

PLANNING COMMITTEE 5. 6. 2013

6. NEW BRIGHTON – DRAFT MASTER PLAN AND WATERPARK INTEGRATION PROCESS

General Manager responsible:	General Manager Strategy and Planning Group, DDI 941-8281
Officer responsible:	City Planning Unit Manager
Author:	Carolyn Bonis, Senior Planner

PURPOSE OF REPORT

1. This report responds to the Council resolution from its Three Year Plan meeting on 26 February 2013:
 - (a) *Request a report to the Planning Committee on the Draft New Brighton masterplan, to address the process and steps required to integrate the masterplan and waterpark concepts at New Brighton*
 - (b) *Request staff to consult with key stakeholders in the New Brighton community as part of the report to Council, and recommend a process to Council on their ongoing engagement through the process.*
2. This report provides contextual information for the Waterpark concept, including its relationship to the Draft New Brighton Centre Master Plan (the Draft Master Plan). The report outlines a process for integrating the Waterpark with the Draft Master Plan in a way that achieves optimal outcomes.

EXECUTIVE SUMMARY

3. The Draft Master Plan proposes to divide a very long block of shops in New Brighton centre - bordered by Brighton Mall, Marine Parade and Hawke Street – into two sections through constructing a new road. The eastern portion would comprise a new indoor Entertainment Hub, 'sleeved' by shops and restaurants to provide an active edge to neighbouring streets. This concept would require private investment, as well as land amalgamation to support the relocation of the Countdown supermarket to the west (but remaining within the centre). Possible activities within the Entertainment Hub are deliberately left wide-ranging and might comprise, for example, a cinema, climbing wall or similar. Not specified, but equally possible, are an aquarium or small salt water pools complex.
4. When the Draft Master Plan was endorsed for consultation, an alternative proposal was made public for the eastern end of this block: a Waterpark with pools and slides, extending over Marine Parade and the foreshore. The intent of the Draft Master Plan was to refocus the centre as a functioning, viable neighbourhood centre, while the Waterpark proposal suggests a bolder revitalisation outcome. **Attachment 1** shows the spatial area of interest for both the Waterpark concept and the Entertainment Hub as proposed in the Draft Master Plan.
5. There is strong community support for both the Entertainment Hub and the Waterpark concepts, although the majority would prefer an aquatic facility as part of the solution for revitalisation. **Attachment 2** summarises the public response to the Entertainment Hub concept. This demonstrates that although there is strong support for the Entertainment Hub, with 75% of respondents in favour of the idea, many consider an aquatic facility to offer better value to the community and provide a significant 'wow' factor and a catalyst for revitalisation of the struggling commercial centre. While the majority favoured facilities of a similar scale to the former QEII complex, there were mixed views as to the most appropriate size, scale and location of an aquatic facility.
6. The Council's Recreation & Sports Unit is leading a separate but related piece of work, a site options analysis to determine a location for the Council's Eastern Recreation and Sports Facility (**ER&S Facility**), for which \$30.5 million has been allocated. An additional \$6.5 million is available for water attractions at this facility via funding from the Earthquake Appeal Trust. The ER&S Facility, wherever it is located, will also require further site specific analysis. This would include: transport and urban design implications, land purchase / amalgamation, geotechnical assessment and consenting requirements.

6 Cont'd

7. In addition, Council funding of \$145 million is committed for a new Metropolitan Sports Facility in the city centre, which will include a lazy river, rapid river, water slides, spa pools, a wave or other themed pool and children's pool with aqua play. This may have an impact on the future business case for any large Waterpark, though that is beyond the scope of this report.
8. The following paragraphs assume that either: the Council ER&S Facility will be located and developed in New Brighton; or that the Waterpark will proceed in New Brighton as a separate but complementary initiative. It does not address other revitalisation options or broader matters of Waterpark feasibility. This report sets out a process for decision-making so that a Waterpark, if established in New Brighton, achieves the best possible outcomes for the centre.

