horouta Waka Ama Club
	YMP Waka Ama Club
Boardriders	Gisborne Boardriders

Other engagement

- YMCA
- Tairawhiti Adventure Trust
- Shane Kingsbeer Architect
- Whakarua Park Board
- The Sound Crew
- Pato Entertainment
- Tokomaru Bay School
- Uawa Sports Club
- Waka Ama NZ
- Bowls NZ
- Golf NZ
- DIA
- ECCT
- Ngati Oneone
- Rau Tipu Rau Ora
- Te Waiu School
- Illminster Intermediate

East Coast facilities

The proposed approach for te Tairāwhiti

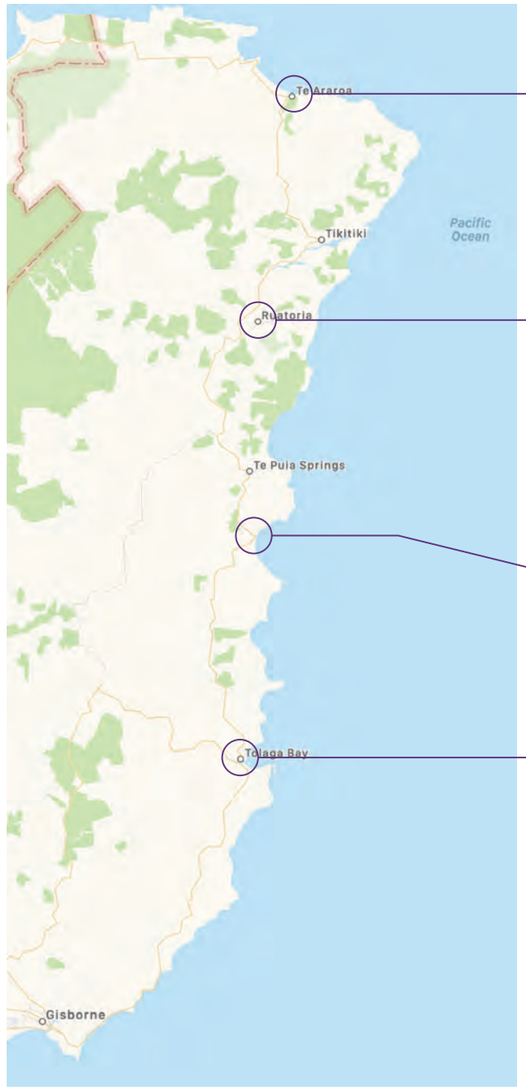
A number of targeted investments in facilities along the East Coast are proposed.

A range of upgrades have been made across the region by the GDC, Trust Tairāwhiti and the Government. The proposed investments in sporting and recreational facilities build on the existing commitments and are designed to be complementary to the township upgrades and earlier Government funding.

The GDC investments have been made in the context of the Township Upgrades Programme, which forms part of the GDC Long Term Plan. Some initiatives have been completed, while others are planned for coming years. Supporting funding has been received from the Department of Internal Affairs via Project Matarau for some of the projects, which has enabled their acceleration.

Both the townships plan and Project Matarau have identified community needs and aspirations that cannot be met from existing budgets – and some of these initiatives include sporting and recreational facilities. Accordingly, a range of indoor and outdoor facilities are planned for the townships, along with targeted upgrades to existing aquatic facilities in selected Kura. The projects are shown at right.

Ongoing discussions with the communities may also see further initiatives, such as a recent request from Gisborne Boardriders for mobile storage facilities in Hicks Bay, Waipiro Bay, Takomaru Bay and Uawa.



Te Araroa
- Playzone with ancillary facilities

$1.0 - $1.5m
Complete 2025

Ruatoria
- Field and stand upgrades at Whakarua Park
- A multi-use indoor facility at Whakarua Park and outdoor courts
- Car parking that doubles as a play zone
- Renovation of the Bowls club to create a rangahahi facility
- Upgrades and heating for the Te Kura Kaupapa Maori o Te Waiu pool

$7.05m - $9.25m
Complete 2025

Tokomaru Bay
- Play zone adjacent to the clubrooms at Hatea-A-Rangi Park
- Upgrades for the Kura pool

$330k - $570k
Complete 2025

Tolaga Bay
- Upgrades and heating for the Tolaga Bay Area School pool
- New community gym facility

$1.15m - $1.70m
Complete 2026

River sports facilities

Waka at Anzac Park and Marina Park

Plans are advanced for some waka storage to alleviate immediate issues.

One of the most pressing issues for river sports is the ongoing storage problems for the waka ama clubs. As has been noted, waka are being damaged by adverse weather and other events due to the lack of undercover storage, and the problem is costing clubs and individuals tens of thousands of dollars annually.

The size and shape of the waka means it is impractical for most users to take their watercraft offsite on a daily basis without access to specialised trailers. Most waka are left at Anzac Park or at Marina Park, and while club members act swiftly if there is a chance of damage, it's not always feasible to protect waka from sudden weather events or vandalism.

A solution has been developed at Anzac Park for the Mareikura Club, proposing a semi-permanent open storage shed. It is designed to be flexible, sufficient to store the majority of the club's waka, and to be in keeping with the surrounding park. The architectural renders are shown at right.

The storage facility has been the subject of a feasibility study and subsequent design work, so no further analysis is needed in the context of this business case. Funding commitments have been obtained from the Eastern & Central Community Trust (ECCT) and top-up funding is being sought by the club, with the support of the three partners to this business case – Trust Tairāwhiti, Sport Gisborne Tairāwhiti and the Gisborne District Council.

Mareikura is currently finalising funding for this project and it will begin procurement as soon as funding is locked in.

While progress is being made on storage facilities at Anzac Park, the storage situation is equally acute at Marina Park, where two waka clubs – Horouta Waka Hoe Club and YMP Waka Ama – share the launching facilities. There is currently no under-cover storage at Marina Park, and weather-related damage to waka is a regular occurrence.

The photograph at right shows the current state of waka storage at Marina Park. Waka are stacked on fixed or mobile racking systems on the grass alongside the river, or stored on hard-stand areas adjacent to the car park. Larger waka – such as the six-person versions – are especially difficult to handle in these circumstances, as there are very limited options for keeping heavy rain out of them once they are ashore.

The plans for Marina Park are less developed, so the intention is to re-use as much as possible from the Anzac Park project – including design, if possible. This approach should lower overall costs whilst accelerating the development; however, it is likely that the Marina Park facilities will lag the earlier project by at least a year. Funding for facilities at Marina Park has also been obtained from Trust Tairāwhiti. Both of these projects will progress as "early wins". More information about the early win projects is set out later in this section.

Indoor facilities

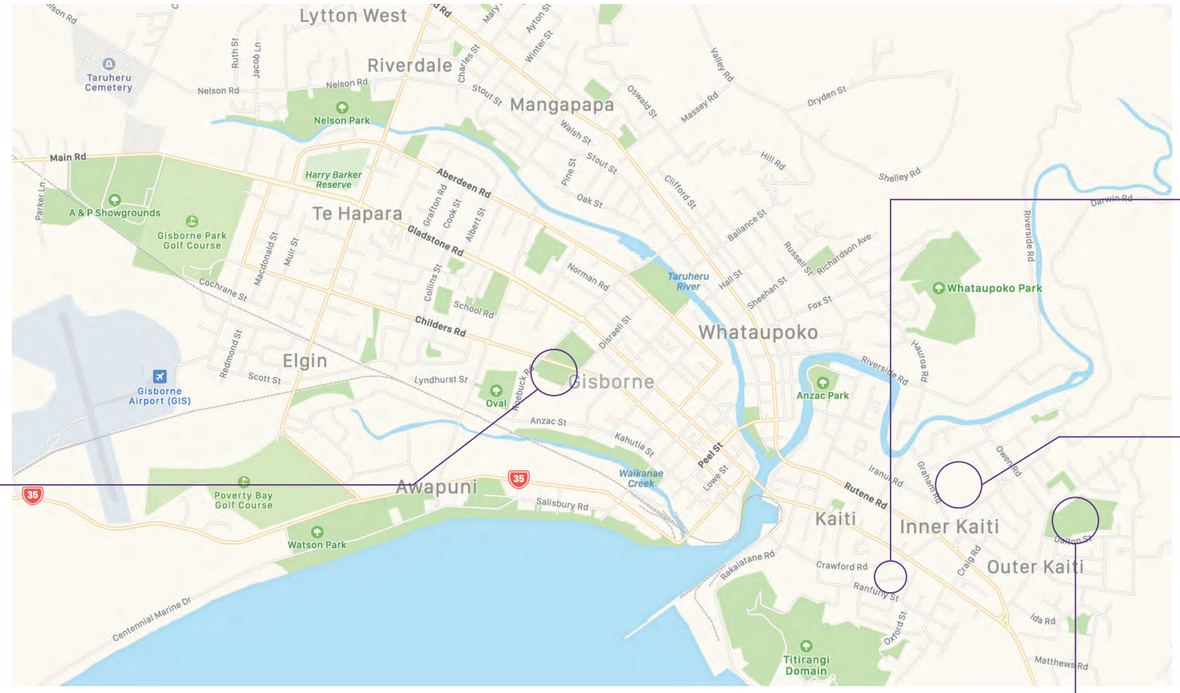
New facilities and targeted upgrades are planned across Gisborne

Linking facilities to the community is a key component of the development.

The map at right shows the proposed mix of facilities in Gisborne, all aimed at significantly lifting participation and community engagement. The improvements are:

- Resurfacing of the netball courts at Victoria Domain, including four covered courts and lighting
- Upgrades to the squash club building at Victoria Domain to enable its use by squash, netball and tennis as a mini-hub
- Construction of a multi-use indoor hub at Waikirikiri Reserve, with 3-5 indoor courts, changing and meeting facilities and outdoor recreation facilities, along with retention of the existing softball diamonds
- Targeted upgrades to the facilities at Ilminster Intermediate School, aimed at ensuring they are both fit for purpose and more versatile
- Redevelopment of the outdoor courts space at Te Poho o Rawiri, aimed at providing a versatile sporting, recreational and community area.

The layout of the facilities is intended to make them as accessible as possible for the community and available for use by schools, the community and Marae.



Court sports hub – Victoria Domain
- 12 outdoor netball courts with partial membrane covers
- 4 all-weather tennis courts
- 4 indoor squash courts
- Shared clubroom hub

$4.4m - $9.40m

Complete 2027

Te Poho o Rawiri
- Replacement of the 3 end-of-life hard courts with flexible court spaces for sporting, recreation and community use
- Membrane roof with mostly open sides

$0.8m - $1.40m

Complete 2027

Ilminster Intermediate upgrades
- Gymnasium upgrades and deferred maintenance catch-ups
- Pool heating and upgrades

$2.10m - $4.30m

Complete 2029

Indoor hub – Waikirikiri Park
- 3-5 indoor multi-purpose courts to accommodate varied codes and groups
- Move centre / gym sports space
- Climbing / bouldering wall
- Shared clubroom hub
- Outdoor recreation space and play zone with membrane roofing
- Retention of outdoor softball facilities and two full-sized fields with lighting
- Car parking up to 100 additional parks
- Mobile and transportable seating to be used across Gisborne and te Tairāwhiti

$45.1m - $53.0m

Complete 2027

Field sports facilities

Upgrades are proposed at existing grounds

The map below shows the resulting mix of facilities planned for field sports

The configuration at each location is based on the requirements at similar facilities across Aotearoa, with guidance provided by Global Leisure Group. However, confirmation of the specific requirements will occur as part of the consultation and design process, involving the community and iwi as well as the sporting codes. The design process will commence once suitable in-principle funding commitments have been obtained.

The costings are based on current comparators for equivalent facilities around the country but will be subject to confirmation once the design process has been undertaken. The estimated ranges include professional fees and a 20% contingency.

Field sports upgrades

Medium term

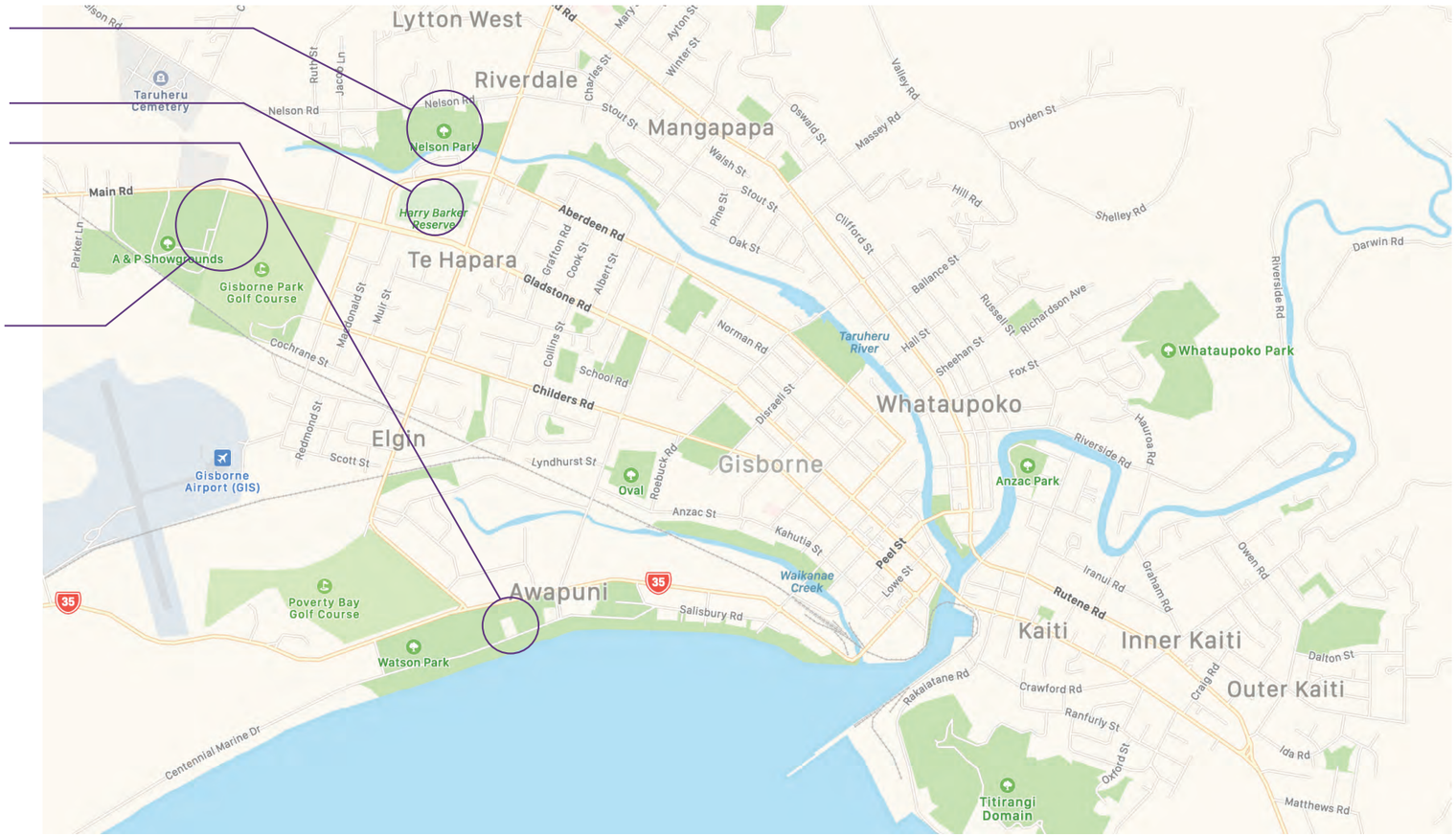
- Upgrades to **Nelson Park** for field sports, including field upgrades, lighting and seating, and relocatable changing/clubroom facilities
- Upgrades to **Harry Barker Reserve** to make the facilities fit for purpose, including playing fields, demolition or repurposing of the stand, and a new multi-use indoor cricket training facility
- Upgrades to **Watson Park / Awapuni Stadium** , including minor field upgrades and relocatable changing and toilet facilities

$14.1m - $16.6m

Complete 2028

Longer term

- Future planning for a new multi-user outdoor field sports hub adjacent to the A&P Showgrounds, depending on demand for outdoor codes and other development opportunities



The early win projects

Trust Tairāwhiti is funding the initial projects

Within the wider facilities plan there are a number of early win projects, which can be progressed quickly with local resources and funding. The projects are shown on the map at right and are:

- The development of the waka storage facilities at ANZAC Park and Marina Park, for all three waka clubs
- The redevelopment of the skate park and the construction of a synergistic pump track
- The resurfacing of the outdoor netball courts at Victoria Domain.

All these projects are high priority, have been needed for a number of years, and can be progressed with local resources. All are shovel-ready to a greater or lesser degree, with some now at consent stage.

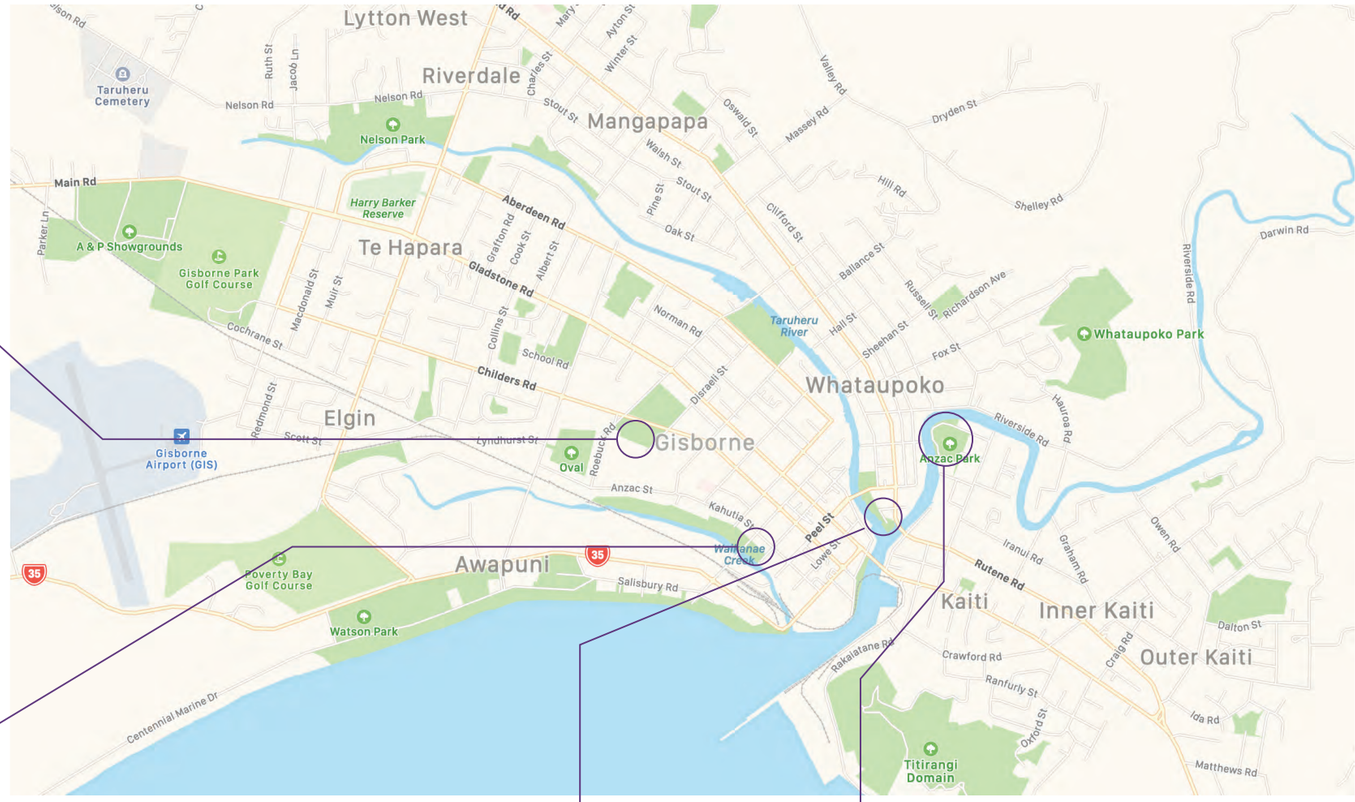
The early win projects will also deliver significant outcomes to the most in-need sections of the Tairāwhiti community. The projects are focused on the sporting and recreational activities favoured by rangatahi, and by many people across all ages and stages in Tairāwhiti.

Trust Tairāwhiti approved funding for the early win projects at its AGM in August 2021, and work is already underway on the skate park and waka storage. Design work has begun on the netball courts resurfacing.

Netball courts resurfacing
- Resurfacing of netball courts at Victoria Domain
- Targeted lighting upgrades
- Likely demolition of existing admin building and provision of temporary replacement facilities

$3.3m - $3.7m

Complete late 2023



Gisborne Skate Park
Replacement of current end of life facility with new fit-for-purpose skate park. Includes lighting and public toilets

$ 2.767m

Complete 2024

Pump track
Development of community pump track adjacent to Skate Park, where considerable synergy with Skate Park is expected

$ 0.415m

Complete 2024

River sports – Marina Park
- Covered, secure storage

$ 0.5m

Complete 2023

River sports – ANZAC Park
- Covered, secure storage

$ 0.5m

Complete 2023

Collaborative and effective governance

The governance approach

GDC is working with the community to establish the right governance structures for the facilities.

More New Zealanders now expect professionally delivered, flexible and accessible sport and recreation. Many clubs are also under increasing financial pressure from reduced memberships and the burden of having to maintain or build new facilities. Because of this, facilities providers must look for alternative delivery models to better meet today's markets.

The need to continually review, refresh and adapt the way we provide sport and recreation and the need to rethink how we maintain the facilities is behind the recent growth in the number of Community Sports and Recreation Hubs (SRHs)

The SRH model sees clubs and community groups combine resources, use the same facilities, work together to share costs and services, and develop new ideas. There are a range of benefits of SRHs, including increased participation resulting from better programming, greater reach, integration and inclusion; and economies of scale in shared infrastructure and services.

The SRH model is widely used in a number of countries including Australia, the UK and Canada, and there are a number of successful SRHs operating in New Zealand.

SHRs make a huge difference in communities through a range of activities, including: hosting sport and recreation events, hiring out facilities, operating after school and holiday activities, supporting clubs with funding and delivering innovative projects. This is all possible due to them having stable, activation focused and skills based governance boards.

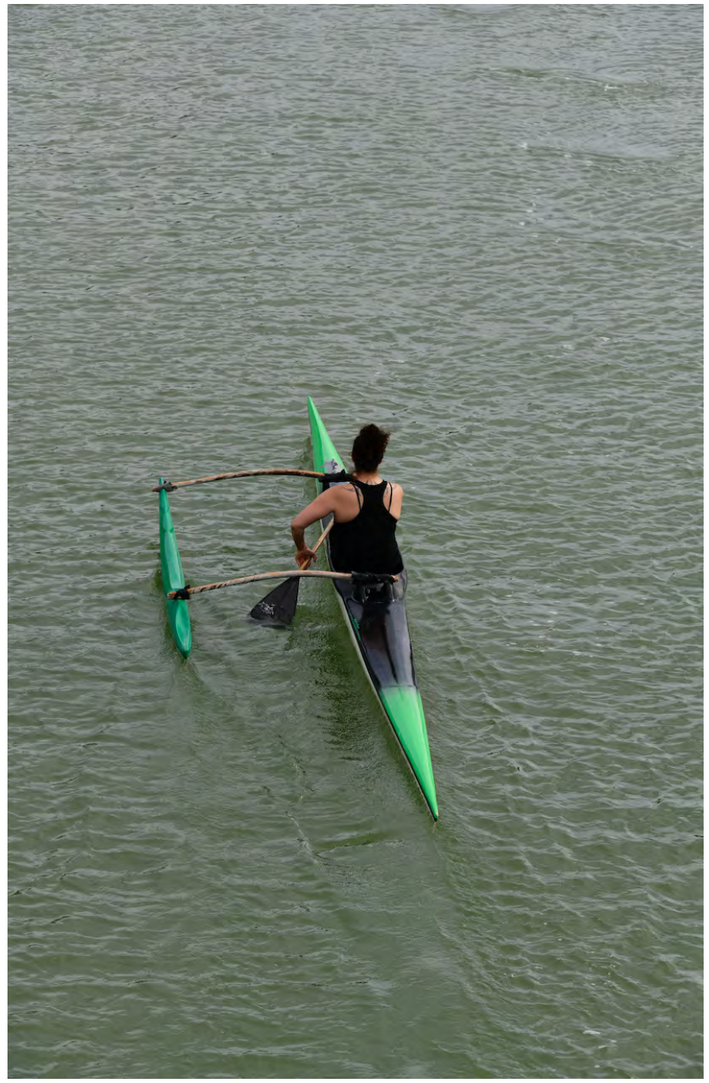
The recommended approach in this business case is to construct a number of sport and recreation facilities of differing scales in different locations throughout Tairāwhiti. As such, two approaches to asset ownership are recommended to ensure assets are provided safely and maintained effectively over time, and to ensure the SRH governance entity can manage how the facility is provided.

For the large assets that have a significant requirement for asset management planning, it is recommended that ownership sits with an organisation with a proven capacity to maintain such facilities. This is the recommended approach for the indoor hub at Waikirikiri Park, and may also be the most appropriate approach for some of the other larger assets.

Facility Trusts and Local Authorities are two examples of entities with the capacity to own assets. In this case asset ownership will always be benign and not impact the SRH's ability, on behalf of the owner, to exercise operational control of the activation of the facility. This includes the ability 'with permission' to alter, reconfigure and change the nature of spaces within the facility as required to meet the ever changing demands for new forms of sport and recreation.

The second approach for smaller capital investments is for both ownership and control of the operation of sport and recreation assets to sit with the SRH entity. This is the preferred approach for assets that have fewer maintenance requirements. It gives the entity full operational and management control of decisions related to the use of the asset and the ability to change or reconfigure the asset over time without requiring third party approval.

Over the past year and a half, GDC has had many conversations with the community and sports and recreation groups. It is currently working with a number of community members to establish a hub governance entity. The entity is at a relatively early stage. It has built a constitution and the next stage is to finalise documents and formally establish the entity before electing a Board. The courts resurfacing at Victoria Domain and the associated facilities will be the entity's flagship project.



Investment rationale

Executive Summary

About the region

Tairāwhiti has high levels of deprivation compared to the rest of Aotearoa.

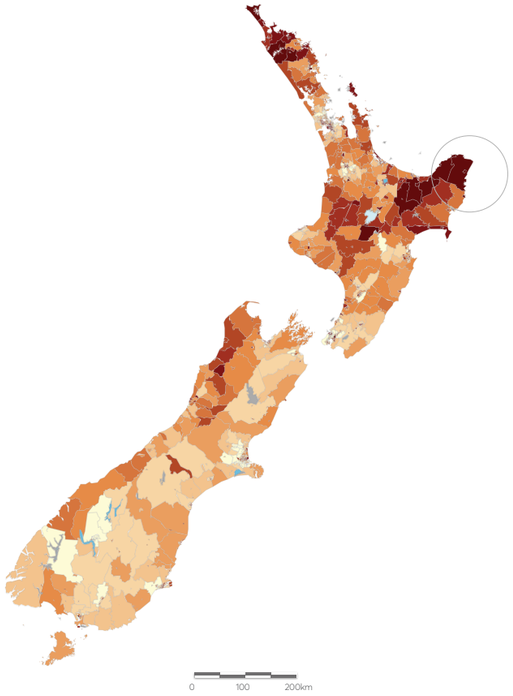
Despite years of investment by many services and agencies, and significant effort by the local community, Tairāwhiti continues to feature at the wrong end of many social statistics. The region has high levels of deprivation, low household incomes, lower than average educational and health outcomes, and a challenging level of welfare dependency linked to a lack of opportunities.

The contrast between the social and economic outcomes in Tairāwhiti and the rest of New Zealand is stark. The General Social Survey 2018 shows the region is more socio-economically deprived than the country as a whole, and that little has changed in the last two decades.

As a result, wellbeing is consistently lower than in the whole of Aotearoa, in every area except cultural identity. The wellbeing deficits are cumulative for many of Tairāwhiti's people; as the statistics demonstrate, wellbeing worsens for Māori, women, single parents, the unemployed, people with a disability, and youth with few opportunities. In too many cases, the people of Tairāwhiti are impacted by multiple factors, so their quality of life is dramatically worse than it should be.

Participation in sport and active recreation in Tairāwhiti is lower than the national average for both young people and adults. For adults it is 7% lower and for young people it is 2.1% lower. In terms of Tairāwhiti's population, 3,326 adults and 998 young people are not participating.

In general, the more deprived areas of Tairāwhiti have lower levels of participation in sport and active recreation, with the exception of rangatahi aged 12 to 17. There are a myriad of reasons for this, including access barriers, financial barriers and motivational barriers.



47% of Tairāwhiti residents are in the most deprived category as measured by the NZDep Index

The median income in Tairāwhiti is $25,900 per annum compared to $31,800 nationally – a full 18.6% lower

The Tairāwhiti unemployment rate is 30% higher than the national

Government transfers benefit 38% of the Tairāwhiti population, compared to 30% nationally

There are a higher percentage of young people (15-29 years) in Tairāwhiti than in Aotearoa as a whole

Only 41.7% of students leave school with NCEA Level 3 or above, some 12% lower than the rest of the country

And the youth NEET rate is 18.0% compared to a national rate of 11.9%

27.8% of families are headed by a single parent in Tairāwhiti, compared to 17.8% nationally

78.1% of households in Tairāwhiti have Internet access, compared to 86.1% nationally

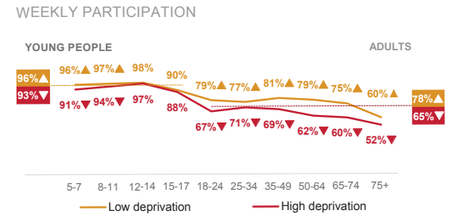
Weekly participation falls as deprivation increases

PARTICIPATION AND AGE

WEEKLY PARTICIPATION

Weekly participation is lower for those from high deprivation areas.

The exception is between ages 12 and 17, when weekly participation is matched for young people from high and low deprivation areas.

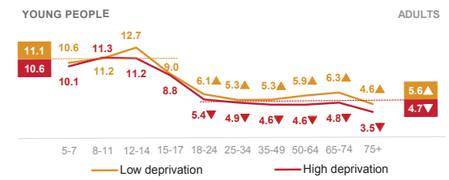


▲▼ Significantly higher/lower than the other result in the same age group

AVERAGE NUMBER OF HOURS PER WEEK

Overall, no difference exists in time spent participating for young people by deprivation.

Adults from high deprivation areas spend less time in weekly participation, especially from 10.6 age 50-plus, than those from low deprivation areas.



▲▼ Significantly higher/lower than the other result in the same age group

The logic of investing in Tairāwhiti

The justification for intervention

The availability of external Crown funding is a necessary prerequisite to the redevelopment of Tairāwhiti's sport and recreation facilities proceeding, given the project is well beyond the financial resources of the region.

However, the question still needs to be asked: why should funding be allocated to this programme of work in Tairāwhiti?

There is a large body of research that links participation in sport, recreation and play to positive health and wellbeing Impacts. This includes work carried out by Sport NZ. However, participation is at least partly dependent on having the right facilities in the right places, and achieving this goal is well beyond the capacities of Tairāwhiti acting on its own.

Simply put, there is a very strong "bang for the buck" argument for investing in the wellbeing of Tairāwhiti's people. Deprivation levels are high, wellbeing in some sectors of the community is low, and the impacts of COVID-19 may well fall more heavily on this region than many others.

In Crown investment terms, the intervention logic for investing in Tairāwhiti's sporting facilities is strong, as the diagram at right shows.

Sporting participation has high health and wellbeing benefits

There are well-proven links between activity, wellbeing and better health outcomes

Sporting participation is low in some communities

Participation in some Tairāwhiti communities is lower than in comparable areas of Aotearoa

Having the correct facilities improves participation

Evidence suggests that having the right facility in the right place increases activity levels

New facilities need new ways of working to maximise their benefits

Facilities need the right management structures and programming to maximise utilisation and participation

The current facilities are at end of life

Many facilities were constructed in the 80s, are in poor condition and are functionally inadequate

Replacing the facilities is beyond the resources of the community

The scale of investment needed to address the facilities shortfall is far greater than Tairāwhiti can self-fund

External support is needed to address the issue.

There is a high social return on investment in providing support for the Tairāwhiti community. Analysis shows that the $118m investment will result in $822m in wellbeing benefits, resulting in significant improvements in communities with low levels of wellbeing. Many of these benefits will accrue to the nation as a whole rather than just Tairāwhiti.

The importance of activity

Participation has significant and wide-ranging benefits

In 2017, Sport NZ published a study exploring the value of sport. It concluded that sport and active recreation and play create happier, healthier people, better connected communities and a stronger Aotearoa New Zealand.

It is clear that New Zealanders value sport and active recreation. Results from Sport NZ surveys indicated that the great majority of the general public agree that physical activity through sport, exercise and recreation is valuable. Whether they are 'sporty' or not, whether they even like sport or not, most New Zealanders see value in sport and active recreation.

Evidence from a wide range of international and national sources support many of New Zealanders' perceptions, confirming that sport adds value to the lives of individuals, communities and the nation.

There is considerable robust scientific research to suggest that participation in sport creates positive preventative and therapeutic benefits for individuals, and ultimately society, in terms of reduced health and social care costs.

Sport NZ commissioned a programme of research to confirm the value of sport and active recreation to New Zealand and New Zealanders. The research was undertaken over three stages: a literature review; in-depth qualitative research with a substantial sample of members of the general public and sport and recreation sector stakeholders; and comprehensive qualitative research.

The research report found that sport and active recreation are hugely beneficial to both physical and mental health.

The findings show that participation in quality physical activity and sport is an effective way to prevent and manage several severe mental health disorders including depression, anxiety and dementia. Physical activity and sport has also been associated with indicators of better mental wellbeing (e.g. happiness, self-esteem, cognitive development). The study found that New Zealanders who meet the physical activity recommendations through participation in sport are 58% more likely to score in the healthy range for mental wellbeing.

There is also increasing evidence that sport and physical activity can improve self-confidence, self-esteem and physical self-perceptions, result in fewer depressive symptoms and improve overall cognitive and mental health in young people.

Conservatively estimated, physical inactivity cost New Zealand's healthcare system over $200m in 2013, and if eliminated could avoid New Zealanders:

- 7.9% of heart disease cases
- 9.8% of type 2 diabetes cases
- 13.1% of breast cancer cases
- 14.1% of colon cancer cases
- 12.7% of deaths.

The literature review found that significant studies have identified relationships between physical activity and reducing type 2 diabetes, high blood pressure, cardiovascular disease and obesity related disorders.

Wellbeing outcomes

The improvements have been calculated using the Living Standards Framework

Our approach is grounded on achieving maximum wellbeing outcomes for te Tairāwhiti.

The Tairāwhiti region as a whole has high levels of deprivation, which is more acute in specific areas. Our approach to investment in sports and recreation facilities in Tairāwhiti is grounded on achieving the greatest wellbeing outcomes for every dollar spent.

In general, the more deprived areas of Tairāwhiti have lower levels of participation in sport and active recreation and also fewer nearby facilities.

In Tairāwhiti, the majority of sport and recreation facilities, as well as other facilities are located within the city. Gisborne is by no means a large city, but feedback from the community has told us that proximity to facilities is a barrier to participation, particularly in Kaiti and on the East Coast.

Recent academic research shows there is a direct correlation between the provision of facilities and participation in sport and active recreation – and this effect rises as socio-economic status falls. This makes intuitive sense, as people with fewer resources lack the capability to travel to participate in sports and active recreation.

This information tells us the location of facilities is vitally important to achieving the greatest wellbeing outcomes for the money spent. Consequently, we have looked closely at both the city and the coastal townships in Tairāwhiti and have come up with a number of targeted investments to achieve material wellbeing outcomes.

We have also thought very carefully about where to put the indoor and recreation hub, which is the largest dollar investment by far. The criteria we used to assess potential locations takes into account the likely catchment of population with high deprivation (NZ Index if Deprivation 2018) within a 1km radius, ease of access for people travelling by either public transport, active modes or private vehicle and the costs of implementing and operating the facility.

As part of this business case, a wellbeing analysis has been conducted. This builds on the Living Standards Framework from the New Zealand Treasury, and is informed by the international research on the linkages between sporting participation and wellbeing. The analysis has incorporated the methodologies from the Trust Tairāwhiti wellbeing framework, and draws on the demographic indicators and indicators used by the Trust to guide its investment decision making.

The work has also been aligned with analysis undertaken by Simetrica on behalf of Sport NZ. Simetrica has been commissioned to produce wellbeing values for outcomes relevant to sports interventions in New Zealand for the purpose of conducting cost-benefit analysis and prioritising interventions.

The table at right shows the results of the wellbeing analysis, produced by the economic model. It summarises the social, economic, environmental and cultural wellbeing impacts resulting from improved participation, which is enabled by the availability of improved facilities in Tairāwhiti.

- There are no measurable cultural wellbeings associated with the investment
- There is significant social wellbeing of +$420 million, driven by enjoyment, engagement and improved quality of life, as well as healthcare benefits
- There are minor environmental disbenefits of -$1 million driven by the carbon costs of travel arising from higher participation
- There are significant economic benefits of +$402 million due to the positive construction and operational benefits, offset by the construction and operational costs over the life of the facilities.

The benefits themselves are relatively evenly distributed between Tairāwhiti, the whole of the country and international suppliers.

Overall, the analysis shows a social return on investment (SROI) of $8.21 for every $1 invested in the facilities.

1 Social wellbeing | +$420 million

Involves individuals, their families, whānau, hāpu, iwi, and a range of communities being able to set goals and achieve them, such as education, health, the strength of community networks, financial and personal security, equity of opportunity, and rights and freedoms.

Benefits
+ Increase in life satisfaction from participation
+ Increase in civic engagement and social cohesion
+ Decrease in antisocial behaviour

Dis-benefits
- None

2 Economic wellbeing | +$402 million

Looks at whether the economy can generate the employment and wealth necessary to provide many of the requirements that make for social well-being, such as health, financial security, and equity of opportunity.

Benefits
+ Improved educational outcomes
+ Reduction in direct and indirect health costs
+ Reduction in the financial impacts of crime

Dis-benefits
- Increase in health costs due to sporting injuries

3 Environmental wellbeing | -$1 million

Considers whether the natural environment can sustainably support the activities that constitute healthy community life, such as air quality, fresh water, uncontaminated land, and control of pollution.

Benefits
+ Decreased carbon footprint from more efficient facilities
+ Possible increased active mode travel due to fitness improvements

Dis-benefits
- Greenhouse gas emissions from facilities construction and operation
- Greenhouse gas emissions from additional sport-related travel

4 Cultural wellbeing | $0 million

Looks at the shared beliefs, values, customs, behaviours and identities reflected through language, stories, visual and performing arts, ceremonies and heritage that make up our communities.

Benefits
+ Increased cultural cohesion due to participation in culturally-relevant sports
+ Increased cultural cohesion due to improved access to multi-use facilities

Dis-benefits
- None

2.0

Strategic Assessment

2.0
In this section

2.1 | The place and the people

This section provides an overview of the Tairāwhiti region and the people who live there including demographics and deprivation statistics.

This section also includes information on the initiatives Tairāwhiti is already progressing and how this work fits in with the region's previous strategies and the future strategies it is working towards.

2.2 | The benefits of participation

This section provides information on the benefits of participating in sport and active recreation, including both physical and psychological benefits. It also includes information on Tairāwhiti's current participation levels and a case study to illustrate how the community is working together to increase participation.

2.3 | the current state

This section provides detail on Tairāwhiti's current facilities in Gisborne and up the coast, including where the facilities are and the condition they are in. It includes information on court sports facilities, field sports facilities and river sports facilities.

This section also includes case studies of the skate park, and the region's only non-school indoor court at the YMCA.

This section sets out the strategic challenges and investment objectives, which have been derived from the information in this section and the preceding two sections, alongside extensive engagement with the community and project partners.

2.1

The place and the people

2.1
The place and the people

About Tairāwhiti: the region and its people

The region is a unique and vibrant part of Aotearoa.

From sacred mountains to the shores of the vast Pacific Ocean, Tairāwhiti is a stunning and unique corner of Aotearoa made for discovery.

Tairāwhiti is the easternmost tip of Aotearoa, New Zealand and the first place in the world to see the sunrise each day. It is renowned for its unspoilt beaches, beautiful coastline, densely forested mountain parks, surfing and fishing, and is also a centre for wine and agriculture.

The Tairāwhiti region lies on the northeastern corner of the central North Island. Gisborne City is about six or seven hours drive from Auckland, three hours from Napier to the south and a little longer from Tauranga and Rotorua to the west.

Looking back to the arrival of great Polynesian voyagers, Captain James Cook's landing and the very first encounter between Māori and European, Tairāwhiti is a significant region steeped in New Zealand culture and history.

Although it is the site of Captain James Cook's first landfall in New Zealand in 1769, Gisborne district wasn't settled by Europeans until relatively late. Settlement began in the mid 1850s with the arrival of whalers and missionaries.

Māori culture is strong here - in fact, around 53% of the population identify themselves as Māori.

The people of Tairāwhiti are friendly, welcoming and proud of their beautiful region.

2.1

The place and the people

The demographics of Tairāwhiti

The region is growing and developing, but challenges remain.

DEMOGRAPHICS

Population

47,517	0.9%
Usually resident persons	of national total

Median age

37 years	38 years
Gisborne	New Zealand

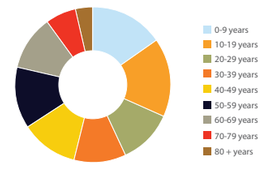
Population growth Percentage change since 2006

	2013	2018
GISBORNE DISTRICT	-1.9%	+6.8%
NEW ZEALAND	+6.2%	+15.7%

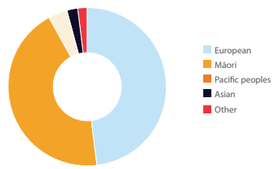
Te reo Māori speakers

16.6%	4.0%
Gisborne	New Zealand

Age



Ethnicity



STANDARD OF LIVING

Earnings

$25,900	10.9%
Median income	Earn over $70,000

Housing

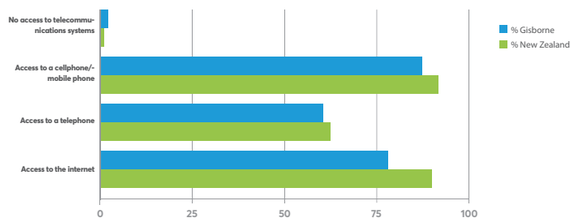
49.6%	$220
Own or partly own	Median weekly rent

Prevalence of overall disability*

27%	21%
Gisborne	New Zealand

**Hearing, physical, psychological, vision*

Access to telecommunications



EMPLOYMENT AND EDUCATION

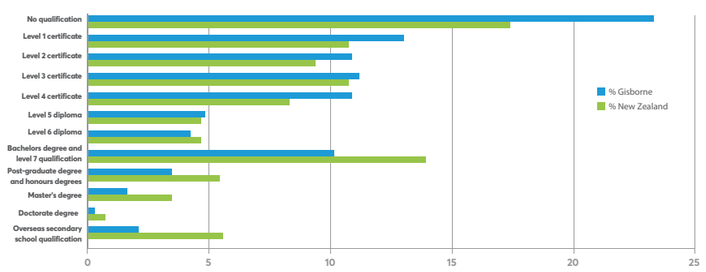
School leavers with NCEA level 2 or above

71.1%	79.4%
Gisborne	New Zealand

Unemployment rate

5.2%	4.0%
Gisborne	New Zealand

Highest qualification



All data sourced from Statistics New Zealand, data for Gisborne region as defined by Statistics New Zealand

With nearly 50,000 people living in the region, Tairāwhiti is a place of diversity and pride. 53% of people identify as Māori and 16.6% of the population speak Te Reo, one of the highest ratios in Aotearoa.

Tairāwhiti and its people are not generally rich. The median income is around 15% lower than the rest of the country, which is partly linked to lower levels of educational achievement. This in turn leads to higher unemployment rates, which are some 30% above the national average and more than double the least deprived regions in Aotearoa. The effects of lower incomes and lower employment can be seen in the housing statistics, where less than half the population owns or partly owns their home.

The region also skews younger than the rest of the country, with higher ratios of children and young people; however, the statistics are also distorted by the fact that life expectancy is lower than the median in Aotearoa, which is particularly concerning for Māori.

The region is growing, reversing a decades-long trend of declining populations. The number of people living in Tairāwhiti grew strongly in the five years to 2018, and it is expected this will continue in the years ahead, as people discover the social, cultural, environmental and economic benefits of the region.

2.1

The place and the people

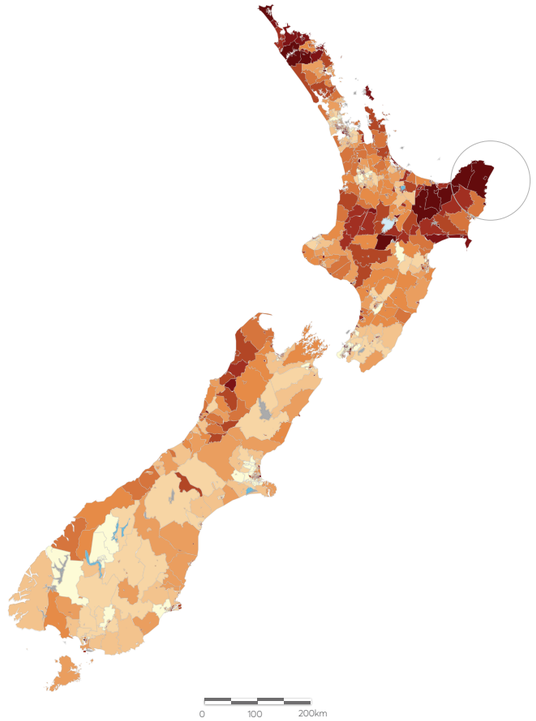
The wellbeing of Tairāwhiti

Tairāwhiti is one of the most deprived regions of Aotearoa.

Despite years of investment by many services and agencies, and significant effort by the local community, Tairāwhiti continues to feature at the wrong end of many social statistics. The region has high levels of deprivation, low household incomes, lower than average educational and health outcomes, and a challenging level of welfare dependency linked to a lack of opportunities.

The contrast between the social and economic outcomes in Tairāwhiti and the rest of New Zealand is stark. The General Social Survey 2018 shows the region is more socio-economically deprived than the country as a whole, and that little has changed in the last two decades.

As a result, wellbeing is consistently lower than in the whole of Aotearoa, in every area except cultural identity. The wellbeing deficits are cumulative for many of Tairāwhiti's people; as the statistics demonstrate, wellbeing worsens for Māori, women, single parents, the unemployed, people with a disability, and youth with few opportunities. In too many cases, the people of Tairāwhiti are impacted by multiple factors, so their quality of life is dramatically worse than it should be.



47% of Tairāwhiti residents are in the most deprived category as measured by the NZDep Index

The median income in Tairāwhiti is $25,900 per annum compared to $31,800 nationally – a full 18.6% lower

The Tairāwhiti unemployment rate is 30% higher than the national

Government transfers benefit 38% of the Tairāwhiti population, compared to 30% nationally

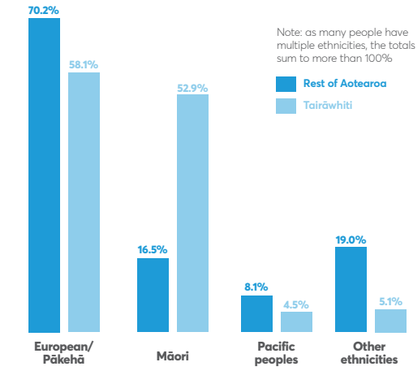
There are a higher percentage of young people (15-29 years) in Tairāwhiti than in Aotearoa as a whole

Only 41.7% of students leave school with NCEA Level 3 or above, some 12% lower than the rest of the country

And the youth NEET rate is 18.0% compared to a national rate of 11.9%

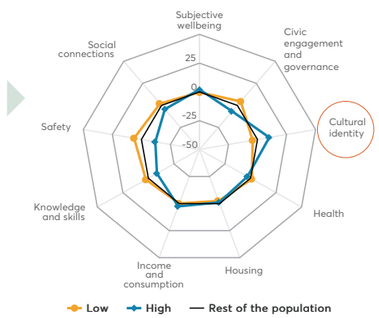
27.8% of families are headed by a single parent in Tairāwhiti, compared to 17.8% nationally

78.1% of households in Tairāwhiti have Internet access, compared to 86.1% nationally



People in Tairāwhiti have lower wellbeing compared to the rest of Aotearoa – except in cultural identity

As a result, wellbeing in Tairāwhiti lags the rest of the country



Northland, Bay of Plenty, Gisborne
Survey Year: 2016
Unit: Percentage point difference
Source: Stats NZ, General Social Survey

2.2
The benefits of participation

2.2

The benefits of participation

The benefits of sport and active recreation

Regular participation in sport and active recreation has a range of benefits for adults and young people.

