Halls and Facilities Strategy

June 2015

Foreword

A discussion document was adopted for consultation in conjunction with the draft 2015-2025 Long Term Plan by Council in December 2014.

It was amended to reflect the feedback from Hall Committees, Community Boards and the general public and presented, as a strategy, to the Strategy and Governance Committee, which recommended its adoption to Council.

This strategy was adopted by Council on 5 June 2015. It was subsequently (14 September 2015) updated with the Council, vision, mission and objectives as adopted by Council as part of the Long Term Plan and with the District Vision (as per the 5 June 2015 resolution).

At the same time the reference to ASB was updated to Foundation North and Appendix 1 – **Policy #5003 – Community Facilities/Community Halls** (which is to be reviewed as a result of this strategy) was attached.

A table of contents was also added, and minor typographical errors corrected.

Contents

Executive Summary

Council signalled in its 2012-2022 Long Term Plan that it would develop a sustainable approach to management and provision of community halls and buildings.

To do this Council needed to clarify what Council's future role might be. To determine this Council developed a discussion document and sought, in conjunction with the development of the 2015-2025 Long Term Plan, the community's views on various options for ownership, management, governance, and funding of existing and new facilities.

Feedback from hall committees, Community Boards and the general public has been considered and has influenced Council's strategy.

The following principles of the strategy provide the foundation and a reference point for future decision making:

- **Integrated Network**
- **Efficient Use**
- **Hierarchy**
- **Affordability**
- **Agreed Standard**
- **Support Resilient Communities**

Council's vision for community halls is:

A network of fit for purpose affordable community facilities that connect and support resilient, healthy and vibrant communities.

The Council's strategic objectives are to:

- Ensure that communities' current and future needs for halls or similar facilities are met.

- Ensure that communities take active roles in facilitating the provision of an appropriate number of accessible, safe and well maintained facilities.

- Adopt preferred frameworks for the Council's involvement in community halls and for partnership arrangements.

- Encourage and enhance the capability of communities to improve their facilities.

Council's vision for community halls is:

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

Integrated network and hierarchy

Council recognises an integrated network and hierarchy of private, community and Council owned facilities providing a range of types, sizes and configurations. The network and hierarchy will guide Council's decisions on the ownership, including divestment of management, governance and funding of existing and new facilities.

The hierarchy is:

- **Facilities of Local Importance**
  These facilities are local halls and facilities that are fit for purpose and serve a local community catchment.

- **Facilities of Local Significance**
  War Memorial Halls/Heritage buildings – these local facilities are fit for purpose and are more significant as they were either built as a war memorial or have heritage status.

- **Facilities of District Importance**
  These are facilities of District importance that serve a larger catchment that will cross ward boundaries. They are multi-functional in nature and deliver a wider range of events that include regional events, events of a commercial nature as well as community events. These facilities provide economic benefit to the District by attracting visitors. These facilities must also provide affordable and accessible venue options for community use and are generally on Council land. Turner Centre and Te Ahu will be recognised as Facilities of District Importance.

Funding

Local facilities will be funded locally (through the community rate either directly or through grants from the Community Board).

Facilities of District Importance will be funded from the district wide general rate directly or indirectly through a Contract for Services and agreed Key Performance Indicators (KPIs).

Council will investigate further a contestable fund for works and operational subsidies for community owned facilities.

Ownership and Management models

The strategy sets out Council's policy for managing Council owned halls that is an enhanced status quo. The strategy also provides alternative options that will be considered on a case by case basis that include:

1. Community empowered management (with a greater role in managing the facility including prioritising what repairs and maintenance or renewal work might be scheduled).