Multi criteria analysis

9. The Waterpark concept as shown in **Attachment 1** is located on the same site as the Entertainment Hub. However, there may be other potential sites in and around New Brighton for a Waterpark facility.
10. In order to consider these sites and their potential to support the New Brighton centre, a multi-criteria analysis approach is recommended. This would complement the broader analysis to be undertaken by the Council's Recreation and Sports Unit with respect to the ER&S Facility. The steps and key information relevant to the analysis are set out in **Attachment 3**, and comprise:
 - Identification of site options in or near New Brighton centre;
 - High level assessment (natural hazard risk);
 - Neighbourhood level assessment (urban form);
 - Revitalisation assessment;
 - Site specific assessment; and
 - Master plan integration assessment.
11. The steps shown in **Attachment 3** are indicative. They would need to be further developed and criteria would need to be weighted. At this stage, a financial cost evaluation is not factored in, and neither are the commercial elements of land availability etc.

Assessment Method and Consultation

12. The proposed approach to assessing alternative sites within New Brighton is to undertake an 'Inquiry by Design' workshop with key stakeholders. This would involve Council staff preparing and presenting key technical information (for example relating to transport requirements and options, urban design principals etc.), with the discussion and site assessment being undertaken by the wider group of stakeholders.
13. The benefit of this approach is that it follows an inclusive model and can be progressed without further delay. It also supports a consistent approach to considering such proposals, through incorporating the criteria used for the wider ER&S Facility assessment (being undertaken by the Recreation and Sports Unit). The output of the Inquiry by Design workshop would be the identification of a preferred site for a Waterpark within New Brighton. This would provide the Council with the option to either incorporate it into the wider consultation on locations for an ER&S Facility, or to consider it as a potential independent initiative.
14. A further matter for consideration is that a revised master plan which is significantly different from the original draft may need a further round of community consultation before its adoption.

Overall process

15. The process identified above, and its integration with other work, is shown in **Attachment 4**. This shows that the results of the Inquiry by Design process (paragraphs 12 and 13) will complement the work undertaken by both the Recreation and Sports Unit and the broader submissions analysis on the Draft Master Plan. These three pieces of work, once completed, will be reported to Council with recommendations on:
 - (a) sites for consultation for the ER&S Facility; and
 - (b) changes to the Draft Master Plan.

PLANNING COMMITTEE 5. 6. 2013

6 Cont'd

16. This process addresses how to integrate the Waterpark with the Draft Master Plan, but seeks to do so in a way that the scale, location, timing etc do not impinge on the commercial revitalisation but rather complement and potentially enhance any initiatives in the balance of the Draft Master Plan.
17. This overall process will be influenced by the scale of the Waterpark, relative to the New Brighton commercial centre and vice versa, and the need to recognise that the timing of revitalisation initiatives and the development of the Waterpark may be quite different. Similarly, the Draft Master Plan needs to be cognisant of the opportunity provided by the Waterpark but not be entirely dependant on its scale, timing, or content. These two initiatives need to be capable of being both independently and collectively successful. This matter is incorporated within one of the assessment criteria (refer to 4th bullet point in Paragraph 10).
18. At some point it will be appropriate to undertake a formal commercial business case for the Waterpark, although this will be influenced by the organisation/s that will ultimately promote or fund its development.

FINANCIAL IMPLICATIONS

19. The work identified above can be funded through existing budgets.

Do the Recommendations of this Report Align with 2009-19 LTCCP budgets?

20. There is budget allocated to complete the Draft Master Plan and the site assessment for the Eastern Recreation and Sport Centre. The additional work noted will come from these budgets.

LEGAL CONSIDERATIONS

21. The proposed site for the Waterpark is currently in private ownership and supports the Countdown Supermarket. The Draft Master Plan recommends that the supermarket relocate to the west, which would require amalgamation of several sites. The revision of the Draft Master Plan may identify further property and landowner implications which would need to be addressed by the council or any third party as part of an implementation plan. The site evaluation work recommended in **Attachment 3** will identify those risks and opportunities as part of its evaluation process.

Have you considered the legal implications of the issue under consideration?

22. Yes, as above.

ALIGNMENT WITH LTCCP AND ACTIVITY MANAGEMENT PLANS

23. Provision has been made for both the Suburban Centres Programme and the Facilities Rebuild Plan through the Annual Plan process.

Do the recommendations of this report support a level of service or project in the 2009-19 LTCCP?