Participation in sport and active recreation has a notable, positive impact on the health and wellbeing of adults and young people. Adults and young people who participate for the recommended weekly time (at any intensity) score more favourably on health and wellbeing indicators than those who do not.

As seen in the Sport NZ Active NZ 2018 Participation Report, the more time spent participating, the greater the health and wellbeing outcomes. This is shown in the two figures at right.

Sport and 'active recreation' are both beneficial. However, 'active recreation' is not a term that is widely used or well-understood. 'Active recreation' can be considered a sub-set of typically flexible activities (activities participants can do when, with whom, how and where they want) within a more broadly defined set of 'physical activities undertaken for the purpose of sport, exercise and recreation'.

WHY TIME SPENT PARTICIPATING MATTERS FOR YOUNG PEOPLE

	TOTAL	Whether meet recommended duration (7+ hours)	
		No	Yes
EMOTIONAL WELLBEING Percentage that rate their life as 8-10, with 10 being 'very happy'	72% agree	66%▼	76%▲
HEALTHY EATING Percentage that agree they eat fruit and vegetables every day	84% agree	78%▼	89%▲
SCREEN TIME Average hours spent on screen time outside of school or work	21.3 hours	23.7▲	19.5▼
		(a higher result is worse)	
SLEEP Percentage that get the recommended amount of sleep for their age	75% agree	71%▼	78%▲
PHYSICAL ACTIVITY GUIDELINES Percentage that meet the Physical Activity Guidelines* through sport and recreation	7%	1%▼	12%▲

▲▼ Significantly higher/lower than the total
Results are from 2018
Base: All young people aged 5 to 17

* 60 minutes, 7 days, moderate and vigorous activity

WHY TIME SPENT PARTICIPATING MATTERS FOR ADULTS

	TOTAL	Whether meet recommended duration (2.5+ hours)	
		No	Yes
EMOTIONAL WELLBEING Percentage scored above 13 on the WHO-5 (indicator of good emotional wellbeing)	69% Score 13+	60%▼	75%▲
HEALTHY EATING Percentage that eat three servings of vegetables and two servings of fruit ever day	30%	24%▼	33%▲
SCREEN TIME Average hours spent on screen time outside of school or work	12.4 hours	13.1▲	11.9▼
		(a higher result is worse)	
SELF-PERCEIVED WEIGHT Percentage that self-report their weight as being 'about right'	38% about right	33%▼	41%▲
BMI Percentage that have a BMI in the 'healthy' range (18.50 - 24.99)	41% healthy	35%▼	44%▲
PHYSICAL ACTIVITY GUIDELINES Percentage that meet the Physical Activity Guidelines* through sport and recreation	23%	3%▼	37%▲

▲▼ Significantly higher/lower than the total
Results are from 2018
Base: All adults are aged 18 and over

* 30 minutes of moderate or 15 minutes of vigorous activity 5 days

2.2

The benefits of participation

The value of physical activity

Participation in sport and active recreation has significant, wide ranging benefits

In 2017, Sport NZ published a study exploring the value of sport. It concluded that sport and active recreation create happier, healthier people, better connected communities and a stronger Aotearoa New Zealand.

1 HAPPIER, HEALTHIER PEOPLE

89%
Agree that being active helps relieve stress and is good for mental health.[1]

92%
Agree that being active keeps people physically fit and healthy.[1]

Significant studies have identified relationships between physical activity and reducing type 2 diabetes, high blood pressure, cardiovascular disease and obesity related disorders.[2]

88%
Agree that sport and other physical activities provide opportunities to achieve and help build confidence.[1]

There is a positive association between sport participation and higher academic performance, attendance rates and less lateness and stand downs.[3]

2 BETTER CONNECTED COMMUNITIES

73%
Agree that sport and other physical activities help build vibrant and stimulating communities.[1]

77%
Agree that sport and physical activities help instil a sense of pride in our communities.[1]

There is a link between sport participation, improved social capital, feelings of social cohesion and community identity.

Sport and recreation programming can reduce the incidence of antisocial behaviour.

3 A STRONGER AOTEAROA NEW ZEALAND

68%
Agree that sport and other physical activities generate economic benefits for communities.[1]

72%
Agree that sport and other physical activities generate economic benefits for Aotearoa New Zealand.[1]

In 2015, 29% of recent migrants identified recreation and leisure activities as their main reasons for coming to Aotearoa New Zealand.[4]

SPORT NEW ZEALAND

2.1
The benefits of participaiton

Scope and strategic fit

The investment is strongly aligned with Tairāwhiti's strategic direction.

In recognition of the importance of community wellbeing and the impact participation in sport and active recreation has on wellbeing, Sport NZ, Sport Gisborne Tairāwhiti, Gisborne District Council and Trust Tairāwhiti (the partners) have developed a series of strategies that focus on getting the community involved in sport and active recreation and on providing the right facilities for Tairāwhiti.

The partners and the Government also recognise the importance of measuring wellbeing outcomes as well as economic outcomes. The Treasury developed its Living Standards Framework to prompt policy makers to think about impacts across different dimensions of wellbeing, as well as the long-term and distributional issues and implications. Trust Tairāwhiti is also making a conscious shift away from a sole focus on economic growth, to focusing on equitable sustainable community wellbeing supported by job and income growth. It is has developed a comprehensive wellbeing framework, which is discussed in the Wellbeing Analysis section of this document.

The Sports Facilities Business Case draws from these strategies and initiatives, set out at right. The scope of the Sport and Recreation Facilities Business Case is shown in indigo, along with the linkage of this component into the wider stream of strategies and initiatives in Tairāwhiti.

Existing capability | contributes to the sport and recreation facilities business case

Capability to deliver sport and recreation facilities in Tairāwhiti | in scope for this investment

Capability supported by this investment | not in scope for this investment

Living Standards Framework
The Treasury's perspective on what matters for New Zealanders's wellbeing now, and into the future - prompts thinking about policy impacts across the different dimensions of wellbeing, and the long-term distributional issues and implications

Trust Tairāwhiti Wellbeing Framework
Aims to shift the focus from economic growth to equitable sustainable community wellbeing supported by job and income growth

GDC Spatial Plan
Outlines the community's shared aspirations for Tairāwhiti's future wellbeing and what is expected to be achieved by 2050

Community Facilities Strategy
An integrated body of work that outlines the development of a cost-effective and sustainable network of fit-for-purpose community facilities in Tairāwhiti over the next 20+ years

Sport & Rec Facilities Business Case
Sets out an enduring approach that provides the right sport and recreation facilities, of sufficient capacity in the right place

Sports Facilities Master Plan
The Master Plan describes the configuration and location of the major facilities for the region

Sport NZ 2020-2032 Strategic Direction
Vision to get Every Body Active. Demonstrates how Sport NZ will work in partnership across the system to impact key target audiences

Sport NZ Every Body Active Strategic Plan 2020-2024
Efforts from 2020-24 will be focused on tamariki (5-11) and rangatahi (12-18), with the aspiration to reduce drop-off in participation from 12-18

Sports code strategies
Sporting codes and recreational groups will be able to better deliver their strategies for participants

2.2

The benefits of participation

National strategies

Clubs are struggling to maintain and manage their current facilities.

OUR VISION
EVERY BODY ACTIVE

'EVERY BODY ACTIVE' MEANS:

01 All tamariki, rangatahi* and adults being physically active through Play, Active Recreation and Sport.

02 No one missing out on the benefits of Play, Active Recreation and Sport, regardless of factors such as gender, disability, ethnicity, sexual orientation or where in Aotearoa New Zealand they live.

03 Every New Zealander is able to access a quality experience at home, within their neighbourhood and across their community.

04 Communities are collaborating, generating ideas, and owning the creation and promotion of opportunities for all New Zealanders to be active.

**tamariki - children aged 5-11 years, rangatahi - young people aged 12-18 years.*

SPORT NEW ZEALAND

In mapping its strategic direction to 2032, Sport NZ introduced a new vision, which reflects the lessons learned from its 2015-20 Community Sport Strategy, the changing nature of Aotearoa New Zealand and trends in how people engage in play, active recreation and sport.

Sport NZ's vision is Every Body Active. There are four components to this, which are described at left.

If nothing is done about Tairāwhiti's ageing and unsuitable facilities, the community is at-risk of missing out on the benefits of play, active recreation and sport. Everyone in the community should be able to access a quality experience within their neighbourhood and across their community.

The community is already collaborating, generating ideas and owning the creation and promotion of opportunities to be active in Tairāwhiti, as demonstrated in the case studies. Tairāwhiti's lacking facilities are what is holding the community back from realising the full potential of these opportunities.

One of Sport NZ's guiding themes for 2020-2021 is equitable opportunity. Sport NZ is seeking to create an equitable, inclusive and accessible system for:

- Māori
- Women and girls
- Disabled people
- Tamariki and rangatahi.

In Tairāwhiti, 53% of people identify as Māori. Tairāwhiti also has a higher proportion of people with a disability than Aotearoa as a whole across all age groups and a higher percentage of young people. Investing in Tairāwhiti's sport and active recreation facilities is strongly aligned with Sport NZ's vision and guiding themes.

2.1

The benefits of participation

Sport and active recreation needs to be accessible for all

New Zealand is committed to enabling disabled people to participate fully in their community, and participation in sport and active recreation in an important part of this.

New Zealand has come a long way since the first New Zealand Disability Strategy was agreed in 2001. The aim of this strategy was to enable disabled people to reach their full potential and participate fully in their community.

Our journey since 2001 has seen the development of initiatives that will oversee the transformation of the disability support system, an increased focus on supporting disabled people into employment, improvements in inclusive education opportunities for disabled children, and New Zealand Sign Language becoming one of our official languages.

Together, this work has helped New Zealand take a lead role in the negotiation on the United Nations Convention on the Rights of Persons with Disabilities.

Since ratifying the Convention in 2008, we have established a unique mechanism for independent monitoring, actively considered and responded to recommendations from the Committee on the Rights of Persons with Disabilities. The purpose of the Convention is:

> *"To promote, protect and ensure the full and equal enjoyment of all human rights and fundamental freedoms by all persons with disabilities, and to promote respect for their inherent dignity"*

In November 2016, New Zealand released its revised Disability Strategy 2016 - 2026. The vision of this strategy is:

> *"New Zealand is a non-disabling society – a place where disabled people have an equal opportunity to achieve their goals and aspirations, and all of New Zealand works together to make this happen."*

The Strategy identified eight outcome areas that will contribute to achieving the vision of the Strategy: education; employment and economic security; health and wellbeing; rights protection and justice; accessibility; attitudes; choice and control; and leadership.

Participation in sport and active recreation is important for everyone, and Sport NZ's Every Body Active vision echoes this sentiment. More detail on this vision is included on page 30. Sport NZ's goal is to ensure all New Zealanders have access to quality experiences, particularly those groups missing out.

Sport NZ's Disability Plan seeks to build on Every Body Active and improve the wellbeing of disabled New Zealanders by addressing inequalities in play, recreation and sport.

Sport NZ knows from its Active NZ data that disabled young people are less likely to participate in a range of sports and activities, particularly play related activities such as using playgrounds and scootering. Disabled adults spend 16% less time participating in any given week than non-disabled adults.

Developed following a Disability review in 2018 and in consultation with key partners, disability advocate groups and individuals, the Plan aims to improve the range and quality of physical activity on offer for disabled tamariki and rangatahi to ensure they have the opportunity to be active.

The Plan is designed to support the development of an inclusive and enabling Play, Active Recreation and Sport system - a place where disabled people have equal opportunities to achieve their goals and aspirations, fulfilling their potential as a result of those within the system working together.

Sport NZ has made the following commitments through the Plan:

- Work in partnership to create a more inclusive play, sport and active recreation system
- Invest to create better quality experiences for disabled tamariki and rangatahi with a range of impairments
- Build system wide capability to deliver better outcomes for disabled people.

Any solution developed for Tairāwhiti must be cognisant of these commitments and the wider Disability Plan to ensure that all sport and active recreation facilities are available to all user groups, especially the groups that are currently missing out in order to lift participation and improve wellbeing for all members of the community.

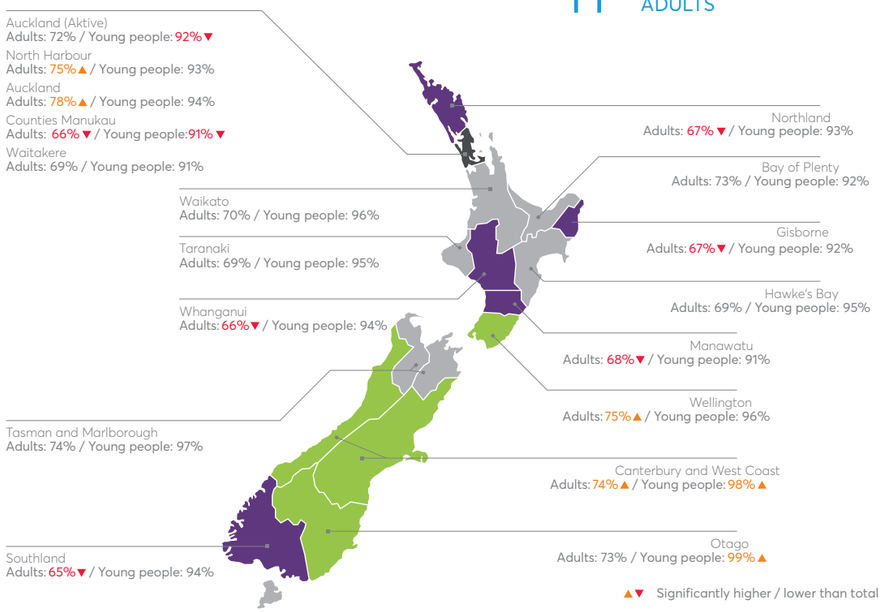
2.2

The benefits of participation

Participation in Tairāwhiti

Current participation levels are below the national average.

Sporting participation for adults is low in Tairāwhiti



NATIONAL AVERAGE
WEEKLY PARTICIPATION

94% YOUNG PEOPLE

72% ADULTS

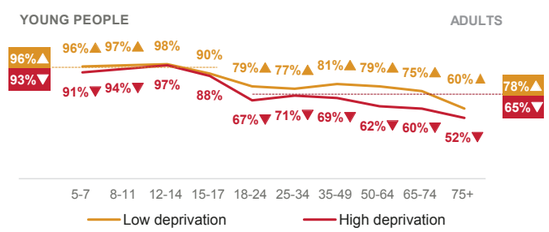
Weekly participation falls as deprivation increases

PARTICIPATION AND AGE

WEEKLY PARTICIPATION

Weekly participation is lower for those from high deprivation areas.

The exception is between ages 12 and 17, when weekly participation is matched for young people from high and low deprivation areas.

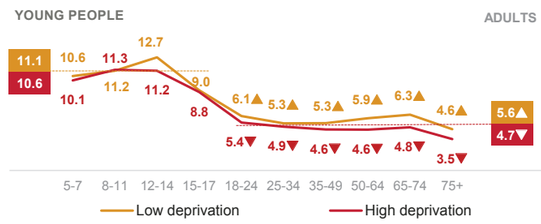


▲▼ Significantly higher/lower than the other result in the same age group

AVERAGE NUMBER OF HOURS PER WEEK

Overall, no difference exists in time spent participating for young people by deprivation.

Adults from high deprivation areas spend less time in weekly participation, especially from 10.6 age 50-plus, than those from low deprivation areas.



▲▼ Significantly higher/lower than the other result in the same age group

Participation in sport and active recreation in Tairāwhiti is lower than the national average for both young people and adults. For adults it is 7% lower and for young people it is 2.1% lower. In terms of Tairāwhiti's population, 3,326 adults and 998 young people are not participating.

Deprivation has some effect on participation, with those from high deprivation areas having lower participation. Overall, deprivation has no impact on the time spent participating for young people, but adults from high deprivation areas spend less time participating per week.

Tairāwhiti has high deprivation levels, and this may have some impact on participation. There are a range of other factors that determine whether or not someone participates. Some of these reasons can be linked to deprivation, such as not being able to afford fees or transport or not owning the correct equipment. Other reasons for not participating, such as preference to do other things or weather are unrelated to deprivation.

2.2

The benefits of participation

The rise of recreation

There is an increase in active activities that are not part of a formal code.

Active recreation is described as generally non-competitive physical activities undertaken for the purpose of wellbeing and enjoyment. Active recreation represents a significant component of community sporting activity in Aotearoa. Participation in active recreation is widespread and the sector encompasses an increasingly diverse network of providers offering services that range from delivery of programmes and events, to education, training, advocacy and other support services.

Sport NZ's Active New Zealand survey shows that the most popular activities undertaken by both young people and adults in 2017/2018 were recreational in nature. The top five activities for young people were running/jogging, playing (e.g. running around, climbing trees), playing on a playground, games and swimming; and the top five activities for adults were walking, gardening, individual workout using equipment, running/jogging and playing games (e.g. with kids).

The 2018 Active NZ survey discovered that in any given week, young people spend on average 11 hours participating in sport and active recreation. Of that, 40% is spent in organised sport through school PE class, competition or tournaments, and training or practising with a coach or instructor; 60% is spent on informal activities such as extra training on their own and playing on their own or with friends and family.

Tairāwhiti is no exception, with young people and adults participating in a wide range of recreation activities each week, including climbing and bouldering; skating, scootering and BMX riding; and road and mountain biking. There was a notable uplift in recreational activity both during and after the COVID-19 lockdown, demonstrating that non-competitive activity is an essential component of wellbeing for people in Tairāwhiti.

Like formal sporting codes, many of the recreational facilities in Tairāwhiti fall short of modern standards and are incapable of meeting community needs. For instance, there are skate parks in Gisborne and in some of the townships, but they are in poor condition and require replacement (Gisborne), or are too small and incorrectly configured (e.g. Ruatoria). The informal nature of their use, with only limited organisation means recreational facilities such as these are sometimes overlooked, despite their significant role in the community.

To bring attention and focus to recreational activities, a new organisation has recently been formed in Tairāwhiti – The Tairāwhiti Adventure Trust. Its role is to advocate for and facilitate the development of suitable recreational facilities for the region, with the aim of increasing recreational participation.

The Tairāwhiti Adventure Trust has assessed the facilities deficits across the region and has identified the following high-priority projects:

- Redevelopment of the Gisborne Skate Park, driven by the need to replace the current end-of-life facility
- Development of a community pump track in Gisborne
- Development of small-scale playzones at key locations across the region, including the East Coast townships.

Details of these planned facilities are explored later in this document.

2.2

The benefits of participation

Case study: Tairāwhiti's unique approach to participation

Encouraging people to be active is deeply woven into Tairāwhiti's social fabric.

Mahi Mahi Bowlriders, Kaiti is a perfect example of how the community in Tairāwhiti comes up with its own solutions to engage its people in sport and active recreation.

Mahi Mahi Bowlriders is a volunteer community group based in the heart of Kaiti. It has been operating since October 2016. It operates out of an old YMCA school classroom on Wainui Road that volunteers have built a skate bowl in.

Mahi Mahi Bowlriders provides a venue for local tamariki and rangatahi to meet and socialise in a safe, friendly environment. They ride skateboards on a purpose-built indoor ramp and have the opportunity to build and repair skateboards and scooters from donated parts on workbenches. Not only does this encourage young people to get active and have fun, it also teaches them valuable skills they can be proud of.

Many of these young people would not be able to afford a new scooter or skateboard of their own, so being able to access second-hand equipment provides them an opportunity they may not have otherwise had. Some young people have made additional skateboards beyond their own, for their friends and whanuau, increasing the amount of participants. This also encourages recycling and sustainability by fixing scooters and skateboards that may have otherwise ended up in landfill.

Members are actively engaged in maintaining the facility. They participate in rubbish collection, cleaning the building and sweeping the bowl on a regular basis. The surrounding community has noticed that vandalism to the park and building has decreased over the time the programme has been running. This shows the community are taking pride in their facilities and respecting them.

Due to the unstructured nature of the programme, it's hard to keep track of how many people are using the ramp. However, feedback from the organisers is that the facility is heavily used, particularly on rainy days. For example, on a rainy Sunday, there will be at least 30 rangatahi and tamariki coming in to use the ramp. If there was dedicated covered outdoor space for skating, scootering and roller blading, there would likely be hundreds of young people using it every day.

At the moment there are 26 key holders for the facility, who are parents and young people over 18 years old. The ramp is generally open every day, but the times can be random, depending when the volunteers are available to open and supervise.

There is a dedicated older crew of parents and more experienced skaters who run a session at the ramp every Thursday in the evening where they share knowledge and coach the younger skaters.

Mahi Mahi fosters phenomenal tuakana-teina relationships. There is solid youth participation and coaching and mentoring occurs naturally. The tamariki love learning from and spending time with the older rangatahi. There is roughly a split of 30% secondary school students and 70% primary school students, but this varies depending on the day.

The majority of kids who participate in Mahi Mahi are boys. However, there are around 25% girls. Again, this varies day-to-day.

"I love going to Mahi Mahi Bowlriders cos I get to skate with the older boys and learn new tricks"

- Torrin, age 10

"Mahi Mahi Bowlriders enables our tamariki to be themselves in a safe environment whilst having fun and learning new skills"

- Gwen, parent

"I enjoy skating and hanging out with friends and learning new tricks at Mahi Mahi"

- Sol, age 11

"It's an awesome sports activity for my tamariki that's indoors and a safe place to hangout. I love watching them learn new skills with their friends."

- Sally, parent

2.3

The current state

2.3

The current state

What is where

Tairāwhiti's facilities serve many different codes

There are approximately 50 sport codes operating in Tairāwhiti, and 162 sports clubs. There are a number of facilities throughout the Tairāwhiti region that support these codes. These facilities, and the codes they are used for are shown in the map at right and the map on the following page.

Tairāwhiti has very few indoor sports facilities available for community use. Schools play the major role as indoor sports facility providers, alongside the YMCA. There are also a number of private indoor sports facilities such as squash and badminton clubs. The Council does not currently own or manage any indoor sports facilities.

Tairāwhiti has 35 outdoor sports areas, made up of sports fields, artificial sports turfs and specialist areas such as mountain bike trails, bowls and croquet greens. Aside from the mountain bike trails, the specialist areas are for private use only.

Many of the region's sports fields are owned and managed by the Council, aside from Whakarua Park in Ruatoria, which is owned and managed by Whakarua Park Trust and East Coast Rugby Union. Schools are also major providers of sports fields.

The majority of Council owned sports parks are in Gisborne City and provide for particular sports codes, while also providing for passive recreation, informal play and playgrounds. The remaining sports fields are located from Te Araroa in the north to Motu in the west, and tend to be multi-functional, also providing for other community activities.

There is one artifical sports turf in Tairāwhiti, which was built in 2015 at the Harry Baker Reserve. It is owned and managed by the Harry Barker Sports Trust and used by Gisborne's hockey club.

The Council is also responsible for the boat ramps that water craft sports participants use for launching

2.3

The current state

What is where

2.3

The current state

Court sports

Tairāwhiti's court facilities are at capacity, and many are at end of life.

Indoor and outdoor sports facilities are provided throughout the Tairāwhiti region for over 30 codes.

Tairāwhiti has the lowest rate of provision of public indoor courts in New Zealand. There is only one indoor court facility (provided by the YMCA) available to the public, and three additional facilities owned by schools in the region that are available on occasion. The National Facilities Strategy for Indoor Sports recommends one court for every 9,000 people. Tairāwhiti currently has one court for 46,700 people.

There is a lack of indoor courts for sports training and competition (particularly for basketball and netball at senior and premier level) as very few courts meet the standards for court size and run-off, which is crucial for player safety. Schools that do make their full-sized indoor facilities available to the community are heavily oversubscribed and cannot meet demand.

Indoor court sports such as basketball, volleyball, badminton and futsal are among the most popular with youth and are experiencing rapid growth nationally. However, participation rates in Tairāwhiti do not reflect this, which is likely a result of demand being suppressed by a lack of publicly available indoor court facilities.

The life expectancy of an indoor sports surface is around 40 years. With 10 out of the 19 facilities being older than 44 years, many of Tairāwhiti's facilities have reached the end of their life expectancy and several will require an upgrade simultaneously.

Tairāwhiti has a number of outdoor sports courts of varying sizes. The majority of these are owned by schools. There is demand for less formal outdoor courts for basketball play after school and in the weekends, and many of these courts are significantly utilised.

There are an estimated 2,000 people playing netball in Tairāwhiti, which is the highest participation rate for organised sport, alongside rugby. The Victoria Domain netball courts are the sole competition space and they are not fit-for-purpose as they are not configured correctly and do not meet the standards for court size. There are also safety issues with inadequate run-off areas and sideline slope.

Like indoor facilities, outdoor facilities have a limited life expectancy, which is around 30 years. The court facilities at Victoria Domain are aging, with several holes in the court surface posing safety risks to players. Additionally, the Gisborne Netball building on the site is structurally unsound, with the roof collapsing in 2016, and will need to be replaced in the short term.

INDOOR FACILITIES

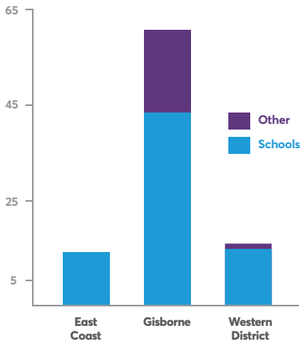
Number of facilities

Availability to community

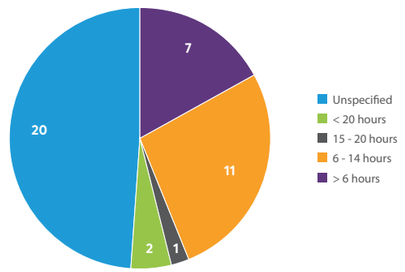
Age of facilities

OUTDOOR SPORTS COURTS

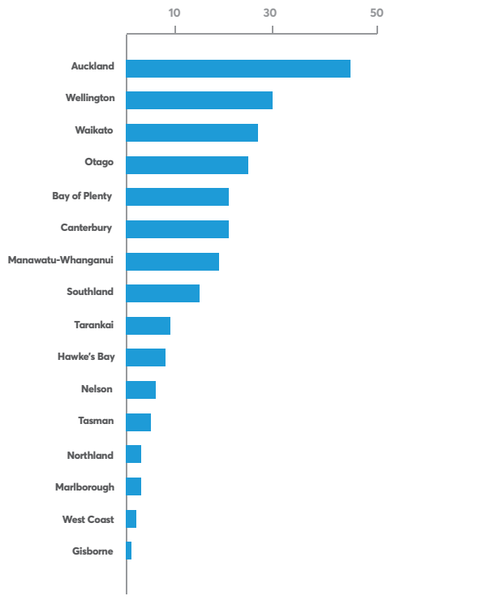
Number of facilities



Hours used per week



NUMBER OF COMMUNITY COURTS AVAILABLE BY REGION 2014



2.3

The current state

Case study: netball at Victoria Domain

The netball courts are in poor condition and are unsafe.

On Saturday mornings the netball courts at Victoria Domain are full of people – players, spectators, whānau and officials. It's a sea of competing teams and flying activity.

But every time Gisborne Netball Centre Manager Allisa Hall looks across the courts, she sees problems and potential injuries. "The courts are nowhere close to being up to standard", she says. "The surface is creased and cracked, the surfaces aren't level and there's just not enough space for the number of courts, let alone the number of players and spectators."

Allisa should know. As Manager for the regional netball organisation she's seen the impact as the courts have progressively deteriorated. "Most often injuries are ankles, knees, calves and the occasional broken/sprained finger or arm. We haven't formally collected data on number of injuries – most teams either deal with it in house, and not everyone calls an ambulance so we sometimes don't know of an injury. But we're now asking teams to report them to us so we can at least collate the data."

The problems with the courts and the netball building at Victoria Domain are now acute. "We were just looking at the state of the courts the other day and noticing a lot of the creasing is now cracking and some new cracks have appeared", says Allisa. "In reality, the surface should have been replaced circa 2015/16 and is very worn, with some crack areas starting to become uneven. We can't have it topped over again as happened the last time they were resurfaced, as it just further accentuates the curve between the courts and the drainage run off, which is a hazard for those chasing a ball out of court and unable to stop."

The state of the court surfaces is beginning to create real issues for how games are played in Gisborne. "Realistically, on a Saturday we try to avoid putting games on two of our courts", says Allisa, "Courts 3 and 8 are the most problematic, because they are the most uneven. Court 8 has issues due to the tree beside it – leaves drop on it and make it slippery, the roots underneath have started creating issues, and those two courts take the longest to dry so they're slippery or have puddles."

The problems don't stop at the court surfaces, either. "The state of the building is just appalling. It's well past its use-by date. We've had a ceiling collapse, there are areas that can't be utilised, the toilet facilities overflow after bouts of heavy rain, and oh so much more!", says Allisa.

"And trying to make use of the courts in the evenings is really difficult", she says. "The sub-standard lighting makes it hard to see the cracks in the court surface, and the problem has been highlighted by the recently installed tennis court lighting."

Netball has always been cramped at the Victoria Domain site. "We have courts that aren't the correct size due the courts being made to fit the available space, and the areas outside the playing areas are also dangerous with holes in the areas teams warm up, voids around some of the drainage and the tiles all chipping off the pavilion concrete edging where people sit. Netball is being played despite the facilities, not because of them", says Allisa.

Yet netball continues to be a hugely popular sport. "Current numbers are a bit tricky to go off as a few teams pulled out due to the COVID-19 limitations, but we have 40 senior teams, 20 secondary teams and 26 intermediate teams – plus more than 500 players at primary level, 1,500 players over Winter and another 450 people playing social twilight netball", says Allisa.

"We're the third largest centre in the Bay of Plenty/Waikato zone – more than 2,000 players", says Allisa. She looks forlornly across the pitted and cracked surfaces at Victoria Domain. "Yet look at what we try and play our national womens game on! These must be some of the worst facilities in the country."

2.3

The current state

Field sports

Tairāwhiti's sports fields have significant deficits.

Tairāwhiti has a large number of sports fields in and around Gisborne and most of the coastal townships are well served for playing areas. There are 13 main council-owned sports grounds in Tairāwhiti.

The sports grounds are a mixture of high, medium and low-grade fields with varying facilities (e.g. changing rooms and seating). The majority of these grounds, especially those with high and medium grade fields are well utilised.

The quality of facilities is highly variable across the region. In some cases – such as at Childers Park – ongoing investment by clubs has resulted in a good standard of fields and supporting buildings. Thistle Football Club has constructed stands and buildings, installed lights and undertaken field upgrades over a number of years, and has an ongoing investment programme for the facilities. Rugby Park has a similar programme driven by Poverty Bay Rugby, with recent central government support coming in the form of post-COVID funding.

However, not all fields and codes are in such a good position. Due to consistent levels of use and limited investment in the maintenance of fields and facilities, many of the sports grounds require investment to bring them up to more modern standards. The work required is:

- Field condition and drainage work to prevent waterlogging during winter, with resulting field damage and unplayable surfaces
- Like indoor and court sports, the majority of the changing and clubroom facilities for field sports are either non-existent or run down
- There is limited lighting at the majority of the playing fields, which limits use hours and results in lower utilisation by codes.

Because of the number and size of the outdoor fields, the costs of maintenance are relatively high, with most of the costs being borne by GDC ratepayers. The funding limitations of the Council in turn mean the fields are not able to be maintained to a consistently high standard and there are limitations in the funding available for upgrades to drainage, lighting and changing rooms.

The obvious solution is to undertake some rationalisation of the number of fields so the quality of facilities can be improved; however, there are some challenges with the scale of field sports – particularly the number of teams and games being played in the peak of the season – and the investments that have already been made by some clubs, such as Thistle. The options for how this might be approached are explored in the following sections of the document.

2.3
The current state

River sports

There are a range of challenges for the on-river sporting codes.

Tairāwhiti has a long and illustrious history of success on the water, in a range of sports – rowing, kayaking and waka ama, to name a few. Some of Aotearoa's most renowned on-water athletes grew up and learned their sport on Tairāwhiti's rivers.

The success of the on-river sports, accessibility of the rivers and the benign climate means a high level of popularity. All river sports have strong memberships and growing participation levels, at both the recreational and competitive levels. But this popularity has meant the facilities for the codes are under significant pressure – for both on-water participation and off-water storage and training. This is compounded by the limited useable water area available. The table at right shows the extent of the challenges.

Currently, codes are concentrated at two sites - Anzac Park for rowing, kayaking and waka ama, and at Marina Park for kayaking and waka ama. There is limited secure storage at Anzac Park for rowing, but facilities are practically non-existent at Marina Park – and clubs are suffering as a result.

For instance, most waka – including expensive competition craft – are stored outdoors through lack of alternatives at either Anzac Park and Marina Park. During heavy rain events over the winter of 2020, tens of thousands of dollars of damage was done to waka, as the weight of water distorted and damaged the craft beyond repair. This is an ongoing risk.

River sports

sport	Sufficient water space	Water quality	On-shore training	Storage facilities	Changing facilities	Sustainable opex
Waka ama						
Rowing						
Kayaking						

Open-air storage of waka at Marina Park (right) and at ANZAC Park (far right)

2.3

The current state

Case study: skate park

The skate park is heavily used but at the end of its life.

Shane Kingsbeer is a family man, a designer and is a born-and-bred Tairāwhiti local. He's been an avid skater since childhood and is passionate about sharing his love of the sport with anyone and everyone.

The main venue for skaters is the Alfred Cox Skate Park which was built in the 1990s and it is one of the most heavily used active recreation facilities in Gisborne.

"Alfred Cox is a great place for everyone", says Shane. "It's a safe and neutral place, where thousands of kids of all ages and stages congregate to skate, scooter and bike. On any given Saturday morning up to 165 people show up to skate, talk and just hang out. And some kids are like me at that age – every spare moment is spent skating and practicing tricks."

When the skate park was built, a large part of it was built using recycled materials – including the old roller skate rink and parts of an old building.

"There has been work on Alfred Cox over the decades. Components like new ramps and zones have been added, but they've been tacked on in a piecemeal fashion" says Shane. "Some of them were intended to be temporary and are made out of timber, which isn't as hard wearing as concrete and requires more maintenance – but we've always been happy with any improvements we could get."

The combination of limited maintenance and development of the skate park over the last 30 years and the fact it was built out of surfaces that were already ageing, means the skate park is now far beyond end of life. The surfaces are severely deteriorated to the point where pieces of concrete have dislodged; large sections of the park have moved due to seismic activity; there are cracks in the concrete and the joins connecting one part to the other are skewed; drainage is also an issue.

"The state of the park means safety is becoming a real issue", says Shane. "The broken-up surfaces don't deter anyone from using it – and that's mainly because there isn't a lot for kids to do in Gisborne. There's no other alternative to the skate park, so kids still flock to it regardless of the condition, even if injuries are a growing problem."

"The state of some areas means the parts of the skate park that are in better condition tend to be crowded. Some areas of the skate park are unsuitable for scooters and skateboards and can only be used by BMX," says Shane.

"There's no shade, no welcoming areas for families and, as a result, many opportunities to create a family friendly, naturally supervised skating hub that impacts positively on our community are being lost", says Shane. "And communities around the country show that family-friendly skate parks are hugely successful."

"Part of the problem is there's never been a master plan or long-term vision for the skate park, so repairs and improvements have been limited to minor patch-ups. And it's really starting to show", says Shane.

"This has nothing to do with the importance of the park, but there's never been an enduring group of people to take responsibility for the place", says Shane. "Skating is always pretty casual and isn't like a formal sport, so things can get dropped if the person driving it moves out of Gisborne or their time is taken up by other priorities."

"This is one of the reasons we've formed the Adventure Trust", says Shane. "We're the advocates for getting some investment in these facilities, because they're the ones attracting the kids and giving them a safe, inclusive space to play."

More information on the Adventure Trust is included on page 18.

2.3

The current state

The current model is unsustainable

Clubs are struggling to maintain and manage their current facilities.

The condition of Tairāwhiti's sports facilities is ample evidence that the current facilities model is not working and is unsustainable. Tairāwhiti has many sports facilities spread throughout the region, most of which are specific to one code, and some one club within a code.

The Council contributes a reasonable amount of funding to maintain the sports facilities, within the context of its overall resources. However, often this barely covers field maintenance let alone building maintenance.

The sports codes tend to funnel their limited funding into the sport rather than putting money aside for facilities maintenance. As a result, the codes have become accustomed to stretching their facilities well beyond their expected lifetime by doing minor repairs and making do with run-down facilities that are far less than ideal. When issues really need addressing due to health and safety concerns or because the functional deficits of the building have become acute, codes fund-raise or seek external funding. In most cases, the result is enough funding to patch up buildings and facilities in the hope they will last another few years.

However, the effect is that many of the facilities are now well beyond repair and need replacing, which will require a substantial capital investment that the sports codes don't have.

In addition to building maintenance, the sports codes need to spend time and money to keep their facilities running with things such as cleaners and power. This uses up funding that could otherwise have been spent on the sport itself, such as for new sports equipment or sending teams out of the region to compete in tournaments. It also uses up countless volunteer hours that could have been better spent increasing community participation in sport and recreation.

Sports codes are both time and money poor, and owning and operating facilities is not their skill-set. In addition, most volunteers are motivated by and focused on their sport, rather than on facilities management.

Gisborne netball building, Victoria Park

2.3
The current state

The need for change

Tairāwhiti has a number of challenges that need to be addressed.

It is widely known that regular participation in sport and active recreation has a measurable positive impact on health and wellbeing. Tairāwhiti has high deprivation levels, and with high deprivation comes lower wellbeing.

When reviewing Tairāwhiti's participation in sport and active recreation and its current sports facilities, we identified three core challenges that need to be addressed, specifically:

- Tairāwhiti's sports facilities are not fit-for-purpose and many are at end of life and at risk of failure
- Participation in sport and active recreation in Tairāwhiti by both adults and young people is lower than the national average, which leads to sub-optimal health and wellbeing outcomes
- Tairāwhiti does not have the resources necessary to resolve the challenges with its sports facilities or to ensure their long-term sustainability.

This business case responds to these issues by setting out an enduring approach that views the provision of sports facilities in Tairāwhiti as a whole system, rather than providing individual facilities on an ad-hoc basis.

Strategic challenges

The review of Tairāwhiti's participation in sport and recreation and its current sports facilities identified three core challenges:

1. Tairāwhiti's sports facilities are not fit-for-purpose and many are at end of life and at risk of failure
2. Participation in sport and active recreation in Tairāwhiti by both adults and young people is lower than the national average, which leads to sub-optimal health and wellbeing outcomes.
3. Tairāwhiti does not have the resources necessary to resolve the challenges with its sports facilities or to ensure their long-term sustainability.

Investment objectives

The investment objectives were derived from the challenges:

1. To ensure Tairāwhiti has fit-for-purpose sport and recreation facilities that enable adults and young people to continue to participate.
2. To ensure there are as few barriers as possible to increasing participation for adults and young people in Tairāwhiti.
3. To ensure the governance and operation of the facilities is sustainable over the long-term in human and financial terms.

2.3
The current state

Community Facilities Strategy

This investment is based on the principles agreed within the Community Facilities Strategy.

From 2016 to 2018, a number of stakeholders from Tairāwhiti worked together to develop the Tairāwhiti community facilities strategy (CFS). The CFS provides an overarching strategic framework to guide decisions on facilities of all types at all levels. The CFS is underpinned by the community needs assessment, which forms the evidence base for the strategy. It is made up of:

- A literature review of information on existing local facilities regardless of ownership, and including non-Council owned facilities
- A stocktake of existing facilities – their capacity, current use, status and any issues and opportunities
- A community survey of use of facilities and recreation preferences
- Interviews with facility providers and users
- A field trip to view facilities and talk directly to users about their experiences and needs
- A national expert panel invited to Tairāwhiti to present to decision-makers about key trends, issues and opportunities facing community facilities
- Public open days for generic public use facilities like parks and play areas to elicit feedback on recreation preferences and patterns
- Desk-top research on national trends in facility provision and management for comparison and benchmarking.

The findings from the community needs assessment have been used to inform the options development process.

The CFS acknowledges there is limited funding available and multiple needs, so there is a need to make sound investment decisions that have the best outcomes across the community. An investment framework was developed as part of the CFS to ensure a robust, transparent and fair process for identifying what to invest in and the priorities for investment.

The investment principles are as follows:

- **Demonstrated community need** | any existing or proposed facility should match the projected needs of the community within its catchment area.
- **Maximum efficiency** | the facility or proposed facility should complement the existing or proposed facility network, including avoiding any duplication of functions. Facilities should be designed to enable multiple uses wherever possible to ensure use is maximised. Facilities should be designed to be adaptable to future needs and changes in community preferences.
- **Financial affordability** | the community must be able to afford the facility. The design and construction of any facility needs to consider the whole-of-life cost of the facility including maintenance, operation and replacement.
- **Accessibility for all** | the facilities must be equitably located within the region, physically accessible for people of all abilities, reflect the social, demographic and cultural needs of the community in the facility catchment, and people should be aware of their availability for public use.
- **Partnerships and collaboration** | the facility or proposed facility should allow for partnerships, which enable the pooling of resources such as people and funding, which are key tools for ensuring an efficient network.
- **Wider benefit** | the investment should stimulate broader goals for social, cultural and economic development in Tairāwhiti.
- **Strategic fit** | the facility or proposed facility should be aligned with national and regional facility strategies and wider strategic documents and plans, such as those related to urban planning, infrastructure, tourism / economic development and transport networks.

The options development and assessment is based on these investment principles.

2.3
Investment scope

Investment scope, constraints and dependencies

There are clear scope boundaries for the proposed investment.

In scope

The following items are in scope for this investment:

1. The specification, design and construction of appropriate sport and recreational facilities in Tairāwhiti
2. The design of appropriate governance structures for the resulting facilities
3. The design and implementation of operating models and ongoing funding arrangements.

Out of scope

The following items are out of scope for this investment:

1. The promotion of particular sporting codes or recreational types
2. Facilities where redevelopment is already funded, including Kiwa Pool, Midway Surf Club and upgrades Rugby Park
3. Implementation of the proposed hub governance models
4. Subsequent urban design changes.

Constraints

There are a number of constraints that apply to this investment, as follows:

1. The preferred option must be in line with the Gisborne District Council Community Facilities Strategy
2. The preferred option must fit within the Gisborne District Council Spatial Plan and District Plan
3. The relevant legislation and regulatory constraints need to be observed, including the Reserves Act 1977
4. The preferred option must give effect to the Trust Tairāwhiti Wellbeing Framework
5. The preferred option must be consistent with the relevant Sport NZ and Sport Gisborne Tairāwhiti strategies.

Dependencies

There is a co-dependency between the investments in the Olympic Pool redevelopment, Midway Surf Club and Rugby Park.

2.3
Investment risks
Risks and challenges

The investment risks are well defined and are being carefully managed.

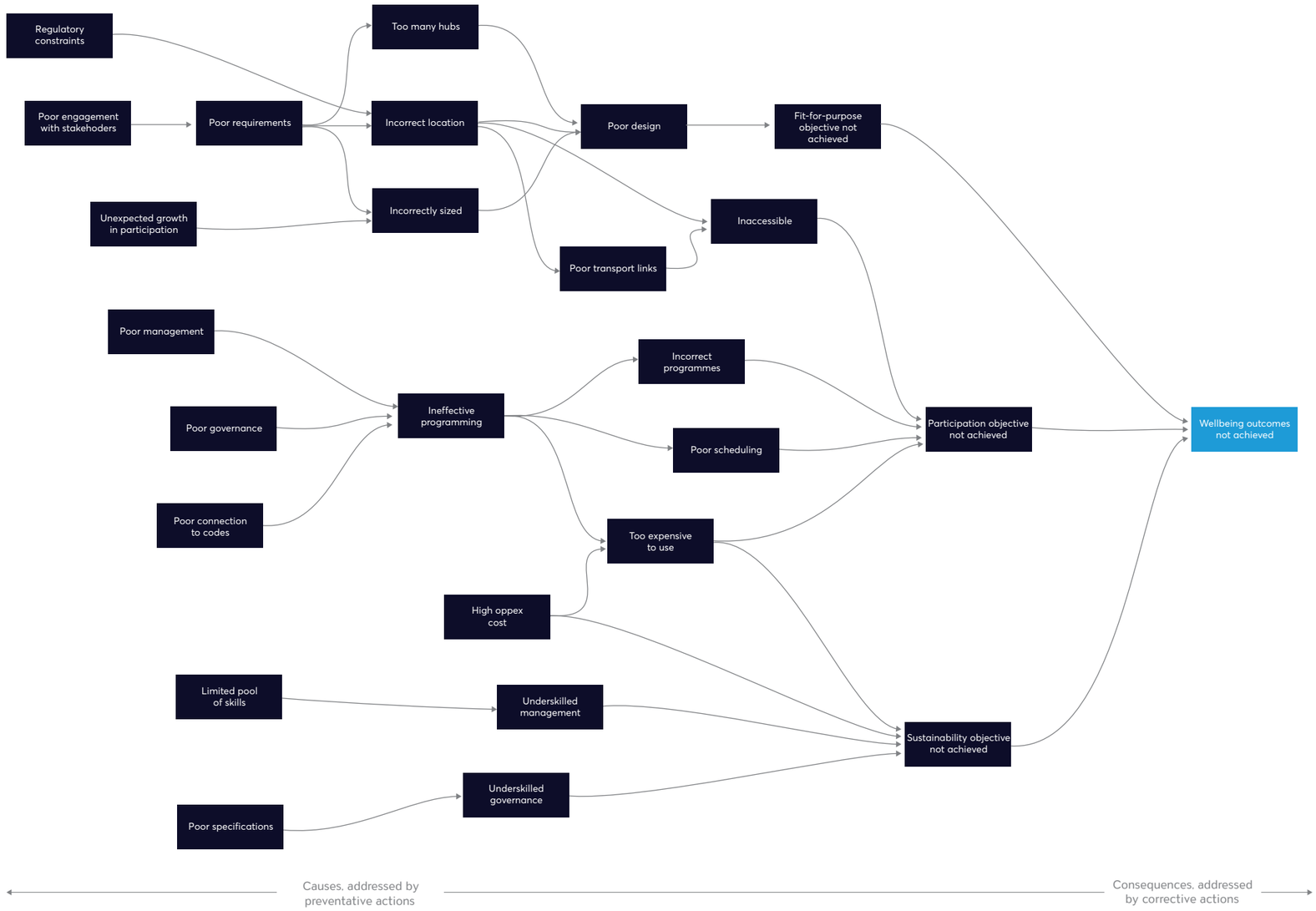
The diagram at rights shows the risk matrix for the investment. It assesses the causal factors that could contribute to the goal of increased wellbeing for the Tairāwhiti community not being realised.

The risks at the left of the diagram are the underlying factors that could result in the three key objectives not being realised. These objectives are:

1. The facilities are fit-for-purpose for the Tairāwhiti communities and their sporting codes
2. Participation in sporting and recreational activity increases, particularly for the groups and people with the lowest levels of wellbeing
3. The resulting facilities are sustainable in operational, management and financial terms for the community, so ongoing external support is not required.

All three objectives need to be realised for the wellbeing goal to be achieved. In order for this to occur, the risks need to actively managed by the partner organisations – Sport Gisborne Tairāwhiti, Trust Tairāwhiti and the Gisborne District Council.