2. Community led divestment (effectively selling the building but not the land).

3. Council led divestment of non-strategic facilities.

Introduction

In the Far North there are 32 community halls; 20 are owned and funded by Council and 12 are owned and managed by their respective communities without any direct funding from the Council.
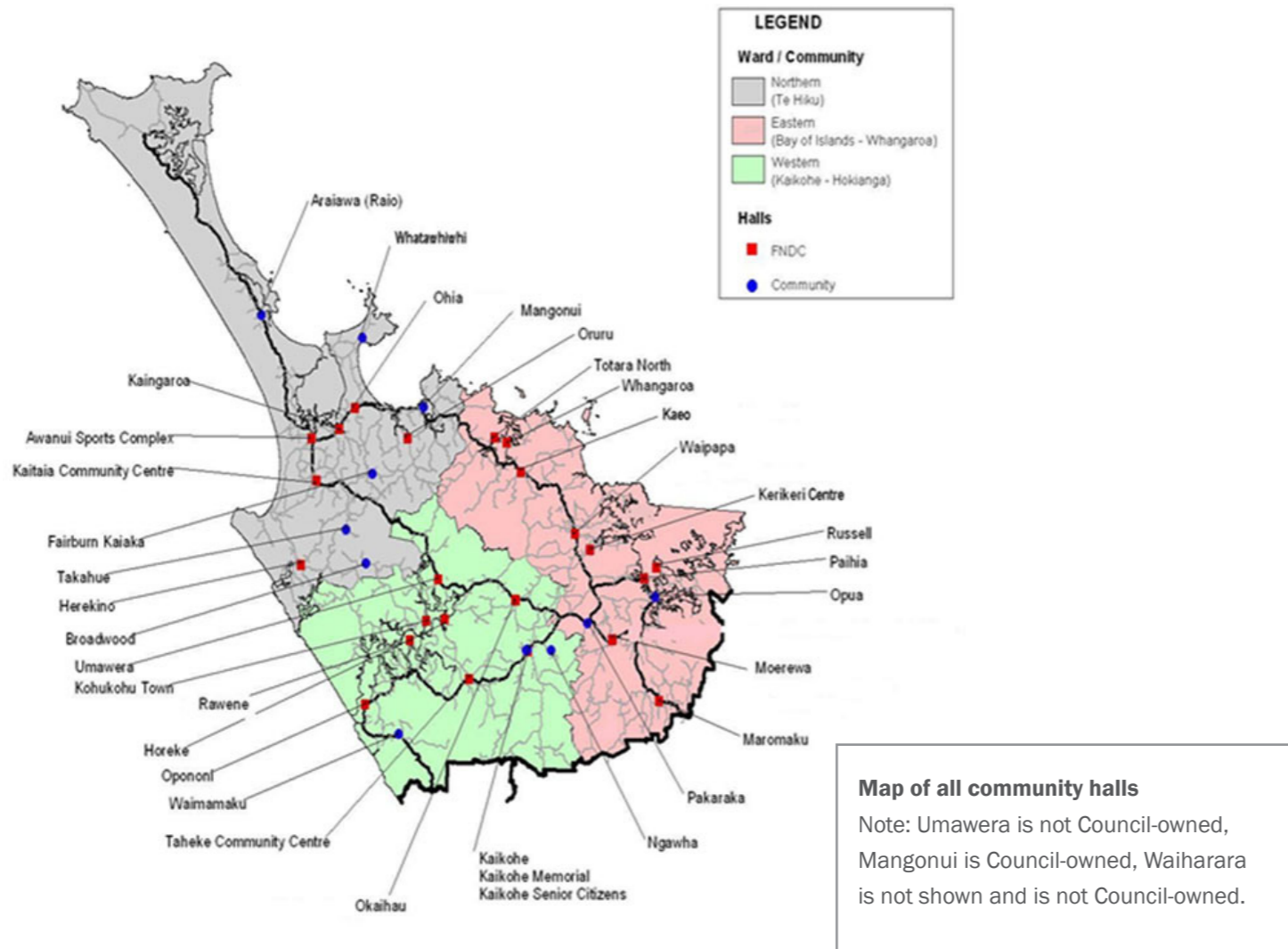
Some of these facilities are fit for purpose. Some of them are not and require substantial investment to make them fit for purpose.

Two communities have told Council they want to take ownership of their local hall facilities and our current policy does not permit this.

Council highlighted through the Long Term Plan 2012-2022 its intention to undertake a fundamental reappraisal of Council's role in owning, maintaining and promoting Council owned community halls.

Council wanted to develop a framework for determining what its future role might be, acknowledging that should Council's role change this will need to be signaled to the community and may require a change to **Policy #5003 – Community Facilities/Community Halls**.

Council developed a discussion document setting out the current situation, issues and possible options for consideration for funding, managing, and supporting an appropriate number of strategically located community halls in the District, both directly and indirectly. It sought community, hall committee and Community Board feedback and adopted this strategy in June 2015.

LEGEND

Ward / Community

Northern (Te Hiku)
Eastern (Bay of Islands - Whangaroa)
Western (Kaikohe - Hokianga)

Halls

■ FNDC
● Community

Map of all community halls
Note: Umawera is not Council-owned, Mangonui is Council-owned, Waiharara is not shown and is not Council-owned.

Current Situation

Activity Rationale

Council has traditionally had a role in the provision of community halls as they "recognise the importance to the community of providing a range of public spaces strategically located where they can meet exchange information and hold events."

Council owned halls have generally been inherited from previous territorial authorities. The only exception is the Horeke hall that was transferred to Council from the community in 2000. Some halls in small communities were originally schools that were closed in the last 60 years. Some halls have historic and/or memorial value as well as providing places for the community to gather.

Council's objective for this activity is:

"Council provides and supports a range of accessible, affordable, safe and well maintained community and civic buildings strategically located around the district".

Ownership and Management

Ownership of the halls, the facilities and the land, is varied and complex, which reflects historic circumstances.

Of the 32 community halls:

- Ten halls are community owned buildings on community owned land: Opua, Pakaraka, Ngawha, Waimamaku, Broadwood, Takahue, Fairburn, Umawera, Waiharara and Araiawa.

- Two halls are community owned on Council land: Whatuwhiwhi and Moerewa.