24. The Annual Plan 2012/13 includes levels of service for the recovery of Suburban Centres. New Brighton is not specifically mentioned, although Council added this master plan to the Suburban Centres Programme in April 2012 and budget was allocated for the current financial year. There are also levels of service regarding the delivery of community-based recreation and sport programmes/events and ensuring multi-purpose recreation and sport centres, swimming pools, stadia and other recreation and sporting facilities are provided.

6 Cont'd

Do the recommendations align with the Council's strategies?

25. The master plans being developed through the Suburban Centres programme are consistent with the Urban Development Strategy objectives and its implementation tool - Proposed Change 1 to the Regional Policy Statement. The Master Plans recognise the current hierarchy of commercial centres, and are consistent with the vision of enabling the central city to be the pre-eminent business, social and cultural heart of the City. The master plans are also consistent with District Plan objectives for improving the amenity, design and layout of suburban centres and enabling suburban centres to meet people's needs for goods and services.
26. The Recovery Strategy for Greater Christchurch was approved by the Minister for Canterbury Earthquake Recovery on 31 May 2012. The Recovery Strategy's goals and priorities include reference to suburban centres. The Canterbury Earthquake Recovery Act requires that certain plans and documents should not be inconsistent with a Recovery Strategy. Whilst the Act does not specifically refer to suburban centre master plans, the Draft Master Plan is consistent with the Recovery Strategy.
27. The Central City Plan and Central Christchurch Recovery Plan indicate a Metropolitan Sports Facility (including a Metropolitan Aquatic Facility component) is to be located in the central city. Final decisions on the location and network of Council-funded aquatic facilities across the city will need to be cognisant of the wider network of facilities.

CONSULTATION FULFILMENT

28. There has been extensive information gathering in the preparation of the draft New Brighton Centre Master Plan. Key stakeholders, elected members and New Brighton residents have also been involved in the preparation of the Draft Master Plan and have provided feedback through the public consultation exercise. A summary of the feedback relevant to the Waterpark is provided in **Attachment 2**.
29. In preparing this report, officers have also held brief discussions with Environment Canterbury, NZTA, the Manager of the New Brighton Business Association and their consultants, and CERA's Relationship Manager for Social and Cultural Recovery for the New Brighton area.

STAFF RECOMMENDATION

It is recommended that the Planning Committee recommend to Council:

- (a) that it receive the information in this report;
- (b) that it approve the commencement of work outlined in **Attachments 3 and 4** to identify and evaluate site options for a Waterpark in New Brighton;
- (c) that the evaluation be undertaken in a manner that allows the Waterpark to be incorporated into the Eastern Recreation & Sport Facility project, either as a potential location for the proposed Eastern Recreation and Sport Facility, or as a complementary site;
- (d) that an Inquiry by design process be used to include key stakeholders and staff in developing a preferred location and integration model for the Waterpark and the Draft Master Plan;
- (e) that staff report back to the September Council meeting on recommendations from the Inquiry by Design process and
- (f) that the outcomes of the September Council meeting inform the Draft Master Plan work and the final site selection process for the Eastern Recreation & Sports Facility.

6 Cont'd

BACKGROUND

Suburban Centre Master Plans - process

30. At its meeting on 23 June 2011 the City Council approved a programme of work including Master Plans and Case Management for identified suburban centres. At a further meeting in April 2012, the Council added New Brighton to the Master Plans work programme.
31. The master planning exercise addresses the earthquake damage within New Brighton Centre, acknowledging the additional red zoning of some of the centre's local residential catchment and the struggles of the centre to remain viable in recent years. Preparation of the draft Master Plan has involved considerable involvement and participation from key stakeholders and the wider New Brighton community. The draft Master Plan sets out a vision for the rebuild and recovery of the centre, including a spatial plan, actions, and an implementation plan.
32. The Draft Master Plan was prepared following an initial round of workshops with key stakeholders and public drop-in sessions. At the same meeting that the Master Plan was presented for endorsement by the Burwood/Pegasus Community Board, a separate community driven proposal was tabled for a Waterpark. The Waterpark concept received initial community support and when full Council approved the Draft Master Plan for consultation, staff were requested to investigate the integration of the Waterpark concept with the Draft New Brighton Master Plan further.