The mechanisms for how risk management will be integrated into the delivery of the facilities are described in later sections of this document, within the Economic Case and the Management Case.



3.0

Economic Case

3.0
In this section

3.1 | The analysis process

This section sets out the high-level process we followed to get to the preferred solution for each of the different types of facilities across Tairāwhiti.

3.2 | The package of facilities

This section summarises the approach and preferred option for each of the major facility types – the regional facilities in te Tairāwhiti, river sports, indoor codes and field sports.

Significant analysis work has gone on to develop and refine the options, working alongside local communities, sporting codes and recreational groups. The detail of how the preferred options have been developed is contained in the Appendix, which includes more information on the long listing process and evaluation criteria for each facility type.

3.3 | Implementation approach

This section sets out the implementation approach for the preferred options for each facility, including sequencing, phasing and timing. It also sets out the early win projects and explains how these are being progressed quickly through Trust Tairāwhiti.

3.4 | Ownership & operation

This section explains how the hub model works and evaluates different options for the ownership and operation of the facilities in Tairāwhiti to arrive at a preferred approach.

3.1

The analysis process

3.1
The analysis process

The process we've used

The development of the preferred option follows a structured process.

1 Identify scope

- Conduct workshops to **identify** the requirements for Tairāwhiti's sporting and recreational needs
- Assess the **current condition** of the facilities across the region
- Develop the **groupings** of sporting codes that will allow multi-use facilities to be developed

2 Refine scope

- **Collate** the information gathered from workshop sessions with sports codes
- Develop the **configurations** of the facilities to ensure they will be fit for purpose for the sporting codes
- Analyse the ways in which the use of the facilities can be **maximised** for sporting codes and participants
- Identify the **multi-use facilities** that will deliver the best outcomes for Tairāwhiti

3 Location long list

- Analyse the long-list of locations against the **requirements** for the multi-use facilities
- Identify the **short-list** of possibilities that will deliver the best outcomes

4 Preferred locations

- Review the short list with stakeholders and assess their **viability** to achieve the requirements
- Identify the **preferred option and configuration** from the short-list

5 Ownership and operation

- Assess the options for the **ownership** of the facilities
- Assess the options for the **governance and management** of the facilities to maximise their long-term sustainability

3.1
The analysis process

Assessment against objectives

Each of the options is assessed against the investment objectives.

Strategic challenges

The review of Tairāwhiti's participation in sport and recreation and its current sports facilities identified three core challenges:

1. Tairāwhiti's sports facilities are not fit-for-purpose and many are at end of life and at risk of failure
2. Participation in sport and active recreation in Tairāwhiti by both adults and young people is lower than the national average, which leads to sub-optimal health and wellbeing outcomes.
3. Tairāwhiti does not have the resources necessary to resolve the challenges with its sports facilities or to ensure their long-term sustainability.

Investment objectives

The investment objectives were derived from the challenges:

1. To ensure Tairāwhiti has fit-for-purpose sport and recreation facilities that enable adults and young people to continue to participate.
2. To ensure there are as few barriers as possible to increasing participation for adults and young people in Tairāwhiti.
3. To ensure the governance and operation of the facilities is sustainable over the long-term in human and financial terms.

Critical Success Factors

The critical success factors were developed based on those contained in the Treasury's business case methodology:

1. **Strategic fit** | Meets the agreed investment objectives | Fits with other strategies, programmes and projects
2. **Value for money** | Optimises value for money
3. **Supplier capability** | Service provider(s) can meet the technical and cultural needs | Service provider(s) have the capacity to deliver the required outcomes
4. **Affordability** | Affordability must match ambition | Matches sector funding constraints
5. **Achievability** | Internal and external skills exist and are available for successful delivery

Under the Treasury methodology, the various options for addressing the strategic challenges are assessed against both the investment objectives and the critical success factors (CSFs). Options that are unable to fully deliver the objectives or the CSFs are rejected, and a process of positive dismissal is used to derive the short-list of viable options.

In effect, the investment objectives and CSFs are used as a yardstick to measure the ability of each option to address the challenges identified in Tairāwhiti.

3.1
The analysis process

We have engaged extensively with the community

The diagram at right shows the process used to identify and assess the options for each of the key facilities:

- The Sports Collective has been brought together to help define the requirements for Tairāwhiti's sporting facilities
- The Collective and a wide range of codes and organisations have been involved in looking at the possible locations for the full range of sporting facilities. The process has involved workshops, meetings and discussions over many months.
- The resulting short-listed facilities and locations have been tested with the Sports Collective and codes, resulting in the business case recommending specific locations for the indoor and field sports hubs, and the river and regional facilities.

The rationale for the choices are described in some detail on the following pages.

phase 1 | plan

Apr 2019

Sports Collective established to advocate for improved facilities.

Partners (GDC, Trust Tairāwhiti and Sport Gisborne Tairāwhiti) agree to collaborate to upgrade facilities.

Jul 2019

Early-stage work conducted to define stakeholders and approach, and identify the needed skills to develop a funding proposal.

Jun 2020

Consulting services procured and approach developed with Habilis NZ Ltd and Global Leisure Group.

Work commences on developing the business case and funding approach.

phase 2 | consult

Jul 2020

First series of workshops with the Sports Collective, Whakarua Park Board and individual codes to explore requirements and possibilities.

Location and configuration options developed and tested with the Partners, and cost/benefit assessment work commenced.

Sep 2020

Second series of workshops with the Sports Collective, Whakarua Park Board and individual codes to get feedback and input on shortlisted options.

Code and community feedback incorporated into revised business case document and drafts tabled with the Partners.

Dec 2020

Draft tabled with Council, the Trust Board and the Sport Gisborne Tairāwhiti Board for input and ratification, and feedback sought from Sport NZ.

phase 3 | approve

Feedback and input sought from iwi leaders and community leaders, and significant changes made as a result.

Apr 2021

Options for the facilities revisited to reflect iwi and community direction, and business case refined.

Draft business case document and briefing papers circulated for discussion and input.

Completed business case and funding proposal tabled and signed off by governance groups.

Feb 2022

Completed business case and funding proposal ready to be submitted for Crown consideration.

A wide range of sporting codes and organisations have been actively engaged with as part of the process. These include:

Athletics	Gisborne Athletics Club
Badminton	Eastland Badminton
Basketball	Gisborne Basketball Association
Bowls	Kahutia Bowling Club
	Gisborne E.C. Bowls Umpires
Cricket	Poverty Bay Cricket
Croquet	Barry Memorial Croquet
Cycling	Gisborne Cycling Club
Football	Central Football
	Gisborne Bohemians
	Gisborne Marist (Thistle)
	Gisborne Thistle
	Gisborne United
	Riverina AFC
	Schockers AFC
	Wainui Sports
Golf	Gisborne Golf Park
Gymnastics	Gisborne Gymnastics Club
Hockey	Poverty Bay Hockey
Kayaking	Poverty Bay Kayaking Club
Netball	Gisborne Netball Centre
Rowing	Gisborne Rowing Club
League	GTRL
Rugby Union	Poverty Bay Rugby Union
Running	Gisborne Harriers
Shooting	Gisborne Pistol Club
Softball	Tairawhiti Softball Association
Squash	Surf City Squash Club
Surf Life Saving	Midway SLSC
	SLS NZ
Surfing	Gisborne Boardriders Club
Swimming	Comet Swimming Club
Tennis	Gisborne Tennis Club
Touch	GMC
Waka Ama	Mareikura Waka Ama Club
	Horouta Waka Ama Club
	YMP Waka Ama Club
Boardriders	Gisborne Boardriders

Other engagement

- YMCA
- Tairawhiti Adventure Trust
- Shane Kingsbeer Architect
- Whakarua Park Board
- The Sound Crew
- Pato Entertainment
- Tokomaru Bay School
- Uawa Sports Club
- Waka Ama NZ
- Bowls NZ
- Golf NZ
- DIA
- ECCT
- Ngati Oneone
- Rau Tipu Rau Ora
- Te Waiu School
- Illminster Intermediate

3.2

The package of facilities

3.2
East Coast facilities

The proposed approach for te Tairāwhiti

A number of targeted investments in facilities along the East Coast are proposed.

A range of upgrades have been made across the region by the GDC, Trust Tairāwhiti and the Government. The proposed investments in sporting and recreational facilities build on the existing commitments and are designed to be complementary to the township upgrades and earlier Government funding.

The GDC investments have been made in the context of the Township Upgrades Programme, which forms part of the GDC Long Term Plan. Some initiatives have been completed, while others are planned for coming years. Supporting funding has been received from the Department of Internal Affairs via Project Matarau for some of the projects, which has enabled their acceleration.

Both the townships plan and Project Matarau have identified community needs and aspirations that cannot be met from existing budgets – and some of these initiatives include sporting and recreational facilities. Accordingly, a range of indoor and outdoor facilities are planned for the townships, along with targeted upgrades to existing aquatic facilities in selected Kura. The projects are shown at right.

Ongoing discussions with the communities may also see further initiatives, such as a recent request from Gisborne Boardriders for mobile storage facilities in Hicks Bay, Waipiro Bay, Takomaru Bay and Uawa.

Te Araroa
- Playzone with ancillary facilities

Ruatoria
- Field and stand upgrades at Whakarua Park
- A multi-use indoor facility at Whakarua Park and outdoor courts
- Car parking that doubles as a play zone
- Renovation of the Bowls club to create a rangahahi facility
- Upgrades and heating for the Te Kura Kaupapa Maori o Te Waiu pool

Tokomaru Bay
- Play zone adjacent to the clubrooms at Hatea-A-Rangi Park
- Upgrades for the Kura pool

Tolaga Bay
- Upgrades and heating for the Tolaga Bay Area School pool
- New community gym facility

East Coast facilities

The package of facilities at Whakarua Park

Linking facilities to the community is a key component of the development.

The diagram at right shows the proposed mix of facilities at Whakarua Park, all aimed at significantly lifting participation and community engagement. The improvements are:

- Targeted upgrades to the fields and grandstand, including improved drainage, new lighting and renovation of the existing grandstand
- Development of a multi-user indoor space that can meet the sporting, recreational, social and cultural needs of the local community, with adjacent outdoor court space
- The community-led renovation of the existing bowling club to be a rangatahi-focused playzone, including a sand-covered court area and indoor spaces
- Improvements to the swimming pool at Te Kura Kaupapa Māori O Te Waiu O Ngati Porou (the Kura) to make it suitable for learn to swim as well as community usage, with heating, partial cover and sun shade.

The layout of the facilities is intended to make them as accessible as possible for the community and available for dual-use with the Kura and Ngata Memorial College. Details of the facility configuration and the likely costs are on the following page.

3.2
East Coast facilities

The package of facilities for te Tairāwhiti

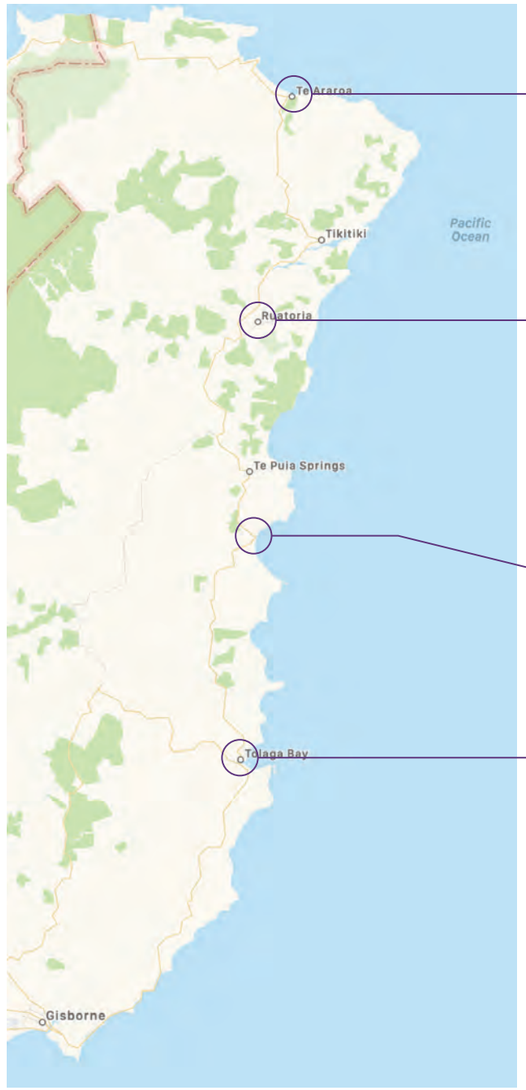
Redevelopment will occur in stages and the budgets are modest.

A range of upgrades have been made across the region by the GDC, Trust Tairāwhiti and the Government. The proposed investments in sporting and recreational facilities build on the existing commitments and are designed to be complementary to the township upgrades and earlier Government funding.

The GDC investments have been made in the context of the Township Upgrades Programme, which forms part of the GDC Long Term Plan. Some initiatives have been completed, while others are planned for coming years. Supporting funding has been received from the Department of Internal Affairs via Project Matarau for some of the projects, which has enabled their acceleration.

Both the townships plan and Project Matarau have identified community needs and aspirations that cannot be met from existing budgets – and some of these initiatives include sporting and recreational facilities. Accordingly, a range of indoor and outdoor facilities are planned for the townships, along with targeted upgrades to existing aquatic facilities in selected Kura. The projects are shown at right.

Ongoing discussions with the communities may also see further initiatives, such as a recent request from Gisborne Boardriders for mobile storage facilities in Hicks Bay, Waipiro Bay, Takomaru Bay and Uawa.



Te Araroa
- Playzone with ancillary facilities

$1.0 - $1.5m
Complete 2025

Ruatoria
- Field and stand upgrades at Whakarua Park
- A multi-use indoor facility at Whakarua Park and outdoor courts
- Car parking that doubles as a play zone
- Renovation of the Bowls club to create a rangahahi facility
- Upgrades and heating for the Te Kura Kaupapa Maori o Te Waiu pool

$7.05m - $9.25m
Complete 2025

Tokomaru Bay
- Play zone adjacent to the clubrooms at Hatea-A-Rangi Park
- Upgrades for the Kura pool

$330k - $570k
Complete 2025

Tolaga Bay
- Upgrades and heating for the Tolaga Bay Area School pool
- New community gym facility

$1.15m - $1.70m
Complete 2026

3.2

River sports facilities

Waka at Anzac Park and Marina Park

Plans are advanced for waka storage to alleviate immediate issues.

One of the most pressing issues for river sports is the ongoing storage problems for the waka ama clubs. As has been noted, waka are being damaged by adverse weather and other events due to the lack of undercover storage, and the problem is costing clubs and individuals tens of thousands of dollars annually.

The size and shape of the waka means it is impractical for most users to take their watercraft offsite on a daily basis without access to specialised trailers. Most waka are left at Anzac Park or at Marina Park, and while club members act swiftly if there is a chance of damage, it's not always feasible to protect waka from sudden weather events or vandalism.

A solution has been developed at Anzac Park for the Mareikura Club, proposing a semi-permanent open storage shed. It is designed to be flexible, sufficient to store the majority of the club's waka, and to be in keeping with the surrounding park. The architectural renders are shown at right.

The storage facility has been the subject of a feasibility study and subsequent design work, so no further analysis is needed in the context of this business case. Funding commitments have been obtained from the Eastern & Central Community Trust (ECCT) and top-up funding is being sought by the club, with the support of the three partners to this business case – Trust Tairāwhiti, Sport Gisborne Tairāwhiti and the Gisborne District Council.

Mareikura is currently finalising funding for this project and it will begin procurement as soon as funding is locked in.

While progress is being made on storage facilities at Anzac Park, the storage situation is equally acute at Marina Park, where two waka clubs – Horouta Waka Hoe Club and YMP Waka Ama – share the launching facilities. There is currently no under-cover storage at Marina Park, and weather-related damage to waka is a regular occurrence.

The photograph at right shows the current state of waka storage at Marina Park. Waka are stacked on fixed or mobile racking systems on the grass alongside the river, or stored on hard-stand areas adjacent to the car park. Larger waka – such as the six-person versions – are especially difficult to handle in these circumstances, as there are very limited options for keeping heavy rain out of them once they are ashore.

The plans for Marina Park are less developed, so the intention is to re-use as much as possible from the Anzac Park project – including design, if possible. This approach should lower overall costs whilst accelerating the development; however, it is likely that the Marina Park facilities will lag the earlier project by at least a year. Funding for facilities at Marina Park has also been obtained from Trust Tairāwhiti. Both of these projects will progress as "early wins". More information about the early win projects is set out later in this section.

3.2
River sports facilities
Phase 2 facilities

Beyond addressing the immediate issues with waka storage and damage to equipment, there is a significant shortfall in launching ramps and onshore facilities such as toilets, showers, clubrooms and the like. On a per-user basis, waka paddlers are the most under-served in the region for these essential facilities.

Further development is therefore proposed at both ANZAC Park and Marina Park, extending the storage buildings constructed in Phase 1 as part of the early win projects. The Phase 2 construction will add:

- Toilet and showering facilities in both locations, sized for the number of waka paddlers typically participating in the sport
- Clubroom/meeting/training spaces in both locations, with dual-use areas that can be used by the waka clubs and the community
- Additional storage to accommodate the likely growth in the sport and a wider range of equipment
- Parking and boat manoeuvring areas to separate cars from pedestrians and improve site safety.

Design work has yet to be commenced with the waka clubs to specify the requirements for the Phase 2 facilities, so initial costings are based on a per-square-metre rate for equivalent buildings elsewhere in the country. The Phase 2 design work will commence once construction of the initial storage facilities is complete, with construction likely in the 2028/29 years.

3.2
River sports facilities

River renovation

As noted earlier in this document, one of the primary challenges for the growing participation in river sports is the limited access to reasonable quality water space.

While Gisborne has two major rivers running through the city – the Taruheru and the Waimata – both awa are being impacted by silting and invasive *Spartina* reed beds. The photo at right illustrates the issue, with the reed beds intruding significantly into the main flow of the Taruheru.

Spartina reeds are not native to Tairāwhiti. They were introduced and planted in the 1980s to help stabilise the river banks, but since then have become invasive in both rivers. The effect has been to increase silting, slow the flow of the rivers and increase flooding risk to Gisborne City, and to decrease water quality for native flora and fauna.

Removing the reed beds and restoring the natural flow of both awa holds significant benefits for Tairāwhiti. There will be improvements in the available water space for sporting and recreational purposes, but there will also be significant improvements in water quality due to higher flows and less silting. In turn, the better flows will tend to flush more silt through the river system over time, which will reduce the flooding risk to the city in high rainfall events.

Discussions have been held with officers at GDC to trial the removal of weeds and restoration of a portion of the awa in the near future. The steps in this process are as follows:

- A topographical measurement of the river and sampling of the contamination levels in the silt will be conducted on the Taruheru River around the Peel Street bridge. This will establish the baseline against which the interventions can be measured.
- The correct chemical treatment for the invasive *Spartina* reeds will be identified, an application and management plan developed, and any required consents sought to apply the treatment to the pilot area.
- Once approved, the reed treatment will be applied in early 2021 to ascertain whether the approach will achieve the results expected. Monitoring will occur through 2021 to evaluate effectiveness, safety and impact on the awa and its ecosystems.

- Following the evaluation and assuming its effectiveness, additional funding will be sought for FY21/22 to extend the trial as part of normal Council budgets.

It is expected that the gradual removal of the invasive reeds will take some years to achieve, and that a progressive improvement in river flows will result as the work is undertaken. It is also likely that some ongoing monitoring of any return of reed growth will be required, which will form part of Council's ongoing river management.

As this work falls within Council's responsibilities for rivers, drainage and catchments, it is out of scope for this business case. However, the initiation of the work has been brought forward as a result of the discussions with the river sports clubs, and the river renovation project has been given a higher priority by Council as a result.

SPARTINA CYNOSUROIDES

Spartina cynosuroides is a species of grass known by the common names big cordgrass and salt reedgrass. It is native to the East Coast and Gulf Coast of the United States, where it grows in coastal habitat such as marshes, lagoons, and bays.

This species is a rhizomatous perennial grass which can grow up to 10 feet tall. The leaves are up to 24 inches long and up to an inch wide. The ligule is hairy. The stem can be ¾ of an inch in diameter at the base. The inflorescence contains up to 40 spikes each up to 3 inches long.

This grass grows in flooded saline soils such as those in salt marshes.

- Wikipedia

3.2

Indoor, court sports and recreation facilities

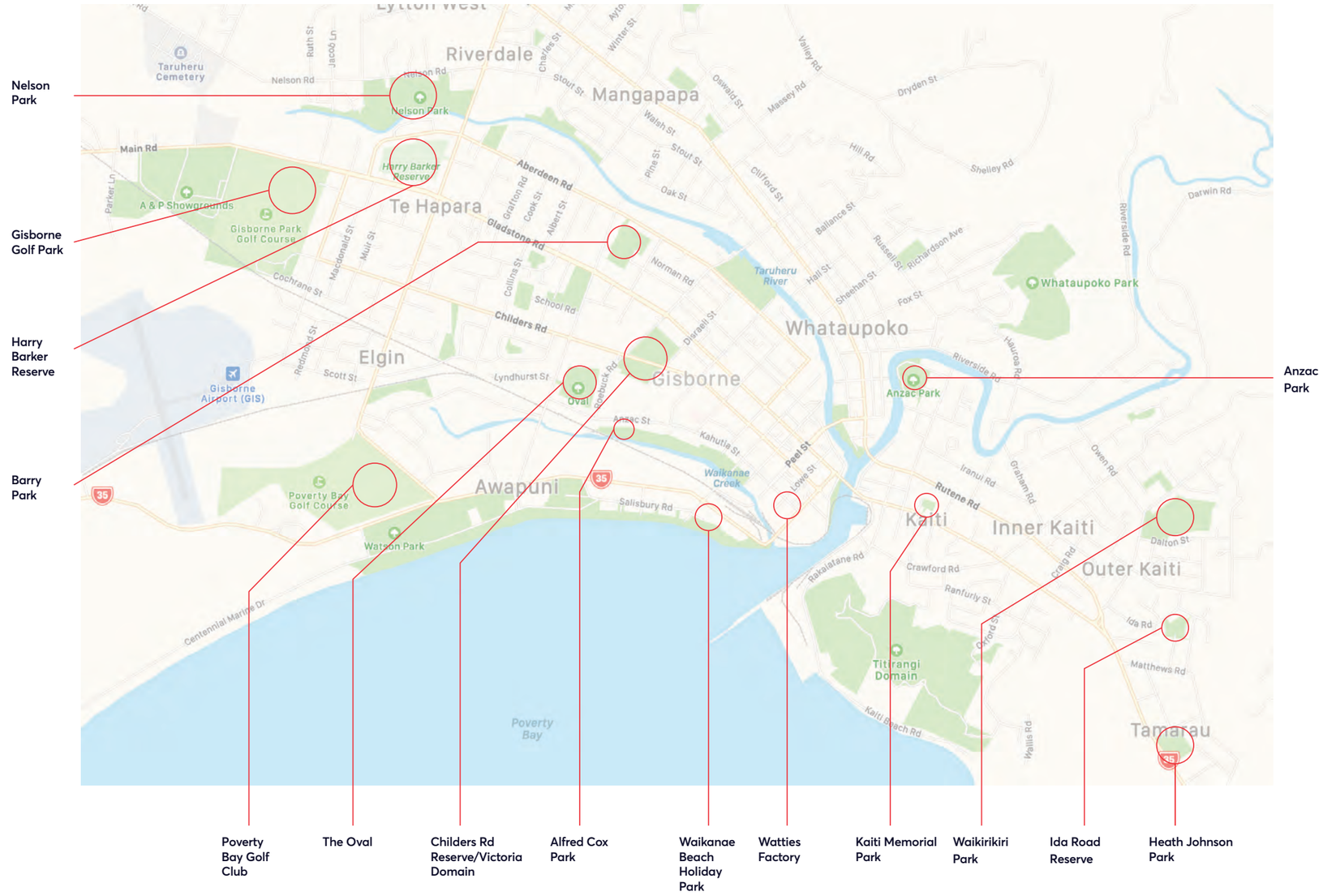
Possible locations

The potential locations for the indoor and court sports facilities are shown on the map.

The map at right shows the location of the full range of possible sites for the indoor and court sports facilities. All are large enough to accommodate a full-sized multi-use hub with 5 netball courts plus ancillary clubroom and meeting spaces, with a variety of car parking and outdoor spaces depending on the location.

All are relatively accessible to the majority of Gisborne residents, depending on transport mode – sites outside the city boundary were not examined.

The long-list assessment of the locations for suitability is shown on the following page.



3.2
Indoor, court sports and recreation facilities

Long-list options

The table at right shows the assessment of the long-list of possible locations for the indoor, court sport and recreation hub, which have been tested against the location criteria.

Childers Road / Victoria Domain, Harry Barker Reserve and Waikirikiri Park were rated as feasible and all three options will be taken forward to the next stage.

Each of these options have different benefits and disbenefits, and the multi-criteria analysis can only get us this far. Following this exercise, we tested the short-listed options with sports codes to get their feedback. This feedback helped us to further evaluate the options and understand what will and wont work for the codes.

More detail about each of the short-list options is provided on subsequent pages.

Indoor, court sports and recreation hub

option	what it is	Land suitability	Travel time	Size and scale	Transport links	Roading / parking	Land conditions	Value for money	rating
Gisborne Golf Park	Area of the Gisborne Golf Park of approximately 40ha, bounded by Gladstone Road and the A&P Showgrounds. Currently the golf club. Hub would encroach onto golf course, which would need to be redesigned.								discarded
Poverty Bay Golf Club	The 45ha of land bordered by Lytton Road and Awapuni Road, home to the Poverty Bay Golf Club. Privately owned land rather than reserve. Potential to include both indoor and field sports hubs.								discarded
Spread across sites	The current configuration of multiple facilities spread across multiple sites, from Nelson Park in the northwest through to Health Johnston Park in the southeast, and most parks inbetween.								discarded
School extension	Rather than constructing new facilities, co-investment is made with the Ministry of Education in upgrades to existing school facilities across Tairāwhiti in exchange for community access.								discarded
Barry Park	The existing 4.6ha park is redeveloped as an indoor hub with outdoor courts. Access is via Barry Ave and the park is surrounded by residential development, so there are access and usage constraints.								discarded
Anzac Park	The current playing field on the 4.3ha Anzac Park and the adjacent riverside access. The indoor hub would entirely replace the outdoor field, so no or limited outdoor facilities with river access retained.								discarded
Waikanae Beach Holiday Park	Redevelopment of the existing 2.8ha holiday park on Awapuni Road, adjacent to the beach. Would require relocation of the existing facilities.								discarded
Wattie's factory (brownfields)	Former location of the Wattie's factory (1.7ha), on the edge of the Gisborne industrial zone. Possible re-use of the existing industrial and warehouse buildings. Car parking would be on adjacent streets and surrounding land.								discarded
Harry Barker Reserve	Existing artificial hockey turf is retained and new facilities are developed in place of the existing grandstand and pavilion building. The surrounding residential area puts some constraints on night use. Site is 9ha.								feasible
Childers Rd Reserve / Victoria Domain	New facilities would be developed on the 4.5ha Childers Road site, replacing the YMCA building and the badminton hall. Overflow parking would be developed on Victoria Domain in place of the current netball courts.								feasible
A&P Showgrounds	The current 29.5ha showgrounds site adjacent to the Gisborne Golf Park, accessed from SH2. Privately owned land that would need to be acquired for the purpose. Potential to include both indoor and field sports.								discarded
Waikirikiri Park / Victoria Domain	The 9.8ha park bounded by Tyndall Road and Dalton Street in Kaiti. A new indoor facility would be developed on the current playing fields, with outdoor netball and tennis courts at a mini-hub at Victoria Domain.								feasible
Alfred Cox Park	The 8.3ha of land stretching along Waikanae Creek, parallel to Anzac Street, on the CBD side of the stream. Has limited access from Grey St and Anzac Street, is reserve land. Indoor hub plus some limited outdoor courts.								discarded
Heath Johnson Reserve	The existing 5.2ha park facing onto Wainui Road is repurposed as an indoor hub with outdoor courts. Access from the main road is good but it is one of the more distant options from the Gisborne CBD.								discarded
Ida Road Reserve	The existing 1.6ha park is redeveloped as an indoor hub, with very limited space for outdoor courts. Access from the surrounding residential streets is poor and the site is relatively distant from the Gisborne CBD.								discarded
Kaiti Memorial Park	The existing 5ha park between Wainui Road and Rutene Road is repurposed as an indoor hub with outdoor courts. Existing facilities would need to be relocated.								discarded
The Oval	The existing 5ha park behind residential housing, accessed from Stanley Road, with a boundary to the former St Mary's site. Currently used by rugby, may have land remediation issues.								discarded

3.2

Indoor, court sports and recreation facilities

Short-list options in more detail

INDOOR OPTION 1: CHILDERS ROAD RESERVE / VICTORIA DOMAIN

DESCRIPTION

Childers Road Reserve and Victoria Domain are part of the Childers Road Sporting Precinct. Childers Road Reserve has two sports fields which are used by football. The badminton club and YMCA childcare is also situated on the site. The Domain provides for a number of codes including netball, tennis, squash, as well as cross-fit. The lawn bowls club at Victoria Domain has been repurposed and is now used as a youth hub for YMCA programmes.

FEATURES

Childers Road Reserve
Area | 4.1 hectares
Existing facilities | public toilets, grandstand with changing rooms underneath, lights and one large carpark (60+ vehicles)

Victoria Domain
Area | 3.1 hectares
Existing facilities | 12 floodlights and 4 car parks (approx 190 cars)

Environs | near high schools and primary schools, Gisborne CBD, YMCA and early childhood centre, located on a busy road with some heavy truck traffic.

STRENGTHS / WEAKNESSES

Strengths	Weaknesses
Significant space for indoor facilities and outdoor courts	Heavy traffic area and limited parking
Close proximity to schools	Most existing facilities need replacement
Some existing fields and facilities	Awkward existing layout
Excellent road access	

INDOOR OPTION 2: WAIKIRIKIRI PARK + VICTORIA DOMAIN

DESCRIPTION

Waikirikiri Park is one of Gisborne's largest sports parks. It has three low-grade fields, which are suitable for junior, social and practice levels. Junior and senior rugby are currently played at the reserve during winter months.

Waikirikiri Park was purchased from the Ministry of Education in 1992 with the intention for it developed into a multi-purpose sports ground. It has been explored as an option for a sports hub a number of times.

FEATURES

Area | 9.3 hectares
Existing facilities | changing rooms, public toilets, full basketball court, basketball hoop, and mini pad, playground equipment and car park (approx 160 parks)

Environs | roadside parking, situated in residential area, in close proximity to primary schools and Ilminster Intermediate

STRENGTHS / WEAKNESSES

Strengths	Weaknesses
Adequate space for the facilities	Not enough car parking
Accessible to schools	Residential area limits operating hours
Some existing facilities	
Kaiti doesn't have many facilities	

Indoor, court sports and recreation facilities

Short-list options in more detail

INDOOR OPTION 3: HARRY BARKER RESERVE

DESCRIPTION

Harry Barker Reserve is shared by cricket (summer) and hockey (winter). Football has also been using the fields at the reserve in winter. The fields are generally in good condition and there is a full sized hockey turf at the reserve that is five years old.

FEATURES

Area | 15.3 hectares
Existing facilities | clubrooms, grandstand, public toilets, changing rooms, 3 floodlights, 6 cricket nets, water fountains, scoreboard grounds keeper sheds and car park (approx 140 vehicles)

Environs | near primary and high schools, situated in residential area

STRENGTHS / WEAKNESSES

Strengths	Weaknesses
Generous space	Some facilities are badly located on the park
Existing facilities including hockey turf	Road access to Harry Barker is not ideal
Accessible to schools	Residential area limits operating hours

3.2

Indoor, court sports and recreation facilities

The location of facilities is critical to participation

Academic research demonstrates a strong linkage.

Research exploring the influence of the environment on physical activity has emerged in the past decade. Environmental factors explored include the built environment, such as proximity to parks, playgrounds and sports facilities; access characteristics, such as transport, footpaths, traffic lights and crossings; the natural environment such as climate and weather; and perceptions of safety.

A review of environmental characteristics relevant to young people's use of sports facilities found consistent and positive associations between physical activity and the presence of sport facilities, open parks and play-recreational facilities. However, these findings were often limited to individuals' perceptions of the environment, with few studies using objective measures.

An Australian study identified differences in the levels of both participation and facility provision between sports, between regions, and between local government areas (LGAs) within each region. This study draws on comprehensive data for a large sub-national region regarding participation in four popular sports and associated sports facilities, to investigate the geographical variations in both participation and facility provision, and the association between participation and facility provision, after adjustment for the effects of social economic status (SES).

This provides a model for the provision of sports facilities:

- First, this study quantifies the levels of both participation and facility provision throughout a state for four major sports
- Second, it demonstrates that associations exist between participation and facility provision, although some of these associations do not persist after adjustment for the effects of SES
- Third, it provides a comparative analysis of LGAs with regard to the level of facility provision.

This provides objective information to support an evidence-based approach to decisions about sport facility investment. Investments can be made in areas of clear need based on statistics regarding sports facility provision, population and participation, in order to improve participation and population health.

This study has shown that in general, for all four sports and in both regions, there is a positive relationship between the level of population-standardised facility provision in an LGA and the level of sport club participation among residents in that LGA.

The study acknowledge that, in general, a cross-sectional study cannot conclusively establish the direction of the 'arrow of causation'. It also acknowledged the complexity of the structural relationships between behaviours and environmental factors and specifically that the level of demand for existing facilities may be an input to decisions about new facility development.

Nevertheless, the study contended that, since one cannot play sport without an appropriate facility, provision of facilities is a fundamental prerequisite of sport participation, rather than the reverse. This builds on other recent literature which has shown that intention to participate in sport is stronger when more sports facilities are available.

It is worth noting also that provision of sports facilities offers much more than opportunities for participation and the physical health benefits of participation. Sports facilities play a role in being the social anchor within communities and increase social capital. This is especially true for rural towns where sport is seen as a vehicle for the development of social capital. This is aligned to findings that participation in club sport is associated with greater psychological and social health benefits than participation in individual-based activities.

Works cited: Eime, R., Harvey, J., Charity, M., Casey, M., Westerbeek, H., & Payne, W. (2017). The relationship of sport participation to provision of sports facilities and socioeconomic status: a geographical analysis. Australian and New Zealand Journal of Public Health, 248-255.

> **This study has shown that in general, there is a positive relationship between the level of population-standardised facility provision and the level of sport club participation.**

3.2

Indoor, court sports and recreation facilities

How the options have been assessed

Building on the academic research into the importance of location for under-served communities, the table at right shows how the assessment of the short-listed options has been carried out. Three dimensions have been evaluated:

- **Location and catchment** looks at the geographic placement of the facilities and its proximity to possible user groups. As noted in the Wellbeing Assessment section of this document, the primary driver for investment is to generate improved wellbeing outcomes for the most deprived sections of the Tairāwhiti community, so a greater weighting has been given to proximity to the areas of greatest deprivation.
- **Transport and accessibility** looks at how easy the facility will be to reach by a range of transport modes, including private car, public transport, and active modes such as cycling and walking. Again, a greater weighting is given to ease of accessibility for the most deprived communities in Tairāwhiti.
- **Implementation and operation** looks at the financial and logistical complexity of constructing the facility – bearing in mind any requirement to displace existing sports clubs or infrastructure – and the effectiveness of operating it into the medium term.

Each of the three dimensions is assessed in parallel, and the results collated to identify a preferred option.

Indoor facility analysis

The purpose of the analysis is to determine the preferred location and configuration of the indoor multi-purpose hub.

Location and catchment

The **Location and catchment** dimension looks at the geographic placement of the facilities and its proximity to possible user groups.

The location of each shortlisted site is assessed against the NZ Index of Deprivation (NZDep2018), and the likely catchment of population with high deprivation within a 1km radius of the location assessed.
Data source: NZDep2018

+

Transport and accessibility

The **Transport and accessibility** dimension looks at how easy the facility will be to reach by a range of transport modes, including private car, public transport, and active modes such as cycling and walking.

The ease of access for people travelling by public transport, active modes and private car is assessed, correlated to deprivation levels.
Data sources: NZDep2018, Index of Multiple Deprivation 2018, Gisborne District Council, NZTA Waka Kōtahi

+

Implementation and operation

The **Implementation and operation** dimension looks at the financial and logistical complexity of constructing the facility – bearing in mind any requirement to displace existing sports clubs or infrastructure – and the effectiveness of operating it into the medium term.

The costs of implementing the facility at each location, based on the costs of displacement and relocation, plus an assessment of any operational complexity for the resulting facility.
Data sources: Global Leisure Group analysis

3.2
Indoor, court sports and recreation facilities

Options analysis

The results of the options analysis can be seen in the table at right. The analysis shows:

- Placing all major facilities in the Victoria Domain precinct or at Harry Barker Reserve causes significant transport and accessibility challenges for the most deprived communities in Gisborne. The separation of the awa and the lack of efficient public transport options means the wellbeing goals of the investment are more difficult to obtain without appropriate facilities closer to the Kaiti community.
- Locating the indoor hub at Childers Road Reserve also has the maximum negative impact on Thistle Football Club, as it will be displaced to other locations. This will have an adverse effect on football participation as well as add significant costs for relocating the club and its facilities.
- Putting facilities on both sides of the awa – at Waikirikiri Park and Victoria Domain – maximises accessibility for most communities, at the cost of some potential implementation and operation inefficiencies. However, the benefits of this approach are likely to be highest as there is the greatest opportunity to maximise participation.

A balanced approach to the location and configuration of the indoor facilities therefore offers the greatest benefits and the best value for money, as noted in the table.

option	what it is	Location and catchment	Transport and accessibility	Implementation and operation	Value for money	rating
Harry Barker Reserve	Existing artificial hockey turf is retained and new facilities are developed in place of the existing grandstand and pavilion building. The surrounding residential area puts some constraints on night use. Site is 9ha.					discarded
Childers Rd Reserve / Victoria Domain	New facilities would be developed on the 4.5ha Childers Road site, replacing the YMCA building and the badminton hall. Overflow parking would be developed on Victoria Domain in place of the current netball courts.					discarded
Waikirikiri Park / Victoria Domain	The 9.8ha park bounded by Tyndall Road and Dalton Street in Kaiti. A new indoor facility would be developed on the current playing fields, with outdoor netball and tennis courts at a mini-hub at Victoria Domain.					preferred

3.2
Indoor, court sports and recreation facilities

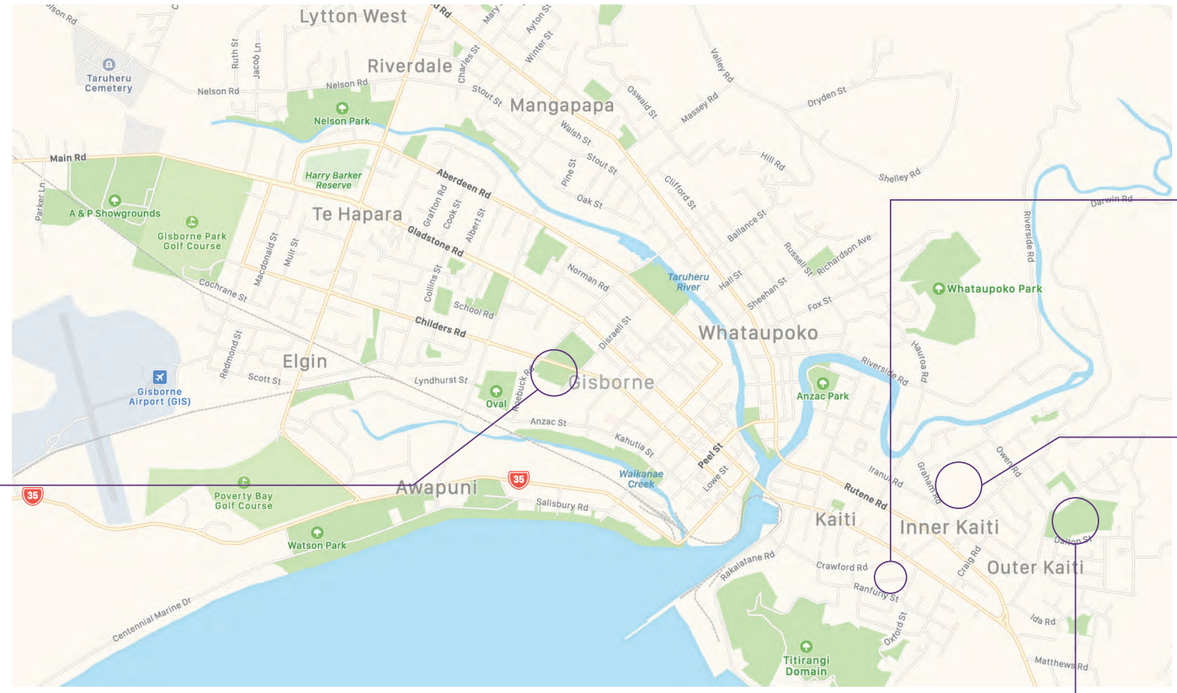
The preferred package of facilities

Linking facilities to the community is a key component of the development.

The map at right shows the proposed mix of facilities in Gisborne, all aimed at significantly lifting participation and community engagement. The improvements are:

- Resurfacing of the netball courts at Victoria Domain, including four covered courts and lighting
- Upgrades to the squash club building at Victoria Domain to enable its use by squash, netball and tennis as a mini-hub
- Construction of a multi-use indoor hub at Waikirikiri Reserve, with 3-5 indoor courts, changing and meeting facilities and outdoor recreation facilities, along with retention of the existing softball diamonds
- Targeted upgrades to the facilities at Ilminster Intermediate School, aimed at ensuring they are both fit for purpose and more versatile
- Redevelopment of the outdoor courts space at Te Poho o Rawiri, aimed at providing a versatile sporting, recreational and community area.

The layout of the facilities is intended to make them as accessible as possible for the community and available for use by schools, the community and Marae.



Court sports hub – Victoria Domain
- 12 outdoor netball courts with partial membrane covers
- 4 all-weather tennis courts
- 4 indoor squash courts
- Shared clubroom hub

$4.4m - $9.40m

Complete 2027

Te Poho o Rawiri
- Replacement of the 3 end-of-life hard courts with flexible court spaces for sporting, recreation and community use
- Membrane roof with mostly open sides

$0.8m - $1.40m

Complete 2027

Ilminster Intermediate upgrades
- Gymnasium upgrades and deferred maintenance catch-ups
- Pool heating and upgrades

$2.10m - $4.30m

Complete 2029

Indoor hub – Waikirikiri Park
- 3-5 indoor multi-purpose courts to accommodate varied codes and groups
- Move centre / gym sports space
- Climbing / bouldering wall
- Shared clubroom hub
- Outdoor recreation space and play zone with membrane roofing
- Retention of outdoor softball facilities and two full-sized fields with lighting
- Car parking up to 100 additional parks
- Mobile and transportable seating to be used across Gisborne and te Tairāwhiti

$45.1m - $53.0m

Complete 2027

3.2
Field sports facilities

Current provision and expected demand

While most cities have significant challenges with finding enough green space for outdoor sports to be played at scale, Gisborne is almost unique in having ample playing fields within or in close proximity to the city. Based on feedback from the sporting codes, there are few challenges with the amount of space; however, there are concerns about:

- The quality of some of the playing surfaces, particularly in winter at some parks, where waterlogging can occur
- The quality and sustainability of some pavilions and supporting infrastructure in some locations, which range from adequate to non-existent
- The need to split tournaments and major events across multiple locations as there are insufficient fields in one place.

The projections from local codes and national bodies indicate steady but not stellar growth rates in most field sports. Some are showing growing participation in Gisborne – such as the strong growth seen by Thistle Football Club – and others already have high player numbers, such as Touch. However, there is little data to support the need for additional fields in the coming decade.

The opportunity exists to rationalise a number of the current facilities into an outdoor field sports hub. This would provide an integrated and multi-use facility shared across a number of codes, which will address the current challenges with the quality, sustainability and location of playing fields. A likely configuration is shown in the table at right.

While the table shows an ideal configuration for the outdoor codes, our analysis shows the case for making a substantial investment in a field sports hub at this time is weak. It is not clear that additional investment will provide a substantial lift in participation, as a lack of facilities does not seem to be an impediment for most codes.

Components and scale	Activities
12 full sized fields (all to be floodlit over time for night sport) to provide for clubs and tournaments, within these fields:	**Rugby**
• 4 training fields (all floodlit for night training)	**Football**
	Athletics
• 6 cricket ovals (wickets between winter fields, flood lighting around perimeter of 2 winter fields to create ovals)	**Cricket**
• 1 floodlit artificial turf suitable for football / rugby training	**Football**
	Hockey
Mobile use seating units for events	**League**
Athletics track	**Softball**
Shared clubrooms with changing room facilities	**Touch/flag**
Shared parking (vehicle, micro-mobility and bike)	**Kiorahi**

3.2

Field sports facilities

The scope of the investment in field sports facilities

There are a range of investment options.

The **Scope** analysis assesses the full range of alternatives for the outdoor facilities in order to meet the investment objectives.

The table at right shows the assessment of the options, which have been tested against the investment objectives and the achievability, affordability and value for money critical success factors (CSFs).

While a number of options have been explored, some interim investment in upgrading the current facilities is likely to represent better value for money than constructing a multi-user hub, as it is not apparent large-scale new facilities will have a significant impact on participation.

This is not to say that a field sports hub is unnecessary; rather, a multi-user hub does not have a demonstrated investment rationale at this time. Future growth in demand may well require a new facility at some point, so some early-stage analysis has been made of the possible options. The approach is described on subsequent pages.

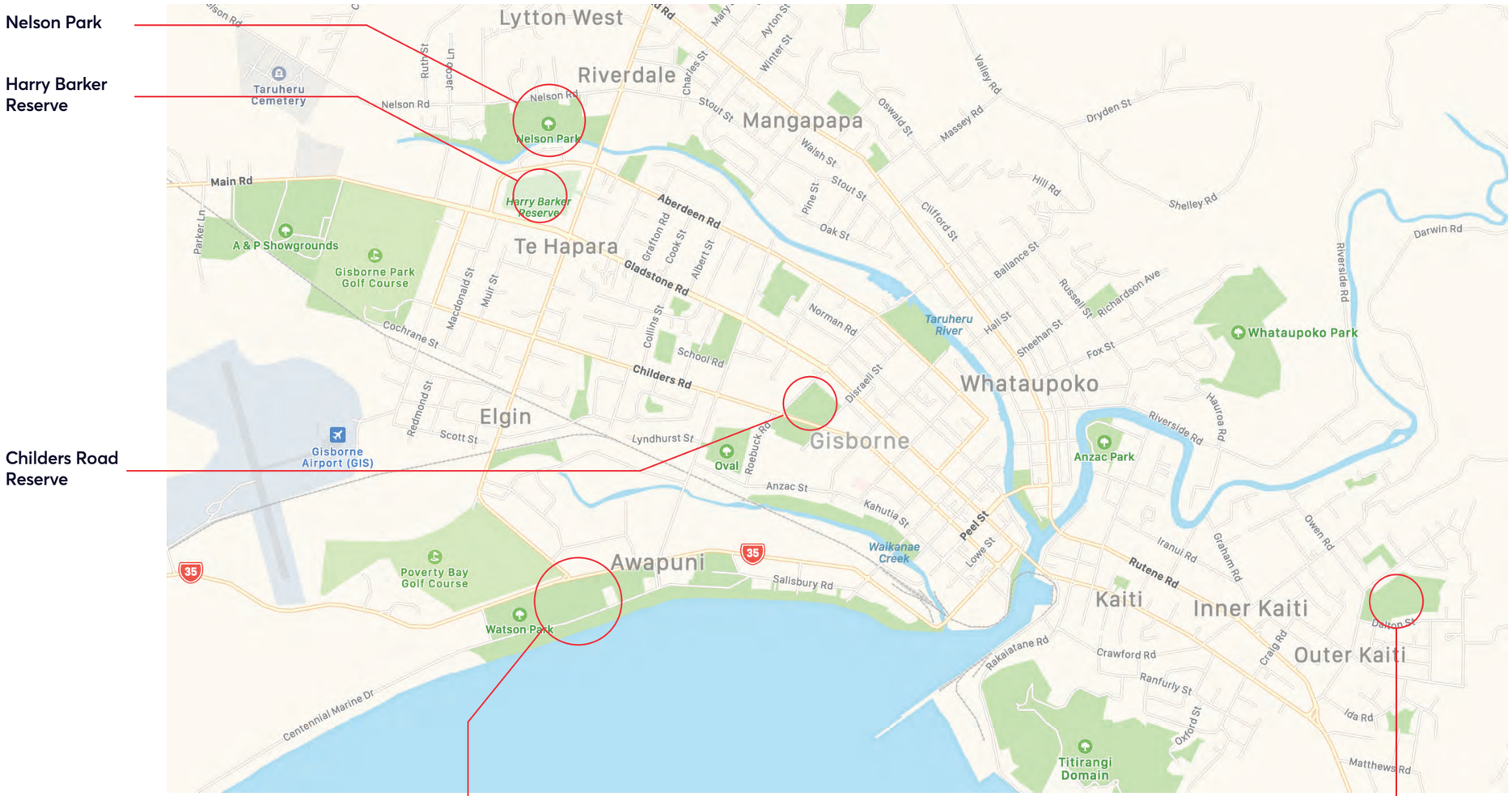
Scope

option	what it is	**Fit-for-purpose** objective	**Participation** objective	**Sustainability** objective	**Affordability**	**Achievability**	**Value for money**	rating
Status quo / do nothing	The current sport and recreation facilities remain as they are in the same locations							discarded
Upgrade / replace existing facilities	The existing sport and recreation facilities are upgraded or replaced to be fit for purpose, with key elements remaining in the same locations							preferred
Create multi-user facilities	New multi-user facilities are built at locations that are determined with the input of the community							discarded

3.2
Field sports facilities

Possible locations

The potential locations for upgrading field sports facilities are shown on the map.