- Sixteen are Council owned on Council land: Herekino, Kaikohe, Kohukohu, South Hokianga, Paihia, Russell, Kaikohe Senior Citizens, Mangonui, Horeke, Okaihau, Oruru, Rawene, Totara North, Waipapa and Whangaroa Memorial Hall [Kaeo].

- Four are Council-owned on Crown land: Taheke Community Centre, Maromaku, Kaingaroa and Lake Ohia.

Council's management approach is set out in **Policy #5003 – Community Facilities/Community Halls**. This policy was adopted by Council in 2004 and a copy is attached in Appendix 1.

Council takes responsibility for the maintenance of the external envelope of the building, building compliance [BWOF], insurance and maintenance of effluent fields, water supplies, car parks and fences of any hall that it owns.

Local hall committees take responsibility for the day-to-day management of the facility, the interior maintenance, interior refurbishments and purchase of replacement equipment such as stoves etc. The hall committee is also responsible for insurance of the hall committee's chattels such as chairs, tables and crockery. This is generally funded from user fees, local fundraising, community grant fundraising or other funders.

The exception to this is the Kaikohe Memorial Hall which is booked directly through Council's District Office, Kaikohe and Council officers manage the day to day issues. Council also employs a cleaner/custodian and this position is funded through the community rate.

Council is embarking on proactive asset management to provide appropriately timed and suitably funded renewal programs based on the condition of the asset.

Funding and Renewal program

The Council is required by legislation to collect sufficient revenue to fund the long term replacement (renewal) of assets it may own including halls and community buildings. For community halls this a significant cost funded from the community rate.

Community hall assets are renewed at the end of their useful life, which is when their condition is such that they are unserviceable or it is considered that the condition of the asset causes an unacceptable level of risk to health and safety, security or the environment.

Remission of Rates on land Owned or Used by a Charitable or Community Organisation

Council provides rating relief to certain charitable and community organisations including those that

provide community halls. Council may agree to remit up to 100% of the rates payable, however this does not apply to rates for the supply of services such as water or sewerage etc.

Demographics/Geography

The Far North doesn't have the rural to urban drift that may have happened in other areas of the country and our rural areas are not depopulating.

Up until 2008 the Far North townships were growing more rapidly therefore the percent of people in towns grew more than rural areas. But during this period the Far North had a relatively stable rural usually resident population.

This past decade though, the Far North District has seen small town decline and in the last half of this decade even the bigger townships have declined as most new developments have been in the rural hinterland outside the larger townships (in both the Eastern and Northern Wards).

The population of the Far North has declined slightly from 55,848 residents (Census 2006), down to 55,734 based on September 2013 statistics (these figures have since been revised). This decline is against the trend of our neighbours in Whangarei, Auckland and in the Kaipara. It is also a significant change to the growth rate in the preceding inter-Census period (2001–2006).

Population growth and decline has not been even throughout the District. The following graph illustrates how the resident population has changed across the Wards since 1986.

Nearly half, 46%, of the District's residents live in 6 settlement areas. These areas are Kaitaia, Kaikohe, Kawakawa–Moerewa, Kerikeri, the Bay of Islands crescent [Russell, Opua, Te Haumi, Paihia, Waitangi and Haruru Falls] and the ribbon development from Mangonui to Taipa and extending around Doubtless Bay up the Karikari Peninsular to Whatuwhiwhi.

Another 12.5% residents live within the smaller townships of Awanui, Ahipara, Kaeo-Whangaroa, Kohukohu, Rawene, Omapere, Opononi, Okaihau and Ohaeawai.

Usually Resident Population
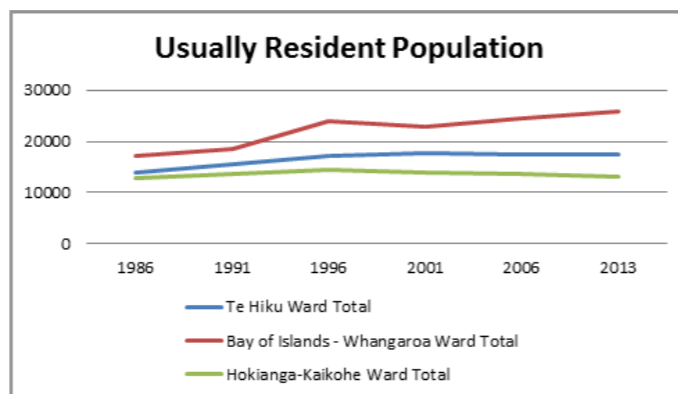
More than 40% of the District's residents do not reside within a township of any kind, but rather on a rural or coastal lifestyle property.

Maori comprise the majority in most parts of the District, with the exception of the Eastern Ward. In the West and Northern Wards, numerous communities are comprised of 70-90% Maori. The majority of Maori residing in the Far North are affiliated to local Iwi/hapu. For iwi/hapu Maori, the first choice for a community gathering is more likely to be their local marae than a community hall.