Consultation on the Draft Master Plan

33. Consultation on the Draft Master Plan ran from 17 December 2012 until 18 February 2013. Two public drop-in sessions were held in New Brighton where people had the opportunity to discuss the plan's contents with Council staff. The two Community Board champions for the Waterpark concept were also in attendance at the drop-in sessions to discuss that proposal with the public.
34. A total of 317 submissions were received to the Draft Master Plan. A summary of the submissions has been prepared, highlighting responses to each of the actions in the plan as well as providing some feedback from submitters on the Waterpark concept. The submissions analysis indicates that 88% of submitters support the general direction of the master plan.
35. A petition containing 20,000 signatures in support of the Waterpark concept was presented to the Mayor and Council in February 2013.

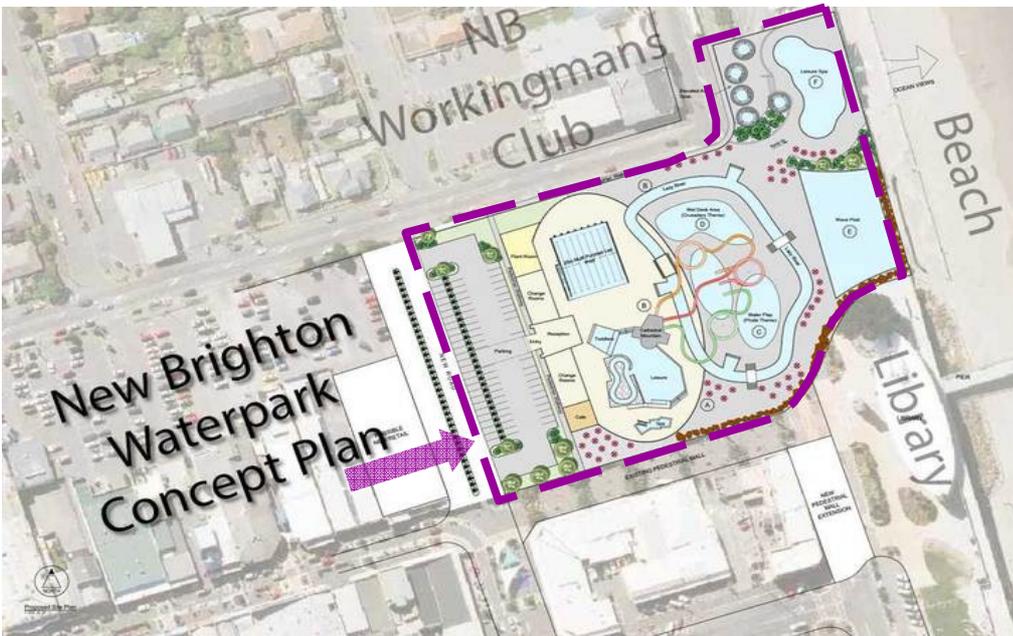
**SPATIAL AREA OF INTEREST
Draft Master Plan and Waterpark**

ATTACHMENT 1



Entertainment Hub

Draft New Brighton Master Plan—the master plan covers the Business 1 and 2 zones. A new road is proposed to extend Oram Ave north, between Brighton Mall and Hawke Street. An Entertainment Hub is shown within the block north east of the new road, ‘sleeved’ by retail / bars / restaurants. This is envisaged in the Draft Master Plan as a private facility, providing indoor leisure activity options. The Draft Master Plan enables a range of leisure activities to establish at the Entertainment Hub, depending upon market interest.



Waterpark concept— image from website. The concept incorporates slides, a wave pool, lazy river, 50m lap pool and other play pools. The proposal acknowledges the new road proposed in the Draft Master Plan. Parking is shown alongside the new road. Pools and slides extend across Marine Parade and foreshore area.

SUBMISSIONS TO DRAFT MASTER PLAN Relevant to Entertainment Hub & Waterpark

ATTACHMENT 2

Response to 'Entertainment Hub'

89% of respondents to the Draft Master Plan agreed or strongly agreed with the concept of developing precincts (including an entertainment precinct).

75% of respondents agreed with the proposed action to develop an indoor Entertainment Hub.