3.2

Field sports facilities

Upgrade options

The table at right shows the assessment of the options for upgrading the various facilities across Gisborne. The primary considerations are:

- **Maximum versatility** – options resulting in versatile facilities able to be used by a range of codes are preferred
- **Maximum re-use** – options that make use of existing facilities are preferred
- **Maximum effectiveness** – options that address shorttfalls in infrastructure or the replacement of facilities that are beyond their economic life are preferred.

In effect, the analysis seeks to identify the greatest value for money across the widest range of facilities and sporting codes, short of constructing a new field sports hub.

Field sports facilities

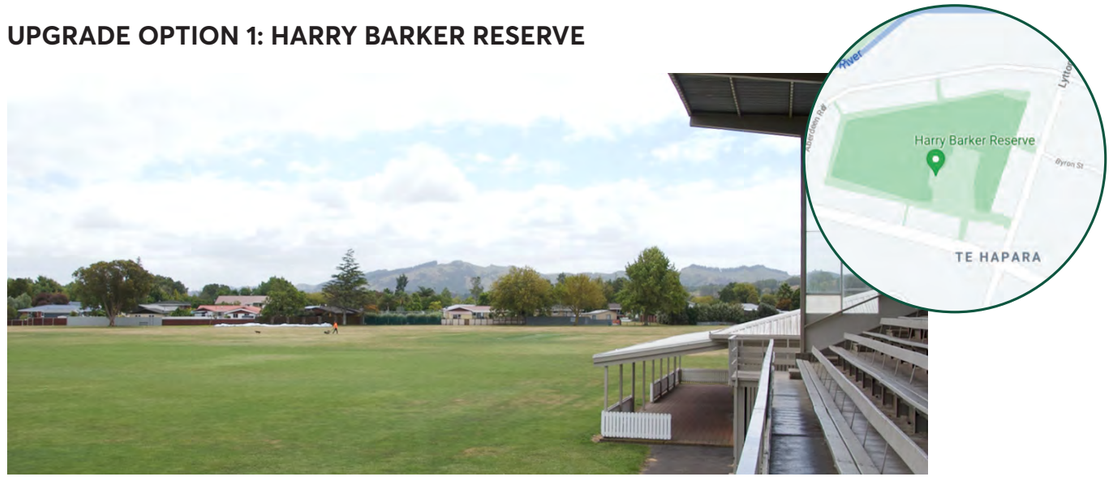
option	what it is	Versatility	Re-use	Effectiveness	Transport links	Roading / parking	Land conditions	Value for money	rating
Watson Park/ Awapuni Stadium	The 20.8ha of land between Awapuni Road and the beach, including Watson Park and the adventure playground and an open space with a soundshell used for triathalons and concerts.								preferred
Harry Barker Reserve	15.3ha of land, accessed from Lytton Road and surrounded by residential housing. Currently has an outdoor stand, clubrooms and the artificial hockey turf, with parking.								preferred
Nelson Park	9.0ha of land, accessed from Lytton Road and Aberdeen Road. Has extensive outdoor playing areas with limited clubroom facilities and parking.								preferred
Childers Rd Reserve	4.5ha of land on Childers Road, including the playing fields but excluding the YMCA site, currently occupied by Thistle Football Club. Has an existing stadium, lighting and clubrooms facilities.								discarded
Waikirikiri Park	The 9.3ha park bounded by Tyndall Road and Dalton Street in Kaiti. Reserve land, currently used for outdoor field sports including softball, with playground, netball court and car parking. Preferred site for the indoor hub.								discarded
The Oval	The existing 5ha park behind residential housing, accessed from Stanley Road, with a boundary to the former St Mary's site. Currently used by rugby, may have land remediation issues.								discarded
Barry Park	The existing 4.6ha park is redeveloped as an indoor hub with outdoor courts. Access is via Barry Ave and the park is surrounded by residential development, so there are access and usage constraints.								discarded

A number of other green space areas could be developed for field sports, including Alfred Cox Park, ANZAC Park, Heath Johnson Reserve and others. These sites have minimal-to-no existing facilities so will have higher development costs than the locations above, so have been discarded with no further analysis.

3.2
Field sports facilities

Short-list options in more detail

UPGRADE OPTION 1: HARRY BARKER RESERVE



DESCRIPTION

Harry Barker Reserve is shared by cricket (summer) and hockey (winter). Football has also been using the fields at the reserve in winter. The fields are generally in good condition and there is a full sized hockey turf at the reserve that is five years old.

FEATURES

Harry Barker Reserve
Area | 15.3 hectares
Existing facilities | clubrooms, grandstand, public toilets, changing rooms, 3 floodlights, 6 cricket nets, water fountains, scoreboard, grounds keeper sheds and car park (approx 140 vehicles)

Environs | near primary and high schools, situated in residential area.

STRENGTHS / WEAKNESSES

Strengths	Weaknesses
Generous space within the park	Stand and clubrooms require upgrades
Existing facilities including hockey turf	Some facilities are badly located on the park
Accessible to schools	Residential area limits operating hours

UPGRADE OPTION 2: NELSON PARK

DESCRIPTION

There are three fields at Nelson Park and seven cricket pitches. Nelson park is used by cricket and football and has been used for the Weetbix TRYathlon community event.

FEATURES

Nelson Park
Area | 9.0 hectares
Existing facilities | Swimming Centre, changing rooms, public toilets, playground and 3 car parks (approx 60 vehicles)

Environs | near primary and high schools, situated in residential area.

STRENGTHS / WEAKNESSES

Strengths	Weaknesses
Generous space within the park	Residential area limits operating hours
Some existing facilities	Lower-lying areas may be susceptible to flooding
Accessible to schools	

3.2
Field sports facilities

Preferred approach

The map below shows the resulting mix of facilities planned for field sports

The configuration at each location is based on the requirements at similar facilities across Aotearoa, with guidance provided by Global Leisure Group. However, confirmation of the specific requirements will occur as part of the consultation and design process, involving the community and iwi as well as the sporting codes. The design process will commence once suitable in-principle funding commitments have been obtained.

The costings are based on current comparators for equivalent facilities around the country but will be subject to confirmation once the design process has been undertaken. The estimated ranges include professional fees and a 20% contingency.

Field sports upgrades

Medium term

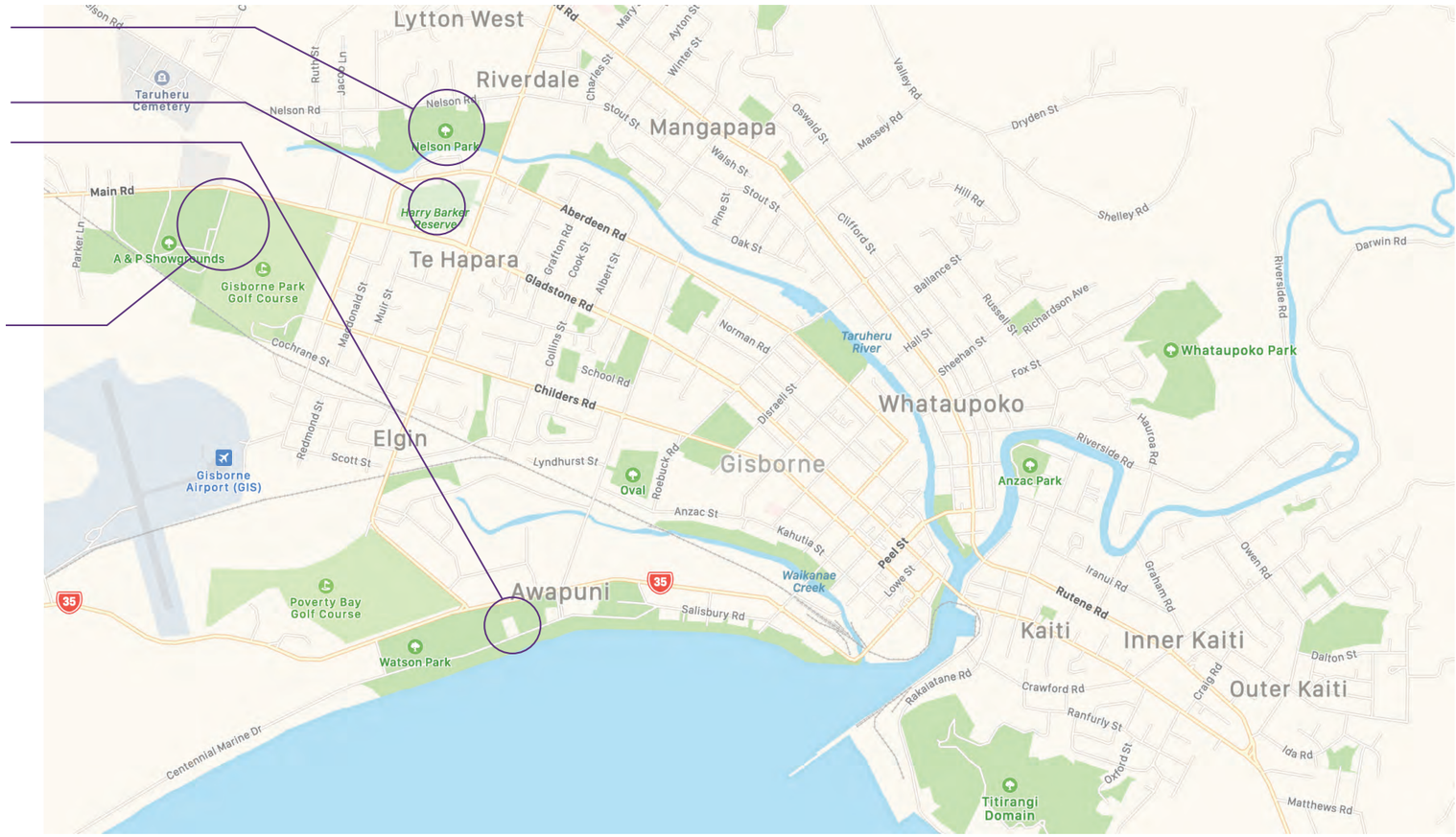
- Upgrades to **Nelson Park** for field sports, including field upgrades, lighting and seating, and relocatable changing/clubroom facilities
- Upgrades to **Harry Barker Reserve** to make the facilities fit for purpose, including playing fields, demolition or repurposing of the stand, and a new multi-use indoor cricket training facility
- Upgrades to **Watson Park / Awapuni Stadium** , including minor field upgrades and relocatable changing and toilet facilities

$14.1m - $16.6m

Complete 2028

Longer term

- Future planning for a new multi-user outdoor field sports hub adjacent to the A&P Showgrounds, depending on demand for outdoor codes and other development opportunities



3.3

Implementation approach

3.3
Implementation approach

The proposed approach for te Tairāwhiti

Significant investment is proposed for the coastal townships.

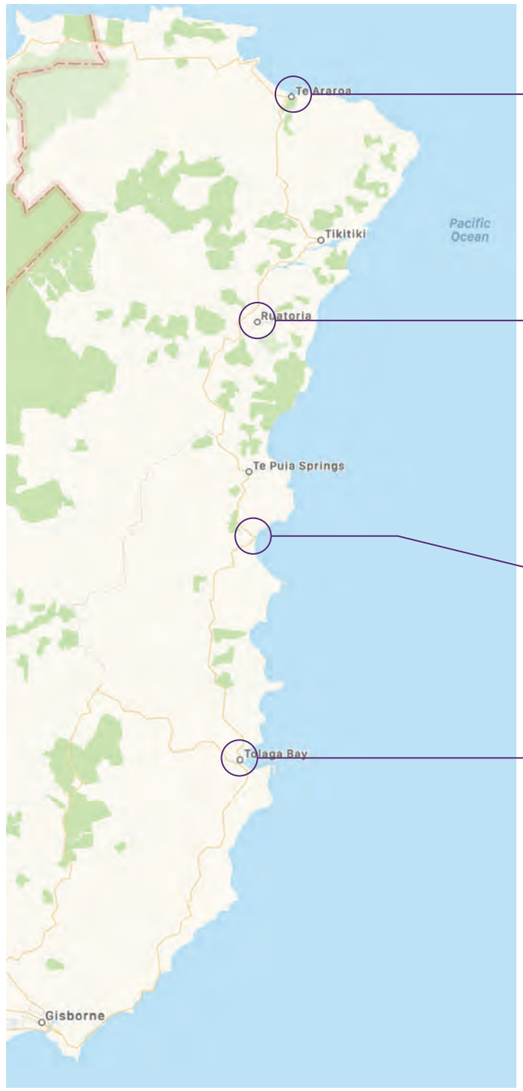
The proposed investment in sport and recreation facilities in Tairāwhiti fall under five groups:

- Field sports upgrades and long term planning
- Indoor, court sports and recreation hubs
- River sports hubs
- Regional facilities; and
- Recreation and ancillary facilities.

The map at right shows the proposed investment in the coastal townships of te Tairāwhiti.

The regional facilities build on previous work undertaken as part of the East Cape Township Upgrades and Project Matarau, key elements of which are continuing with separate funding streams and project management. Our regional approach adopts key community requests for Ruatoria, Tokomaru Bay and Uawa with a view to accelerating their funding and implementation; however, this will not negatively impact any of the currently planned or funded initiatives on the East Coast.

The following page shows the proposed investment in facilities in Gisborne.



Te Araroa
- Playzone with ancillary facilities

$1.0 - $1.5m
Complete 2025

Ruatoria
- Field and stand upgrades at Whakarua Park
- A multi-use indoor facility at Whakarua Park and outdoor courts
- Car parking that doubles as a play zone
- Renovation of the Bowls club to create a rangahahi facility
- Upgrades and heating for the Te Kura Kaupapa Maori o Te Waiu pool

$7.05m - $9.25m
Complete 2025

Tokomaru Bay
- Play zone adjacent to the clubrooms at Hatea-A-Rangi Park
- Upgrades for the Kura pool

$330k - $570k
Complete 2025

Tolaga Bay
- Upgrades and heating for the Tolaga Bay Area School pool
- New community gym facility

$1.15m - $1.70m
Complete 2026

3.3
Implementation approach

The proposed approach for te Tairāwhiti

The intention is to reinvigorate the sporting and recreation community in Gisborne.

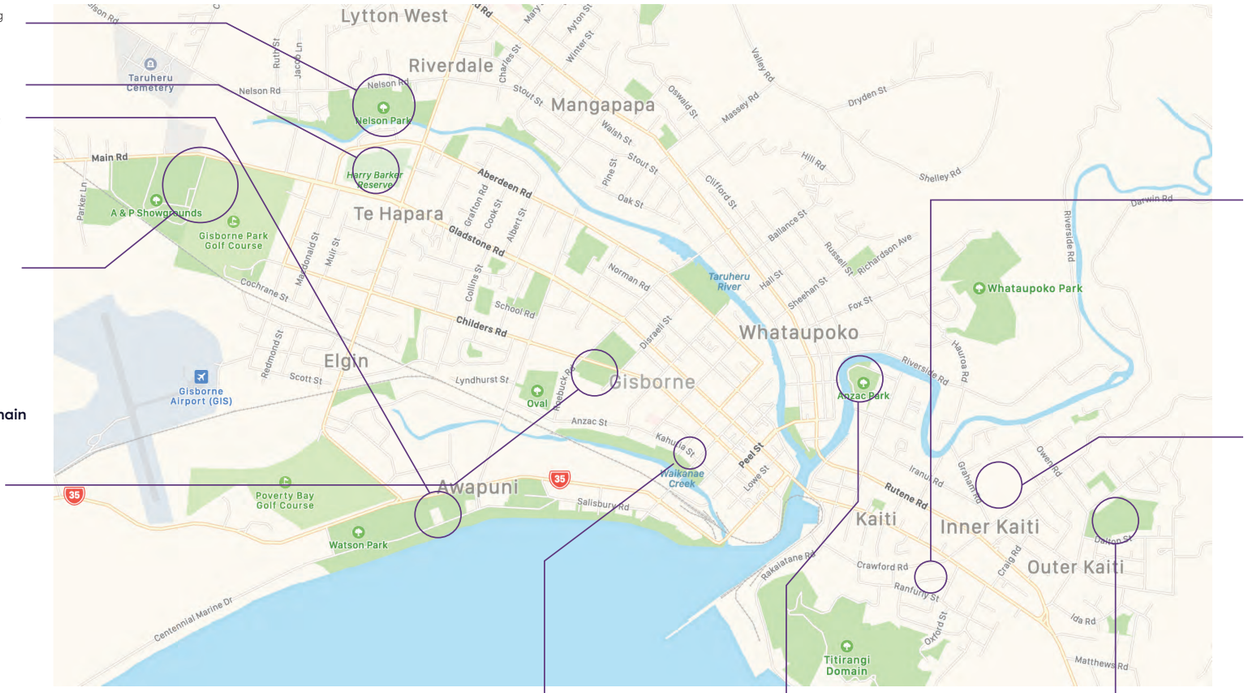
The proposed investments in sports facilities in Gisborne are shown in the map at right.

While most cities have significant challenges with finding enough green space for outdoor sports to be played at scale, Gisborne is almost unique in having ample playing fields within or in close proximity to the city. The projections from local codes and national bodies indicate steady but not stellar growth rates in most field sports.

As a result, we determined that targeted upgrades to existing field sports grounds to improve the quality of grounds, maximise hours of use and achieve better synergies among codes achieves the best value for money in the case of field sports.

Facilities for indoor sports and recreation are in stark contrast to field sports. Gisborne only has one heavily used indoor facility, which is owned by the YMCA. We have therefore determined that the bulk of the facilities spend should go into an indoor hub at Waikirikiri Park in Kaiti, with a supporting court sports facility at Victoria Domain.

All facilities have been selected using a rigorous options analysis process, with the analysis focused on identifying the options with the maximum participation outcomes balanced with the greatest value for money.



Field sports upgrades

Medium term

- Upgrades to **Nelson Park** for field sports, including field upgrades, lighting and seating, and relocatable changing/clubroom facilities
- Upgrades to **Harry Barker Reserve** to make the facilities fit for purpose, including playing fields, demolition or repurposing of the stand, and a new multi-use indoor cricket training facility
- Upgrades to **Watson Park / Awapuni Stadium** , including minor field upgrades and relocatable changing and toilet facilities

$14.1m - $16.6m

Complete 2028

Longer term

- Future planning for a new multi-user outdoor field sports hub adjacent to the A&P Showgrounds, depending on demand for outdoor codes and other development opportunities

Court sports hub – Victoria Domain

- 12 outdoor netball courts with partial membrane covers
- 4 all-weather tennis courts
- 4 indoor squash courts
- Shared clubroom hub

$4.4m - $9.40m

Complete 2027

Te Poho o Rawiri

- Replacement of the 3 end-of-life hard courts with flexible court spaces for sporting, recreation and community use
- Membrane roof with mostly open sides

$0.8m - $1.40m

Complete 2027

Ilminster Intermediate upgrades

- Gymnasium upgrades and deferred maintenance catch-ups
- Pool heating and upgrades

$2.10m - $4.30m

Complete 2029

Skate Park and pump track

- Replacement of the end-of-life skate park with a new permanent facility
- Toilet facilities
- New pump track located across the road

$3.654m

Complete 2024

River sports – ANZAC Park and Marina Park

- Boat launching ramps
- Covered, secure storage for all three waka clubs
- Car parking
- Phase 2 ancillary facilities

$6.2m - $7.3m

Complete 2027

Indoor hub – Waikirikiri Park

- 3-5 indoor multi-purpose courts to accommodate varied codes and groups
- Move centre / gym sports space
- Climbing / bouldering wall
- Shared clubroom hub
- Outdoor recreation space and play zone with membrane roofing
- Retention of outdoor softball facilities and two full-sized fields with lighting
- Car parking up to 100 additional parks
- Mobile and transportable seating to be used across Gisborne and te Tairāwhiti

$45.1m - $53.0m

Complete 2027

3.3
Implementation approach

Trust Tairāwhiti is funding the early win projects

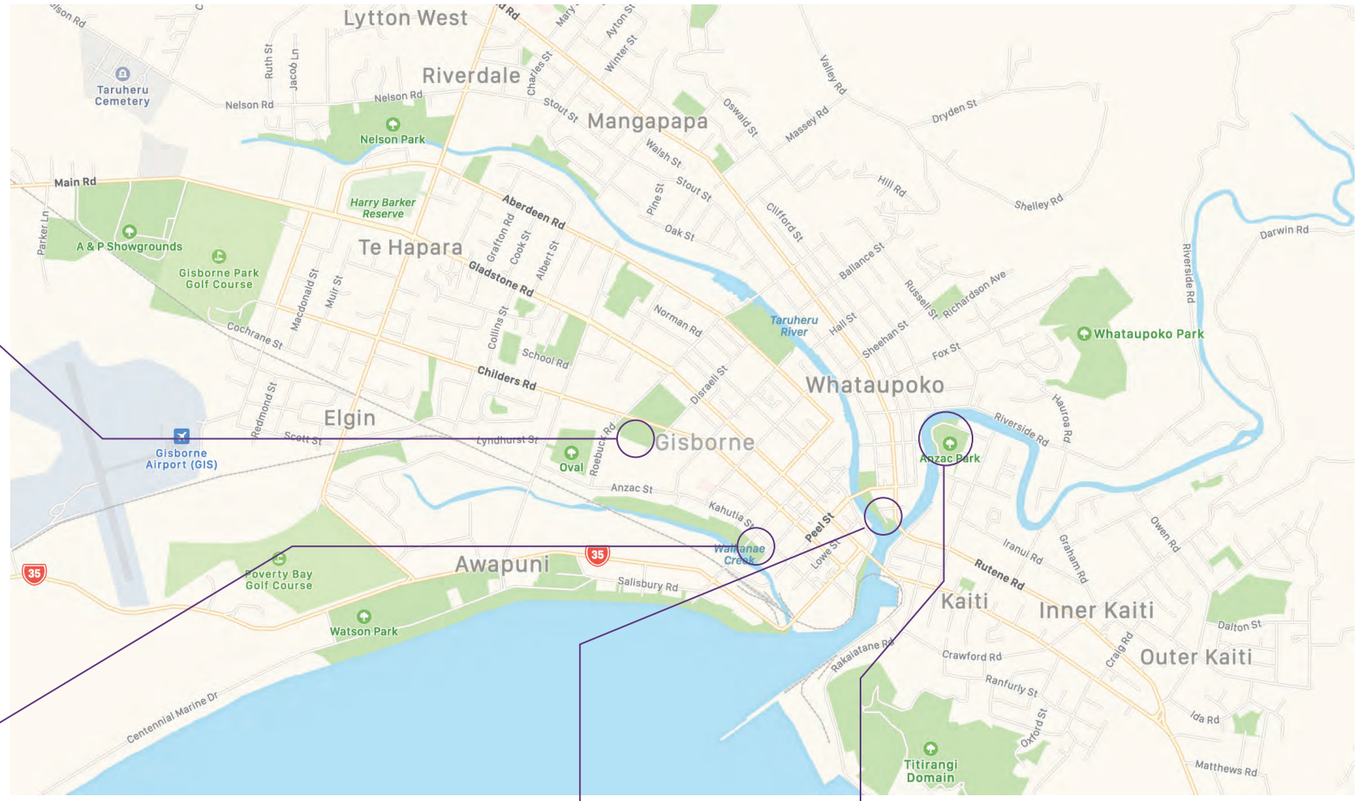
Within the wider facilities plan there are a number of early win projects, which can be progressed quickly with local resources and funding. The projects are shown on the map at right and are:

- The development of the waka storage facilities at ANZAC Park and Marina Park, for all three waka clubs
- The redevelopment of the skate park and the construction of a synergistic pump track
- The resurfacing of the outdoor netball courts at Victoria Domain.

All these projects are high priority, have been needed for a number of years, and can be progressed with local resources. All are shovel-ready to a greater or lesser degree, with some now at consent stage.

The early win projects will also deliver significant outcomes to the most in-need sections of the Tairāwhiti community. The projects are focused on the sporting and recreational activities favoured by rangatahi, and by many people across all ages and stages in Tairāwhiti.

Trust Tairāwhiti approved funding for the early win projects at its AGM in August 2021, and work is already underway on the skate park and waka storage. Design work has begun on the netball courts resurfacing.



Netball courts resurfacing
- Resurfacing of netball courts at Victoria Domain
- Targeted lighting upgrades
- Likely demolition of existing admin building and provision of temporary replacement facilities

$3.3m - $3.7m

Complete late 2023

Gisborne Skate Park
Replacement of current end of life facility with new fit-for-purpose skate park. Includes lighting and public toilets

$ 2.767m

Complete 2024

Pump track
Development of community pump track adjacent to Skate Park, where considerable synergy with Skate Park is expected

$ 0.415m

Complete 2024

River sports – Marina Park
- Covered, secure storage

$ 0.5m

Complete 2023

River sports – ANZAC Park
- Covered, secure storage

$ 0.5m

Complete 2023

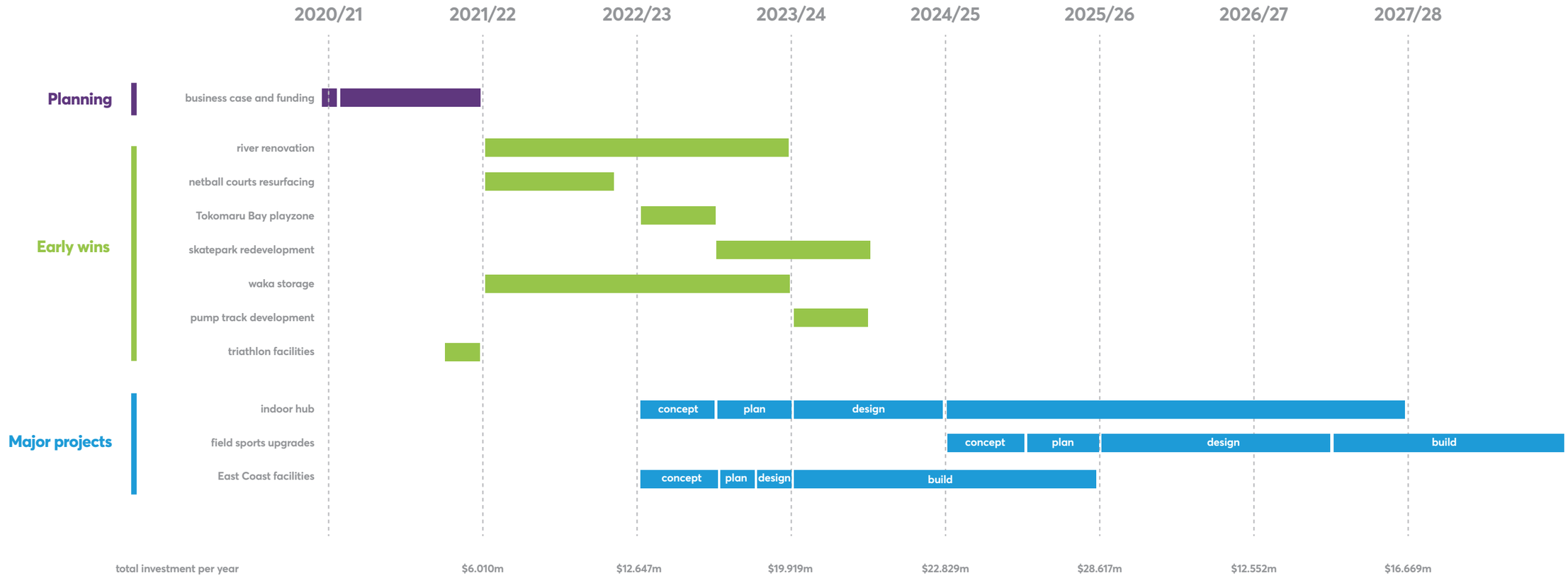
3.3
Implementation approach

Phasing and timing

Development is expected to take around ten years.

The diagram below shows the indicative timelines for the projects. These are based on receiving Crown funding commitments during the FY22/23 year and most projects beginning as soon as possible, so delays may occur for a variety of reasons.

Based on the project planning to date, it seems likely development of the facilities will stretch out over the next decade.



3.4

Ownership and operation

3.4

Ownership and operation

The development of the hub model

Facilities are increasingly being grouped into multi-purpose hubs.

More New Zealanders now expect professionally delivered, flexible and accessible sport and recreation. Because of this, sports must look for alternative delivery models to better meet today's markets.

Many clubs are also under increasing financial pressure from reduced memberships and the burden of having to maintain or build new facilities.

The need to continually review, refresh and adapt the way we provide sport and recreation is behind the recent growth in the number of Community Sports and Recreation Hubs or Sportsvilles. For the purpose of this document, we will refer to them as Sports and Recreation Hubs (SRHs).

The SRH model sees clubs and community groups combine resources, use the same facilities, work together to share costs and services, and develop new ideas. The benefits of SRHs vary depending on the nature of the hub. They can be grouped into two categories: participation and efficiency. Participation benefits include:

- Increased participation that is above the sum of the regular activity from the individual clubs that make up the hub through programmes and pay to play, and greater reach, integration and inclusion
- Continuity and resilience of participation when clubs struggle or fail
- More diversity in participation and greater likelihood of lifelong connection with the hub through offering a range of activities attractive to various different life stages and that are whanau friendly
- More accessible infrastructure for casual participation enabled by the facility being open more often
- Better coordinated delivery optimising participation opportunities, e.g. by minimising timing clashes.

Efficiency benefits include:

- Economies of scale in shared infrastructure (e.g. social and commons space) and services (e.g. reception, communications, marketing and member database management)
- Hub leadership handles property development and management, which enables clubs to focus on increasing participation and improving the quality of user experience
- More effective advocacy due to the constituency of the entire hub and stronger ongoing relationship with the local authority due to more frequent engagement coming from a single voice rather than many interactions with stand-alone clubs
- Streamlining or removing administration and compliance burdens for clubs.

The SRH model is widely used in a number of countries including Australia, the UK and Canada. There are a number of successful SRHs operating in New Zealand, including:

- Te Puru Charitable Trust (Beachlands, Auckland)
- Touitū Poneke (Wellington) - pictured below.

Each of these hubs has made a huge difference in their respective communities through a range of activities, including: hosting sport and recreation events, hiring out their facilities, operating after school and holiday activities, supporting clubs with funding and delivering innovative projects. This is all possible due to them having stable, activation focused and skills based governance boards.

Toitū Pōneke, Wellington

3.4
Ownership and operation

Effective governance

Hubs provide for more innovative and effective community-led results.

SRHs and their funders are strongly aligned to community-led approaches. There is a growing body of work based on community-led development models that show there are many benefits to community-led approaches.

Community-led sport and recreation delivery contributes to the ability of communities to thrive and be resilient. Community-led action is usually agile, responsive, adaptable and flexible in developing solutions to solve community problems. Evidence suggests that community problem solving is complex, but by " building a project's approach to tap into local strengths and assets, tap into existing resources, and develop stronger local connections by assisting and incentivising a variety of local actions, complexity is reduced, and the skills of the community are fully utilised" (Community Matters).

Communities create community-led organisations for sport and recreation through the SRH model. SRHs value grassroots sports clubs, but gain more than the sum of those clubs efforts/outputs by grouping several organisations together into an umbrella governance entity. The main focus of the governance entity is to increase participation in the most sustainable way. This benefits the wider community and the member organisations.

Using a community-led approach doesn't preclude involvement of partners with specialist expertise in areas such as asset management or administrative services, but it does put the control of the operation of the assets and services into community hands.

Empowering the community-led collective and providing them with access to suitable infrastructure to carry out their role is only the beginning. For a SRH to be successful, the community must control the journey of delivering sport, recreation and community activities by tapping into community networks and other resources. This approach enables the hub infrastructure to be more responsive to changing needs, which allows greater utilisation of the infrastructure and as a result, greater participation.

There are five key principles integral to the success of community-led sport and recreation provision:

1. There is a shared local vision and a drive for change to meet community needs
2. There are existing expertise and capabilities in the region
3. There are groups in the community already working together towards a common goal, or a willingness to work together
4. The community is willing and able to build diverse and collaborative leadership
5. It is possible to build in adaptive planning and action informed by outcomes.

Workshop with the sport and recreation codes, Tairāwhiti

3.4
Ownership and operation

The recommended approach

Facilities are increasingly being grouped into multi-purpose hubs.

The recommended approach in this business case is to construct a number of sport and recreation facilities of differing scale in different locations throughout Tairāwhiti. As such, two approaches to asset ownership are recommended to ensure assets are provided safely and maintained effectively over time, and to ensure the SRH governance entity can manage how the facility is provided.

For the large assets that have a significant requirement for asset management planning, particularly it is recommended that ownership sits with an organisation with a proven capacity to maintain such facilities. This is the recommended approach for the indoor hub at Waikirikiri Park, and may also be the most appropriate approach for some of the other larger assets.

Facility Trusts and Local Authorities are two examples of entities with the capacity to own assets. In this case asset ownership will always be benign and not impact the SRH's ability, on behalf of the owner, to exercise operational control of the activation of the facility. This includes the ability 'with permission' to alter, reconfigure and change the nature of spaces within the facility as required to meet the ever changing demands for new forms of sport and recreation.

The second approach for smaller capital investments is for both ownership and control of the operation of sport and recreation assets to sit with the SRH entity. This is the preferred approach for assets that have fewer maintenance requirements. It gives the entity full operational and management control of decisions related to the use of the asset and the ability to change or reconfigure the asset over time without requiring third party approval.

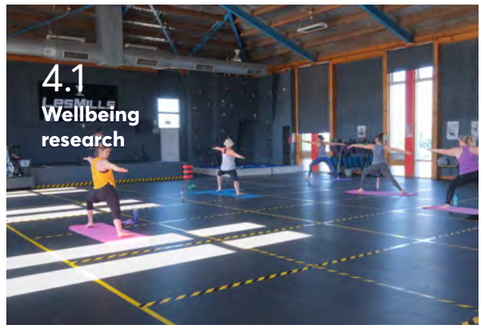
GDC is currently working with a number of community members to establish a hub governance entity. The entity is at a relatively early stage. It has built a constitution and the next stage is to finalise documents and formally establish the entity before electing a Board.

4.0

Wellbeing Assessment

4.0
In this section

4.1 | Wellbeing research



This section draws on local and international research to discuss the linkages between physical activity and wellbeing in terms of improved health, subjective wellbeing, educational attainment and reduced crime. It then goes on to discuss the necessary facilities and social structures necessary to improve participation in sport and active recreation.

4.2 | Wellbeing analysis

This section discusses the theory of economic theory behind wellbeing evaluation and provides examples of how it has been used internationally.

4.3 | Wellbeing valuation

This section applies the theory to value the impacts of investing in sports facilities in Tairāwhiti.

4.1 Wellbeing research

4.1
Wellbeing research

The importance of wellbeing in Aotearoa

The Government has put wellbeing at the centre of its priorities.

> **For Budget 2019 we will be using the Living Standards Framework developed by the Treasury to create New Zealand's first Wellbeing Budget. We will look beyond the normal GDP measures to measures that show how what we do improves the health and wellbeing of our people, our environment, and our communities. Improving intergenerational wellbeing will drive our priorities and how we measure our success.**

In December 2018, Prime Minister Jacinda Ardern issued this call to New Zealand's people and their leaders as she announced that the upcoming 2019 budget would attempt to align the country's budget with a planning and policy approach built explicitly around indicators of critical components of social, economic, and environmental wellbeing and sustainability. Since then, Budget 2020 has built on the foundations announced by the Prime Minister, and the wellbeing approach is becoming embedded in every level of Government decision making.

New Zealand's Living Standards Framework (LSF) – a key element of this approach – was over a decade in the making and is one visible marker of an ongoing but important shift from the country's previous approach to economic management and governance that has been largely focused on measures of economic growth and enhancing government efficiency.

In moving towards a governance approach that explicitly puts intergenerational wellbeing of all people at the centre the Government needed to identify the factors that contribute to wellbeing and the measures that will enable progress to be monitored. The New Zealand Treasury had developed the Living Standards Framework (LSF) over the preceding decade, and when the current government called for a Wellbeing Budget for 2019, it placed the LSF at the core of the process.

Work on developing the LSF began in 2009 in order to prompt "thinking about policy impacts across the different dimensions of wellbeing, as well as the long-term and distributional issues and implications."

The current version of the LSF brings together 12 domains important for current wellbeing and four capitals that affect future wellbeing. It identifies a stock of capital required for wellbeing now and into the future, and it monitors how changes in the various domains contribute to an increase or reduction of capital stocks. The LSF also considers risk and resilience and distributional impacts across people, places, and generations. The LSF does not include specific policy recommendations or targets, but it can inform both.

The LSF prioritises measurement and the use of evidence and is supported by a dashboard of data on 61 indicators to track changes in the level and distribution of the main elements of the LSF.

The dashboard indicators were chosen to be slow moving to enable assessment of New Zealand's long-term performance, and they include available income distribution information, such as household disposable income by decile over time. Information on household disposable income is used rather than GDP or other common indicators of aggregate economic activity.

The Treasury, however, does recognise the continued value of broader growth measures, noting that the LSF is to enrich policy analysis, not supplant GDP. As a result of all of this, the LSF and its related dashboard are intended to support "a comparable degree of analytical rigour to assessing the expected benefits (monetary and non-monetary) of policy interventions as to the fiscal costs."

ASSESSING THE IMPACTS

This section of the document is in two parts:

1. The **Research** section draws on the last few decades of research to establish the linkages between physical activity and improvements in wellbeing
2. The **Analysis** section uses the latest work in economic theory and social return on investments to quantify the impacts of the proposed facilities in economic terms
3. The **Valuation** section uses the research and analysis tools to generate a wellbeing valuation for the proposed investment, in line with the Treasury's Living Standards Framework.

4.1
Wellbeing research

Identifying the linkages

There is a rich body of research linking physical activity to improved wellbeing.

While wellbeing is an important measure of the quality of life of people in Aotearoa, it is vital to be able to identify links between various interventions and the impact they will have on the lives of people. Fortunately, there is a rich and diverse body of research – some of it dating back more than 30 years – that has assessed how improvements in physical activity lead to commensurate improvements in wellbeing.

It is widely believed that sport generates social impacts for individuals and communities. There is a long history of research and evaluation on the social impact of participating in sport, including extensive studies of outdoor recreation in North America dating back to the 1960s.

In the UK, interest in the role of leisure and quality of life can be traced back to research carried out in Scotland in the 1970s, with increasing research on the wider role of sport and leisure developing from the 1980s onwards. This body of research, which has grown considerably over the last 20 years, focuses on both individual impacts such as physical and mental health and wellbeing and life satisfaction, and broader community impacts such as social capital, community cohesion, educational performance and crime and anti-social behaviour. The evidence reports both positive and negative impacts, and is variable in quality across the different outcomes.

Unlike the measurement of economic outcomes, the measurement of social impacts is more challenging. It is often difficult to establish causality and direction of causality and to separate out the impact of sport from other influences. For example, the benefits of sport and other physical activity for both physical and mental health are well established in terms of causality and direction of causality (i.e. sport improves health).

However, in relation to other social impacts such as reduced anti-social behaviour, it is more difficult to establish whether sports participation reduces anti-social behaviour, or whether people who engage is less anti-social behaviour are more likely to participate in sport. Also, evidence at the intervention level is often so varied that rarely if ever is the same programme effective in all circumstances because of the diversity of participants and range of contextual factors.

In the context of the proposed investments in sporting and active recreation facilities in Tairāwhiti, a number of threads need to be pulled together to establish the wellbeing impacts. These establish the causal chain that leads from constructing buildings through to tangible and measurable changes in the lives of the people of the region, and the resulting better quality of life that results.

The logical sequence can be expressed in the following questions:

1. Does more physical activity lead to improved health and wellbeing, and why?
2. What are the areas of wellbeing that can be improved through more physical activity?
3. Does improved physical activity come from the provision of additional sporting and active recreation facilities?
4. If facilities are provided, can we be sure people – particularly those with wellbeing deficits – will use them?
5. What factors other than the provision of buildings is necessary for physical activity to be improved and the wellbeing benefits to be realised?

While these are relatively easy questions to ask, they are somewhat complex to answer and to provide relevant evidence about. Each question explored in more detail on the following pages.

The data and information has been drawn from a number of peer-reviewed research papers. The papers are cited on each page they have been used on.

4.1
Wellbeing research

Impact 1 | Physical activity and health

The link between physical activity and health is strong and proven.

The most developed and robust evidence is unsurprisingly in relation to physical and mental health, although much of this evidence does not distinguish between sport and other physical activity.

There is considerable robust scientific research to suggest that participation in sport creates positive preventative and therapeutic benefits for individuals, and ultimately society, in terms of reduced health and social care costs.

Sport NZ commissioned a programme of research to confirm the value of sport and active recreation to New Zealand and New Zealanders. The research was undertaken over three stages: a literature review; in-depth qualitative research with a substantial sample of members of the general public and sport and recreation sector stakeholders; and comprehensive qualitative research.

The research report found that sport and active recreation are hugely beneficial to both physical and mental health.

The findings show that participation in quality physical activity and sport is an effective way to prevent and manage several severe mental health disorders including depression, anxiety and dementia. Physical activity and sport has also been associated with indicators of better mental wellbeing (e.g. happiness, self-esteem, cognitive development). The study found that New Zealanders who meet the physical activity recommendations through participation in sport are 58% more likely to score in the healthy range for mental wellbeing.

There is also increasing evidence that sport and physical activity can improve self-confidence, self-esteem and physical self-perceptions, result in fewer depressive symptoms and improve overall cognitive and mental health in young people.

Conservatively estimated, physical inactivity cost New Zealand's healthcare system over $200m in 2013, and if eliminated could avoid New Zealanders:

- 7.9% of heart disease cases
- 9.8% of type 2 diabetes cases
- 13.1% of breast cancer cases
- 14.1% of colon cancer cases
- 12.7% of deaths.

The literature review found that significant studies have identified relationships between physical activity and reducing type 2 diabetes, high blood pressure, cardiovascular disease and obesity related disorders.

Other studies have confirmed that health benefits include prevention of premature death and reduced risk of chronic diseases including cardiovascular disease, diabetes, cancer, hypertension, obesity, osteoporosis and depression if activity is performed at a moderate or vigorous intensity over a sustained period of time (Davies, 2018).

The Sport NZ research found that regular physical activity results in similar outcomes for children including improved cardiovascular fitness, decreased risk of type 2 diabetes, improved bone health, and maintaining a healthy weight.

There is at least moderate evidence of physical activity having beneficial impacts on rates of breast cancer, colon cancer, osteoporosis and stroke.

Works cited:

Davies, D. (2018). Sport participation in Scotland: quantifying the benefits. Sheffield: Sport Industry Research Centre, Sheffield Hallam University.

Sport New Zealand. (2017). The Value of Sport. Wellington: Sport New Zealand.

4.1

Wellbeing research

Impact 2 | Physical activity and subjective wellbeing

There is robust research on the linkage between physical activity and wellbeing.

More recently there has been a growth in international research on the impact of sport on subjective wellbeing, including life satisfaction and happiness. One of the major summaries of the research is contained in the Fujiwara report, *Quantifying and Valuing the Wellbeing Impacts of Culture and Sport*.

Most studies indicate there is a positive relationship between sport participation and subjective wellbeing. Much evidence relating to subjective wellbeing is based on cross-sectional analysis from large scale population surveys.

As with the evidence on sports injuries, the main difficulty in inferring causality from a single wave of cross-sectional data is that there may be a host of factors that people differ on in addition to sport participation which are not possible to identify from a survey carried out at a single point in time.

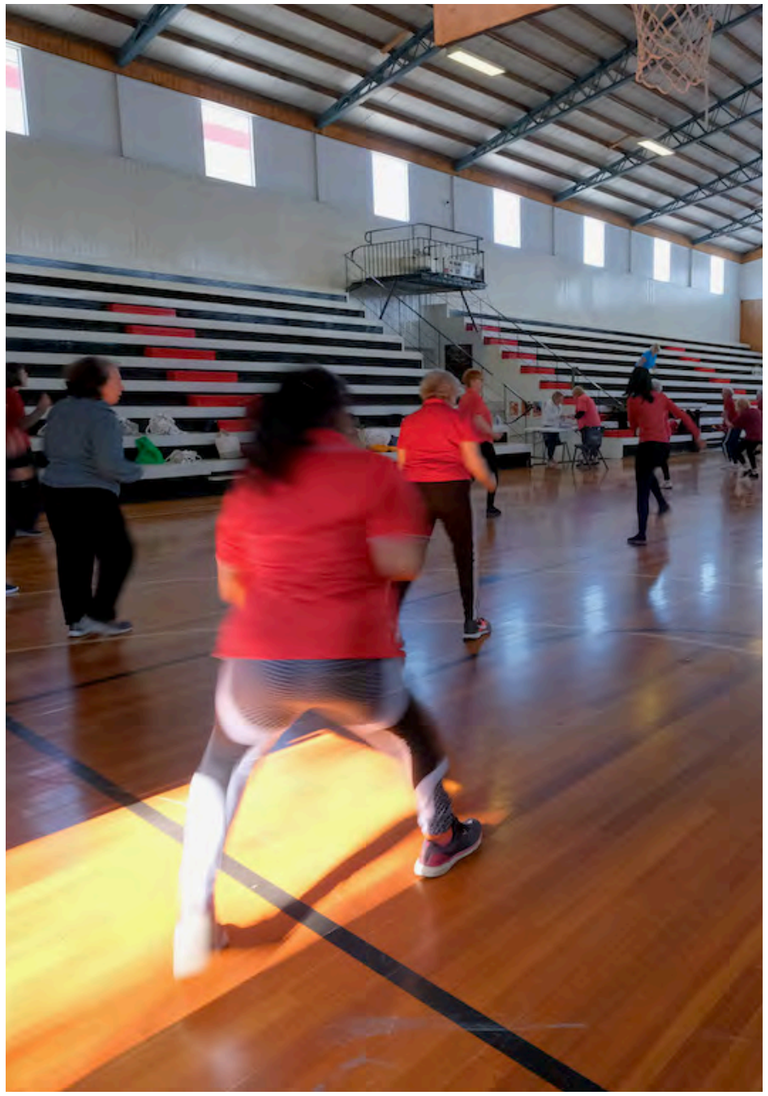
However, to deal with the issue of causality relating to sports participation and subjective wellbeing, some authors have used an instrumental variable approach, which is a technique used to estimate causal relationships when experimental methods are not possible. They estimate the monetary value of increased subjective wellbeing by calculating how much equivalent income would be required to bring about the same increase in subjective wellbeing gained through participation in sport.