Nearly half of all community halls (Council and non-Council) are outside the urban settlements and small townships. However, 70% of Council owned halls are in urban settlements. Council owned halls that are the exceptions to this are Herekino, Taheke Community Centre, Oruru, Maromaku, Kaingaroa and Lake Ohia.

Kaikohe-Hokianga Ward with the smallest portion of the District's population at 23% and a declining population has 38% of all community halls. It also has the highest number of Council owned community halls that are predominantly located in small townships with the exception of Taheke Community Centre.

Te Hiku Ward, with 31% of the District's population has a third of all community halls. Of these, eight are in rural areas and only two are in townships. There are five Council owned community halls in the ward and Mangonui is the only one in a township.

The Bay of Islands-Whangaroa Ward has 46% of the Districts population and 30% of all community halls. Council owns seven halls with only one located in a rural area (Maromaku).

Analysis of the problems or issues for Council

Current State of Council Halls

Most of Council's halls are over 50 years old, and in some cases are no longer fit for purpose. Many do not meet current building standards that require disability compliant toilets and barrier free access.

Kitchens are often old and need to be upgraded to comply with current health standards for food preparation.

Structural issues have been identified in two halls; Oruru and Horeke that require major investment to remedy. Even if they were made structurally sound they may not be fit for purpose and still require further modernisation. Council has signaled in the Long Term Plan that prior to undertaking this work, Council will consult with the community to determine if this is value for money in terms of the investment required.

Maintenance and energy costs for these older buildings are high compared with modern facilities.

Council has stated it needs to balance future maintenance and upgrade costs of community halls and buildings with the level of use and what the community can afford.

Additionally, the cost of funding for asset renewal is a significant cost that Council must provide for. Community or private owned halls do not need to fund depreciation in the same way.

War Memorial or Heritage Status

Some halls have significance beyond their simple facility, such as having War Memorial status or heritage status. This significance is an important aspect of the hall and why it is valued by the community. Accessing war memorial funding has changed the ownership of some facilities e.g. South Hokianga War Memorial Hall was transferred to Council to enable access to post WWII funding to build war memorials. Decisions about the future of halls that contain war memorials will need to be done in consultation with the Returned Services Association.

Hierarchy of Community Facilities

More recently Council has elected to support Te Ahu in Kaitaia and the Turner Centre in Kerikeri being community facilities that attract visitors from a wider catchment than what a traditional community hall might. These venues can host regional cultural events of a commercial nature.

These facilities are also multi-functional and are expected to provide a range of affordable and accessible venue options for community use as well. Getting the balance right between commercial return and community use is a challenge for both those managing these facilities and for Council to identify the appropriate balance in community of district rate funding.

The development of these two facilities has created a de-facto community facility hierarchy. Council support for these facilities is from the district rate and is based on the premise that these facilities provide economic benefit to the region by attracting visitors to and locals from across the District.

Council is also considering, as one of a number of options to achieve building compliance and increase accommodation capacity for the organisation the re-development of the Kaikohe Service Centre/Memorial Hall/Library. This could create another District facility hub that may require a mix of community/district funding.

Greater Range of Options

There is now a competing range of more modern privately or community owned meeting venues available for hire in the District such as the Order of St John in Rawene, Kerikeri and Kawakawa, Red Cross, Rarawa Rugby Clubrooms and the Doubtless Bay Tennis Clubrooms.

Also it is common for school halls to be available for wider community use rather than just be used as educational facilities. Additionally, some schools have accessed community grants funds such as Foundation North grants on the understanding that these community facilities are to be available for the wider community (such as Taipa Area School Marae or Kawakawa Primary school hall).

The greater choice of venues that are fit for purpose i.e. easy to heat, modern kitchen, offers a range of sizes has lead to a decline in the use of Council owned halls - particularly in rural locations.

Potential Second Life/Retrofitting

There is potential for other community uses to be made of some community halls such as recreation centres or community centres. Community centres are open normal business hours or potentially longer. They would have a different layout, including space for semi-permanent recreation or social services. They could have hot desks for visiting agencies or community use. The community is best placed to determine if this is a future option.

Demographics and Supply

Low population and low usage of halls is an indicator that community resilience is in decline in some areas such as Lake Ohia, Kaingaroa, Oruru and Takahue.

In particular the Kaikohe-Hokianga ward has a small and declining population and yet it is supporting a higher number of Council owned halls then other wards. These halls are generally well used and are meeting the needs of small urban settlements.

Over time a trend has developed whereby Council has retained ownership in community halls that are generally located in urban settlements. The exception to this is in the Te Hiku ward where four rural halls are retained in communities with very small and declining populations in Lake Ohia, Kaingaroa, Oruru and Takahue.

Community owned versus Council owned

There are a number of examples of well-maintained halls that are community owned. An advantage of this ownership model is that they can access grant funding that Council is ineligible for. A further advantage is that the community ownership model requires a level resilience to be in place to provide for the long term governance and maintenance of these facilities. The responsibility for the facility may initiate the resilience and corresponding community pride and connections.