Preference: swimming facility

While there was mixed support for a range of uses (including ice-skating, cinema, bowling, laser tag, playground, climbing wall etc), most respondents qualified the Entertainment Hub's appeal by the desire to have a swimming facility.

A swimming facility was widely perceived to be the best entertainment facility:

- (a) To provide for facilities lost by the demise of QEII;
- (b) To cater for the needs of a wide range of residents (including children and the elderly); and
- (c) As an appropriate use in the seaside suburb of water enthusiasts.

Revitalisation

Concerns about an Entertainment Hub without swimming facilities were raised, in particular its inability to provide something with a 'wow factor' and scale required to attract visitors and investors and provide the necessary catalyst for regeneration.

Size/scale

There was much variation about the preferred form of such a facility, ranging from the Waterpark concept to salt water pools, to swimming facilities more akin to that provided by the Graham Condon, Pioneer or Jellie Park aquatic facilities. However, the majority advocated facilities of a similar scale to that of the former QEII or the proposed Metropolitan anchor project in the Central City. Some commented that the facilities at Graham Condon and Jellie Park pools were not sufficient to meet the area's need (particularly young children) and that a 50m pool was needed.

Location

A number of respondents commented that they did not want the money from QEII to be spent on the proposed swimming complex but that the money should be spent on a replacement facility to meet the needs of the East, rather than New Brighton specifically.

STEPS TO EVALUATE WATERPARK SITE OPTIONS AND INTEGRATE WITH DRAFT MASTER PLAN

ATTACHMENT 3

Step One – Identify site options:

This involves identifying all key sites that could accommodate a facility of the size shown on the Waterpark concept plans. These may include Central New Brighton School and Rawhiti Domain, as well as the site shown on current plans, but would exclude land more than a kilometre from New Brighton centre.

Step Two – High level assessment:

This would give greater support to sites that are at low risk of natural hazards (e.g. are geologically stable and at minimal risk of inundation) or have other “fatal flaws”.

Step Three - Neighbourhood level assessment:

This would give greater support to sites that support good urban form – for example, they:

- Enable co-location with other major destinations, such as commercial core, other public recreation facilities, other Council facilities, schools etc.
- Maximise existing infrastructure while enabling multi-modal access and reflecting the road hierarchy;
- Are complementary to patterns of residential growth.

Step Four - Revitalisation assessment:

The intention of the Waterpark is to provide a ‘wow’ factor to revitalise New Brighton, so greater support would be given to sites that achieve this aim – for example, they:

- Support, without overwhelming, the commercial core;
- Enable strong connectivity to the commercial core;
- Enable strong connectivity to other key attractions in or near the commercial core (library, pier, foreshore);
- Complement existing land use activities while providing for long term flexibility for these to adapt and change

Step Five - Site specific assessment:

This would give greater support to sites that link well with their immediate land use context – for example, they:

- Require minimal displacement of existing core users;
- Achieve the urban design objectives for the site, commensurate with its existing and surrounding land use zoning. For any Business 1 or 2 land, it should readily achieve the principals of Plan Change 56.
- Have sufficient space to provide for car parking;
- Ability to service with relevant infrastructure;
- Ability to mitigate any significant adverse effect (including nuisance effects such as noise, light, etc.)

Step Six: master plan integration assessment.

This is of most relevance to sites in or adjacent to the commercial centre, as the Council has limited the scope of Suburban Centre master plans to Business 1 and 2 zones. This assessment would give greater support to sites that reflect key features of the draft master plan that have been well-supported through public consultation, for example:

- The four ‘big picture’ themes of:
 - consolidation of the centre;
 - enhancing the flow of pedestrian and cycle routes;
 - development of precincts; and
 - reinforcing the river to sea link through the centre and connections to recreation spaces
- The proposed new north-south road between Brighton Mall and Hawke Street and the intention to use this space for spill-out cafes and shopping in a sheltered environment;
- Bus interchange on Beresford Street;
- Upgrade of Marine Parade to reinforce connections between the mall and foreshore (noting concern from many submitters that Marine Parade not be closed).

**PROCESS FOR INTEGRATING THE WATERPARK
CONCEPT WITH OTHER PROJECTS**

ATTACHMENT 4