The Fujiwara report found participation in sport to be associated with higher wellbeing. This increase is valued at £1,127 per person per year, or £113 per person per month.

To arrive at this conclusion, the report drew on conducted analysis using the Wellbeing Valuation Approach. Rather than relying on preferences to measure welfare, this method uses people's self-reports of their levels of wellbeing. The Wellbeing Valuation (WV) approach can derive estimates of value that are fully consistent with the welfare economic theory of compensating surplus and equivalent surplus, and hence it is a valid alternative methodology to preference-based valuation methods.

The report also drew on previous literature reviews on culture and wellbeing. These are recent and extensive reviews. In general, a number of studies found positive associations between engagement in culture and sports and wellbeing, as measured for example by life satisfaction.

Works cited: Fujiwara, D., Kudrna, L., & Dolan, P. (2014). Quantifying and Valuing the Wellbeing Impacts of Culture and Sport. London: Department of Culture, Media & Sport (UK).



4.1
Wellbeing research

Impact 3 | Physical activity and educational outcomes

There is a linkage between physical activity and educational achievement.

The literature suggests that participation in sport can generate other social impacts beyond health and subjective wellbeing, although the quality of evidence is generally weaker. *A review of the Social Impacts of Culture and Sport* presents evidence to suggest that taking part in sport has a positive effect on educational outcomes for young people, including academic achievement and cognitive benefits.

There were a number of findings from the Sport NZ research mentioned earlier that suggest participation in sport and active recreation has positive effects on educational outcomes for young people.

The research found there is a positive relationship between physical activity and children's cognitive control, planning, concentration, attention, reasoning ability and on task behaviour.

The developing brain is particularly responsive to exercise, and doing more physical activity in childhood can have positive impacts on development of the structure and function of the brain and therefore cognitive function, including:

- Regions such as the hippocampus, which is involved in memory
- The prefrontal cortex, which is involved in our ability to think, reason and commit purposeful action based on thought not impulse
- Increased formation of synapses between neurons, increasing the ability of different parts of the brain to talk to each other
- Increased levels of brain growth factor.

There is evidence that inactivity can have the opposite effect, negatively impacting on aspects of cognition including memory, multi-tasking and the ability to stay focused.

The research also found there is a positive association between physical activity and higher test scores, improved reading, mathematics skills and a positive orientation towards achievement.

There is evidence that children can spend more time being physically active and less time in the classroom without having an impact on academic achievement.

Evidence suggests achieving a threshold intensity of physical activity may be necessary for learning benefits, and a higher level of physical activity (moderate to vigorous intensity) is related to better cognitive performance.

There is a positive association between sport participation and higher academic performance, attendance rates and less lateness and stand downs.

The Sport in Education programme found using sport as a context for learning and engagement in eight New Zealand schools (deciles 1-8) resulted in improved attendance rates, decreased behaviour incidents, higher retention rates, increased engagement levels and task or assignment completion, and improved NCEA results.

Works cited:

Taylor, P., Davies, L., Wells, P., Gilbertson, J., & Tayleur, W. (2015). A review of the Social Impacts of Culture and Sport. Sheffield: Sheffield Hallam University.

Sport New Zealand. (2017). The Value of Sport. Wellington: Sport New Zealand.

4.1

Wellbeing research

Impact 4 | Physical activity and crime

Evidence increasingly shows a link between participation and pro-social behaviours.

Another area of literature where there is evidence of positive benefits associated with participation is in relation to reduced crime and antisocial behaviour.

Within this body of literature there is a strong focus on young males. The literature broadly divides into two categories: the rehabilitation of offenders, and the prevention of crime (diversion).

In terms of the latter, which tends to be the focus of social policy initiatives, there is increasing evidence to suggest that participation in sports activities reduces antisocial behaviour and improves pro-social behaviour in young people), although these relationships are not direct and are based on the assumption of the development of intermediate outcomes such as self-efficacy and self-esteem.

A 2015 study on the impacts of culture and sport identified 23 studies that measured the association between sport and incidence of crime, of which 16 suggested positive effects, including reductions in drink driving, alcohol abuse, use of illegal drugs and youth offending. However, they also identified studies that found evidence of sport contributing to negative outcomes, including higher levels of delinquency.

Davies and Foxall (2011) found evidence of sport being associated with increased violence and alcohol consumption. As with research on education, research in this area is often cross sectional and thus the degree of causality and attribution to sport remain less certain.

Robust research evidence on community cohesion and development, including social capital, is also varied although recent evidence suggests there is a positive association. There is evidence that sport can act as a 'social glue' by increasing the connectedness of communities and that sport can bring together people from diverse backgrounds.

A 2018 study on the economic value of community- based club sport in Australia, carried out for the Australian Sports Commission, demonstrates a positive effect for community sport on various social capital measures including community engagement; personalised trust; community identification; and reciprocity.

With the exception of this particular study, which uses sophisticated statistical techniques to identify causal relationships, a familiar criticism of evidence in this field is a reliance on cross-sectional analysis and a lack of robust and longitudinal evaluation.

Works cited:

Davies, D. (2018). Sport participation in Scotland: quantifying the benefits. Sheffield: Sport Industry Research Centre, Sheffield Hallam University.

Davies, F.M. and Foxall, G.R. (2011). Involvement in sport and intention to consume alcohol: An exploratory study of UK adolescents, Journal of Applied Social Psychology 41(9): 2284–2311.

Gratton, C., Cuskelly, G., Toohey, K., Skinner, J., Lock, D., Kokolakakis, T. and Lu, X. (2018 unpublished). Economic value of community club-based sport in Australia. Australian Sports Commission and Griffith University, Queensland.

Taylor, P., Davies, L., Wells, P., Gilbertson, J. and Tayleur, W. (2015). A review of the social impacts of culture and sport. [online]. DCMS.

4.1
Wellbeing research

Building facilities improves participation

There is strong evidence that accessible facilities lead to more physical activity.

Evidence suggests that the accessibility of sports facilities has considerable association with the amount of physical activity a person participates in.

There are several determinants of participation in physical activity. Whether or not a person participates in physical activity is affected not only by individual lifestyles, but also by the environment in which a person lives or works. Generally, the determinants of physical activity are categorised into five factors according to the ecological model: individual, interpersonal, environmental, regional or national policy, and global factors. Among these five factors, environmental factors include three dimensions: social environment, built environment, and natural environment. Ecological models stand on the basis that physical activity is conducted at the particular physical environments such as sports facilities, and these places which are designed for physical activity could have an influence on the choice of physical activity.

In fact, the accessibility of sports facilities (an environmental factor) has been reported in several studies to dramatically affect individual participation in physical activity. It is believed that the presence of sports facilities is associated with participation in physical activity. Particularly, closer distances between an individual's home and a sports facility are associated with high levels of physical activity. Therefore, many countries have been investing in sports facilities over the recent decades to promote physical activity.

A 2016 study on the association between subjectively assessed accessibility of sports facilities and physical activity among Korean adults found that sports facility accessibility is considerably associated with the amount of physical activity an individual participates in.

This study, and previous studies, also found that the distance required of an individual to travel to a sports facility affects sports facility usage. This association may be explained by the fact that environmental factors affect an individual's perception of physical activity. Long distances may reduce the motivation to do physical activity, as inability to access appropriate facilities is reported to likely act as perceived motivational barrier. Therefore, easy access to sports facilities may act as a motivator to encourage an individual to participate in physical activity.

The results of the study showed that easy access to sports facilities among those who had a history of depression tended to result in more physical activity than when such facilities were less accessible due to distance. Generally, depressed people have insufficient motivation to maintain an active lifestyle. However, taking into account the various health and well-being benefits proffered by physical activity, it is important to encourage depressed individuals to exercise.

According to a previous study, there is a clear association between autonomous types of motivation and physical activity; therefore, proximity to sports facilities may encourage depressed individuals to spontaneously participate in physical activity by increasing opportunities to acquire information about exercise and access to sports equipment. The proximity of sports facilities was associated with physical activity regardless of monthly household income, age, and occupation.

Regardless of monthly household income, easier access to sports facilities was associated with increased physical activity; therefore, although low income populations are usually at risk for physical inactivity, access to sports facilities appears to more strongly affect physical activity than does income, with easy access to sports facilities promoting physical activity even among those at the highest risk for inactivity.

Overall, the results from the study suggest an individual's perceived level of access to sports facilities may play an important role in physical activity of not only the general population, but also of those with a history of depression. Therefore, it is crucial to take into account sports facility accessibility when building physical activity-promoting environments or designing programs for enhancing physical activity.

Works cited: Lee, S. A., Ju, Y. J., Lee, J. E., Hyun, I. S., Nam, J. Y., Han, K.-T., & Park, E.-C. (2016). The relationship between sports facility accessibility and physical activity among Korean adults. BMC Public Health.

4.1

Wellbeing research

Buildings are needed but are not sufficient

Social structures are needed in addition to the physical structures.

A Hong Kong study examined the longitudinal association of the perceived availability of neighbourhood sport facilities with leisure time physical activity, and the potential moderating effects of age, past physical activity behaviour, and weight status in adolescents.

Leisure time physical activity is defined as physical activity outside of school hours.

Among 20,933 follow-up subjects (60.9% of 34,369 baseline subjects), 9993 from 32 Hong Kong secondary schools were successfully matched with baseline (mean duration 16 months; SD 1.7) and had complete information. At baseline and follow-up, respondents reported their leisure-time PA, weight, height, and the presence of sport facilities in the neighborhood.

The study found that increased perceived availability of sport facilities from baseline to follow-up predicted more leisure time physical activity at follow-up overall. An increase in perceived number of neighbourhood sport facilities by 1 unit was positively associated with an increase in weekly frequency of leisure time physical activity by 3%.

This effect was modified by baseline physical activity, with a significant effect observed only among those who had engaged in leisure time physical activity more than 3 times a week.

This shows that increasing awareness of neighbourhood sport facilities or building more such facilities may help adolescents who are already active maintain or increase their leisure time physical activity. However, the provision of neighbourhood sports facilities may not be sufficient to increase physical activity levels among inactive or insufficiently active adolescents.

Inactive or insufficiently active adolescents are likely to require more comprehensive, multi-level intervention strategies that target other potential determinants of physical activity behaviour.

These findings suggest that availability of sport facilities may not be sufficient to promote physical activity, at least not in all subgroups. This is consistent with previous studies in which the effects of physical environmental attributes (eg, accessible facilities) on physical activity tended to be weaker than those of social and individual factors. This indicates that a supportive physical environment may be necessary but not sufficient for increasing the prevalence of meeting the recommended levels of physical activity in the community.

This emphasises the importance of having other social and community structures in place to foster participation. Facilities that are accessible and fit-for-purpose are necessary to support participation, but it is the programming and structures within the facilities that really drives participation.

Works cited: Yee-Man Wong, B., Ho, S.-Y., Lo, W.-S., Cerin, E., Mak, K.-K., & Lam, T.-H. (2014). Neighborhood Sport Facilities With Physical Activity in Adolescents: An Analysis of Potential Moderators. Journal of Physical Activity & Health, 581-587.

4.1
Wellbeing research

Case Study: Rangatāhi in Iceland

Iceland has had great success using sport and active recreation to improve the lives of its young people.

As of 2017, Iceland tops the European table for the cleanest-living teens. The percentage of 15 and 16 year olds who had been drunk in the previous month plummeted from 42 percent in 1998 to 5 percent in 2016.

The way the country has achieved this turnaround has been both radical and evidence-based, but it has relied a lot on what might be termed enforced common sense.

Harvey Milkman, an American psychology professor studied trends in drug use and was instrumental in developing the idea that people were getting addicted to changes in brain chemistry. Kids who were "active confronters" were after a rush – they'd get it by stealing hubcaps and radios and later cars, or through stimulant drugs. Alcohol also alters brain chemistry, of course. It's a sedative but it sedates the brain's control first, which can remove inhibitions and, in limited doses, reduce anxiety.

From this idea spawned another: "Why not orchestrate a social movement around natural highs: around people getting high on their own brain chemistry."

In 1992, Milkman's team in Denver won a $1.2 million government grant to form Project Self Discovery, which offered teenagers natural-high alternatives to drugs and crime. They got referrals from teachers, school nurses and counsellors, taking in kids from the age of 14 who didn't see themselves as needing treatment but who had problems with drugs or petty crime.

Instead of telling the kids they were coming in for treatment, they offered to teach them anything they wanted to learn, e.g. music, dance, art, or martial arts. The idea was that these classes could provide a variety of alterations in the kids' brain chemistry, and give them what they needed to cope better with life.

At the same time, the recruits got life-skills training, which focused on improving their thoughts about themselves and their lives, and the way they interacted with other people. "The main principle was that drug education doesn't work because nobody pays attention to it. What is needed are the life skills to act on that information."

In 1991 Milkman was invited to Iceland to talk about his work, his findings and ideas and soon became a consultant to the first residential drug treatment centre for adolescents in Iceland.

A 1992 survey of 14 - 16 year olds showed that Iceland had alarmingly high rates of teen smoking, alcohol and drug use. The survey results also revealed clear differences between the lives of kids who took up drinking, smoking and other drugs, and those who didn't. A few factors emerged as strongly protective: participation in organised activities - especially sport - three or four times a week, total time spent with parents during the week, feeling cared about at school, and not being outdoors in the late evenings.

Using data from the survey and insights from research, including Milkman's, a new national plan was gradually introduced. It was called Youth in Iceland.

Laws around the sale and advertisement of alcohol and tobacco were changed and links between parents and school were strengthened through parental organisations. A curfew for children aged between 13 and 16 was also introduced.

State funding was increased for organised sport, music, art, dance and other clubs, to give kids alternative ways to feel part of a group, and to feel good, rather than through using alcohol and drugs, and kids from low-income families received help to take part.

Between 1997 and 2012, the percentage of kids aged 15 and 16 who reported often or almost always spending time with their parents on weekdays doubled – from 23 per cent to 46 per cent – and the percentage who participated in organised sports at least four times a week increased from 24 per cent to 42 per cent. Meanwhile, cigarette smoking, drinking and cannabis use in this age group plummeted.

Young, E. (2017, January 17). Iceland knows how to stop teen substance abuse but the rest of the world isn't listening. Retrieved from Mosaic: https://mosaicscience.com/story/iceland-prevent-teen-substance-abuse/

4.2

Wellbeing analysis

4.2
Wellbeing analysis

The wellbeing analysis process

A structured approach has been taken to assessing the impacts of the investment.

In this section of the document, we use the following process:

1. We describe the LSF and its relevance for this investment, and we link the LSF at the national level to the Wellbeing Framework designed by Trust Tairāwhiti, which is the mechanism for the region to assess and prioritise the wellbeing of its people
2. We assess the international evidence for linkages between sporting participation and improved wellbeing in a variety of domains
3. We use the latest research from the UK to look at the monetary benefits of improved wellbeing from sporting participation
4. We apply the economic methodologies used internationally to Aotearoa, building on work done for Sport NZ by Simetrica, an economic consultancy
5. We derive the wellbeing benefits of the Tairāwhiti investments using this rigorous economic analysis.

The diagram below shows this approach in diagrammatic form.

1 Configuration

The current community usage of, and demand for suitable sporting and recreational facilities is used as the input for developing the economic and wellbeing analysis.

2 Methodology

The various economic analysis methodologies are assessed to select the approaches that are most appropriate for the sports facilities:

- **Cost/Benefit Analysis (CBA)** has been used to establish the financial return from the sporting and recreational facilities
- **Societal Return on Investment (SROI)** has been used to establish the non-financial return from the sporting and recreational facilities.

3 Economic analysis

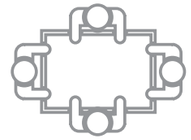
The economic analysis has been conducted to allow both the financial and non-financial returns to be assessed on a **like-for-like basis**, so that the decision makers can see the overall impacts of the proposed sporting and recreational facilities.

4 Wellbeing analysis

The financial and non-financial returns have been mapped against the four wellbeings:

- **Social** wellbeing
- **Economic** wellbeing
- **Environmental** wellbeing
- **Cultural** wellbeing.

5 Summary



The wellbeing and economic analysis information is combined so that the decision makers can see the cash and non-cash **implications** from the proposed sporting and recreational facilities.

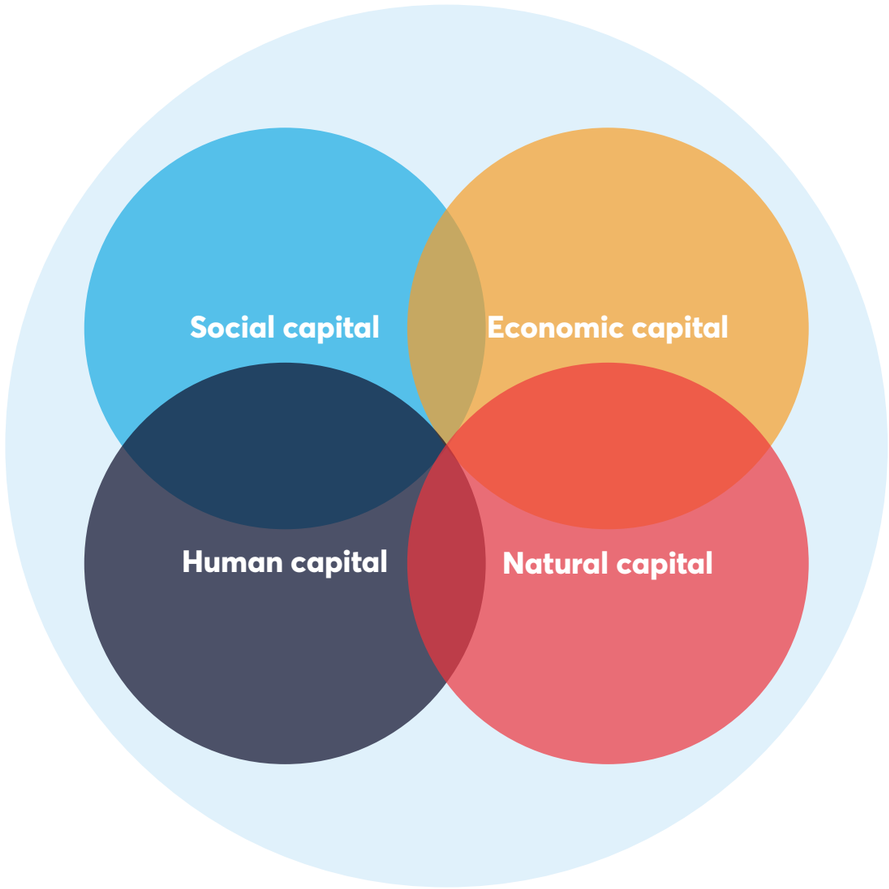
4.2
Wellbeing analysis

The Living Standards Framework

Wellbeing is becoming the centrepiece of investment decision making.

At the heart of the economic analysis of the proposed investment sits the Living Standards Framework. As noted on previous pages, the LSF.

Treasury's vision is "higher living standards for New Zealanders". By "living standards" we mean much more than just income. We mean people have greater opportunities, capabilities and incentives to live a life that they value, and that they face fewer obstacles to achieving their goals.



- The cultural, philosophical and ethical norms of society
- The social and political institutions that organise society eg, laws, expectations
- The way people interact, eg, whether they trust each other

- Individual assets eg, homes, cars, factories and machinery
- Community assets eg, roads and hospitals
- Financial assets that could buy these things

- The stock of skills and qualifications that people have
- The level of health
- The systems used to organise people to create value

- Extracted resources eg, oil and gas
- Renewal resources, eg, like water and fish
- Environmental services eg, climate, breathable air and soil

4.2
Wellbeing analysis

The four wellbeings in a regional context

Trust Tairāwhiti have developed a sophisticated wellbeing framework.

He Rangitapu He Tohu Ora – Tairāwhiti Wellbeing Framework

He Tohu Ora – Our people, whānau, and communities of Tairāwhiti are able to live the lives we value in ways that matter to us.

Waharoa

In partnering with the Trust, we encourage you to step through our waharoa. It is always open to anyone who aspires to benefit the people of Tairāwhiti.

Te Taahu

Tairāwhiti upholds Te Tiriti o Waitangi. Mana Whenua partnerships are maintained with integrity.

Kia mauri tū
Integrity

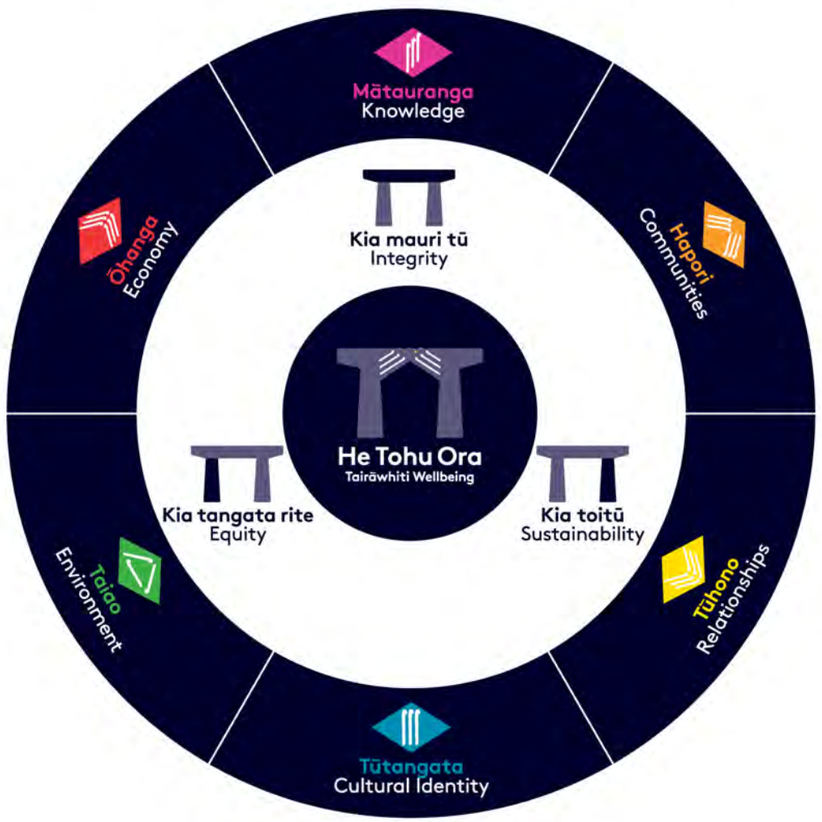
Ngā Pou

All people, whānau, and communities of Tairāwhiti have unhindered access to support and opportunities that enhance their wellbeing.

Kia tangata rite
Equity

We are good ancestors. Children, young people and future generations have a better set of opportunities than the current generation.

Kia toitū
Sustainability



Muka

Our muka represent wellbeing outcomes. Our muka statements are aspirations. They articulate what success looks like across interdependent and dynamic areas that are important to us.

- The Tairāwhiti economy is diverse, innovative, resilient, and regenerative and provides access to well-paid, quality jobs. Our people have sustainable livelihoods from paid and unpaid work.
- Diverse systems of knowledge, information, and Mātauranga Māori are accessible, utilised, valued, and evolve.
- Communities are healthy, happy, and empowered. The voice of communities is integral to decisions that impact their lives.
- Our people, whānau, and communities in Tairāwhiti have respectful, connected, and collaborative relationships.
- Culture connects the people of Tairāwhiti. We express, celebrate, and value our diversity, heritage, and taonga.
- The quality of our land, water, air, and atmosphere is pristine. Our biodiversity is abundant. We practise kaitiakitanga.

Wellbeing analysis

The societal costs and benefits of sporting participation

The ways of assessing the impact of participation are rapidly evolving.

Davies, D. (2018). Sport participation in Scotland: quantifying the benefits. Sheffield: Sport Industry Research Centre, Seffield Hallam University.

It is widely believed that participation in sport creates economic and social impacts on society that extend beyond the behavioural changes experienced by individuals taking part. This is reflected in a clear shift in policy across a number of countries, from investment in sport for sport's sake to investment in sport for wider societal good.

Until recently, evidence on the impact of sport participation has largely focused on measuring the economic contribution of sport to society, in terms of traditional economic indicators such as Gross Value Added (GVA), employment and consumer spending. In the UK home countries and elsewhere in Europe, there has been a primary focus on measuring the economic importance of sport (SpEA and SIRC, 2012). In Scotland, the contribution of sport to GVA, consumer spending and employment has been measured since the early 1990s (Pieda, 1991).

Research on the social impact of sport has received considerably less attention, with the exception of health. However, with growing evidence to suggest that sport participation has positive (and negative) effects in many other areas of society including subjective wellbeing, pro-social and anti-social behaviour, social capital and educational attainment, there is increasingly a need to measure and value these wider impacts.

Interest in quantifying (in monetary terms) the economic impact of sport as a sector gained increasing momentum following the publication of a European study on the economic importance of sport in various Member States in the mid-1980s (Jones, 1989). The research, which aimed to measure and compare the importance of the sports industry in the economies of nine participating countries, was successful in raising the profile of the sports industry as an industrial sector within the Member States. However, cross-national comparison proved difficult, largely due to the different methodological frameworks used to measure sport, and the wide-ranging definitions of sport that were adopted.

Following the Jones report, several European countries went on to carry out further studies on the economic importance of sport. In the UK the National Income Accounting (NIA) framework was adopted as a standardised framework for measuring sport-related GVA, employment and consumer expenditure, and there was a proliferation of studies in the 1990s. With an ever-increasing need to justify public investment in sport, numerous studies have been subsequently commissioned over the last 20 years by the national Sports Councils of Scotland, England, Wales and Northern Ireland as a way of evidencing and quantifying the wider contribution of sport to society eg, Sport Industry Research Centre (SIRC).

The table below presents the most recent data at the time of the study for the four home countries. It summarises the three main economic indicators for sport in each country, namely GVA, employment and consumer expenditure. The percentage figures represent the contribution of sport to the overall national total for each indicator. The data include the economic importance of participation, volunteering and spectating in community and elite sport.

Across the home countries, the table shows that sport-related GVA accounts for 1.9%-2.6% of overall GVA in each country; sport-related employment accounts for 2.1%-3.1% of overall employment; and sport-related consumer expenditure accounts for 2.3%-3.2% of overall spending.

	Year	Gross value added		Employment		Consumer expenditure	
		£m	%	000's	%	£m	%
Scotland	2014	2,538	2.1	57.5	2.6	2,493	2.8
Northern Ireland	2013	867	2.6	25.7	3.1	932	3.2
Wales	2016/17	1,142	2.2	29.7	2.1	1,182	2.3
England	2010	20,300	1.9	440.0	2.3	n/a	-

4.2
Wellbeing analysis

The negative impacts of participation

Not all aspects of sport are positive.

There is also growing evidence of the negative impacts associated with sport participation, such as sports injuries.

For example, Maffulli et al (2011) carried out a systematic review and synthesis of existing clinical evidence of long- term follow-up outcomes of sports injuries. They found physical injury is an inherent risk in sports participation but there are few well conducted studies on long-term outcomes of former athletes compared with the general population.

Much of the literature on sport-related injuries looks at children and young people rather than adults, and reports higher rates of injury for those engaged in sport compared to the general population (eg, Janssen and LeBlanc, 2010). Sheu et al (2016) gathered information on injuries requiring medical attention from the National Health Interview Survey in the USA. They found the highest rate of sport and recreation related injuries was in children aged 5-14 (86.0 episodes per 1,000 persons for boys and 66.8 per 1,000 persons for girls).

Much of the research collects data using cross-sectional surveys, which evidence an association between sport and injuries at a given point in time, but not sport as the causal factor of injury.

Evidence on the financial impact of sports injuries is also limited. Nicholl et al (1994) published research on the health costs and benefits of exercise and found that for younger adults (15-44 years), the average annual medical care costs per person that might be incurred through injury exceeded the costs that might be avoided by the disease prevention effects of exercise.

However, in older adults, the estimated costs avoided greatly exceed the costs incurred through injury. No recent evidence on the costs and benefits of sport has subsequently been published.

Works cited:

Davies, D. (2018). Sport participation in Scotland: quantifying the benefits. Sheffield: Sport Industry Research Centre, Sheffield Hallam University.

4.2
Wellbeing analysis

Valuing sporting participation

Social Return on Investment approaches provide a way of valuing sport.

While sport has arguably turned a corner in terms of being able to provide evidence of the link between participation and the generation of social outcomes, research that quantifies these social impacts in monetary terms is much less developed, particularly at the population level.

Notable studies that have quantified the social impacts of sport participation at the population level include Fujiwara et al (2014a, 2014b). Fujiwara et al (2014a) used the Wellbeing Valuation approach to examine the association between sports participation and subjective wellbeing in England. This approach looks at the impact of a range of factors on subjective wellbeing. It also looks at the effect on subjective wellbeing of a change in income alongside the effect of a policy intervention (eg, sport). In doing so it is then possible to estimate the amount of income needed to bring about the same impact on subjective wellbeing as the policy intervention, and therefore place a monetary value on this. The Wellbeing Valuation approach uses a statistical approach which controls for many of the different factors that may otherwise explain variations in subjective wellbeing. Fujiwara et al (2014a) found that sports participation was associated with higher subjective wellbeing and valued this increase at £1,127 per person per annum, or £94 per person per month.

Williams and Jacques (2015) quantified the impact of sport volunteering on subjective wellbeing using values derived by Trotter et al (2014), which were similarly generated using the Wellbeing Valuation approach. They estimated the wellbeing value of regular volunteering as £2,357 per volunteer per annum. Williams and Jacques (2015) also estimated the value of increased wellbeing from improved mental health for volunteers (£331 per volunteer per annum), and reduction in NHS costs as a result of volunteering (£106 per volunteer per annum). This research advances methods previously used to capture the value of volunteering, which have traditionally focused on the cost replacement model (ie, the cost of replacing volunteers with paid employment).

The cost replacement model is widely acknowledged to undervalue the voluntary sector as it often uses a labour cost for valuing volunteers based on the national minimum wage, when in reality many volunteers are highly skilled and undertake roles that would otherwise require higher levels of payment if they were to be performed by paid employees.

Fujiwara et al (2014b) also investigated the association between sport participation and a range of other social outcomes in England (health, education, and civic participation) and quantified these in terms of public sector costs savings. After controlling for various factors (income, education, gender), the study found that sports participants were 14% more likely to report good health than non-participants, equating to a cost saving of £98 per person per annum. They also found that people who participate in sport gave £25 more per person in charitable donations over the last year. Other research by Fujiwara et al (2015) using national level data on participation rates in England estimated the total annual NHS cost savings due to reductions in GP visits (predicted as a result of engaging in sport) to be £385m. They also found the estimated annual NHS cost saving due to reductions in the use of mental health services (predicted as a result of engaging in sport) to be £519m. These figures can be related to planned spending for the Department of Health in England of some £125bn in 2017/18. It should be noted that these estimates do not take account of sport-related costs to the NHS such as sports injuries, for which there is little recent evidence or data available. Nicholl et al (1994) remains the most comprehensive study in the UK.

In 2015, SIRC developed a model for measuring and valuing the social impact of sport participation and volunteering using a Social Return on Investment (SROI) framework (Davies et al, 2016). It is the first model to holistically value the social impact of sport participation at the population level. The research estimates the impact of sports participation and volunteering on 11 social outcomes (six health-related; two education-related; crime; social capital; and subjective wellbeing). These are reduced risk of CHD/stroke, type 2 diabetes, breast cancer, colon cancer and dementia, and improved (self-reported) good health; improved educational attainment, and enhanced human capital from higher education (increased earnings from graduates who participate in sport at university); reduced criminal incidences (males aged 10-24); greater social capital; and enhanced subjective wellbeing (life satisfaction).

Davies et al (2016) found the social value of sport in England in 2013/14 was £44.8 billion, and for every £1 invested in sport, £1.91 worth of benefit was generated. This research is significant to policy makers in two ways. First, it demonstrates it is possible to put a monetary value on the non-market benefits of sport holistically at the population level. Second, it demonstrates the return on sport is positive. These findings are relevant to policy makers in Scotland and in other countries using sport to create wider societal outcomes.

The research acknowledges that SROI analysis in sport is in its early stages and in this study several social outcomes have been excluded, including sports injuries, primary school sport, and targeted programmes for specific sub-populations, through either a lack of evidence, data or both. However, the authors argue the estimates are still likely to be conservative and that the potential contribution of sport to society may be even greater.

Works cited:

Davies, D. (2018). Sport participation in Scotland: quantifying the benefits. Sheffield: Sport Industry Research Centre, Sheffield Hallam University.

Davies, L., Taylor, P., Ramchandani, G. and Christy, E. (2016). Social return on investment in sport: A participation-wide model for England. Summary report. Sport Industry Research Centre.

Fujiwara, D., Kudrna, L., & Dolan, P. (2014a). Quantifying and Valuing the Wellbeing Impacts of Culture and Sport. London: Department of Culture, Media & Sport (UK).

Fujiwara, D., Kudrna, L. and Dolan, P. (2014b). Quantifying the social impacts of culture and sport. Department for Culture, Media and Sport.

Williams, G., Jacques, K. (2015) Hidden diamonds: discovering the true value of sports volunteers. Join In.

4.2
Wellbeing analysis

Quantifying wellbeing: the Fujiwara report

Research conducted in the UK provides monetary values for sporting participation.

In 2014, the Department for Culture, Media and Sport (DCMS) in the UK commissioned researchers from the London School of Economics (LSE) to undertake analysis of the UK Understanding Society data to develop the evidence base on the wellbeing impacts of cultural engagement and sport participation. This work provides new evidence of the link between policies and the social impacts of engagement in both sport and culture.

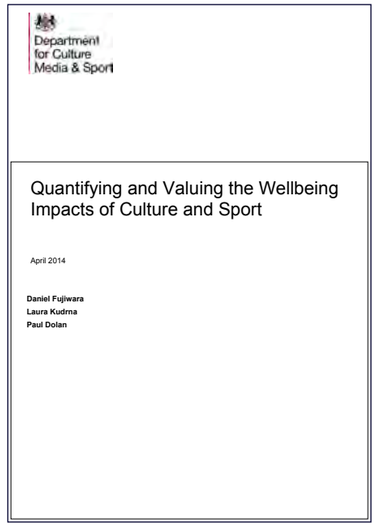
The aims of the analysis presented within the report were to:

- Identify the impacts of culture and sport engagement on individuals' wellbeing.
- Estimate monetary values for those wellbeing impacts using the Wellbeing Valuation approach.

The findings from the report showed that arts engagement was found to be associated with higher wellbeing. This is valued at £1,084 per person per year, or £90 per person per month. It also demonstrated a significant association between frequent library use and reported wellbeing. Using libraries frequently was valued at £1,359 per person per year for library users, or £113 per person per month.

For the purposes of this analysis, the most pertinent element of the report was focused on sporting participation. It was also found to be associated with higher wellbeing. This increase is valued at £1,127 per person per year, or £94 per person per month.

The methodology used and its applicability to Aotearoa is discussed in the following sections.


Department for Culture Media & Sport

Quantifying and Valuing the Wellbeing Impacts of Culture and Sport

April 2014

Daniel Fujiwara
Laura Kudrna
Paul Dolan

Fujiwara, D., Kudrna, L., & Dolan, P. (2014). Quantifying and Valuing the Wellbeing Impacts of Culture and Sport. London: Department of Culture, Media & Sport (UK).

DR FJUIWARA AND SIMETRICA

The lead author for the DCMS-commissioned report is Daniel Fujiwara, who is Director of Social Impact Metrics (Simetrica) and a member of the Centre for Economic Performance at the London School of Economics and Political Science. His research focuses on policy evaluation methods and techniques for valuing non-market goods.

He has recently published guidelines on non-market valuation and subjective wellbeing for the UK Government, including an update to the HM Treasury Green Book manual. Daniel previously led on cost-benefit analysis at the Department for Work and Pensions and was senior economist at the Cabinet Office, where he won the 2012 John Hoy Prize in Economics for his work on evaluation methodology. He is currently scientific advisor to the SROI Network and works with a number of OECD governments and public sector organisations on policy evaluation.

Simetrica has been commissioned by Sport NZ to produce wellbeing values for outcomes relevant to sports interventions in New Zealand for the purpose of conducting cost-benefit analysis and prioritising interventions. This work is currently underway, and builds on the methodology developed in the UK and described on subsequent pages.

4.2
Wellbeing analysis

The economic theory of wellbeing valuation

The Fujiwara report is grounded in solid economic theory and robust data.

The Treasury CBAx methodology stipulates cost-benefit analysis (CBA) for the evaluation of public policies. The welfare economic theory of valuation that underpins CBA was developed by John Hicks and colleagues (Hicks and Allen, 1934). This states that the value of a good or service is subjective and should reflect the utility people derive from it, where utility refers to the notion of underlying welfare or wellbeing. In other words, a monetary value should reflect the change in an individual's utility or wellbeing due to experiencing or consuming the good. In technical terms, value is measured as compensating surplus or equivalent surplus.

- Compensating surplus (CS) is the amount of money, paid or received, that will leave the agent in his initial welfare position following a change in the (level of a) good.
- Equivalent Surplus (ES) is the amount of money, to be paid or received, that will leave the agent in his subsequent welfare position in absence of a change in the (level of a) good.

Traditionally, economists have sought to measure CS and ES by equating the satisfaction of preference with welfare. In order to estimate value where markets exist, economists have traced out demand curves for a good or used proxy markets where direct markets do not exist – for example the use of house prices to infer the value of environmental goods or amenities, such as good schools. These are known as revealed preference valuation methods. These markets do not always exist. However, and, even if they do, they may not work perfectly.

Economists have therefore further developed procedures to measure CS and ES by eliciting hypothetical choices in what is known as stated preference valuation. Contingent valuation is a frequently used stated preference method to value non-market goods, especially in the context of environmental litigation where suitable markets often do not exist.

The method involves surveys in which respondents are asked how much they would pay for a given benefit.

Preference based valuation methods aim to measure people's willingness to pay (WTP) for a beneficial outcome or willingness to accept (WTA) a negative outcome and WTP and WTA can be linked back to CS and ES.

Many aspects of engagement in arts, culture and sports will not be traded in markets and hence we will not be able to infer the value people place on these activities purely from their revealed behaviours. In many cases, we are likely to be reliant on stated preference methods and this methodology has been used with increasing frequency in the arts sector (e.g. Colombino & Nese, 2009). There are, however, many problems with preference-based approaches, not least of which is the assumption that people are able to forecast the impact of changed circumstances on their future lives and welfare – which they rarely can (see Dolan and Kahneman, 2008 and Fujiwara and Campbell, 2011 for in-depth discussions).

In this study, we use a relatively new method for non-market valuation: the Wellbeing Valuation (WV) approach. Rather than relying on preferences to measure welfare, this method uses people's self-reports of their levels of wellbeing. As we show below, the WV approach can derive estimates of value that are fully consistent with the welfare economic theory of CS and ES and hence it is a valid alternative methodology to preference-based valuation methods.

The WV approach has been gaining popularity in academic literature and is now a recognised methodology in the UK HM Treasury Green Book (see Fujiwara & Campbell, 2011 and the Green Book update 2011). Here we will assess the extent to which engagement in arts and sports impacts on people's subjective wellbeing and then place monetary values on these impacts.

The WV approach uses measures of subjective wellbeing (SWB), ideally from large national datasets. It is assumed that SWB represents a good proxy for an individual's welfare (or underlying 'utility' in the language of economics). By measuring welfare in this way, and running statistical analysis on the determinants of SWB, we are able to calculate the marginal rates of substitution between money and any other good. In other words, we can see how much money would be required to keep SWB constant in absence of the good, which would equate to CS in this instance.

For example, if a 20% reduction in local crime rates increases the SWB of an individual by one index point and an increase in household income of £5,000 per year also increases SWB by one index point, we would conclude that the 20% reduction in crime is worth £5,000 per year to them. In the present study, we will look at the impacts that engagement in arts and sports has on SWB and assess the amount of money people could forego and still leave them at their initial level of welfare. This is the CS for engagement in arts and sport and is related to the notion of WTP, as shown in Table 1.

It is important to note, however, that values derived using WV should not generally be seen as actual amounts that people would be willing to pay. This is because we have not looked at people's preferences, which form the basis of purchasing decisions and market behaviour. This does not discredit the results derived from WV approach – they are simply values derived from a different theoretical measure of welfare and as we will show, they are estimates of monetary value that are fully consistent with welfare economic theory (CS and ES).

Indeed, given the many conceptual and methodological problems with a preference-based account of welfare, it can be argued that wellbeing valuation should be the preferred approach. The derivations and calculations involved in estimating monetary values (CS and ES) using wellbeing valuation are set out in the Annex (section A.1).

There are a number of advantages in using the WV approach compared to preference-based valuation methods. First, we are not reliant on a proxy market to reveal a value as in the revealed preference method. Indeed, the WV approach can work in cases

4.2
Wellbeing analysis

The economic theory of wellbeing valuation

The Fujiwara report is grounded in solid economic theory and robust data.

where proxy markets do not exist or where they are not in equilibrium.

It is possible to create markets in stated preference (contingent valuation) studies of course. There are, however, some well-known and pervasive biases inherent in contingent valuation. These include protest values, where respondents have a principled objection to providing a monetary value and strategic bias, where respondents seek to 'game' the study by providing values that they think will influence the final resource allocation decision.

One of the most serious problems with stated preferences is known as scope effects, where willingness to pay values are insensitive to the size of the good being valued, so estimating a meaningful marginal rate of substitution between money and the good in question is impossible. As well as being insensitive to theoretical relevant factors, responses are also sensitive to theoretically irrelevant factors, such as the starting point and question order.

Finally, faith in stated preferences is shaken by the finding across many studies that we are guilty of 'mis-wanting'; that is, of wanting things that do not make us feel better and not wanting things that would (Wilson and Gilbert, 2003). Economists have typically assumed, usually implicitly, that our preferences are a good guide to our subsequent experiences yet there is a weak association between the strength of our desires and the impact on our lives from satisfying those preferences.

In contrast, the wellbeing valuation method takes data from large national datasets, and so protest and strategic responses are not a problem. We allow regression analysis to tell us how important a factor is in someone's life without asking them to attribute its value, and so scope effects are no longer an issue. Wellbeing responses can of course be heavily influenced by contextual factors that also influence willingness to pay responses (such as question order) but in large samples across many years we can better understand these effects, and control for them as required.

Significantly, the wellbeing valuation approach is based on real experiences and not, as in stated preference studies, on people's imaginations of how they will be affected by a change. In the modelling, we look at how policy changes actually impact people and their experiences of their lives and ascertain values based on these experiences, which will be a better reflection of the true impact than our imagination, which is a notoriously suspect guide to our future wellbeing.

Fujiwara, D., Kudrna, L., & Dolan, P. (2014). Quantifying and Valuing the Wellbeing Impacts of Culture and Sport. London: Department of Culture, Media & Sport (UK).

4.3

Wellbeing valuation

4.3
Wellbeing valuation

Applying the theory in Aotearoa

Sport NZ commissioned work to develop tools to assess the wellbeing outcomes for sports interventions.

Simetrica has been commissioned by Sport NZ to produce wellbeing values for outcomes relevant to sports interventions in New Zealand for the purpose of conducting cost-benefit analysis and prioritising interventions. This analysis provides Sport NZ with insight on the value of the contribution that play, active recreation and sport have towards the wellbeing of all New Zealanders – ensuring full consistency with its Outcomes Framework. This, in turn, implies the analysis is fully aligned with the wider NZ Treasury Living Standards Framework, which formed the basis for the Sport NZ Outcomes Framework.

Wellbeing Valuation (WV) is a well-established method in the field of social impact assessment. Grounded in extensive academic research (Dolan and Fujiwara, 2016), it is endorsed as a best-practice method for policy evaluation by many organisations internationally, including the OECD (2013) and the New Zealand Government, and the UK Government (Fujiwara and Campbell, 2011).

WV estimates social impact in monetary terms. This acts as a 'common currency unit' to allow for cost-benefit analysis of various aspects of projects. Consequently, the financial impacts of the project can be reliably compared with social impacts. Using this in the cost-benefit analysis allows for impacts of different kinds to easily be summed up across outcomes, beneficiaries and stakeholders, or projects.

The wellbeing values produced for Sport NZ are derived from the following two sources:

- Active NZ, a pooled cross-sectional dataset collected by Sport New Zealand in 2017 and 2018, containing 52,188 observations of adults aged 18+.
- Young People Active NZ, a pooled cross-sectional dataset collected by Sport New Zealand in 2017 and 2018 containing 11,599 observations of young people aged 5-17.

Life Satisfaction measures

To estimate the wellbeing, we used life satisfaction as our measure of wellbeing in line with the OECD Guidelines on Measuring Subjective Wellbeing (OECD, 2013). More specifically, we used question 68 from Active NZ, that asked: "How do you feel about your life as a whole? Please answer on a scale where zero is completely dissatisfied and ten is completely satisfied".

The complementary question in Active NZ Young People is question 48: "On a scale from 1 to 10, where 1 is very unhappy and 10 is very happy, in general how happy are you?" In the absence of a question about life satisfaction directly, this happiness question is used to estimate wellbeing for the values derived from Active NZ Young People. This is important to account for when using the Adult and Youth values together, which are broadly comparable but not derived from the exact same wellbeing measure.

Main outcomes

The main outcomes in our analysis derived from Active NZ data include, but are not limited to:

- Moderate + vigorous physical activity per week (30-150 minutes)
- Moderate + vigorous physical activity per week (150-300 minutes)
- Moderate + vigorous physical activity per week (300+ minutes)
- Meeting physical activity guidelines
- Doing individual sport weekly
- Doing team sport weekly
- Weekly volunteering
- Sports club membership.

The main outcomes in our analysis derived from Active NZ Young People data include, but are not limited to:

- Meeting physical activity guidelines
- Doing team sports weekly
- Doing individual sports weekly.

4.3
Wellbeing valuation

The outcomes in Aotearoa

The Simetrica analysis shows a range of values.

Further key points include:

- The values are per person per year and represent the average impact for that outcome definition and sub-group (where relevant).
- The values represent the experienced wellbeing benefits of the outcomes.
- These can be applied to any intervention in New Zealand which impacts on the outcomes which have been valued.
- The values can broadly be interpreted as an annual willingness to pay and therefore can be applied to beneficiaries in cost-benefit analysis where robust estimates of impact on outcomes have been derived.
- To minimise double counting when multiple outcomes apply to the same individual, we make two assumptions. First, we assume that outcomes are independently distributed, and second, we assume that, for certain combinations of outcomes, the impacts are non-additive. The independence assumption means the likelihood of achieving one outcome is not affected by whether an individual has achieved the other outcome. The non-additive assumption implies that if an individual achieves both, the overall wellbeing impact is only equivalent to the more valuable outcome. As a result, we recommend using the most valuable outcome when an individual has achieved multiple outcomes.
- The only exception are the values for team and individual sports values. These values are calculated in the same regression and therefore can be applied to the same beneficiaries.

Outcome	Units	Annual Wellbeing value	Annual Wellbeing value (lower)**	Annual Wellbeing value (upper)**
Adult outcomes				
Moderate and vigorous physical activity per week (30-150 minutes) *	Category	$1,541	$875	$2,200
Moderate and vigorous physical activity per week (150-300 minutes) *	Category	$3,418	$2,842	$3,990
Moderate and vigorous physical activity per week (300+ minutes) *	Category	£5,684	$5,188	$6,180
Regular volunteering (weekly)	Binary	$1,511	$986	$2,035
Sports club membership	Binary	$3,489	$2,820	$4,158
Individual sport (weekly)	Binary	$2,213	$1,771	$2,647
Team sport (weekly)	Binary	$2,642	$827	$4,426
Physically active at MOH guidelines	Binary	$3,529	$3,093	$3,969
Youth Outcomes				
Young People's PA (meeting guidelines) Leisure PA / guidelines	Binary	$2,478	$1,323	$3,627
Team sports	Binary	$5,172	$1,792	$8,436
Individual sports	Binary	$4,671	$3,002	$6,320

4.3
Wellbeing valuation

Applying the methodology in Tairāwhiti

Our analysis is built on the Sport NZ foundational work.