The flip side to this is that there needs to be a level of resilience and a local desire to take on community ownership of facilities. Oruru community and the South Hokianga RSA (Opononi) want to take on the ownership of their local halls.

Discussion document feedback

In February 2015 as part of the pre-consultation, Community Boards and Hall Committees were asked for feedback on the draft Halls and Facilities Strategy - Discussion Document 2015.

The document was also consulted on simultaneously with the 2015-2025 Long Term Plan.

Feedback was received from Whangaroa, Waipapa, Totara North, Russell, Herekino, Kaingaroa, Okaihau, Paihia, Rawene and Kohukohu Hall Committees. In summary:

Majority support the status quo and added:

- There was appreciation for Council's investment in their halls and they considered they had a good relationship with Council staff.
- If Council changed the responsibility for maintenance (Council external Committee interior) this would cause rents to increase significantly.
- They would like to be in a position to be able to access external funding (i.e. non-Council funding).
- When Council is financially constrained this is generally reflected in communities and therefore there is no capacity for communities to take on more financial responsibility.
- Some committees believe they were already empowered in the current arrangements.

There was also support for:

- Retaining strategic facilities especially those used for civil defense purposes.
- Facilitating community ownership if there is a desire.
- Looking at alternative ownership arrangements if there was no local support or future demand for a hall. However, this option would need to involve consultation with community and special interest groups e.g. RSA and the community given the option of purchasing the hall.

- A hierarchy including heritage and war memorial classification.

- Consideration of new facilities (Bledisloe Domain pavilion and a further low-cost facility in Kerikeri were given as examples).

Feedback was received from the Kaikohe-Hokianga Community Board:

- Future options for management would need to provide benefits to the community that outweigh the additional workload for the community.

- More information would be required about a contestable fund especially if there was a change in the responsibility of the hall committee. E.g. would they be responsible for insurance, or rates? Would the fund include depreciation?).

- Smaller communities have limited financial and human resources and would need to prioritise what would be supported and this could be at the expense of halls.

- Community empowered management had some support.

- Another option put forward was a town council committee that had an overview of all community facilities e.g. sewerage scheme, water and hall.

- Mixed support for district funding of Turner Centre/Te Ahu.

In summary, there was strong support for the status quo however if communities wanted alternative management arrangements these should be considered on a case by case basis.

Two submissions were received from the general public:

- Financial support should be given to the Oruru Hall Committee as it is an important local infrastructure asset meeting a community need.

- Turner Centre is an important asset that will become a liability if not supported by Council.

Strategy development

Guiding principles

The guiding principles of the strategy provide the foundation and a reference point for future decision making. They guide the choices and tradeoffs that have been considered. They also need to be consistent with Council's vision, mission statement, values and strategic objectives.

Council consulted on a draft vision for the District in the 2015-2025 Long Term Plan:

"The place where people love to be."

This has subsequently been amended to reflect the outcome of the district wide visioning process. (The District Vision was adopted by Council in August 2015.)

"HE WHENUA RANGATIRA - A DISTRICT OF SUSTAINABLE PROSPERITY AND WELL BEING."

Council's vision for itself is:

Council will be a capable, trusted and innovative civic leader, serving and inspiring people, maximising opportunities to empower communities and meet their changing needs; while creating great places.

A mission statement tells people how the Council will achieve their vision. Council's mission statement in the 2015-2025 Long Term Plan is:

"Working together to enable culturally strong, healthy, vibrant, resilient, prosperous, connected people and communities."

Council's strategic objectives for the next three years that relate to this strategy are:

- **Prudent financial management within long term strategic planning**

- **Safe, healthy, resilient places and people**

- **Sustainable, affordable, equitable infrastructure that contributes to the economic progress and social wellbeing of the District**

It is proposed that the principles of the strategy be:

Integrated network – Council owned facilities are only part of the network of halls, community centres and meeting spaces that are available to the community.

Hierarchy – Council will support a range of halls and community facilities in a community, district and regional context.

Agreed standard – Council owned facilities will be accessible to all members of the community regardless of age or physical ability, be well maintained and comply with building, fire and health regulations applicable to the community, district and regional context of the facility.

Efficient use – Council will encourage alternative management and ownership arrangements of Council owned halls that make more efficient use of existing facilities.

Affordable – Council will consult with communities to determine the level of support for funding upgrades of Council owned facilities.

Support resilient vibrant communities – Facilities should be retained where they are in the right place to support strong vibrant communities.

Council's vision for itself is:

Council will be a capable, trusted and innovative civic leader, serving and inspiring people, maximising opportunities to empower communities and meet their changing needs; while creating great places

Vision for Community Halls

A key part of developing strategy and setting strategic direction is articulating a vision for the desired state of the future. A vision is a concise summary statement describing the world as it would ideally exist if current issues could be fully addressed.

Council's vision for community halls is:

A network of fit for purpose affordable community facilities that connect and support resilient, healthy and vibrant communities.

Strategic Objectives

The vision needs to be supported by strategic objectives as these define those things that need to be achieved to bring about our desired future.

The Council's strategic objectives based on the agreed principles are to:

- Ensure that communities' current and future needs for halls or similar facilities are met.

- Ensure that communities take active roles in facilitating the provision of an appropriate number of accessible, safe and well maintained facilities.

- Adopt preferred frameworks for the Council's involvement and for flexible partnership arrangements.

- Encourage and enhance the capability of communities to improve their facilities.

How do we get there/ Solutions

Council will achieve its vision for community halls by implementing the following:

Integrated Network and Hierarchy

Council will recognise an integrated network and hierarchy of private, community and Council district and local community facilities so that a range of facility types, sizes, configurations are available to meet the needs of the district's communities. This network and hierarchy will be used to guide Council's decisions on the ownership, management and governance and funding of existing and new facilities.

Facilities of Local Importance - these facilities are local halls and facilities that are fit for purpose and serve a local community catchment and provide opportunities for events or to provide local services.

Facilities of Local Significance - War Memorial Halls/Heritage buildings – these facilities are fit for purpose and are more significant as they were either built as a war memorial or have heritage status. These serve a local community catchment and provide opportunities for the community to hold events or provide local services

Any change proposed to a War Memorials Hall will need to be done in consultation with the Returned Services Association. Any change to a heritage building needs to recognise the constraints of the heritage status and will require input from Heritage New Zealand.

Facilities of District Importance – these are facilities of District importance that serve a larger catchment that will cross ward boundaries. They are multi-functional in nature and deliver a wider range of events that include regional events, events of a commercial nature as well as community events. These facilities provide economic benefit to the District by attracting visitors. These facilities must also provide affordable and accessible venue options for community use.

These are not always Council owned facilities although they are generally on Council land,

e.g. Turner Centre and Te Ahu. Getting the balance right between commercial return and community use is a challenge for these facility owners. These facilities often require Council support for them to be sustainable and provide for the care of their assets.

Council may invest in these facilities through a Contract for Service with agreed key performance indicators consistent with **Policy #3213 - Community Assistance**.

Council's Funding

Facilities of Local Importance or Local Significance will be funded from the community rate either directly or through grants from the Community Board.

Facilities of District Importance will be funded from the district wide general rate directly or indirectly through a Contract for Service and agreed Key Performance Indicators. They could also apply to Community Board – Local Grants to offset costs for providing for community use at non-commercial rates. The Community Board would consider the merits of any application.

Contestable Fund

Alternative management or ownership options would be made more attractive to the community if Council sets up a contestable fund in each ward.

Council will investigate further the establishment of a contestable fund for works and operational subsidies for community owned facilities.

This contestable fund would need to be consistent with the principles of **Policy #3213 - Community Assistance** to enhance access to facilities, to broaden the range of facilities, to enhance volunteer capability to provide services and supplement the resources of Council from external sources (a minimum of 50% funding for projects from sources other than Council).

The fund could be applied to for either work programs or for an operational subsidy.

Ownership and Management

Council's policy on the management and operation of community halls is:

1. Council will take responsibility for the maintenance of the external envelope of the building, building compliance [BWOF], insurance and maintenance of effluent fields, water supplies, car parks and fences of any halls that it owns.

2. Local hall committees take responsibility for the day-to-day management of the facility, the interior maintenance, interior refurbishments and purchase of replacement equipment such as stoves etc.

3. Local hall committees will be responsible for insurance of chattels such as chairs, tables and crockery. This will be funded from user fees, local fundraising or grant applications to community grant funds or other funders.

4. Hall committees will become not-for-profit legal entities or under the umbrella of one to ensure there is a high level of accountability and transparency and to maximise the opportunity to access external funding.

5. Hall Committees will report annually to Community Boards on the level of facility use, income received and any investment they may have made in the facility.

Council will consider on a case by case basis the ownership and management options below. When considering these proposals Council will need to consider **Policy #2124 – Significance and Engagement** and determine which proposals and decisions are significant and Council's community engagement strategy.

1. Community empowered management

Council would consider proposals from the community to take on a greater role in managing the facility including prioritising repairs and maintenance, renewal work or re-development. This arrangement would be formalised through an agreement with Council. This would require a not-for-profit entity being established. The proposal may come from:

- A hall committee
- A community group
- A primary or main user

The agreement would require the following roles to be undertaken:

i. Determine the communities current and future needs.

ii. Provide the facility to meet the needs.

iii. Ensure the building is compliant for its intended use.

iv. Monitor and provide to Council usage records.

v. Manage income and expenditure and report to Council.

vi. Put forward repairs and maintenance/renewal schedules for Council consideration.

vii. Make applications for external funding for re-development .

The organisation would need to demonstrate to Council it had the skills and capacity to undertake this role. The organisation would be able to apply to external funders.