Two complementary methodologies have been used to forecast the economic and social return:

Cost Benefit Analysis
CBA

CBA is an analysis of a decision to proceed with the project compared to an alternative of "do nothing". The standpoint is the total economic value created or destroyed from a New Zealand-wide societal perspective. CBA involves the following stages:

- Identify the range of economic, social, and environmental costs and benefits that it may expect in moving from a "business as usual" or "do nothing" to a "with the project" scenario.
- Quantify the costs and benefits, using accurate estimates of monetary value for tradable goods and services, and proxy monetary values for non-traded costs and benefits, namely the negative and positive externalities, using established techniques.
- Identify a "business as usual" (counterfactual) scenario and one or more "with the project" scenarios and the value of the difference in outcomes between these scenarios, which demonstrates the impact of moving from business as usual to a different, project-based future.
- Allocate costs and benefits over a suitable project evaluation period, typically 25 years. Initial costs are usually associated with preparation and then construction, whilst revenues and benefits tend to flow once the project is up and running.
- Generate performance measurements using discounted cash flow techniques for both costs and benefits. All values are expressed in "present-day dollars" or capitalised using a discount rate. Essentially, this makes an allowance for the fact that typically, a dollar's worth of benefit received today has a higher value than a dollar's worth delivered some years hence.

Social Return on Investment
SROI

SROI measures and accounts for a wider concept of value for the attainment of multiple bottom lines than traditional CBA. It was originally developed in the US by the Roberts Enterprise Development Fund in the mid-1990s and has been further developed by the New Economics Foundation and the Scottish Government in the UK since the late 1990s. It is widely used in the UK social enterprise sector to assess organisational impact and is endorsed by the UK Cabinet Office. SROI has a widely applicable stakeholder emphasis and standard methodology.

SROI is based on traditional economic cost–benefit approaches, and assigns a monetary value to social outcomes using proxy variables that serve in place of un-observable or un-measurable variables . Social outcomes measured this way span a wide range of private (e.g., reduced stress, social confidence, sense of safety and enjoyment) and societal (e.g., social networks) factors that consider the "soft" benefits of activities. Through the assignment of monetary values to social outcomes, the value of social outcomes can be compared against the level of investment required to produce the benefit. The ratio provides a measure of value for money.

SROI analysis can be retrospective or prospective, encompass the value generated by an entire organization or focus on specific programmes or projects. There are two broad types of SROI:

- An evaluative SROI, which is conducted retrospectively and is based on actual outcomes that have already taken place.
- A forecast SROI, which predicts how much social value will be created if the activity achieves the intended outcomes, which is the methodology used for the sporting facilities

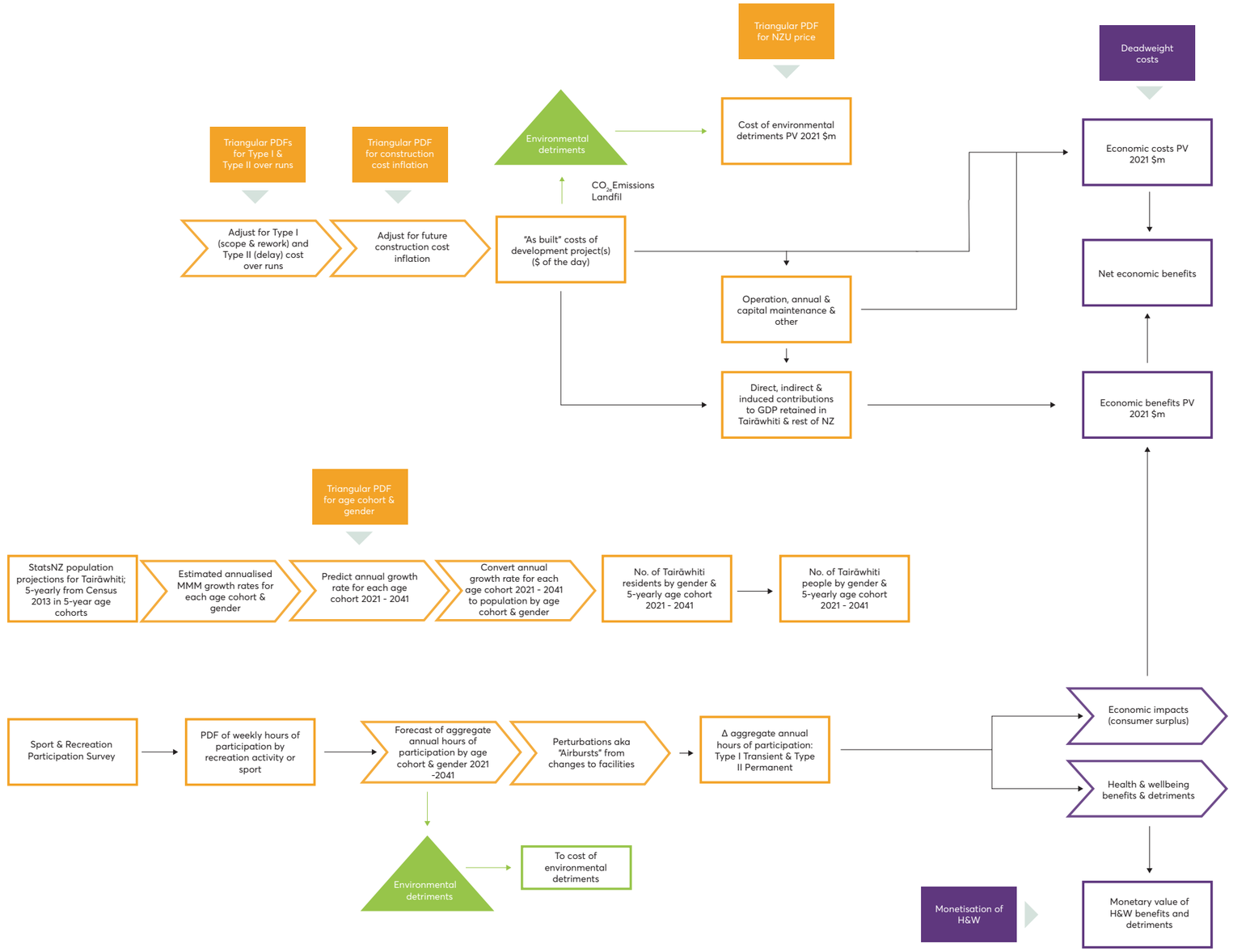
Both methodologies have been used to forecast the economic and social return from the investment. Details of the findings are provided on the following pages, and the workings are contained in the Economic Model.

4.3
Wellbeing valuation

The modelling framework

The diagram at right shows how the resulting economic model has been constructed, and how the different elements – from demographics to construction costs and participation rates – have been included in the calculations.

The following pages provide the outputs from the model.



4.3
Wellbeing valuation

The results of the analysis

There are significant returns from increasing participation.

The table at right shows the results of the wellbeing analysis, produced by the economic model. It summarises the social, economic, environmental and cultural wellbeing impacts resulting from improved participation, which is enabled by the availability of improved facilities in Tairāwhiti.

- There are no measurable cultural wellbeings associated with the investment
- There is significant social wellbeing of +$420 million, driven by enjoyment, engagement and improved quality of life, as well as healthcare benefits
- There are minor environmental disbenefits of -$1 million driven by the carbon costs of travel arising from higher participation
- There are significant economic benefits of +$402 million due to the positive construction and operational benefits, offset by the construction and operational costs over the life of the facilities.

The benefits themselves are relatively evenly distributed between Tairāwhiti, the whole of the country and international suppliers.

Overall, the analysis shows a social return on investment (SROI) of $8.21 for every $1 invested in the facilities.

	In Tairāwhiti	Rest of New Zealand	World	Total
	PV 2022 ($m)	*PV 2022 ($m)*	*PV 2022 ($m)*	*PV 2022 ($m)*
CULTURAL WELL-BEING				
None	..	..	..	$0
Total Cultural Well-Being	**..**	**..**	**..**	**$0**
SOCIAL WELL-BEING				
Social Cohesion	$93	..	..	$93
Enjoyment	$144	..	..	$144
Engagement	$48	..	..	$48
Health Outcomes	$0	$0	$0	$0
Statistical Value of QALYs Gained	$60	..	..	$60
Healthcare Costs Avoided	$62	$12	..	$74
Sub-Total Health Outcomes	$122	$12	$0	$134
Total SOCIAL WELL-BEING	**$408**	**$12**	**$0**	**$420**
ENVIRONMENTAL WELL-BEING				
Atmospheric Greenhouse Gas Absorption				
Whole-Life	..	..	..	$0
From Facility Users Participation	-$1	..	..	-$1
Total ENVIRONMENTAL WELL-BEING	**-$1**	**$0**	**$0**	**-$1**
ECONOMIC WELL-BEING				
Construction Impacts	$79	$84	$29	$192
Operation Impacts	$413	$93	$111	$617
Construction	-$84	..	..	-$84
Operations	-$260	..	..	-$260
Deadweight Cost of Taxation	-$0	-$61	..	-$61
Total ECONOMIC WELL-BEING	**$147**	**$115**	**$140**	**$402**

5.0

Financial Case

Financial Case

Funding options analysis

Assessment of the Funding and Implementation dimensions was jointly conducted for the indoor and outdoor facilities.

The **Funding** dimension assesses the full range of alternatives for how the required facilities can be funded.

The investment objectives for the project as a whole were not suitable to assess the funding options against. The funding options were assessed against the achievability critical success factor, and the following specific critical success factors:

- **Equitable share** | those who benefit from the facility contribute funding
- **Accessibility** | those with the greatest need / least ability to pay are not excluded.

The tables at right show the assessment of the long-list options. The facilities will need to be funded through a mixture of all available funding sources.

Tairāwhiti is not a rich area, and it has a relatively low rating base, which means even a relatively small increase in Council spending results in a material rates increase. GDC is already heavily financially constrained, and will become further constrained during the early years of the 2021 - 2031 Long Term Plan (LTP).

GDC's Financial Strategy proposes a higher initial spend in the initial years of the LTP. Council plans to renew and upgrade critical infrastructure networks where needed and increase capacity over time to accommodate for growth. Major projects include: the Gisborne Wastewater Treatment Plant upgrade (disinfection); Waipaoa River Flood Control Climate Change Resilience project; restoration of Waingake; Olympic Pool redevelopment; and improved water supply demand management.

It is not possible for Council to simultaneously complete these critical projects while restoring financial reserves and keep rates revenue below a 5% increase.

GDC already plans to increase its debt limit to 130% of revenue to fund these critical projects and it cannot fund any further significant projects during this LTP period. As such, GDC funding this investment was not explored as an option. GDC will support the project with operational funding where it can, and Trust Tairāwhiti will contribute the region's share.

Funding

option	what it is	Achievability	Equitable share	Accessibility	rating
Ratepayer	The capital cost of building the facilities is funded entirely by Gisborne District Council through ratepayer funds				discarded
Sports codes user-pays	The capital cost of building the facilities is funded entirely by the sports codes through user-pays mechanisms and other fund raising				discarded
Trust Tairāwhiti	The capital cost of building the facilities is funded by Trust Tairāwhiti on behalf of the community				discarded
Trust Tairāwhiti + Government	The capital cost of building the facilities is jointly funded by the region via Trust Tairāwhiti and central government				preferred

Financial Case

Funding sources

A mixed funding model is proposed, drawing on both national and local resources.

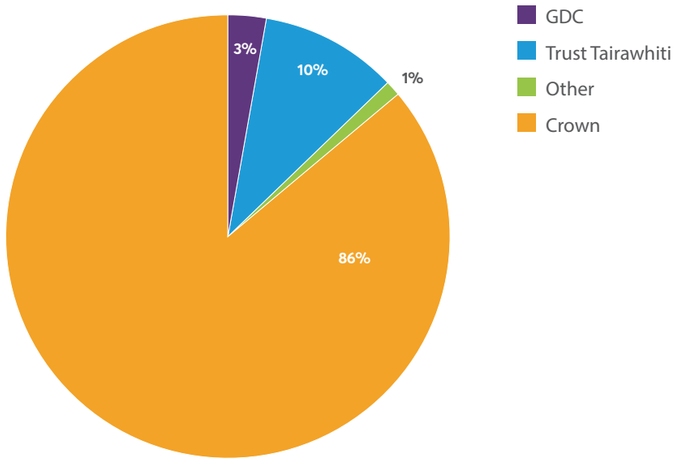
As mentioned throughout this report, Tairāwhiti does not have the resources to fund this investment on its own. However, it is important for the region to show it has 'skin in the game' and commit what it is able to in terms of funding. We therefore propose the project is jointly funded by GDC, Trust Tairāwhiti, other sources and Crown funding.

The proposed funding shares for each group is shown in the pie graph below and the share of funding in each financial year is shown in the bar chart at right.

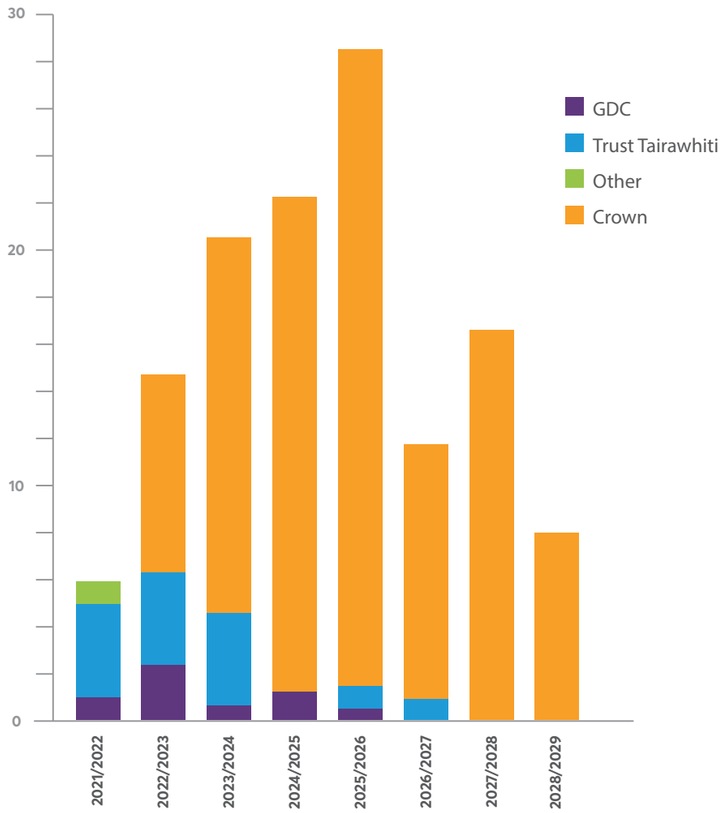
The diagrams show the proposed funding allocations between the regional and national contributors: the Gisborne District Council, Trust Tairāwhiti, other funders such as ECCT, and the Crown.

As the bar chart at right shows, the approach assumes regional funders will provide support for the early wins projects, as well as the planning and design phases of the major projects. Crown funding is sought to enable construction of the major sporting hubs to proceed.

Share of funding



Share of funding per financial year



Financial Case

Funding support from Trust Tairāwhiti

There is an expectation the Trust will provide funding support for the redevelopment of the region's sporting facilities. However, the Trust has a range of other commitments and priorities which are also essential contributors to improving the wellbeing of Tairāwhiti. This means the resources available to develop new facilities are by necessity constrained.

Based on the principle of the region self-funding the early win projects and the design phases of the major facilities, the table at right shows the indicative funding requests over the next 5-6 years. The value and timing of these will depend on negotiations with the partners and the Crown, and there may be cost changes due to construction inflation and other external factors, so these should be seen as indicative rather than fixed.

year	investment	what it delivers	value
FY21/22	**Netball courts resurfacing**	Resurfacing of the netball courts at Victoria Domain, including targeted lighting upgrades, likely demolition of the existing admin building and the provision of temporary replacement facilities.	$1.008m
	Gisborne Skate Park	Replacement of the existing heavily-used facility with a new fit-for-purpose skate park at the current Grey St location. The facility includes lighting and public toilet facilities.	$1.937m
	Mareikura waka storage	Construction of storage facilities at ANZAC Park for the Mareikura waka club, in order to protect waka. Extensible for more on-shore facilities and acts as a template for facilities at Marina Park for other waka clubs.	$0.403m
FY22/23	**Netball courts resurfacing**	Resurfacing of the netball courts at Victoria Domain, including targeted lighting upgrades, likely demolition of the existing admin building and the provision of temporary replacement facilities.	$3.424m
	Gisborne Skate Park	Replacement of the existing heavily-used facility with a new fit-for-purpose skate park at the current Grey St location. The facility includes lighting and public toilet facilities.	$0.922m
	Marina Park waka storage	Construction of storage facilities at Marina Park for the Horouta Wakahoe Club and the YMP waka club, in order to protect waka. Extensible for more on-shore facilities as required.	$0.403m
	Pump track development	Development of a community pump track adjacent to the Skate Park near the i-Site, where considerable synergy with the Skate Park can be expected.	$0.415m
			$11.4m

Financial Case

Cashflow

	Unit cost	Number	Base	Fees	Contingency	Investment	Funder	FY21/22	FY22/23	FY23/24	FY24/25	FY25/26	FY26/27	FY27/28	FY28/29
Group 1 - Early Wins															
River renovation	$200	1	$200	$24	$45	$269	Gisborne District Council		$134	$134					
Netball courts resurfacing	$250	12	$3,000	$360	$672	$4,032	Trust Tairāwhiti	$1,344	$4,032						
Tokomaru Bay play-zone	$800	1	$800	$96	$179	$1,075			$1,075						
Skate park development	$2,600	1	$2,600	$312	$582	$2,767	Trust Tairāwhiti	$1,937	$922						
Skate park lighting	$350	1	$350	$42	$78	$470	Trust Tairāwhiti			$470					
Mariekura ANZAC Park storage	$300	1	$300	$36	$67	$403	Trust Tairāwhiti	$403							
Marina Park Waka Storage	$300	1	$300	$36	$67	$403	Trust Tairāwhiti		$403						
Pump track development	$500	1	$500	$60	$112	$415	Trust Tairāwhiti	$415							
Initiative total						**$9,835**									
Group 2 - Major Projects	**Unit cost**	**Number**	**Base**	**Fees**	**Contingency**	**Investment**	**Funder**	**FY21/22**	**FY22/23**	**FY23/24**	**FY24/25**	**FY25/26**	**FY26/27**	**FY27/28**	**FY28/29**
Waikirikiri Hub															
Concept	$100	1	$100	$16	$23	$139	Gisborne District Council		$46						
Plan	$250	1	$250	$40	$58	$348	Gisborne District Council		$116	$232					
Design	$750	1	$750	$120	$174	$1,044	Gisborne District Council		$348	$696					
Build															
Hub construction															
Hub building	$5	6,000	$30,000	$4,800	$6,960	$41,760	Crown			$8,352	$16,704	$16,704			
Outdoor courts	$400	12	$4,800	$768	$1,114	$6,682	Crown			$1,336	$2,673	$2,673			
Car parking	$11	200	$2,200	$352	$510	$3,062	Crown			$612	$1,225	$1,225			
Ilmister Intermediate upgrades	$3,100	1	$3,100	$496	$719	$4,315	Crown								
Te Poho o Rawiri upgrades	$1,000	1	$1,000	$160	$232	$1,392	Crown								
Initiative total						**$58,742**									
Field Sports upgrades															
Concept	$200	1	$200	$32	$46	$278	Gisborne District Council			$186					
Plan	$250	1	$250	$40	$58	$348	Gisborne District Council			$116	$232				
Design	$750	1	$750	$120	$174	$1,044	Gisborne District Council				$696	$348			
Build															
Field construction	$350	12	$4,200	$672	$974	$5,846	Crown						$1,462	$2,923	$1,462
Field lighting	$300	12	$3,600	$576	$835	$5,011	Crown						$1,253	$2,506	$1,253
Mobile grandstands	$250	4	$1,000	$160	$232	$1,392	Crown						$348	$696	$348
Car parking	$11	300	$3,150	$504	$731	$4,385	Crown						$1,096	$2,192	$1,096
Victoria Domain upgrades	$5,000	1	$5,000	$800	$1,160	$6,960	Crown						$1,740	$3,480	$1,740
Initiative total						**$23,594**									
River Sports															
Concept	$100	1	$100	$16	$23	$139	Gisborne District Council		$46	$93					
Plan	$50	1	$50	$8	$12	$70	Gisborne District Council			$46	$23				
Design	$100	1	$100	$16	$23	$139	Gisborne District Council			$46	$93				
Build - ANZAC Park	$5	500	$2,500	$400	$580	$3,480	Crown					$2,320	$1,160		
Build - Marina Park	$5	500	$2,500	$400	$580	$3,480	Crown					$1,160	$2,320		
Initiative total						**$7,308**									

Financial Case

Cashflow

	Unit cost	Number	Base	Fees	Contingency	Investment	Funder	FY21/22	FY22/23	FY23/24	FY24/25	FY25/26	FY26/27	FY27/28	FY28/29
Regional Facilities															
Ruatoria															
Concept	$100	1	$100	$16	$23	$139	Gisborne District Council		$139						
Plan	$100	1	$100	$16	$23	$139	Gisborne District Council		$70	$70					
Design	$250	1	$250	$40	$58	$348	Gisborne District Council			$348					
Build - Field upgrades	$350	2	$700	$112	$162	$974	Trust Tairāwhiti				$974				
Build - Indoor facility	$8	1,000	$8,000	$1,280	$1,856	$11,136	Crown			$3,712	$7,424				
Build - Rangitahi facility	$350	1	$350	$56	$81	$487	Trust Tairāwhiti				$487				
Build - Kura pool upgrades	$1,200	1	$1,200	$192	$278	$1,670	Crown				$835	$835			
Tolaga Bay upgrades	$1,400	1	$1,400	$224	$325	$1,949	Crown								
Te Araroa upgrades	$1,300	1	$1,300	$208	$302	$1,810	Crown								
Initiative total						**$18,653**									

Overall investment	**$118,132**							
	FY21/22	**FY22/23**	**FY23/24**	**FY24/25**	**FY25/26**	**FY26/27**	**FY27/28**	**FY28/29**
Investment per financial year		**$7,332**	**$16,496**	**$31,459**	**$25,265**	**$9,379**	**$11,797**	**$5,899**
Funding sources								
Gisborne District Council per financial year	$-	$900	$2,013	$1,137	$348	$-	$-	$-
Trust Tairāwhiti per financial year	$4,099	$5,357	$470	$1,462	$-	$-	$-	$-
Crown funding per financial year	$-	$1,075	$14,013	$28,861	$24,917	$9,379	$11,797	$5,899

Financial Case

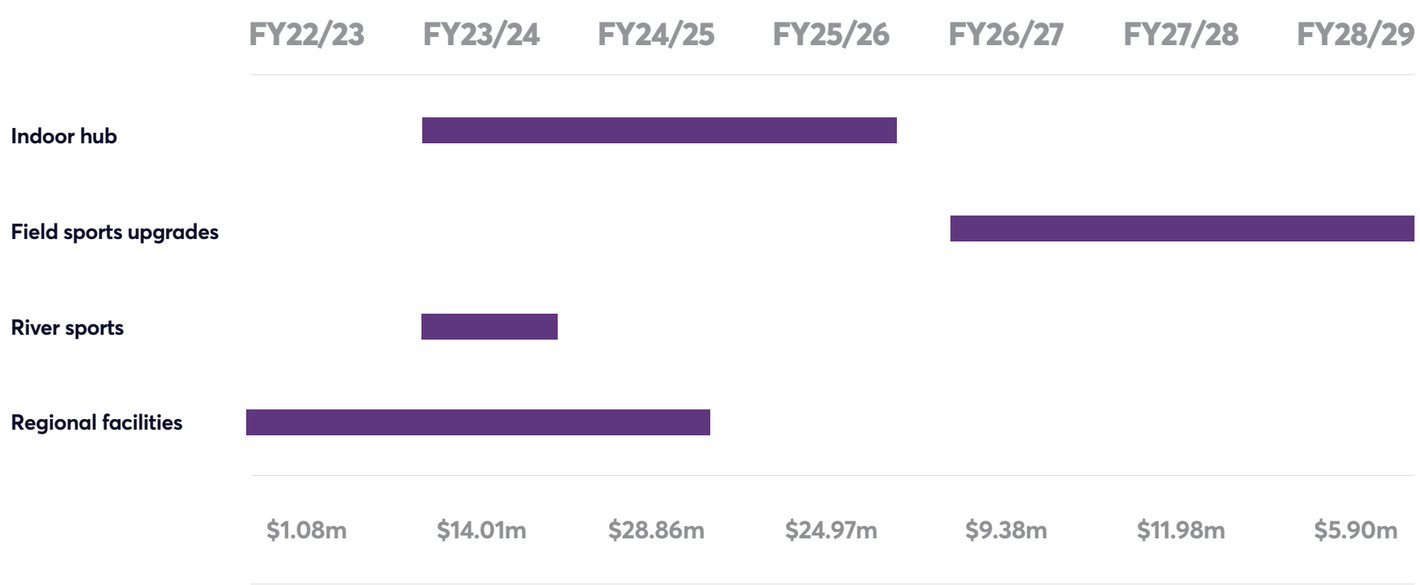
Indicative funding requests to the Crown

The availability of external Crown funding is a necessary prerequisite to the redevelopment of Tairāwhiti's sport and recreation facilities proceeding, given the project is well beyond the financial resources of the region.

The request for Crown funding is based on the following principles:

- The region has invested first to achieve the early wins, making changes to facilities to address immediate issues as much as possible within the financial capacity of the partner organisations
- The region will invest to undertake the design and configuration work for the major facilities, so they are "shovel ready" by the time Crown funding becomes available
- Funding will be sought over an extended period, as the capacity of the construction sector within the region to deliver multiple large-scale projects concurrently with the existing infrastructure pipeline is limited.

The total commitment sought from the Crown (in 2021 dollars) is approximately $85-$110 million, subject to design and quantity surveying work being undertaken. The indicative timings of the investment are shown at right.



6.0

Commercial Case

Commercial Case

Procurement strategy

A robust procurement approach is necessary to achieve the desired outcomes.

It is considered best-practice for councils to follow the Government Procurement Rules. The Rules help to support good market engagement, which leads to better outcomes for agencies, suppliers and New Zealanders. As this is a construction project, it is also recommended that the Council applies the practices set out in the construction procurement guidelines.

A robust, documented procurement strategy, based on facts and analysis, is an important part of planning the successful delivery of a capital project.

The procurement strategy defines the procurement process for the project. It will be developed during the planning phase of the implementation project, and may be prepared internally by the Council or externally, such as by the project manager or architect.

One of the key objectives of a procurement strategy is to assess a range of delivery options and identify a recommended delivery model. Assessing a range of options maximises value and optimises project outcomes.

The procurement plan follows on from the procurement strategy document, providing the methodology, approach, process, and project management structure for sourcing and managing suppliers.

The process of developing a procurement strategy can be divided into three steps:

- Gather and analyse project information
- Determine preferred delivery model
- Plan approach to market.

The process is set out in more detail at right.

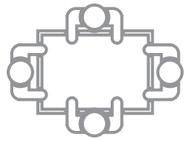
1 Analyse project information

- **Gather** and **analyse** relevant project information to establish a good understanding of the project characteristics in the following areas:
  - Project requirements
  - Project constraints
  - Project risks
  - Client capability
  - Market position

2 Determine delivery model

- **Determine** appropriate evaluation criteria based on project information
- **Evaluate** each potential delivery model
- **Identify** and **test** preferred options to **determine** the final option

3 Plan approach to market



- **Determine** the most appropriate tender process and type
- **Identify** the most appropriate pricing mechanism
- **Determine** the most appropriate contract type

ROLES AND RESPONSIBILITIES

There are a number of roles required for the procurement of the proposed investment. The project manager will typically prepare the procurement strategy, tender documentation and scope, and manage technical inputs to the procurement documentation, with the assistance and guidance of the Council's procurement team.

A critical role is the Council's Senior Responsible Officer, who has suitable delegation and authority to approve the procurement steps. Other key roles include technical and consultant support:

- Project management and reporting
- Urban planning advice
- Technical advice (architect/cost consultant/other technical disciplines)
- Financial advice
- Legal advice.

Commercial Case

Project requirements

In order to successfully deliver the project, a number of services will need to be procured.

REQUIREMENTS	Service	Required scope
	Project Manager	Responsible for delivery of the project scope, cost, time and quality, including procurement of the team to achieve the outcomes. Reports to the Project Sponsor. Involved from initiation through to handover to operations. Can be an internal resource or externally procured. Can sometimes include design management to support the design coordination role
	Project Engineer	Responsible for the administration and management of the construction contract
	Quantity Surveyor	Responsible for developing and agreeing the capital cost estimation methodology. Also updating the project control budget and providing assessments for variations and progress claim certificates. Scope to include whole-of-life costs for plant selection
	Architect	Typically lead consultant, and responsible for the provision of detailed design drawings and technical specifications and monitoring the construction in accordance with New Zealand Institute of Architects observation levels 1-5 to achieve the intent of the design. Responsible for building consent process, lodgement, responses and obtaining approvals
	Structural Engineer	Provides detailed design drawings, technical report and technical specifications Provides construction monitoring during the construction phase, assists with design-related issues in accordance with IPENZ construction monitoring levels 1-5, and as per scope of services Provides certification of design in accordance with relevant standards and to achieve the Code Compliance Certificate (CCC)
	Fire Engineer	Provides detailed design drawings, technical report and technical specifications Provides construction monitoring during the construction phase, assists with design-related issues in accordance with IPENZ construction monitoring levels 1-5, and as per scope of services Provides certification of design in accordance with relevant standards and to achieve CCC
	Mechanical/HVAC/hydraulic/ electrical engineer	Provides detailed design drawings, technical report and technical specifications Provides construction monitoring during the construction phase, assists with design-related issues in accordance with IPENZ construction monitoring levels 1-5, and as per scope of services Provides certification of design in accordance with relevant standards and to achieve CCC.
	Civil Engineer	Provides detailed design drawings, technical report and technical specifications Provides construction monitoring during the construction phase, assists with design-related issues in accordance with IPENZ construction monitoring levels 1-5, and as per scope of services Provides certification of design in accordance with relevant standards and to achieve CCC
	Geotechnical Engineer	Provides detailed design drawings, technical report and technical specifications Provides construction monitoring during the construction phase, and is responsible for dealing with the site ground conditions, foundations and groundwork required Provides certification of design in accordance with relevant standards
	Planning Officer	Provides consenting strategy, schedule of consents required, specific planning advice, assessments of environmental effects and scoping of technical assessments, and includes lodgement and processing support for the resource consents
	Legal Advisor	Provides legal advice as required for planning, consenting and compliance purposes
	Construction Contractor	Constructs the facility to the supplied designs, managing all subcontractors as required

Commercial Case

Delivery models

The most suitable delivery model will determined based on project information.

There are a number of delivery models that could be used to deliver the project. Models commonly used for delivering sports facilities are summarised in the table at right. A combination of models can be used and different models may be used for different projects.

The type of project, complexity, scale and location will be key inputs into the decision on which delivery model to use. The most appropriate delivery model will be determined by evaluation against a set of criteria that is based on project information. The standard evaluation criteria included in the Construction Procurement Guidelines delivery model evaluation tool are set out in the table on the far right.

Approach	Summary
Alliance	Typically used for larger projects, it is very unlikely to be used for the development of a community sport and recreation facility. Specialist skills would need to be procured for developing this delivery model
Design and build	Suitable where parties are seeking innovation in the build and they do not require significant control over the final design. Requires clear performance requirements to work well, especially for an aquatic facility. Requires the additional procurement of an operator, service providers and maintenance.
Design and build with operate and maintain	Suitable where parties are seeking innovation in the build and they do not require significant control over the final design. Requires clear performance requirements to work well and may provide greater price certainty. Design and build procurement can be undertaken in different ways: • Competitive two-stage process: 1. Main contractor selected on preliminary and general and margin basis. 2. Main contractor selected on 'preferred status' with open-book approach for provision of sub-trades. • Design consultant engaged (by client) then novated to the selected contractor. Advantages include: time and cost savings, streamlined project delivery, less administration, greater contractor participation in the design phase, and a more collaborative team approach, which may minimise litigation.
Design and build with leisure contract	Single-entity delivery of the design, build and operations. Limited capability in the market at present.
Traditional	Suitable where parties are seeking control over the final design. Requires the additional procurement of an operator, service providers and maintenance if not undertaken by the local authority.
Early contractor invovlement (ECI)	ECI is an approach to contracting that can complement either a traditional or novated design and build delivery model. ECI can be used to gain early advice and involvement from a contractor into the buildability and optimisation of designs. ECI usually takes the form of a two stage approach to tendering.
Traditional with operate and maintain	Suitable where parties are seeking control over the final design. Requires the additional procurement of service providers and key performance requirements to link contract requirements to service providers' needs.
Traditional with leisure contract	Suitable where parties are seeking control over the final design. Assumes contracting party will take up leisure contract. Limited capability in the market at present.
Public private partnership (PPP)	PPP is a term that can refer to many different kinds of relationships between the government and the private sector. Generally, the term is used to refer to long-term contracts for the delivery of a service, where the provision of the service requires the construction of a facility or asset, or the enhancement of an existing facility. The private sector partner finances and builds the facility, operates it to provide the service and usually transfers control of it to the public sector at the end of the contract. A key objective of the PPP approach is the drive to optimise whole-of-life outcomes by encouraging innovation from the private sector.

Criteria	Considerations
Time	Is early completion required?
Certainty of time	Is project completion on time critical to operations?
Certainty of cost	Is a firm price needed before any commitment to construction is given?
Price competition	What is the relative importance of price versus quality in determining the degree of price competition?
Flexibility	Are variations necessary or possible after work has begun on site?
Complexity	Does the building need to be highly specialised, technologically advance or highly serviced?
Quality	Is high quality of the produce, in terms of material and workmanship and design concept important?
Responsibility	Is the client willing to take design risk, or does the single point of responsibility for design and construction need to be with the contractor?
Risk	What is the project risk profile, and how are these risks to be allocated and managed (time, cost, quality, health and safety)?

7.0
Management Case

Management Case

Project framework

The delivery approach uses the Sport NZ methodology.

Sport NZ's vision is to see New Zealand with a world-leading network of sports facilities. To achieve this goal, we need to make better decisions about sporting facilities.

Sport NZ talked to local authorities, funding agencies, government departments, regional and national sports bodies and our overseas counterparts. From those conversations, it created the six-step Sporting Facilities Framework. By using the framework, all of those involved in the provision and management of sporting facilities can overcome the problems of the past and deliver benefits for all New Zealanders.

The framework identified six stages in the lifecycle of a facility. These stages and information about each stage is set out in the diagram at below. GDC will carry out each stage to implement the preferred facilities.

The Strategic Assessment section of this business case forms the Concept Stage and the remainder of the business case provides the outputs required for the Plan Stage. The business case also provides the beginnings of the Design Stage, which will be build upon once the detailed design for the facilities begins.

GDC has already undertaken significant work with Global Leisure Group to determine the most efficient and effective operating model for the facilities. This is set out on pages 107-109.

Identifying the need for a facility and developing the strategic case for doing so, including assessing the specific need in the wider contest of the desired facility network.

Ensuring the facility will be fit for purpose, sustainable and future-proof. Assessing and determining financial feasibility based on the facility mix.

Developing the detailed functional and spatial requirements of the facility based on the facility mix. Details are confirmed and estimates finalised.

Constructing the facility.

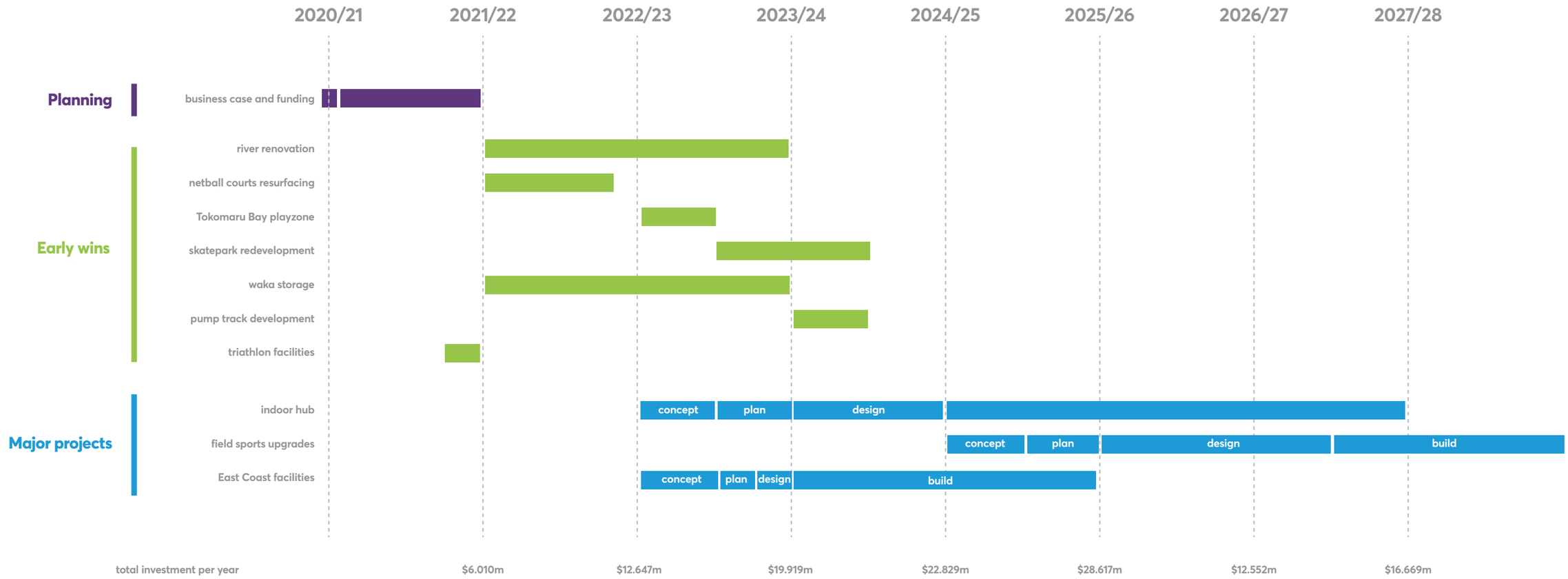
Managing and maintaining the facility to ensure it delivers a quality experience. Developing the most effective and efficient operating model and the programming of the facility.

Evaluating the success of the facility, how it has delivered on the identified outcomes and objectives, what improvements can be made and any experience or learnings that can be shared.

Management Case

Project sequencing

The projects will be delivered over a number of years.



Management Case

Proposed sequencing

There are two primary challenges for the proposed investments in Tairāwhiti's sporting facilities:

- **Delivery risks** – the projects may not be delivered on time, within budget or to the correct specification
- **Funding risks** – the Crown may decline to fund the major capital projects needed to develop the major indoor hub facilities.

The delivery risks are addressed on a project-by-project basis through effective management of scope, procurement and contract delivery.

The relative risks for each of the early win projects are discussed on the relevant summary pages.

While the funding risks of lesser Crown participation is largely outside the control of the Trust, a number of steps have been taken to mitigate the impacts on the Tairāwhiti community, as follows:

- The early win projects target the areas of greatest need in the community, addressing issues that have been outstanding for a considerable period.
- Subsequent projects are planned using a phased approach, where partial funding or funding delays will still allow some new facilities to be delivered, with priorities set by the areas of highest need and impact.

This approach results in the timeline below, which commences with "no regrets" early-win projects and proceeds in a series of carefully-considered steps to the more advanced projects.

Regionally funded

Crown funding required

Early wins

Gisborne
- Waka storage at ANZAC Park
- Waka storage at Marina Park
- Skate Park redevelopment
- Pump track development
- Netball courts resurfacing
- Pool heating at Ilminster Intermediate

Region
- Whakarua Park stand upgrades
- Pool heating at Te Kura Kaupapa Maori o Te Waiu
- Pool heating at Tolaga Bay Area School
- Playzone and pool upgrades at Tokomaru Bay

Whakarua Park

Region
- Whakarua Park indoor facility
- Ruatoria rangatāhi facility
- Playzone and carpark upgrades at Whakarua Park

Waikirikiri Hub

Gisborne
- Indoor multi-use hub at Waikirikiri Park
- Gym upgrades at Ilmister Intermediate
- Outdoor facilities upgrades at Te Poho o Rawiri
- Targeted field sports upgrades at Nelson Park

Victoria Hub

Gisborne
- Extension of the existing Squash Club facilities to create an indoor multi-use facility at Victoria Domain
- Targeted redevelopment for field sports codes at Harry Barker Domain/Nelson Park

Outdoor Hub

Gisborne
- Potential future construction of a multi-use field sports hub adjacent to the A&P Showgrounds at Golf Park

Management Case

Project governance

The project has been designed with the robust governance needed to deliver a high quality outcome.

The diagram at right shows an indicative governance approach for the program of work. Oversight and governance is conducted by the partner organisations, working through their Chief Executives a.

It is recognised that project delivery may occur through a range of organisations. Irrespective of the approach taken, the governance mechanisms shown in the diagram will need to be applied; accountability will need to be provided by suitable executives, and responsibility provided by a number of management and delivery tiers. The identified workstreams will also need to fall under the control of the project manager, even though the resourcing of the activities may be provided by a range of organisations.

The key decisions about which organisation should manage the project and how the delivery workstreams will be resourced will be made collaboratively between the three partners in the investment – Trust Tairāwhiti, the Gisborne District Council and Sport Gisborne Tairāwhiti.

8.0

Recommendations and next steps

Recommendations and next steps

It is recommended that the investment proceed.

Tairāwhiti is acknowledged as one of the most deprived areas of New Zealand. Despite significant effort by the local community, Tairāwhiti continues to be on the wrong end of many social statistics; the region has high levels of deprivation, low household incomes, lower than average educational and health outcomes, and a challenging level of welfare dependency linked to a lack of opportunities.

As a result, the people of Tairāwhiti have lower wellbeing than the rest of the country in all nine domains, with the exception of cultural identity.

There is ample evidence to show the link between participation in sport and recreation and increased wellbeing. The people of Tairāwhiti are enormously passionate about sport and recreation, and they participate in a huge number of codes, especially for a relatively small community.

However, the majority of the sport and recreation facilities in Tairāwhiti are at the end of their economic life, and while the community is doing everything it can to keep them going, significant investment is required – and this is well beyond the capability of the region to fund on its own.

Tairāwhiti is already constrained in the number of sport and recreation codes available due to persistent facility limitations. This is particularly acute in the regional communities. Without significant investment, the people of Tairāwhiti will begin to face increased barriers to participation, which will negatively affect wellbeing, as well as health outcomes.

As the analysis in this business case shows, there are significant benefits in investing in new facilities – in economic and social terms, the $118m in costs is far outweighed by the $821m in benefits. And those benefits are felt across the country, not just in Tairāwhiti.

The benefits themselves – in health, social cohesion, longer life span, better educational outcomes and more – are well grounded in decades of academic research, in Aotearoa and overseas. They have been demonstrated in communities across the world, where participation in sport and active recreation is making a material difference in people's lives.

Tairāwhiti has already begun the process of upgrading its facilities. Thanks to the strong and decisive leadership of Trust Tairāwhiti, the early win projects are already underway. Soon, there will be a new skate park, resurfaced netball courts, storage for waka and more. But we can't do it entirely on our own.

So we are asking for a hand up, not a handout. We are asking the Government to invest alongside us, over the next decade, to build the facilities, improve our communities and help change the lives of the people of Tairāwhiti.

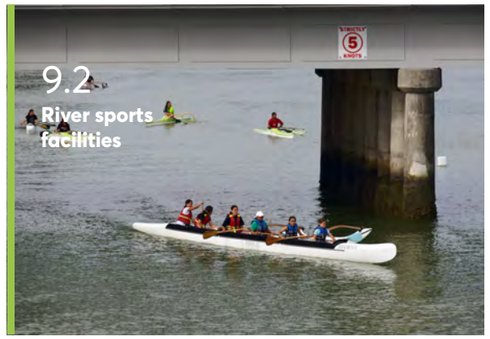
9.0
Appendix

9.0
In this section

9.1 | East Coast facilities

This section provides more information about the options for facilities in te Tairāwhiti. It starts with the demographics on the East Coast and details the proposed solutions in a range of locations.

9.2 | River sports facilities



This section sets out the requirements for river sports facilities and presents the long-list of options for potential locations for the facilities. It then goes on to evaluate the options to arrive at a preferred solution for river sports facilities in Tairāwhiti.

9.3 | Indoor facilities

This section assesses the full long-list of potential locations for indoor and court sports facilities in Gisborne to arrive at a short-list. The short-list options are then fleshed out in more detail and further evaluated, including looking at the catchment of location and the deprivation status of the catchment, as well as transport and accessibility, including public transport and active modes. A preferred package of facilities is arrived at based on the assessment.

9.4 | Field sports facilities

This section assesses the full long-list of potential locations for field sports facilities in Gisborne to arrive at a short-list. The short-list options are then fleshed out in more detail and further evaluated to arrive at a preferred package of facilities.

9.0
The analysis process

The process we've used

The development of the preferred option follows a structured process.

1 Identify scope

- Conduct workshops to **identify** the requirements for Tairāwhiti's sporting and recreational needs
- Assess the **current condition** of the facilities across the region
- Develop the **groupings** of sporting codes that will allow multi-use facilities to be developed

2 Refine scope

- **Collate** the information gathered from workshop sessions with sports codes
- Develop the **configurations** of the facilities to ensure they will be fit for purpose for the sporting codes
- Analyse the ways in which the use of the facilities can be **maximised** for sporting codes and participants
- Identify the **multi-use facilities** that will deliver the best outcomes for Tairāwhiti

3 Location long list

- Analyse the long-list of locations against the **requirements** for the multi-use facilities
- Identify the **short-list** of possibilities that will deliver the best outcomes

4 Preferred locations

- Review the short list with stakeholders and assess their **viability** to achieve the requirements
- Identify the **preferred option and configuration** from the short-list

5 Ownership and operation

- Assess the options for the **ownership** of the facilities
- Assess the options for the **governance and management** of the facilities to maximise their long-term sustainability

9.1

East Coast facilities

Trust Tairāwhiti Regional Wellbeing He Tohu Ora

Sport Gisborne | Tairawhiti

Te Kaunihera o Te Tairāwhiti GISBORNE DISTRICT COUNCIL

9.1
East Coast facilities

The regional context

Deprivation in Tairāwhiti is chronic, but in Ruatoria it is acute.

Ruatoria is a small community, making up approximately 2.6% of the population in the Gisborne region. The majority of its people are of Māori descent and there are a large proportion of Te reo Māori speakers in the community.

The unemployment rate in Ruatoria is more than double that of New Zealand as a whole, and median earnings are 39% below the national median. Home ownership is also low in comparison to the rest of the country.

Educational attainment in Ruatoria is low, with only 56.7% of school leavers having NCEA level 2 or above, compared with 79.4% nationally, and 28.1% of the population having no qualifications at all.

It is no surprise that Ruatoria is one of the most deprived communities in New Zealand. It is in the most deprived quartile of the 2013 New Zealand Index of Multiple Deprivation (IMD) and ranks 5,837 out of 5,958 data zones.

The IMD is a set of tools for identifying concentrations of deprivation in New Zealand. It measures deprivation at the neighbourhood level in custom-designed 2013 data zones that have an average population of 712. Data zones are aggregations of census meshblocks. The IMD is comprised of 28 indicators grouped into seven domains of deprivation: Employment, Income, Crime, Housing, Health, Education and Access to services.

The diagram on the bottom right hand side shows the IMD quartiles and where Ruatoria sits.