2. Community led divestment (effectively selling the building but not the land)

Council would consider proposals from the community to take on a greater role in managing and re-developing their facility. This would require a not-for-profit entity being established and the transfer of the ownership of a hall building[s] and a license to occupy for the land to:

- A community group
- A primary or main user
- Private entity

The transfer would be subject to entering into an agreement to undertake the following roles:

i. Determine the communities current and future needs.

ii. Provide the facility to meet the needs.

iii. Ensure the building is compliant for its intended use.

iv. Monitor and provide to Council usage records.

v. Manage income and expenditure and report to Council.

vi. Put forward applications to secure sufficient funding.

The organisation would need to demonstrate to Council it had the skills and capacity to undertake this role. They could apply to other funders such as Foundation North or Lotteries.

3. Council led divestment of non-strategic facilities

The following principles would be used to determine non-strategic facilities:

- Integrated network/Hierarchy – Determine if existing non-Council facilities are capable of meeting current and projected demand. The measure will be within 20 minutes distance to nearest similar facility.

- Affordable/Agreed standard/Support resilient communities – A facility which has significant deferred maintenance or needs a major upgrade to meet an agreed standard and this work could not be justified because of the low level of use the building will not be retained. The measure may be usage verses cost to upgrade to agreed standard.

Non-strategic facilities will be divested to the community. This would be a Council led divestment process and if there is no identified community demand or likely future demand or community interest the properties would be made available for a non-community use or sold.

Developing New Facilities

If the community demand indicates the need for a new facility, further detailed analysis will be undertaken. This analysis will look at the community facility needs and opportunities in a particular geographical area (a local community or ward). It will take into account verified community needs and all potential opportunities for meeting those needs.

Community Boards will consider developing a new community facility when:

i. The community has demonstrated a need and demand.

ii. A more detailed analysis of the criteria used for the level of provision confirms the local need for a new facility.

iii. The supply of existing facilities (Council and non Council) is unable to meet local demand (current and projected supply and demand).

iv. A facility in a particular area is at the end of its useful life. This could be a Council or non-Council owned community facility.

v. Existing Council facilities are not fit for their intended purpose and are unsuitable for redevelopment.

vi. No viable partnership or brokerage opportunities for meeting community demand have been identified.

If Council confirms there is an identified need for a new facility it may be included in a Long Term Plan for public feedback.

Implementation plan, monitoring and evaluation

Actions:

1. Review **Policy #5003 – Community Facilities/ Community Halls** to align with the strategic plan.

2. Develop a Schedule for inclusion in **Policy #5003 of Halls of Local Importance, Local Significance and Facilities of District Importance** and their funding sources.

3. Investigate further the contestable fund concept.

4. Work with Hall Committees to assist them to become a not-for-profit legal entity, determine reporting requirements and provide opportunities to learn more about accessing non-Council funding sources.

5. Consider alternative ownership and/or management arrangements on a case by case basis.

Policy #5003 – Community Facilities/Community Halls

1. BACKGROUND

Each Community Board has a number of facilities on their asset register, mostly halls, that provide a focus point for communities to gather together for both social and community activities. At the present time, these facilities are being managed in an 'ad hoc' way. This does not mean that facilities are being run inefficiently and well on behalf of Council and the community, but rather that there is a large divergence in the management styles. This divergence confuses management committees and often inhibits the communication required for communities to make proactive decisions on their facility requirements.

This policy shall:

i. Clarify the types of arrangements Community Boards have for their facilities.

ii. To set procedures in place to ensure effective management of these facilities.

iii. To give more control of long-term decision making to communities.

Styles of Management and Ratings Liability

There are four distinct types of management:

i. Community elected committees manage the hall operation on behalf of the Community Board. This includes all operational charges unless expressly remitted by the Community Board and the Community Board has budgeted for these amounts annually. As of July 1, 2003 all public halls owned or used by Council, apart from applicable service charges, are non-rateable. In this instance, Council is responsible for the external envelope and building compliance issues only. Examples of this style are the Waipapa, Herekino and Rawene Halls.

ii. Once again, community elected committees manage the hall operation on behalf of the Community Board, but Council Customer Services Liaison staff manage bookings, bonds and other payments including invoicing and/or receipting customers. An example in this case would be Whangaroa Memorial Hall, Kaeo.

iii. Halls and other facilities are either leased or sold to community groups who have a mandate to offer the facility for public use or in some instances the public good. The community may dictate the level of service required and the facility may have a predominant designated purpose. In instances where the facility is used exclusively for sports and the arts, 50% of the normal rate will apply. An example is Awanui Sports Complex.

iv. The hall or facility is for the exclusive use of a single charitable or community organisation. In this instance, Council may consider an application for a rates remission. Examples are Plunket Rooms, the Order of St Johns and the New Zealand Scouts.

Types of Facilities

Community centres

The term 'community centre' covers facilities that provide opportunities for social interaction, activities, recreation, events, programmes, interest-based courses and meeting spaces that benefit the local community. In their operation, community centres may employ paid staff and volunteers, who are proactive and innovative in meeting local community needs, open to all groups in the community, non competitive and complement other resources in the community. Community Centres are owned by Council and funded through Community Rates.