DEMOGRAPHICS

Population

1,233	2.6%
Number of people	of Gisborne total

Ethnicity

22.4%	94.2%
European	Maori

Population growth Percentage change since 2006

	2013	2018
GISBORNE DISTRICT	-1.9%	+6.8%
RUATORIA-RAUKUMARA	-6.5%	+2.4%

Te reo Māori speakers

45.7%	4.0%
Ruatoria-Raukumara	New Zealand

EMPLOYMENT AND EDUCATION

School leavers with NCEA level 2 or above

56.7%	79.4%
Ruatoria-Raukumara	New Zealand

Unemployment rate

8.7%	4.0%
Ruatoria-Raukumara	New Zealand

No qualification

28.1%	19.0%
Ruatoria-Raukumara	New Zealand

STANDARD OF LIVING

Earnings - Ruatoria-Raukumara

$19,400	4.7%
Median income	Earn over $70,000

Earnings - New Zealand

$31,800	17.2%
Median income	Earn over $70,000

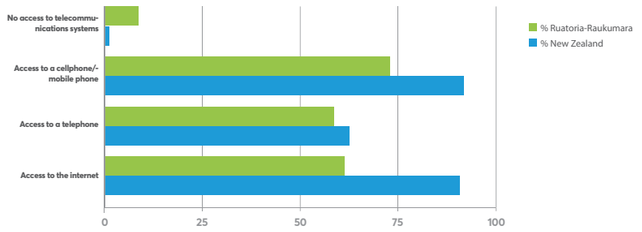
Housing - Ruatoria-Raukumara

35.6%	$120
Own or partly own	Median weekly rent

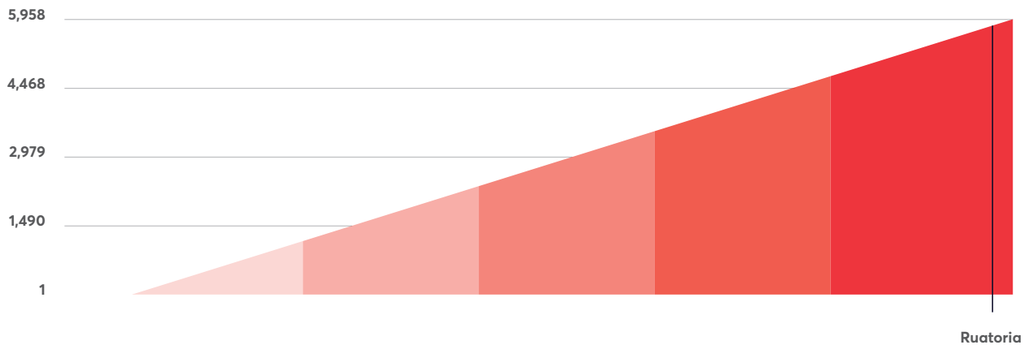
Housing - New Zealand

51.3%	$340
Own or partly own	Median weekly rent

Access to telecommunications



INDEX OF MULTIPLE DEPRIVATION



9.1
East Coast facilities

The scope of the investment in East Coast facilities

There are a range of investment options.

The **Scope** dimension assesses the full range of alternatives for the scale and extent of the facilities that could be delivered in order to meet the investment objectives.

The table at right shows the assessment of the long-list of options for sporting and recreational facilities on the East Coast, which have been tested against the investment objectives and the achievability, affordability and value for money critical success factors (CSFs).

The preferred Scope option is to build new multi-user facilities. This option meets all of the investment objectives and CSFs as it provides new fit-for-purpose facilities in suitable locations, while reducing the number of facilities being invested in and needing to be maintained and operated.

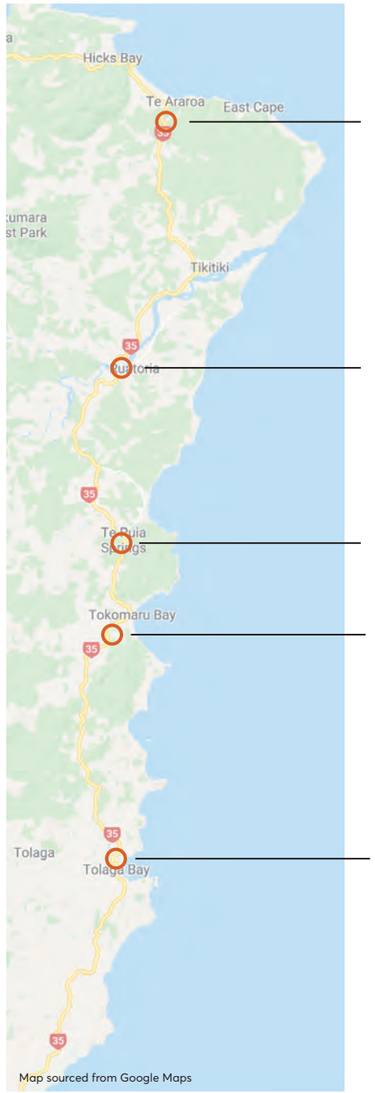
Scope

option	what it is	**Fit-for-purpose** objective	**Participation** objective	**Sustainability** objective	**Affordability**	**Achievability**	**Value for money**	rating
Status quo / do nothing	The current sport and recreation facilities remain as they are in the same locations							discarded
Upgrade / replace existing facilities	The existing sport and recreation facilities will be upgraded or replaced to be fit for purpose and remain in the same locations							discarded
Create multi-user facilities	Build new multi-user facilities at locations that are determined with the input of the community							preferred

East Coast facilities

Possible East Coast facilities locations

The locations for East Coast facilities are shown on the map.



Te Araroa
Population size: 180

- **Te Araroa Domain**
  One field, low grade

Ruatoria
Population size: 830

- **Whakarua Park**
  One field, high grade

Te Puia Springs
Population size: 324

- **Te Puia Springs Recreation Ground**
  One field, low grade

Tokomaru Bay
Population size: 390

- **Hatea-a-Rangi Memorial Park**
  Two fields, low grade

Tolaga Bay
Population size: 768

- **Tolaga Bay Surf Lifesaving Club**
- **Tolaga Bay Bowls club** (P)
- **Uawa Domain**
  One field, medium grade

None of the communities along the East Coast of Tairāwhiti are large, with Ruatoria – the largest town – home to only 830 people. In addition, travel in the region can be difficult due to variable roading quality in sometimes challenging terrain, with frequent weather-related disruptions. The majority of local employment is in the forestry and farming sectors.

In this context, providing access to suitable sport and recreational facilities has challenges. Many of the families in the region travel into Gisborne for sporting activities, but this is time consuming and expensive for households with already low incomes.

There are a range of existing facilities, but their quality is low and few sports are catered for. Rugby is relatively well served in the area, with the East Coast traditionally punching well above its weight – but with limitations in the quality of fields, the level of lighting and the variability of supporting buildings.

While most of the sporting grounds are Council reserve – Whakarua Park in Ruatoria being the exception – many of the buildings and facilities have been funded by the community over the decades.

Beyond field sports, the facilities are few and far between. School pools and hard courts comprise the bulk of other sporting possibilities, and there are limited community gyms in Tolaga Bay and Ruatoria.

Given the geographic isolation and the high levels of deprivation, the opportunities for increasing wellbeing through targeted investment on the East Coast are significant.

Hatea-a-Rangi Memorial Park
Tokomaru Bay

9.1
East Coast facilities

The proposed approach for te Tairāwhiti

A number of targeted investments in facilities along the East Coast are proposed.

A range of upgrades have been made across the region by the GDC, Trust Tairāwhiti and the Government. The proposed investments in sporting and recreational facilities build on the existing commitments and are designed to be complementary to the township upgrades and earlier Government funding.

The GDC investments have been made in the context of the Township Upgrades Programme, which forms part of the GDC Long Term Plan. Some initiatives have been completed, while others are planned for coming years. Supporting funding has been received from the Department of Internal Affairs via Project Matarau for some of the projects, which has enabled their acceleration.

Both the townships plan and Project Matarau have identified community needs and aspirations that cannot be met from existing budgets – and some of these initiatives include sporting and recreational facilities. Accordingly, a range of indoor and outdoor facilities are planned for the townships, along with targeted upgrades to existing aquatic facilities in selected Kura. The projects are shown at right.

Ongoing discussions with the communities may also see further initiatives, such as a recent request from Gisborne Boardriders for mobile storage facilities in Hicks Bay, Waipiro Bay, Takomaru Bay and Uawa.

Te Araroa
- Playzone with ancillary facilities

Ruatoria
- Field and stand upgrades at Whakarua Park
- A multi-use indoor facility at Whakarua Park and outdoor courts
- Car parking that doubles as a play zone
- Renovation of the Bowls club to create a rangahahi facility
- Upgrades and heating for the Te Kura Kaupapa Maori o Te Waiu pool

Tokomaru Bay
- Play zone adjacent to the clubrooms at Hatea-A-Rangi Park
- Upgrades for the Kura pool

Tolaga Bay
- Upgrades and heating for the Tolaga Bay Area School pool
- New community gym facility

9.1
East Coast facilities

Tokomaru Bay and Uawa Gym

There is a need for some targeted investment at Tokomaru Bay.

Tokomaru Bay has some limited sporting facilities, in the form of a rugby club and school pool. Both are in adequate condition but can benefit from targeted upgrades to ensure they are fit for purpose for the local community. The proposed changes are:

- The addition of a play-zone behind the existing clubrooms, for use by local rangitāhi and the community. The space will include a half-court basketball court and hoop, seating that is also skate-able to a limited extent, power, water and barbecue facilities. The area has traditionally been a beer garden-style outdoor space that is now used by a limited number of smokers, and it is in poor condition. The intention is to provide a youth-focused space as an alternative to the existing indoor spaces within the clubhouse.
- Targeted upgrades to the Kura pool to make it more versatile for the community and visitors. The existing pool and infrastructure is in good condition but is very much of the era in which it was constructed – so it is limited in depth and size. The pool is part of the Kura, so is owned and maintained by the Ministry of Education. However, there is little shade or seating, limiting its versatility, so the intention is to provide a shade sail and related improvements.

Uawa Gym

In addition to the targeted investments at Tokomaru Bay, there is a need for a community gym space at Tolaga Bay. The Uawa Gym is widely used by the local community but is in a building that does not meet basic health and safety standards. The intention is to bring it up to the required level of compliance and ensure it is fit for purpose.

9.1
East Coast facilities

Whakarua Park, Ruatoria

Whakarua Park is the natural location for upgraded facilities.

Ruatoria is central to the East Coast and therefore easily accessible even to the most rural communities along Te Tairāwhiti. Investment into Whakarua Park will create equity for all communities, not just Ruatoria.

Whakarua Park in Ruatoria is the largest sporting facility on the East Coast. The land was donated by local families and most of the facilities were developed by iwi and the community, with recent support from central and local government to undertake renovations and upgrades.

Despite a significant lack of funding and investment over the years, Ruatoria has made the most of the facilities and opportunities provided to them. There is an innate sense of community and whānau that unpins Ruatoria, an investment such as this will only improve their ability to create opportunities for wellbeing, recreation and play.

Whakarua Park is 6.35ha based in the center of Ruatoria. Uepohatu Marae was established by Sir Apirana Ngata as a memorial to the 28 Maori Battalion.

Over the past 90 years, Whakarua Park and Uepohatu Marae have hosted the largest events on the East Coast, from the 1945 posthumous investiture of the Victoria Cross to Moananui-a-Kiwa Ngarimu to the visit by Lord and Lady Bledisloe in 1968, a packed Herbs concert at the height of 'the troubles' in 1988 and numerous NPC and Heartlands division finals.

More importantly Whakarua Park and Uepohatu Marae are used nearly every day of the year by locals around the Ruatoria district for local club rugby games and practices, public meetings, community groups, youth group activities, school events, formal functions and hapu celebrations. A calculation of annual use suggests over 3,000 people (90% of the Ruatoria population) use the facilities each year for more than 30,000 user hours. It is a site of great historic, cultural and sporting signifiance to all of Ngati Porou.

EXISTING FACILITIES

The rich heritage of Whakarua Park is embodied in some existing sporting facilities – a number of which are well past the end of their economic life.

- There are two rugby fields, with the main field having substandard lighting for evening practice and matches. The second field has inadequate drainage.
- The grandstand is in need of refurbishment and its changing facilities are in poor condition.
- The existing bowls club building and green are in poor condition with considerable deferred maintenance, and has largely fallen into disuse.
- The car parking and access facilities are substandard, and fences require maintenance.

While the Whakarua Park Board has done an excellent job in maintaining the facilities within very constrained budgets, much of the infrastructure is now in need of major refurbishment or replacement.

9.1

East Coast facilities

The package of facilities at Whakarua Park

Linking facilities to the community is a key component of the development.

The diagram at right shows the proposed mix of facilities at Whakarua Park, all aimed at significantly lifting participation and community engagement. The improvements are:

- Targeted upgrades to the fields and grandstand, including improved drainage, new lighting and renovation of the existing grandstand
- Development of a multi-user indoor space that can meet the sporting, recreational, social and cultural needs of the local community, with adjacent outdoor court space
- The community-led renovation of the existing bowling club to be a rangatahi-focused playzone, including a sand-covered court area and indoor spaces
- Improvements to the swimming pool at Te Kura Kaupapa Māori O Te Waiu O Ngati Porou (the Kura) to make it suitable for learn to swim as well as community usage, with heating, partial cover and sun shade.

The layout of the facilities is intended to make them as accessible as possible for the community and available for dual-use with the Kura and Ngata Memorial College. Details of the facility configuration and the likely costs are on the following page.

Grandstand

Targeted change facility upgrades

Field

The field drainage will be upgraded on both fields.

Flood lighting

Sufficient floodlighting will be installed around both fields to allow for evening trainings and games.

Rangatahi facility

The existing bowling club building will be renovated to create a rangatahi facility, including repurposing the bowling green with a sand surface for beach volley ball and netball and creating outdoor recreation surfaces and spaces.

Car park

Multi-use car park area with skate-able surfaces and half-court basket-ball that can be used by the community when the car park isn't in use.

Indoor facility

An indoor facility will be constructed, with one netball-sized multi-use space, changing rooms and toilets and an administration space. Three outdoor netball courts with lights will also be installed and one will be covered

Pool

The pool will be upgraded with heating and a membrane-based roof to allow 10 months a year useage, also targeted upgrades to pool surfaces and infrastructure.

9.1
East Coast facilities

Proposed facilities for te Tairāwhiti

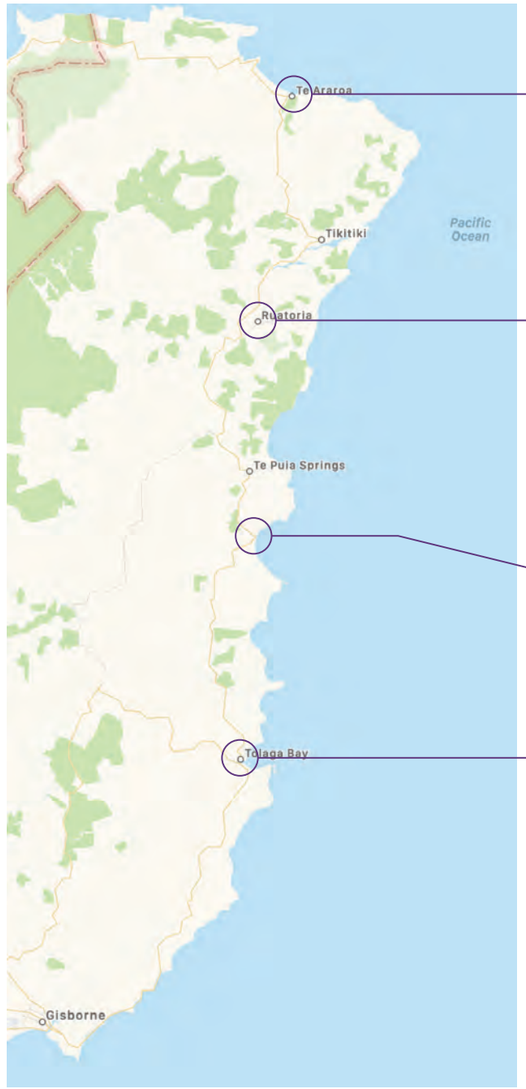
The upgrades are targeted and progressive.

A range of upgrades have been made across the region by the GDC, Trust Tairāwhiti and the Government. The proposed investments in sporting and recreational facilities build on the existing commitments and are designed to be complementary to the township upgrades and earlier Government funding.

The GDC investments have been made in the context of the Township Upgrades Programme, which forms part of the GDC Long Term Plan. Some initiatives have been completed, while others are planned for coming years. Supporting funding has been received from the Department of Internal Affairs via Project Matarau for some of the projects, which has enabled their acceleration.

Both the townships plan and Project Matarau have identified community needs and aspirations that cannot be met from existing budgets – and some of these initiatives include sporting and recreational facilities. Accordingly, a range of indoor and outdoor facilities are planned for the townships, along with targeted upgrades to existing aquatic facilities in selected Kura. The projects are shown at right.

Ongoing discussions with the communities may also see further initiatives, such as a recent request from Gisborne Boardriders for mobile storage facilities in Hicks Bay, Waipiro Bay, Takomaru Bay and Uawa.



Te Araroa
- Playzone with ancillary facilities

$1.0 - $1.5m
Complete 2025

Ruatoria
- Field and stand upgrades at Whakarua Park
- A multi-use indoor facility at Whakarua Park and outdoor courts
- Car parking that doubles as a play zone
- Renovation of the Bowls club to create a rangahahi facility
- Upgrades and heating for the Te Kura Kaupapa Maori o Te Waiu pool

$7.05m - $9.25m
Complete 2025

Tokomaru Bay
- Play zone adjacent to the clubrooms at Hatea-A-Rangi Park
- Upgrades for the Kura pool

$330k - $570k
Complete 2025

Tolaga Bay
- Upgrades and heating for the Tolaga Bay Area School pool
- New community gym facility

$1.15m - $1.70m
Complete 2026

9.2

River sports facilities

9.2
River sports facilities

The scope of the investment in river sports facilities

There are a range of investment options.

The **Scope** dimension assesses the full range of alternatives for the scale and extent of the facilities that could be delivered in order to meet the investment objectives.

The table at right shows the assessment of the long-list of options for the river sports facilities, which have been tested against the investment objectives and the achievability, affordability and value for money critical success factors (CSFs).

The preferred Scope option is to upgrade the existing facilities at Marina Park and Anzac park to address storage and functionality issues. Due to water space limitations at each location, it is not possible to have all of the river sports codes operating out of a single facility.

Given the immediate challenges with waka storage and damage to equipment, a multi-phase approach is likely to offer the greatest benefits in the shortest time period.

Scope

option	what it is	**Fit-for-purpose** objective	**Participation** objective	**Sustainability** objective	**Affordability**	**Achievability**	**Value for money**	rating
Status quo / do nothing	The current facilities remain as they are in the same locations							discarded
Upgrade existing facilities	Selected upgrades and changes are made in to the facilities in the existing locations to address storage and functionality issues							preferred
Single new facility for clubs	A single new facility is constructed in a single location to service all waka clubs and river sports							discarded
Multiple new facilities for clubs	Multiple facilities are constructed in multiple locations to service the waka clubs and other river sports							discarded

9.2
River sports facilities
Waka at Anzac Park

Plans are advanced for waka storage to alleviate immediate issues.

One of the most pressing issues for river sports is the ongoing storage problems for the waka ama clubs. As has been noted, waka are being damaged by adverse weather and other events due to the lack of undercover storage, and the problem is costing clubs and individuals tens of thousands of dollars annually.

The size and shape of the waka means it is impractical for most users to take their watercraft offsite on a daily basis without access to specialised trailers. Most waka are left at Anzac Park or at Marina Park, and while club members act swiftly if there is a chance of damage, it's not always feasible to protect waka from sudden weather events or vandalism.

A solution has been developed at Anzac Park for the Mareikura Club, proposing a semi-permanent open storage shed. It is designed to be flexible, sufficient to store the majority of the club's waka, and to be in keeping with the surrounding park. The architectural renders are shown at right.

The storage facility has been the subject of a feasibility study and subsequent design work, so no further analysis is needed in the context of this business case. Funding commitments have been obtained from the Eastern & Central Community Trust (ECCT) and top-up funding is being sought by the club, with the support of the three partners to this business case – Trust Tairāwhiti, Sport Gisborne Tairāwhiti and the Gisborne District Council.

Mareikura is currently finalising funding for this project and it will begin procurement as soon as funding is locked in.

While progress is being made on storage facilities at Anzac Park, the storage situation is equally acute at Marina Park, where two waka clubs – Horouta Waka Hoe Club and YMP Waka Ama – share the launching facilities. There is currently no under-cover storage at Marina Park, and weather-related damage to waka is a regular occurrence.

The photograph at right shows the current state of waka storage at Marina Park. Waka are stacked on fixed or mobile racking systems on the grass alongside the river, or stored on hard-stand areas adjacent to the car park. Larger waka – such as the six-person versions – are especially difficult to handle in these circumstances, as there are very limited options for keeping heavy rain out of them once they are ashore.

The plans for Marina Park are less developed, so the intention is to re-use as much as possible from the Anzac Park project – including design, if possible. This approach should lower overall costs whilst accelerating the development; however, it is likely that the Marina Park facilities will lag the earlier project by at least a year. Funding for facilities at Marina Park has also been obtained from Trust Tairāwhiti. Both of these projects will progress as "early wins". More information about the early win projects is set out later in this section.

9.2
River sports facilities
Phase 2 facilities

Beyond addressing the immediate issues with waka storage and damage to equipment, there is a significant shortfall in launching ramps and onshore facilities such as toilets, showers, clubrooms and the like. On a per-user basis, waka paddlers are the most under-served in the region for these essential facilities.

Further development is therefore proposed at both ANZAC Park and Marina Park, extending the storage buildings constructed in Phase 1 as part of the early win projects. The Phase 2 construction will add:

- Toilet and showering facilities in both locations, sized for the number of waka paddlers typically participating in the sport
- Clubroom/meeting/training spaces in both locations, with dual-use areas that can be used by the waka clubs and the community
- Additional storage to accommodate the likely growth in the sport and a wider range of equipment
- Parking and boat manoeuvring areas to separate cars from pedestrians and improve site safety.

Design work has yet to be commenced with the waka clubs to specify the requirements for the Phase 2 facilities, so initial costings are based on a per-square-metre rate for equivalent buildings elsewhere in the country. The Phase 2 design work will commence once construction of the initial storage facilities is complete, with construction likely in the 2028/29 years.

9.2
River sports facilities

River renovation

As noted earlier in this document, one of the primary challenges for the growing participation in river sports is the limited access to reasonable quality water space.

While Gisborne has two major rivers running through the city – the Taruheru and the Waimata – both awa are being impacted by silting and invasive *Spartina* reed beds. The photo at right illustrates the issue, with the reed beds intruding significantly into the main flow of the Taruheru.

Spartina reeds are not native to Tairāwhiti. They were introduced and planted in the 1980s to help stabilise the river banks, but since then have become invasive in both rivers. The effect has been to increase silting, slow the flow of the rivers and increase flooding risk to Gisborne City, and to decrease water quality for native flora and fauna.

Removing the reed beds and restoring the natural flow of both awa holds significant benefits for Tairāwhiti. There will be improvements in the available water space for sporting and recreational purposes, but there will also be significant improvements in water quality due to higher flows and less silting. In turn, the better flows will tend to flush more silt through the river system over time, which will reduce the flooding risk to the city in high rainfall events.

Discussions have been held with officers at GDC to trial the removal of weeds and restoration of a portion of the awa in the near future. The steps in this process are as follows:

- A topographical measurement of the river and sampling of the contamination levels in the silt will be conducted on the Taruheru River around the Peel Street bridge. This will establish the baseline against which the interventions can be measured.
- The correct chemical treatment for the invasive *Spartina* reeds will be identified, an application and management plan developed, and any required consents sought to apply the treatment to the pilot area.
- Once approved, the reed treatment will be applied in early 2021 to ascertain whether the approach will achieve the results expected. Monitoring will occur through 2021 to evaluate effectiveness, safety and impact on the awa and its ecosystems.

- Following the evaluation and assuming its effectiveness, additional funding will be sought for FY21/22 to extend the trial as part of normal Council budgets.

It is expected that the gradual removal of the invasive reeds will take some years to achieve, and that a progressive improvement in river flows will result as the work is undertaken. It is also likely that some ongoing monitoring of any return of reed growth will be required, which will form part of Council's ongoing river management.

As this work falls within Council's responsibilities for rivers, drainage and catchments, it is out of scope for this business case. However, the initiation of the work has been brought forward as a result of the discussions with the river sports clubs, and the river renovation project has been given a higher priority by Council as a result.

SPARTINA CYNOSUROIDES

Spartina cynosuroides is a species of grass known by the common names big cordgrass and salt reedgrass. It is native to the East Coast and Gulf Coast of the United States, where it grows in coastal habitat such as marshes, lagoons, and bays.

This species is a rhizomatous perennial grass which can grow up to 10 feet tall. The leaves are up to 24 inches long and up to an inch wide. The ligule is hairy. The stem can be ¾ of an inch in diameter at the base. The inflorescence contains up to 40 spikes each up to 3 inches long.

This grass grows in flooded saline soils such as those in salt marshes.

- Wikipedia

9.3

Indoor, court sports and recreation facilities

9.3
Indoor, court sports and recreation facilities

The scope of the investment in indoor facilities

There are a range of investment options.

The **Scope** dimension assesses the full range of alternatives for the scale and extent of the facilities that could be delivered in order to meet the investment objectives.

The table at right shows the assessment of the long-list of options indoor, court sports and recreational facilities, which have been tested against the investment objectives and the achievability, affordability and value for money critical success factors (CSFs).

The preferred Scope option is to build new multi-user facilities at locations that are determined with input from the community. This option meets all of the investment objectives and CSFs as it provides new fit-for-purpose facilities in suitable locations, while reducing the number of facilities being invested in and needing to be maintained and operated.

Scope

option	what it is	**Fit-for-purpose** objective	**Participation** objective	**Sustainability** objective	**Affordability**	**Achievability**	**Value for money**	rating
Status quo / do nothing	The current sport and recreation facilities remain as they are in the same locations							discarded
Upgrade / replace existing facilities	The existing sport and recreation facilities will be upgraded or replaced to be fit for purpose and remain in the same locations							discarded
Create multi-user facilities	Build new multi-user facilities at locations that are determined with the input of the community							preferred

9.3
Indoor, court sports and recreation facilities

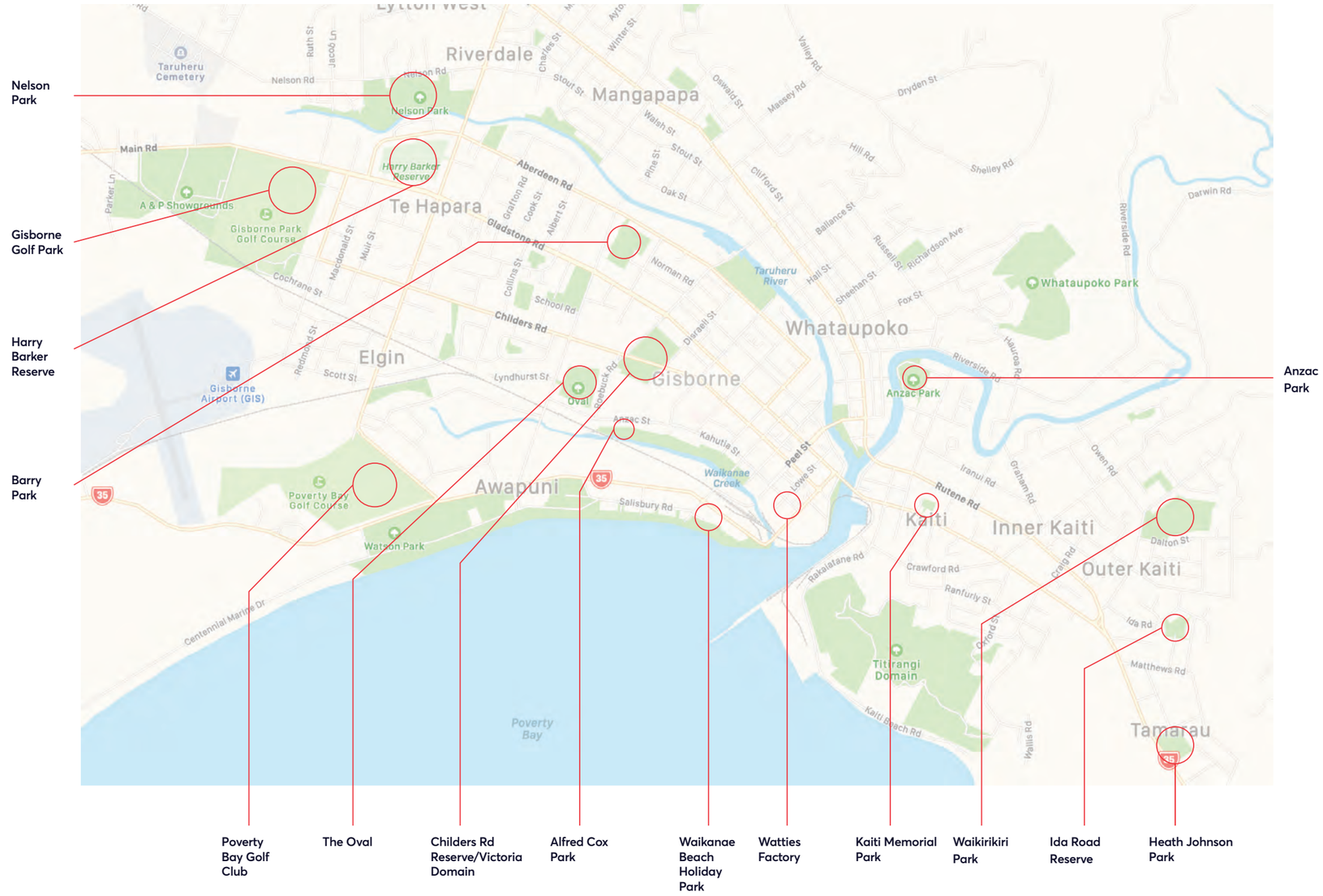
Possible locations

The potential locations for the indoor and court sports facilities are shown on the map.

The map at right shows the location of the full range of possible sites for the indoor and court sports facilities. All are large enough to accommodate a full-sized multi-use hub with 5 netball courts plus ancillary clubroom and meeting spaces, with a variety of car parking and outdoor spaces depending on the location.

All are relatively accessible to the majority of Gisborne residents, depending on transport mode – sites outside the city boundary were not examined.

The long-list assessment of the locations for suitability is shown on the following page.



9.3
Indoor, court sports and recreation facilities

Long-list options

The table at right shows the assessment of the long-list of possible locations for the indoor, court sport and recreation hub, which have been tested against the location criteria.

Childers Road / Victoria Domain, Harry Barker Reserve and Waikirikiri Park were rated as feasible and all three options will be taken forward to the next stage.

Each of these options have different benefits and disbenefits, and the multi-criteria analysis can only get us this far. Following this exercise, we tested the short-listed options with sports codes to get their feedback. This feedback helped us to further evaluate the options and understand what will and wont work for the codes.

More detail about each of the short-list options is provided on subsequent pages.

Indoor, court sports and recreation hub

option	what it is	Land suitability	Travel time	Size and scale	Transport links	Roading / parking	Land conditions	Value for money	rating
Gisborne Golf Park	Area of the Gisborne Golf Park of approximately 40ha, bounded by Gladstone Road and the A&P Showgrounds. Currently the golf club. Hub would encroach onto golf course, which would need to be redesigned.								discarded
Poverty Bay Golf Club	The 45ha of land bordered by Lytton Road and Awapuni Road, home to the Poverty Bay Golf Club. Privately owned land rather than reserve. Potential to include both indoor and field sports hubs.								discarded
Spread across sites	The current configuration of multiple facilities spread across multiple sites, from Nelson Park in the northwest through to Health Johnston Park in the southeast, and most parks inbetween.								discarded
School extension	Rather than constructing new facilities, co-investment is made with the Ministry of Education in upgrades to existing school facilities across Tairāwhiti in exchange for community access.								discarded
Barry Park	The existing 4.6ha park is redeveloped as an indoor hub with outdoor courts. Access is via Barry Ave and the park is surrounded by residential development, so there are access and usage constraints.								discarded
Anzac Park	The current playing field on the 4.3ha Anzac Park and the adjacent riverside access. The indoor hub would entirely replace the outdoor field, so no or limited outdoor facilities with river access retained.								discarded
Waikanae Beach Holiday Park	Redevelopment of the existing 2.8ha holiday park on Awapuni Road, adjacent to the beach. Would require relocation of the existing facilities.								discarded
Wattie's factory (brownfields)	Former location of the Wattie's factory (1.7ha), on the edge of the Gisborne industrial zone. Possible re-use of the existing industrial and warehouse buildings. Car parking would be on adjacent streets and surrounding land.								discarded
Harry Barker Reserve	Existing artificial hockey turf is retained and new facilities are developed in place of the existing grandstand and pavilion building. The surrounding residential area puts some constraints on night use. Site is 9ha.								feasible
Childers Rd Reserve / Victoria Domain	New facilities would be developed on the 4.5ha Childers Road site, replacing the YMCA building and the badminton hall. Overflow parking would be developed on Victoria Domain in place of the current netball courts.								feasible
A&P Showgrounds	The current 29.5ha showgrounds site adjacent to the Gisborne Golf Park, accessed from SH2. Privately owned land that would need to be acquired for the purpose. Potential to include both indoor and field sports.								discarded
Waikirikiri Park / Victoria Domain	The 9.8ha park bounded by Tyndall Road and Dalton Street in Kaiti. A new indoor facility would be developed on the current playing fields, with outdoor netball and tennis courts at a mini-hub at Victoria Domain.								feasible
Alfred Cox Park	The 8.3ha of land stretching along Waikanae Creek, parallel to Anzac Street, on the CBD side of the stream. Has limited access from Grey St and Anzac Street, is reserve land. Indoor hub plus some limited outdoor courts.								discarded
Heath Johnson Reserve	The existing 5.2ha park facing onto Wainui Road is repurposed as an indoor hub with outdoor courts. Access from the main road is good but it is one of the more distant options from the Gisborne CBD.								discarded
Ida Road Reserve	The existing 1.6ha park is redeveloped as an indoor hub, with very limited space for outdoor courts. Access from the surrounding residential streets is poor and the site is relatively distant from the Gisborne CBD.								discarded
Kaiti Memorial Park	The existing 5ha park between Wainui Road and Rutene Road is repurposed as an indoor hub with outdoor courts. Existing facilities would need to be relocated.								discarded
The Oval	The existing 5ha park behind residential housing, accessed from Stanley Road, with a boundary to the former St Mary's site. Currently used by rugby, may have land remediation issues.								discarded

9.3
Indoor, court sports and recreation facilities

Short-list options in more detail

INDOOR OPTION 1: CHILDERS ROAD RESERVE / VICTORIA DOMAIN

DESCRIPTION

Childers Road Reserve and Victoria Domain are part of the Childers Road Sporting Precinct. Childers Road Reserve has two sports fields which are used by football. The badminton club and YMCA childcare is also situated on the site. The Domain provides for a number of codes including netball, tennis, squash, as well as cross-fit. The lawn bowls club at Victoria Domain has been repurposed and is now used as a youth hub for YMCA programmes.

FEATURES

Childers Road Reserve
Area | 4.1 hectares
Existing facilities | public toilets, grandstand with changing rooms underneath, lights and one large carpark (60+ vehicles)

Victoria Domain
Area | 3.1 hectares
Existing facilities | 12 floodlights and 4 car parks (approx 190 cars)

Environs | near high schools and primary schools, Gisborne CBD, YMCA and early childhood centre, located on a busy road with some heavy truck traffic.

STRENGTHS / WEAKNESSES

Strengths	Weaknesses
Significant space for indoor facilities and outdoor courts	Heavy traffic area and limited parking
Close proximity to schools	Most existing facilities need replacement
Some existing fields and facilities	Awkward existing layout
Excellent road access	

INDOOR OPTION 2: WAIKIRIKIRI PARK + VICTORIA DOMAIN

DESCRIPTION

Waikirikiri Park is one of Gisborne's largest sports parks. It has three low-grade fields, which are suitable for junior, social and practice levels. Junior and senior rugby are currently played at the reserve during winter months.

Waikirikiri Park was purchased from the Ministry of Education in 1992 with the intention for it developed into a multi-purpose sports ground. It has been explored as an option for a sports hub a number of times.

FEATURES

Area | 9.3 hectares
Existing facilities | changing rooms, public toilets, full basketball court, basketball hoop, and mini pad, playground equipment and car park (approx 160 parks)

Environs | roadside parking, situated in residential area, in close proximity to primary schools and Ilminster Intermediate

STRENGTHS / WEAKNESSES

Strengths	Weaknesses
Adequate space for the facilities	Not enough car parking
Accessible to schools	Residential area limits operating hours
Some existing facilities	
Kaiti doesn't have many facilities	

9.3
Indoor, court sports and recreation facilities

Short-list options in more detail

INDOOR OPTION 3: HARRY BARKER RESERVE

DESCRIPTION

Harry Barker Reserve is shared by cricket (summer) and hockey (winter). Football has also been using the fields at the reserve in winter. The fields are generally in good condition and there is a full sized hockey turf at the reserve that is five years old.

FEATURES

Area | 15.3 hectares
Existing facilities | clubrooms, grandstand, public toilets, changing rooms, 3 floodlights, 6 cricket nets, water fountains, scoreboard grounds keeper sheds and car park (approx 140 vehicles)

Environs | near primary and high schools, situated in residential area

STRENGTHS / WEAKNESSES

Strengths	Weaknesses
Generous space	Some facilities are badly located on the park
Existing facilities including hockey turf	Road access to Harry Barker is not ideal
Accessible to schools	Residential area limits operating hours

9.3
Indoor, court sports and recreation facilities

Option 1 | proposed layout at Childers Road

Components and scale

3 - 5 indoor multi-use indoor courts

16 outdoor courts - 4 tennis astroturf, 4 dedicated asphalt tennis courts, 4 shared tennis / netball courts and 4 dedicated netball courts

4 - 6 squash courts (moveable side walls for at least 2 doubles courts), also used for other purposes e.g. exercise classes

Move centre / gymsports space with pit, dedicated apparatus spaces and specialist floors

Health and fitness centre with weights space, machine space and studio / class space

Climbing wall with causal use bouldering wall

Shared clubroom hub with ability to provide multiple spaces plus changing rooms

Potential for community and allied health spaces / services

Shared parking (vehicle, micro-mobility and bike)

Activities

Netball

Futsal

Basketball

Badminton

Squash

Gym sports

Table tennis

Volleyball

Skills programmes

Martial arts

Cricket

Climbing

Tennis

New outdoor courts
New multi-use and dedicated courts would be created for netball, tennis and related sports, including lighting for evening games and practices

Existing YMCA facilities
The opportunity exists to work with the YMCA to co-develop facilities that are suitable for both the indoor hub and the organisation

New indoor hub facility
A new building of approximately 2,000m^2 would be constructed to provide flexible indoor playing spaces and supporting facilities for the outdoor courts

Car parking
Sufficient off-street parking would be provided for most weekend usage for both the indoor and outdoor court sports

Squash and tennis clubs
The existing clubs would remain in use during development, then move to new facilities across the road at the hub

Netball facilities
The existing facilities will upgraded in the interim as development proceeds, then transitioned to the new hub. The existing courts may be retained as overflow parking

Total indoor, court sports and recreation hub land requirement
1.5 - 2 hectares

9.3
Indoor, court sports and recreation facilities

Option 1 | Impacts on the YMCA

The YMCA has been an integral part of the Tairāwhiti community for many decades. Its current facility on the corner of Childers Road and Roebuck Road provides the only public indoor court in Gisborne, along with fitness and gym spaces, early childhood education and more. A wide range of programmes are run by the YMCA, aimed at improving community fitness, health, wellbeing and social integration.

While it is technically feasible for the YMCA to remain in its premises as part of the redevelopment, there are likely to be synergies between the aspirations of the organisation and the outcomes sought by developing the indoor hub. Discussions have begun to work through the common objectives and how they can be realised, and a range of opportunities exist:

- The YMCA is interested in re-purposing the existing indoor court, as it is expensive to operate and there are more pressing uses for the space. Having new indoor courts available in the hub could enable this to occur.
- There are undoubtedly synergies between facilities, ranging from shared car parking to integrating the buildings.
- Likewise, there are synergies in programming, with common interests in fitness, health and wellbeing between the proposed indoor hub and the YMCA. This opens up the opportunity for collaboration, co-design of programmes and common use of resources and people.
- The YMCA buildings are on separate titles rather than reserve land, which means that commercial activities – such as a medical practice – can be undertaken on this land without the need to seek the consent of the Minister of Conservation.

The options for collaboration and integration range from basic sharing of resources through to the construction of common facilities that can meet the needs of the community and the YMCA at the same time. Discussions will need to continue as the project progresses to assess the best way forward that will deliver the greatest benefit to Tairāwhiti.

9.3
Indoor, court sports and recreation facilities
Option 1 | Impacts on Gisborne Thistle AFC

Gisborne Thistle AFC has a long history at the Childers Road Reserve, dating from the 1920s. The Club has constructed a number of facilities on the Reserve, including clubrooms and the iconic JD Gillies Grandstand. Investments have also been made in the turf, fencing and lighting.

Locating the indoor hub at Childers Road would require the relocation of Thistle AFC to the field sports hub. While this has some distinct advantages to the Club in terms of playing field flexibility, better facilities and lower maintenance costs, it would result in the Club moving away from a ground it has occupied for nearly a century.

Initial discussions have been held with the Club, and there is not unanimous agreement that relocating is aligned with the Club's strategy.

The Club's concerns are valid and will require ongoing engagement between the investment partners and the Club if this option comes out as the preferred option.

THE MIGHTY JAGS

Gisborne Thistle AFC is part of the modern sports environment on the East Coast. Football has changed over the years but the essence has remained the same. We are a close-knit group of club members that dedicate our time and effort to the enjoyment of the sport we love.

We are a club of proud heritage. Enjoy our great facilities and an inclusive family environment. Our club rooms offer a warm place to view matches overlooking the deck to the main field, and we have the iconic restored grandstand to support the teams from at the famous Childers Road Reserve.

Here at Gisborne Thistle AFC, we have a rich history of footballing excellence. Founded in 1924, our club has been the home to many great teams, iconic people and a source of weekend entertainment to the local community. Many of our oldest serving members are happy to reminisce the days gone by, bring out the archives, and relive the good old days of Gisborne football.

In 1970's the Grandstand unfortunately burned down, and it took a massive investment from a key member of the community to rebuild. When completed, "The J.D Gillies Grandstand" was unveiled for the next generation of footballers in Gisborne.

9.3

Indoor, court sports and recreation facilities

Option 2 | proposed layout at Waikirikiri Park

Components and scale

3 - 5 indoor multi-use indoor courts

Move centre / gymsports space with pit, dedicated apparatus spaces and specialist floors

Health and fitness centre with weights space, machine space and studio / class space

Climbing wall with casual use bouldering wall

Shared clubroom hub with ability to provide multiple spaces plus changing rooms

Potential for community and allied health spaces / services

Shared parking (vehicle, micro-mobility and bike)

Activities

Netball

Futsal

Basketball

Gym sports

Table tennis

Volleyball

Skills programmes

Martial arts

Indoor cricket

Climbing

Existing playing fields
At least one and possibly two of the existing full-sized playing fields will be retained

Indoor multi-use hub
A new building will accommodate 3-5 full-sized netball courts and be highly versatile for sporting, recreational, community and social events

Car parking
Additional car parking will be developed, alongside easy access for cycling and walking

Softball diamonds
The existing skin diamond will be retained and upgraded with redesigned fencing and equipment storage

Roading upgrades
Changes will be made to local roads and intersections to facilitate traffic movements and enable connection to cycleways

9.3

Indoor, court sports and recreation facilities

Option 2 | proposed layout at Victoria Domain

Components and scale	Activities
12 outdoor netball courts, redeveloped on the existing site, including 4 under-cover courts and lighting	**Netball**
Existing tennis courts	**Badminton**
4 indoor squash courts renovated within the existing building	**Squash**
2 full-sized football pitches for Thistle AFC using existing facilities	**Tennis**
Existing badminton hall	**Football**
Extension of the existing squash club building to provide a shared clubroom hub with ability to provide multiple spaces plus changing rooms	

Existing YMCA facilities
The opportunity exists to work with the YMCA to co-develop programmes that utilise all the facilities in the immediate area

Thistle AFC
The football club retains its existing playing fields and facilities, which it can develop as it sees fit

Badminton club
The existing building is retained and can be developed as the club sees fit

Squash club redevelopment
The existing building will be renovated and extended to provide a mini-hub for squash, netball and tennis

Tennis facilities
The existing facilities will be demolished and the building removed to allow more court space

Netball facilities
The existing facilities will be demolished and the building removed to allow more court space

9.3
Indoor, court sports and recreation facilities

Option 2 | Impacts on Waikirikiri Park

While there has been very limited development of Waikirikiri Park over the decades, it is extensively used by some sporting codes – specifically softball and rugby. Development of the park as an indoor hub would therefore have impacts on these sports.

In the case of softball, the Park currently provides a fixed skin diamond and a number of grass diamonds for both local players and tournaments. The facilities are in steady use during the summer softball season.

Rugby also makes use of the Park, particularly for junior rugby utilising smaller-scale pitches suitable for junior players. There is steady use of the fields during the winter playing season.

Constructing the indoor hub would result in the displacement of junior rugby from the Park to other venues, and this would require some rescheduling at other locations.

The greater impact would be felt by softball, who have permanent facilities at Waikirikiri Park. While detailed planning may allow for the current skin diamond to be retained, it is unlikely there would be sufficient space for the grass diamonds needed for tournaments and times of high demand.

In time, it is anticipated that softball would move to new facilities at the outdoor hub, but in the meantime a temporary relocation may provide a greater degree of certainty for the sport. There are a number of choices for both the skin and grass diamonds, including Nelson Park or Barry Park, or a largely unused site such as Heath Johnston Park.

Discussions will therefore be required with both softball and rugby to develop the best way forward for the sports.

COMMUNITY IMPACTS

Waikirikiri Park is surrounded on three sides by residential housing, so operating an indoor hub will result in some impacts on the local community. These will include additional traffic on neighbourhood streets, and potential noise and light impacts in the evenings.

However, some residents have welcomed redevelopment. According to anecdotal conversations, Waikirikiri Park is already a source of evening noise, some of it antisocial in nature, and there are frequent issues with vandalism and the like.

Accordingly, discussion and consultation with the local community will be needed to ascertain the right approaches and mitigations for the impacts. These may include restrictions on operating hours, noise limits, traffic management, parking provision and the like.

9.3
Indoor, court sports and recreation facilities

Option 3 | Proposed layout at Harry Barker Reserve

Components and scale

3 - 5 indoor multi-use indoor courts

16 outdoor courts - 4 tennis astroturf, 4 dedicated asphalt tennis courts, 4 shared tennis / netball courts and 4 dedicated netball courts

4 - 6 squash courts (moveable side walls for at least 2 doubles courts), also used for other purposes e.g. exercise classes

Move centre / gymsports space with pit, dedicated apparatus spaces and specialist floors

Health and fitness centre with weights space, machine space and studio / class space

Climbing wall with casual use bouldering wall

Shared clubroom hub with ability to provide multiple spaces plus changing rooms

Potential for community and allied health spaces / services

Shared parking (vehicle, micro-mobility and bike)

Activities

Netball

Futsal

Basketball

Badminton

Squash

Gym sports

Table tennis

Volleyball

Skills programmes

Martial arts

Cricket

Climbing

Tennis

New outdoor courts
New multi-use and dedicated courts would be created for netball, tennis and related sports, including lighting for evening games and practices

New indoor hub facility
A new building of approximately 2,000m² would be constructed to provide flexible indoor playing spaces and supporting facilities for the outdoor courts

Removal of hockey turf, stand and cricket facilities
The redevelopment of the site would require the removal of the existing artificial hockey turf, the current stand and the cricket pitches, with all being rebuilt at the outdoor hub

Car parking
Sufficient off-street parking would be provided for most weekend usage for both the indoor and outdoor court sports

Road access
Because playing fields would be shared between the two parks, the existing access to Harry Barker Reserve would be retained, with car parking spread between the two sites

Total indoor, court sports and recreation hub land requirement
1.5 - 2 hectares

9.3
Indoor, court sports and recreation facilities

Option 3 | Impacts on existing codes and facilities

Harry Barker Reserve is used extensively by cricket, hockey and football. Development of the reserve as an indoor hub would consequently impact these codes.

The pavilion and clubrooms at Harry Barker Reserve are jointly owned by hockey and cricket, with hockey using the facility in the winter and cricket in the summer. The facilities and the grounds at the reserve are heavily used year round.

Football doesn't have access to the pavilion. However, it uses the grounds in winter and shares the grandstand and changing facilities with the other codes The grandstand has significant earthquake issues and either needs to be strengthened or demolished.

The hockey turf is also located at Harry Barker Reserve. Given the turf is an expensive asset and still has some years left before it is due for replacement, the hockey turf would not move in the short- to medium-term in Harry Barker were to be the preferred location for the indoor hub. Instead, hockey would need to share the clubroom and changing facilities with the indoor and court sports codes.

Cricket uses six wickets at Harry Barker Reserve and seven wickets at the nearby Nelson Park. If the reserve is developed as an indoor hub, cricket would need to shift to another location. Unless cricket can use the changing and clubroom facilities at the new hub, it is unlikely it will continue to use Nelson Park with no ancillary facilities. As such, all 13 wickets would likely need to be relocated.

Football makes use of two fields at Harry Barker Reserve, and would also need to be relocated to another ground.

If Harry Barker Reserve is the preferred location for the indoor hub, discussions with football and cricket about relocation will need to occur and there will also need to be discussions with hockey as to how it can tie in with the indoor, court sports and recreation codes in the short- to medium-term, while the turf remains at the reserve.

COMMUNITY IMPACTS

Harry Barker Reserve is completely surrounded by residential housing, so operating an indoor hub will result in some impacts on the local community. These will include additional traffic on neighbourhood streets, and potential noise and light impacts in the evenings.

Accordingly, discussion and consultation with the local community will be needed to ascertain the right approaches and mitigations for the impacts. These may include restrictions on operating hours, noise limits, traffic management, parking provision and the like.

9.3

Indoor, court sports and recreation facilities

The location of facilities is critical to participation

Academic research demonstrates a strong linkage.

Research exploring the influence of the environment on physical activity has emerged in the past decade. Environmental factors explored include the built environment, such as proximity to parks, playgrounds and sports facilities; access characteristics, such as transport, footpaths, traffic lights and crossings; the natural environment such as climate and weather; and perceptions of safety.

A review of environmental characteristics relevant to young people's use of sports facilities found consistent and positive associations between physical activity and the presence of sport facilities, open parks and play-recreational facilities. However, these findings were often limited to individuals' perceptions of the environment, with few studies using objective measures.

An Australian study identified differences in the levels of both participation and facility provision between sports, between regions, and between local government areas (LGAs) within each region. This study draws on comprehensive data for a large sub-national region regarding participation in four popular sports and associated sports facilities, to investigate the geographical variations in both participation and facility provision, and the association between participation and facility provision, after adjustment for the effects of social economic status (SES).

This provides a model for the provision of sports facilities:

- First, this study quantifies the levels of both participation and facility provision throughout a state for four major sports
- Second, it demonstrates that associations exist between participation and facility provision, although some of these associations do not persist after adjustment for the effects of SES
- Third, it provides a comparative analysis of LGAs with regard to the level of facility provision.

This provides objective information to support an evidence-based approach to decisions about sport facility investment. Investments can be made in areas of clear need based on statistics regarding sports facility provision, population and participation, in order to improve participation and population health.

This study has shown that in general, for all four sports and in both regions, there is a positive relationship between the level of population-standardised facility provision in an LGA and the level of sport club participation among residents in that LGA.

The study acknowledge that, in general, a cross-sectional study cannot conclusively establish the direction of the 'arrow of causation'. It also acknowledged the complexity of the structural relationships between behaviours and environmental factors and specifically that the level of demand for existing facilities may be an input to decisions about new facility development.

Nevertheless, the study contended that, since one cannot play sport without an appropriate facility, provision of facilities is a fundamental prerequisite of sport participation, rather than the reverse. This builds on other recent literature which has shown that intention to participate in sport is stronger when more sports facilities are available.

It is worth noting also that provision of sports facilities offers much more than opportunities for participation and the physical health benefits of participation. Sports facilities play a role in being the social anchor within communities and increase social capital. This is especially true for rural towns where sport is seen as a vehicle for the development of social capital. This is aligned to findings that participation in club sport is associated with greater psychological and social health benefits than participation in individual-based activities.

Works cited: Eime, R., Harvey, J., Charity, M., Casey, M., Westerbeek, H., & Payne, W. (2017). The relationship of sport participation to provision of sports facilities and socioeconomic status: a geographical analysis. Australian and New Zealand Journal of Public Health, 248-255.

> **This study has shown that in general, there is a positive relationship between the level of population-standardised facility provision and the level of sport club participation.**

9.3
Indoor, court sports and recreation facilities

How the options have been assessed

Building on the academic research into the importance of location for under-served communities, the table at right shows how the assessment of the short-listed options has been carried out. Three dimensions have been evaluated:

- **Location and catchment** looks at the geographic placement of the facilities and its proximity to possible user groups. As noted in the Wellbeing Assessment section of this document, the primary driver for investment is to generate improved wellbeing outcomes for the most deprived sections of the Tairāwhiti community, so a greater weighting has been given to proximity to the areas of greatest deprivation.
- **Transport and accessibility** looks at how easy the facility will be to reach by a range of transport modes, including private car, public transport, and active modes such as cycling and walking. Again, a greater weighting is given to ease of accessibility for the most deprived communities in Tairāwhiti.
- **Implementation and operation** looks at the financial and logistical complexity of constructing the facility – bearing in mind any requirement to displace existing sports clubs or infrastructure – and the effectiveness of operating it into the medium term.

Each of the three dimensions is assessed in parallel, and the results collated to identify a preferred option.

Indoor facility analysis

The purpose of the analysis is to determine the preferred location and configuration of the indoor multi-purpose hub.

Location and catchment

The **Location and catchment** dimension looks at the geographic placement of the facilities and its proximity to possible user groups.

The location of each shortlisted site is assessed against the NZ Index of Deprivation (NZDep2018), and the likely catchment of population with high deprivation within a 1km radius of the location assessed.
Data source: NZDep2018

+

Transport and accessibility

The **Transport and accessibility** dimension looks at how easy the facility will be to reach by a range of transport modes, including private car, public transport, and active modes such as cycling and walking.

The ease of access for people travelling by public transport, active modes and private car is assessed, correlated to deprivation levels.
Data sources: NZDep2018, Index of Multiple Deprivation 2018, Gisborne District Council, NZTA Waka Kōtahi

+

Implementation and operation

The **Implementation and operation** dimension looks at the financial and logistical complexity of constructing the facility – bearing in mind any requirement to displace existing sports clubs or infrastructure – and the effectiveness of operating it into the medium term.

The costs of implementing the facility at each location, based on the costs of displacement and relocation, plus an assessment of any operational complexity for the resulting facility.
Data sources: Global Leisure Group analysis

9.3
Indoor, court sports and recreation facilities

Dimension 1 | location and catchment

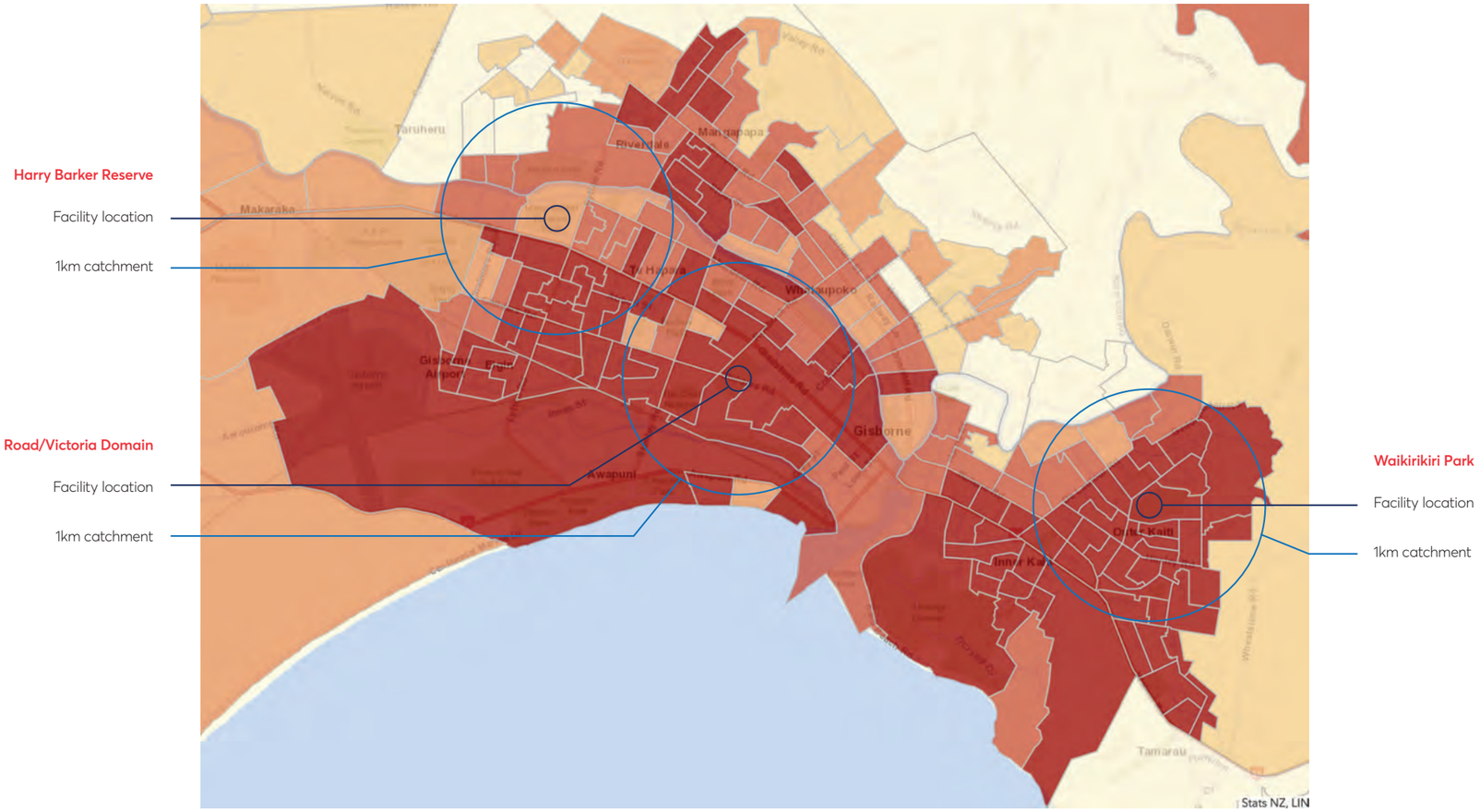
The map at right shows the three short-listed sites in relation to the population statistics from the NZ Index of Deprivation. The darker red areas indicate higher deprivation, and each grey-outlined area represents a similar number of people – around 760 adults and children.

The greater the number of grey-outlined squares and the darker the colour, the greater the number of people who are highly deprived. For instance, areas such as Awapuni are relatively low population density, so they appear large on the map but only contain the same number of people as one of the smaller equally-deprived grey-outlined squares in Elgin or Kaiti.

In the context of the overall high levels of deprivation in the region, the differences in demographics between the various catchments are small, as the map shows.

As can be seen, the facilities at Childers, Victoria Domain and Waikirikiri are located centrally for people who are highly deprived. Harry Barker Reserve is less well located, which would require it to bring people from further away in order to maximise the wellbeing benefits of the new facility.

The lighter blue circles on the map show an approximate 1km distance from each of the proposed sites, which is widely perceived as being easy walking distance to a facility. Harry Barker Reserve is the only location where the easy walking catchment doesn't heavily overlap with the most deprived people in Gisborne; the differences are significant but not compelling in themselves.



New Zealand Index of Deprivation, 2018 (NZDep2018)

This map provides information on socioeconomic deprivation, using the New Zealand Index of Deprivation (NZDep). The NZDep is an area-based measure, which measures the level of deprivation for people in each small area and is based on nine Census 2018 variables (NZDep2018).

NZDep2018 is displayed in 10 deciles:

- Decile 1 represents areas with the least deprived NZDep2018 scores
- Decile 10 represents areas with the most deprived NZDep2018 scores

This map displays NZDep2018 by statistical area 1 and statistical area 2.

Source: Atkinson J, Salmond C, Crampton P. 2019. NZDep2018 Index of Deprivation. Interim Research Report, December 2019. Wellington: University of Otago.

9.3
Indoor, court sports and recreation facilities

Dimension 2 | transport and accessibility

While none of the proposed sites are particularly distant from potential users in objective terms, there are some transport limitations. Public transport in Gisborne is very limited in both routes and frequency, and cycling and walking infrastructure is basic in places – so the assumed means of transport is by private car for most users.

PUBLIC TRANSPORT

GizzyBus operates two buses from the city centre to outer suburbs Monday to Friday 7am - 5.15pm. The routes operate on 1-2 hour frequency throughout the day.

The bus terminal is on the corner of Bright Street and Gladstone Road in the CBD, and the map at right shows the bus routes. There are no weekend or public holiday services, and no service is provided for rural or coastal townships.

In terms of access, all three locations are on existing bus routes. However, the frequency of service represents a major challenge, and in most cases people travelling from one side of Gisborne to the other will need to change buses – for instance, Elgin residents would need to change buses to reach a facility at Waikirikiri Park, and conversely Kaiti residents would need to change buses to reach a facility at Childers Road/Victoria Domain or at Harry Barker Reserve.

CYCLING AND WALKING

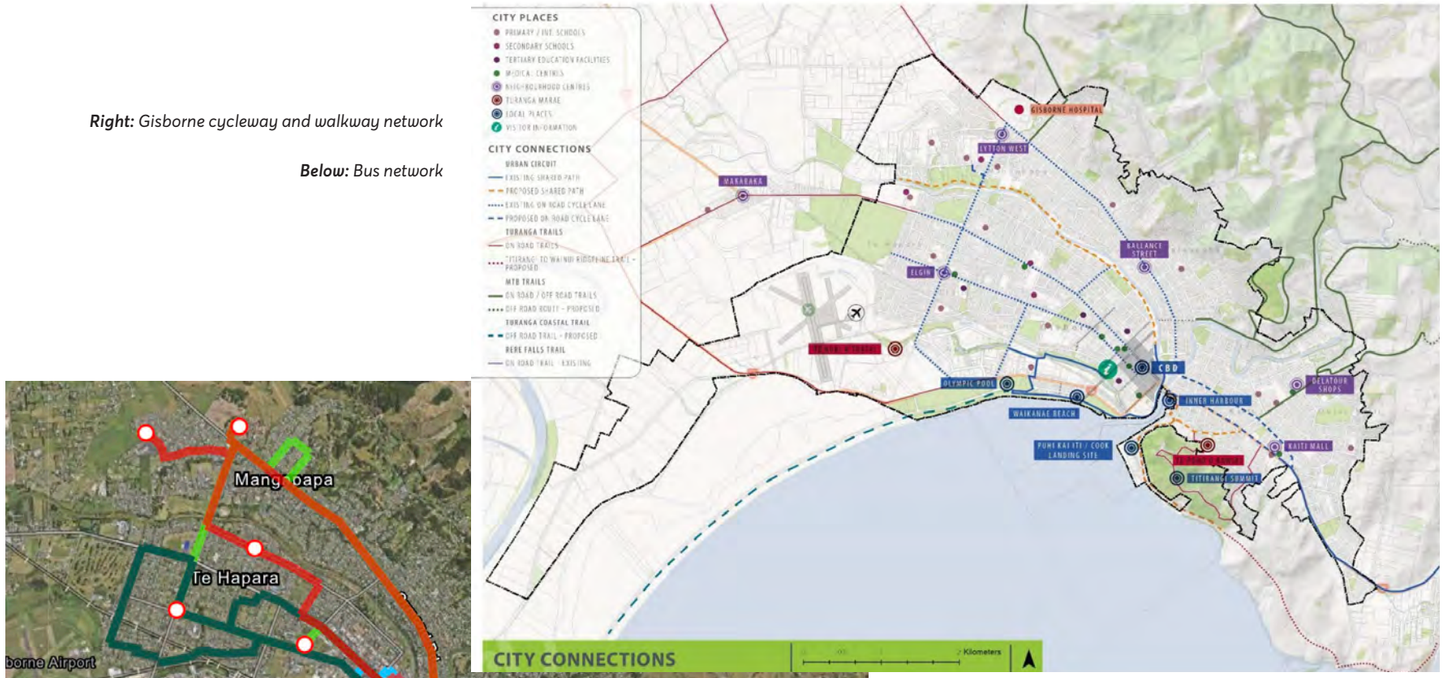
While there is work underway to develop and expand the cycleway network in Gisborne, its current extent is limited – as the map at right illustrates.

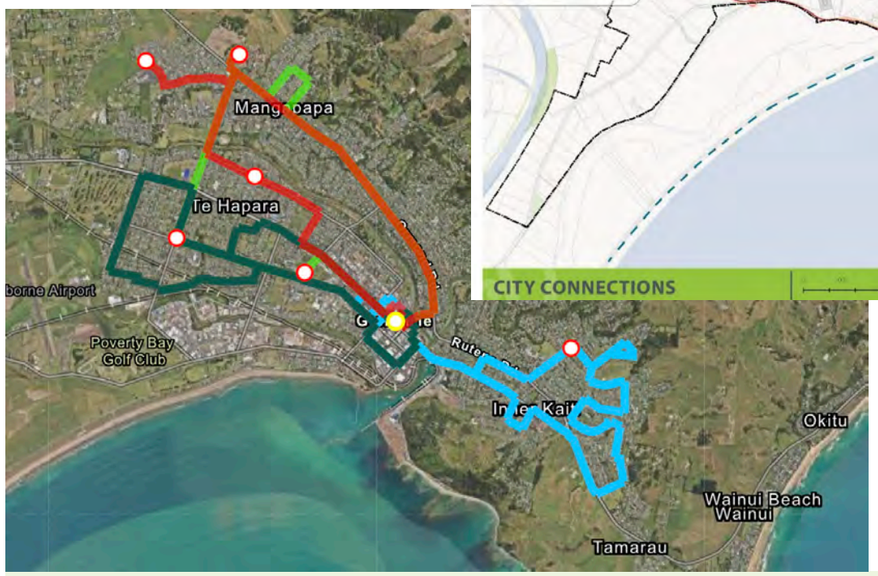
Most of the development is occurring in the Eastern suburbs, which will improve accessibility for a Waikirikiri Park facility; however, while cycleways are proposed for the areas around Childers Road/Victoria Domain and Harry Barker Reserve, they are not yet funded and no completion dates are available.

The geography, the compact nature of the city and the benign weather does make Gisborne an easy city to walk and bike around, irrespective of the lack of dedicated infrastructure.

Right: *Gisborne cycleway and walkway network*

Below: *Bus network*





Deprivation and vehicle ownership

While NZDep2018 does not measure vehicle ownership directly, other data sources – such as the Index of Multiple Deprivation (IMD) maintained by the University of Auckland – does provide a correlation between income and car ownership, as part of their Access data domain. The data follows the intuitive logic that as income falls, the ability to own and operate a car falls with it. It seems safe to assume based on the IMD data and the lived experience of Tairāwhiti that facilities which can only be accessed by car – either through geographic location or the lack of alternative transport methods such as public transport – will be less accessible by highly deprived populations, and therefore used less by people whose needs are the greatest.

9.3
Indoor, court sports and recreation facilities

Options analysis

The results of the options analysis can be seen in the table at right. The analysis shows:

- Placing all major facilities in the Victoria Domain precinct or at Harry Barker Reserve causes significant transport and accessibility challenges for the most deprived communities in Gisborne. The separation of the awa and the lack of efficient public transport options means the wellbeing goals of the investment are more difficult to obtain without appropriate facilities closer to the Kaiti community.
- Locating the indoor hub at Childers Road Reserve also has the maximum negative impact on Thistle Football Club, as it will be displaced to other locations. This will have an adverse effect on football participation as well as add significant costs for relocating the club and its facilities.
- Putting facilities on both sides of the awa – at Waikirikiri Park and Victoria Domain – maximises accessibility for most communities, at the cost of some potential implementation and operation inefficiencies. However, the benefits of this approach are likely to be highest as there is the greatest opportunity to maximise participation.

A balanced approach to the location and configuration of the indoor facilities therefore offers the greatest benefits and the best value for money, as noted in the table.

option	what it is	Location and catchment	Transport and accessibility	Implementation and operation	Value for money	rating
Harry Barker Reserve	Existing artificial hockey turf is retained and new facilities are developed in place of the existing grandstand and pavilion building. The surrounding residential area puts some constraints on night use. Site is 9ha.					discarded
Childers Rd Reserve / Victoria Domain	New facilities would be developed on the 4.5ha Childers Road site, replacing the YMCA building and the badminton hall. Overflow parking would be developed on Victoria Domain in place of the current netball courts.					discarded
Waikirikiri Park / Victoria Domain	The 9.8ha park bounded by Tyndall Road and Dalton Street in Kaiti. A new indoor facility would be developed on the current playing fields, with outdoor netball and tennis courts at a mini-hub at Victoria Domain.					preferred

9.3
Indoor, court sports and recreation facilities

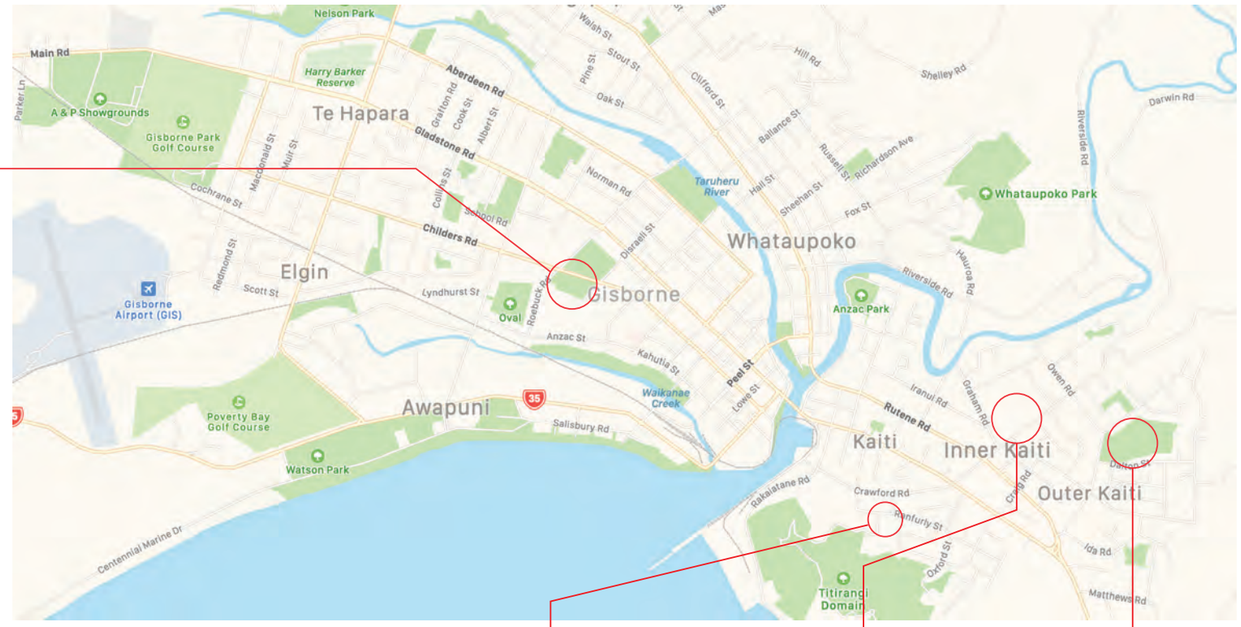
The preferred package of facilities

Linking facilities to the community is a key component of the development.

The map at right shows the proposed mix of facilities in Gisborne, all aimed at significantly lifting participation and community engagement. The improvements are:

- Resurfacing of the netball courts at Victoria Domain, including four covered courts and lighting
- Upgrades to the squash club building at Victoria Domain to enable its use by squash, netball and tennis as a mini-hub
- Construction of a multi-use indoor hub at Waikirikiri Reserve, with 3-5 indoor courts, changing and meeting facilities and outdoor recreation facilities, along with retention of the existing softball diamonds
- Targeted upgrades to the facilities at Ilminster Intermediate School, aimed at ensuring they are both fit for purpose and more versatile
- Redevelopment of the outdoor courts space at Te Poho o Rawiri, aimed at providing a versatile sporting, recreational and community area.

The layout of the facilities is intended to make them as accessible as possible for the community and available for use by schools, the community and Marae. Details of the facility configuration and the likely costs are on the following page.



1

Court sports – Victoria Domain
- 12 outdoor netball courts with 4 covered courts (membrane covers)
- 4 all-weather tennis courts
- 4 indoor squash courts
- Shared clubroom hub

2

Te Poho o Rawiri
- Replacement of the 3 end-of-life hard courts with flexible court spaces for sporting, recreation and community use
- Membrane roof with mostly open sides

3

Ilminster Intermediate upgrades
- Gymnasium upgrades and deferred maintenance catch-ups
- Pool heating and upgrades

4

Indoor hub – Waikirikiri Park
- 3-5 indoor multi-purpose courts to accommodate varied codes and groups
- Move centre / gym sports space
- Climbing / bouldering wall
- Shared clubroom hub
- Outdoor recreation space and play zone with membrane roofing
- Retention of outdoor softball facilities and two full-sized fields with lighting
- Car parking up to 100 additional parks
- Mobile and transportable seating to be

9.3
Indoor, court sports and recreation facilities

The preferred package of facilities

Redevelopment will occur in stages and the budgets are modest.

The table at right shows the detail of the proposed facilities and their projected costs in 2021 dollars. These costs exclude construction inflation and contingency, which will need to be ascertained at the detailed planning stage.

The proposed sequencing of these investments, alongside the other facilities is shown in the implementation approach section.

Component	What it is	Indicative costings
1 Victoria Domain courts	• Replacement of the 12 outdoor netball courts with new surfaces, including 4 covered courts (membrane covers) and lighting • Retention of 4 all-weather tennis courts • Targeted renovation to existing squash courts to allow multi-use • Shared clubroom hub, upgrading the existing squash club building • Demolition of existing tennis and netball buildings	**$3.3m - $3.7m** | Netball courts **$800k - $1.6m** | Shared clubroom hub **$250k - 400k** | Demolition of existing buildings **$4.35m - $5.7m** | Total project budget
2 Te Poho o Rawiri	• Replacement of the 3 end-of-life tennis courts with heavy duty hard surface courts for sporting, recreation and community use • Membrane roof with mostly open sides	**$800k – $1.2m** | Total project budget
3 Ilminster Intermediate	• Upgrades to the Ilminster gym and outdoor facilities to bring them up to standard, including: • Functional upgrades where needed • Catching up on deferred maintenance • New facilities for indoor and outdoor sports use as needed •Swimming pool heating and upgrades	**$1.5m - $3.0m** | Gymnasium upgrades **$600k - $1.0m** | Pool upgrades **$2.1m - $4.0m** | Total project budget
4 Waikirikiri hub	• 3-5 indoor multi-purpose courts to accommodate varied codes and groups • Move centre / gym sports space • Climbing / bouldering wall • Shared clubroom hub • Outdoor recreation space and play zone with membrane roofing • Retention of outdoor softball facilities and two full-sized fields • Upgrades to softball facilities • Car parking of up to 100 extra parks • Mobile and transportable seating to be used across Gisborne and regionally	**$23.5m - 35.0m** | Multi-use indoor hub **$1.5m - $1.7m** | Outdoor recreation space **$600k - $1.0m** | Field facilities **$500k - $800k** | Seating **$650k - $1.0m** | Car parking **$26.75m - $38.9m** | Total project budget
Proposed indoor, court sports and recreation investment		**$34.0m - $49.8m**

9.4
Field sports facilities

9.4
Field sports facilities

Current provision and expected demand

While most cities have significant challenges with finding enough green space for outdoor sports to be played at scale, Gisborne is almost unique in having ample playing fields within or in close proximity to the city. Based on feedback from the sporting codes, there are few challenges with the amount of space; however, there are concerns about:

- The quality of some of the playing surfaces, particularly in winter at some parks, where waterlogging can occur
- The quality and sustainability of some pavilions and supporting infrastructure in some locations, which range from adequate to non-existent
- The need to split tournaments and major events across multiple locations as there are insufficient fields in one place.

The projections from local codes and national bodies indicate steady but not stellar growth rates in most field sports. Some are showing growing participation in Gisborne – such as the strong growth seen by Thistle Football Club – and others already have high player numbers, such as Touch. However, there is little data to support the need for additional fields in the coming decade.

The opportunity exists to rationalise a number of the current facilities into an outdoor field sports hub. This would provide an integrated and multi-use facility shared across a number of codes, which will address the current challenges with the quality, sustainability and location of playing fields. A likely configuration is shown in the table at right.

While the table shows an ideal configuration for the outdoor codes, our analysis shows the case for making a substantial investment in a field sports hub at this time is weak. It is not clear that additional investment will provide a substantial lift in participation, as a lack of facilities does not seem to be an impediment for most codes.

Components and scale	Activities
12 full sized fields (all to be floodlit over time for night sport) to provide for clubs and tournaments, within these fields:	**Rugby**
• 4 training fields (all floodlit for night training)	**Football**
	Athletics
• 6 cricket ovals (wickets between winter fields, flood lighting around perimeter of 2 winter fields to create ovals)	**Cricket**
	Football
• 1 floodlit artificial turf suitable for football / rugby training	**Hockey**
Mobile use seating units for events	**League**
Athletics track	**Softball**
Shared clubrooms with changing room facilities	**Touch/flag**
Shared parking (vehicle, micro-mobility and bike)	**Kiorahi**

9.4
Field sports facilities

The scope of the investment in field sports facilities

There are a range of investment options.

The **Scope** analysis assesses the full range of alternatives for the outdoor facilities in order to meet the investment objectives.

The table at right shows the assessment of the options, which have been tested against the investment objectives and the achievability, affordability and value for money critical success factors (CSFs).

While a number of options have been explored, some interim investment in upgrading the current facilities is likely to represent better value for money than constructing a multi-user hub, as it is not apparent large-scale new facilities will have a significant impact on participation.

This is not to say that a field sports hub is unnecessary; rather, a multi-user hub does not have a demonstrated investment rationale at this time. Future growth in demand may well require a new facility at some point, so some early-stage analysis has been made of the possible options. The approach is described on subsequent pages.

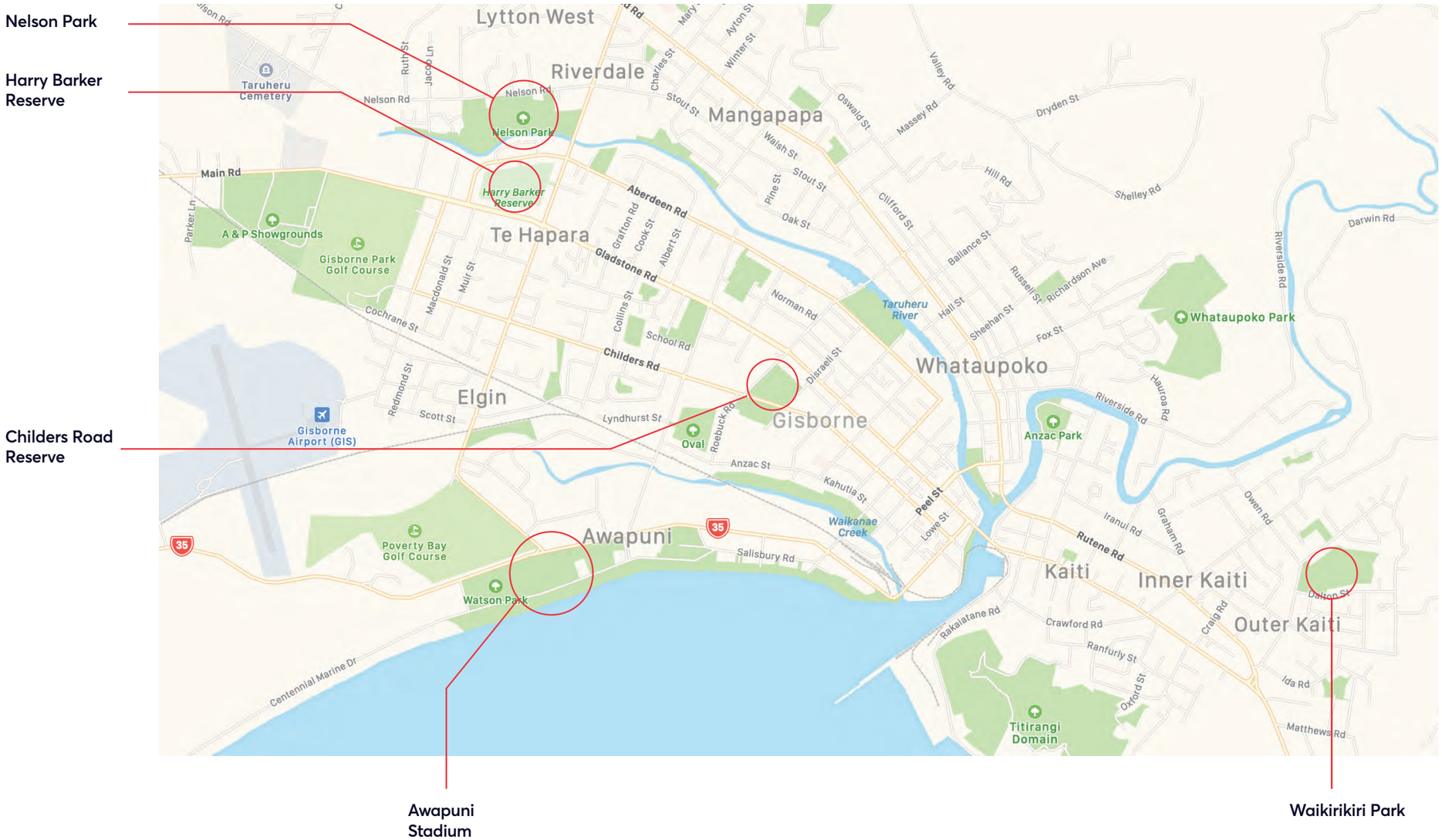
Scope

option	what it is	**Fit-for-purpose** objective	**Participation** objective	**Sustainability** objective	**Affordability**	**Achievability**	**Value for money**	rating
Status quo / do nothing	The current sport and recreation facilities remain as they are in the same locations							discarded
Upgrade / replace existing facilities	The existing sport and recreation facilities are upgraded or replaced to be fit for purpose, with key elements remaining in the same locations							preferred
Create multi-user facilities	New multi-user facilities are built at locations that are determined with the input of the community							discarded

9.4
Field sports facilities

Possible locations

The potential locations for upgrading field sports facilities are shown on the map.



9.4
Field sports facilities

Upgrade options

The table at right shows the assessment of the options for upgrading the various facilities across Gisborne. The primary considerations are:

- **Maximum versatility** – options resulting in versatile facilities able to be used by a range of codes are preferred
- **Maximum re-use** – options that make use of existing facilities are preferred
- **Maximum effectiveness** – options that address shorttfalls in infrastructure or the replacement of facilities that are beyond their economic life are preferred.

In effect, the analysis seeks to identify the greatest value for money across the widest range of facilities and sporting codes, short of constructing a new field sports hub.

Field sports facilities

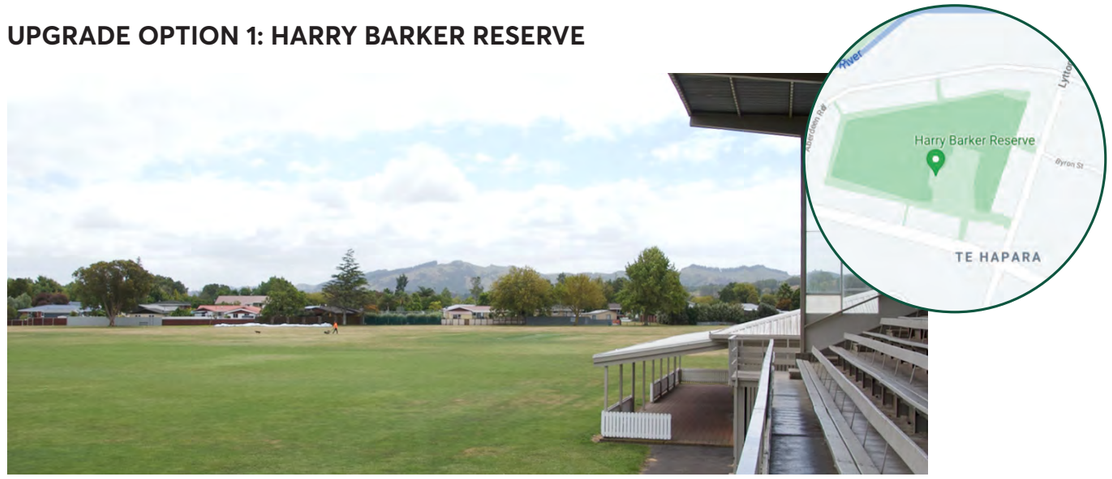
option	what it is	Versatility	Re-use	Effectiveness	Transport links	Roading / parking	Land conditions	Value for money	rating
Watson Park/ Awapuni Stadium	The 20.8ha of land between Awapuni Road and the beach, including Watson Park and the adventure playground and an open space with a soundshell used for triathalons and concerts.								preferred
Harry Barker Reserve	15.3ha of land, accessed from Lytton Road and surrounded by residential housing. Currently has an outdoor stand, clubrooms and the artificial hockey turf, with parking.								preferred
Nelson Park	9.0ha of land, accessed from Lytton Road and Aberdeen Road. Has extensive outdoor playing areas with limited clubroom facilities and parking.								preferred
Childers Rd Reserve	4.5ha of land on Childers Road, including the playing fields but excluding the YMCA site, currently occupied by Thistle Football Club. Has an existing stadium, lighting and clubrooms facilities.								discarded
Waikirikiri Park	The 9.3ha park bounded by Tyndall Road and Dalton Street in Kaiti. Reserve land, currently used for outdoor field sports including softball, with playground, netball court and car parking. Preferred site for the indoor hub.								discarded
The Oval	The existing 5ha park behind residential housing, accessed from Stanley Road, with a boundary to the former St Mary's site. Currently used by rugby, may have land remediation issues.								discarded
Barry Park	The existing 4.6ha park is redeveloped as an indoor hub with outdoor courts. Access is via Barry Ave and the park is surrounded by residential development, so there are access and usage constraints.								discarded

A number of other green space areas could be developed for field sports, including Alfred Cox Park, ANZAC Park, Heath Johnson Reserve and others. These sites have minimal-to-no existing facilities so will have higher development costs than the locations above, so have been discarded with no further analysis.

9.4
Field sports facilities

Short-list options in more detail

UPGRADE OPTION 1: HARRY BARKER RESERVE



DESCRIPTION

Harry Barker Reserve is shared by cricket (summer) and hockey (winter). Football has also been using the fields at the reserve in winter. The fields are generally in good condition and there is a full sized hockey turf at the reserve that is five years old.

FEATURES

Harry Barker Reserve
Area | 15.3 hectares
Existing facilities | clubrooms, grandstand, public toilets, changing rooms, 3 floodlights, 6 cricket nets, water fountains, scoreboard, grounds keeper sheds and car park (approx 140 vehicles)

Environs | near primary and high schools, situated in residential area.

STRENGTHS / WEAKNESSES

Strengths	Weaknesses
Generous space within the park	Stand and clubrooms require upgrades
Existing facilities including hockey turf	Some facilities are badly located on the park
Accessible to schools	Residential area limits operating hours

UPGRADE OPTION 2: NELSON PARK

DESCRIPTION

There are three fields at Nelson Park and seven cricket pitches. Nelson park is used by cricket and football and has been used for the Weetbix TRYathlon community event.

FEATURES

Nelson Park
Area | 9.0 hectares
Existing facilities | Swimming Centre, changing rooms, public toilets, playground and 3 car parks (approx 60 vehicles)

Environs | near primary and high schools, situated in residential area.

STRENGTHS / WEAKNESSES

Strengths	Weaknesses
Generous space within the park	Residential area limits operating hours
Some existing facilities	Lower-lying areas may be susceptible to flooding
Accessible to schools	

9.4
Field sports facilities

The proposed package of facilities

The map below shows the resulting mix of facilities planned for field sports

The configuration at each location is based on the requirements at similar facilities across Aotearoa, with guidance provided by Global Leisure Group. However, confirmation of the specific requirements will occur as part of the consultation and design process, involving the community and iwi as well as the sporting codes. The design process will commence once suitable in-principle funding commitments have been obtained.

The costings are based on current comparators for equivalent facilities around the country but will be subject to confirmation once the design process has been undertaken. The estimated ranges include professional fees and a 20% contingency.

Field sports upgrades

Medium term

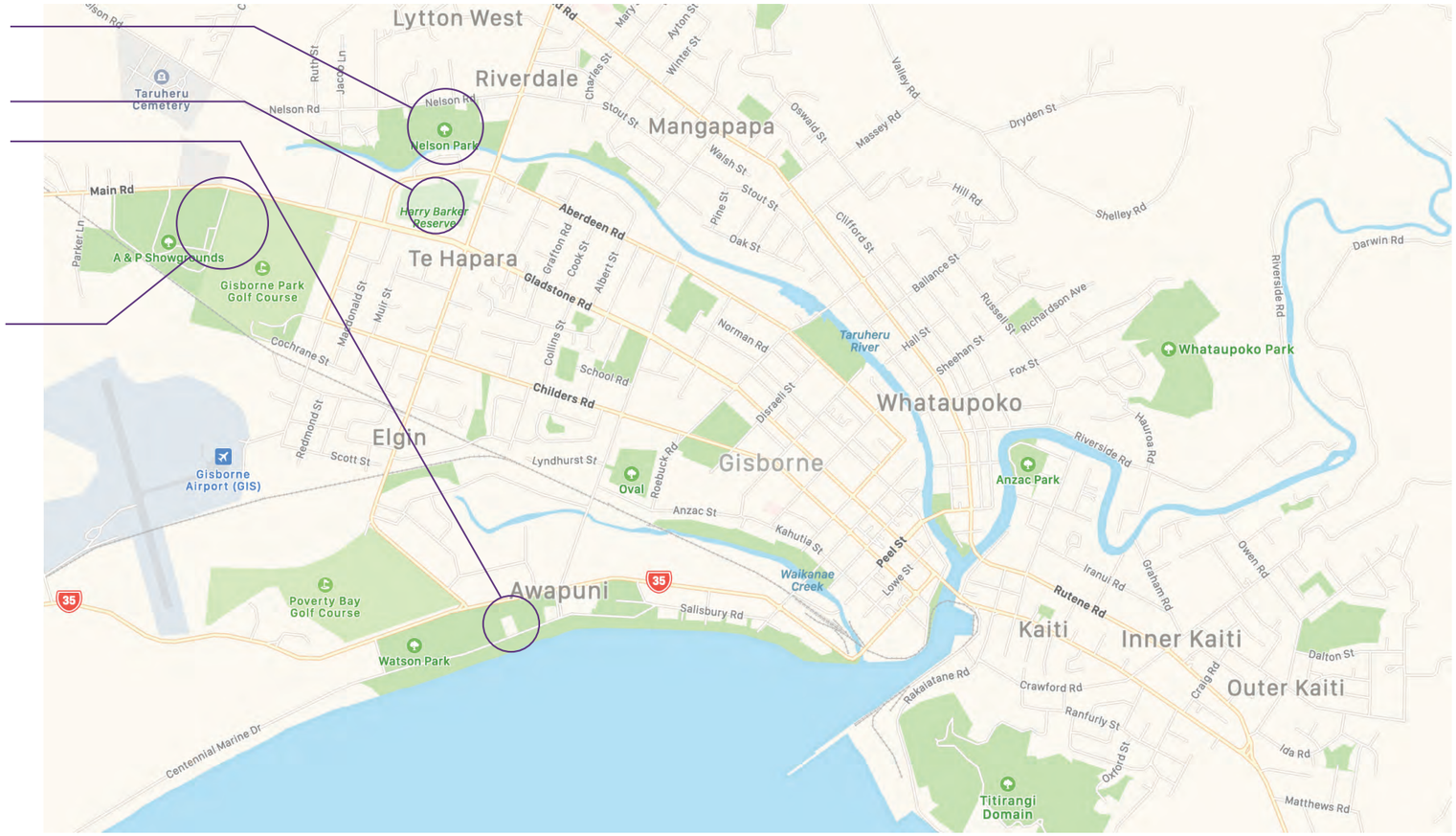
- Upgrades to **Nelson Park** for field sports, including field upgrades, lighting and seating, and relocatable changing/clubroom facilities
- Upgrades to **Harry Barker Reserve** to make the facilities fit for purpose, including playing fields, demolition or repurposing of the stand, and a new multi-use indoor cricket training facility
- Upgrades to **Watson Park / Awapuni Stadium** , including minor field upgrades and relocatable changing and toilet facilities

$14.1m - $16.6m

Complete 2028

Longer term

- Future planning for a new multi-user outdoor field sports hub adjacent to the A&P Showgrounds, depending on demand for outdoor codes and other development opportunities



9.4
Field sports facilities

Potential future expansion

The analysis of current and near-term demand for field sports facilities shows there is little rationale for the development of a full multi-user hub, as there is insufficient evidence the new facility would materially increase participation. However, this is not likely to remain the case over the long term, as changes in demographics as well as sporting and active recreation preferences alter the participation profile.

Work was undertaken during the development of this business case to assess the possible and preferred locations for a field sports hub. Around 20 locations were examined, from which a short-list of three was developed. The assessment of the shortlist identified Golf Park (adjacent to the A&P Showgrounds) as the preferred location, which would negatively impact the golf club. The assessment is shown in the table at right.

It is not recommended that the development of a field sports hub take place at this time. However, the Tairāwhiti community should continue to assess the demand for such a facility in the future, and a re-examination of the options should occur once the current facilities require major reinvestment.

Field sports hub

option	what it is	Land suitability	Travel time	Size and scale	Transport links	Roading / parking	Land conditions	Value for money	rating
Gisborne Golf Park	Area of the Gisborne Golf Park of approximately 40ha, bounded by Gladstone Road and the A&P Showgrounds. Currently the golf club. Hub would encroach onto golf course, which would need to be redesigned.								preferred
Awapuni Stadium (greenfields)	The 20.8ha of land between Awapuni Road and the beach, including Watson Park and the adventure playground and an open space with a soundshell used for triathalons and concerts.								discarded
Harry Barker Reserve / Nelson Park	24.3ha of land, including Nelson Park and Harry Barker Reserve, considered as one area. Accessed from Lytton Road and Aberdeen Road, but separated by the river. Facilities spread across sites with potential to build bridge.								discarded

Gisborne Golf Park

Challenges

1. Reduction in the size of the golf course
2. Transport links and travel time

Mitigations

1. Redevelopment of Gisborne Golf Park to 9 holes at a cost of $4.94m
   Not able to be fully mitigated.
2. Rescheduling of public transport timings and routes
   Extension of existing cycleways to access Golf Park
   Not able to be fully mitigated.

Awapuni Stadium (greenfields)

Challenges

1. Uncertain costs for land remediation
2. Possible location in inundation zone
3. Transport links and travel time

Mitigations

1. Full geotechnical assessment of the site so scale of costs can be obtained.
   Not able to be fully mitigated and higher costs almost certain.
2. If confirmed, the project cannot proceed at this location.
   Not able to be mitigated at all.
3. Rescheduling of public transport timings and routes
   Extension of existing cycleways to access Awapuni
   Not able to be fully mitigated.

Harry Barker Reserve / Nelson Park

Challenges

1. Costs for land acquisition and linking of the parks
2. Impacts on the surrounding community

Mitigations

1. Full project design and costings undertaken to establish the likely funding requirements.
   Not able to be mitigated at all.
2. Design of the project undertaken and impact assessment conducted
   Public consultation on the proposed development and its impact.
   Likely restrictions on usage hours, lighting, traffic management and the like.
   Not able to be fully mitigated.

Trust Tairāwhiti
Regional Wellbeing
He Tohu Ora

Sport Gisborne | Tairawhiti

Te Kaunihera o Te Tairāwhiti
GISBORNE
DISTRICT COUNCIL