Community halls

The term 'community hall' covers facilities that provide opportunities for social interaction, activities, recreation, events, programmes, interest-based courses and meeting spaces that benefit the local community. A community hall may be hired for private purposes. To meet operational costs, secure new equipment and fund internal maintenance expenses or renewals, hall management committees use hall income. Council provides planned maintenance and renewal of the exterior envelope through depreciation funds.

Community leases

The Council leases land, buildings or land and buildings to community groups for a wide range of activities.

Partnerships

Wherever possible and appropriate, Council will take a partnership approach in its community facility asset management, development and divestment (Council in all partnerships must be guided by the Policy on Partnership with the Private Sector).

This means that:

i. If Council is building a new facility or developing an existing facility, it will actively seek opportunities to do so in partnership with other organisations and agencies (e.g. schools or churches).

ii. If divesting of a community facility, Council will consider any proposals by a third party to manage and develop it as a community facility.

iii. Council will actively encourage and seek ways to support schools and other organisations to provide community access to venues such as school halls and church meeting spaces. Such spaces will then form part of the district- wide network of facilities.

New types of facilities

In response to the District's increasingly diverse communities and changing trends in community and leisure activities, Council will consider innovative and different types of facilities. These could include multi-purpose facilities and facilities as part of commercial, retail or residential developments. They could include dedicated or purpose-build facilities (e.g. for young people or for performing arts).

Community Boards may in the first instance, support communities in achieving their goals in regards to new facilities by providing expertise, supporting the establishment of a Community Trust and if appropriate, contribute funds. Ownership of new facilities would remain with the community, usually managed by a Community Trust.

War memorials

Council recognises the special value of War Memorial Halls and will not seek to divest or lease the facility without the direct support of the RSA. If the Memorial is removed to another special purpose facility, then the hall will revert to Community Hall status.

District wide level of provision

Council aims to have a network of community venues across the District so people can meet and participate in the life of their communities. The network will consist of both Council and non-Council owned facilities. It is important that the community has access to a variety of spaces and venues. Who owns those facilities is secondary to their existence and function.

A catalogue of facilities

From a planning perspective, there is a need to catalogue all facilities along with specified use and contact persons. All non-Council facility 'owners' will be given the opportunity to list on Council's web site along with appropriate details.

Developing new facilities

If Community demand indicates the need for a new facility, further detailed analysis will be undertaken. This analysis will look at the community facility needs and opportunities in a particular geographical area (a local community or ward). It will take into account verified community needs and all potential opportunities for meeting those needs.

Community Boards will consider developing a new community facility when:

i. A need has been demonstrated through the development of the Long Term Community Plan.

ii. A more detailed analysis of the criteria used for the level of provision confirms the local need for a new facility (an example is the recreation plan).

iii. The supply of existing community facilities (Council and non-Council) is unable to meet local demand (current and projected supply and demand).

iv. A facility in a particular area is at the end of its useful life. This could be a Council or non-Council owned community facility.

v. Existing Council facilities are not fit for their intended purpose and are unsuitable for redevelopment.

6. No viable partnership or brokerage opportunities for meeting community demand have been identified.

Redevelop existing facilities

If monitoring indicates the need to redevelop an existing facility, further detailed analysis will be undertaken. This analysis will look at the community facility needs and opportunities in a particular geographical area (a local community or ward). It will take into account verified community needs and all potential opportunities for meeting those needs. However, the primary focus will be on the facility in question and how best to develop it to meet changing needs and demands.

Council will consider redeveloping an existing facility when:

i. A more detailed analysis of the criteria used for indicating the appropriate ward/district - wide level of provision confirms a local need for a change or development of a particular.

ii. There are relatively high levels of facility use and the facility cannot meet demand (usage data).

iii. There is demand or pressure for facilities to meet different or greater levels of needs than are currently addressed (supply and demand, needs assessment, demographic trends).

iv. The physical design and size of the facility is unsuitable for preferred community use, is unable to meet demand or is better suited to another use (supply and demand, needs assessment).

v. The condition of the building is good and warrants redevelopment to meet changing demand.

vi. There is relatively high customer satisfaction with this current facility.

vii. The building is of historical or War Memorial status.

viii. There are no viable partnership or brokerage opportunities to meet different or increased needs.

ix. There are major operational issues affecting the viability of the operation (e.g. conflict between commercial use and community use).

Divestment

Community Boards may indicate that it would be appropriate to divest a particular facility.

Divestment options could include:

i. Selling the facility.

ii. Council using the facility for non-community purposes (e.g. commercial use/lease).

iii. Using the facility as leverage for community based partnership. A number of issues may indicate that divestment is a good option to explore. Examples include: Close proximity of similar facilities (geographical spread), very low usage and/or an apparent over supply of community facilities (usage data, supply and demand), a change in demographics resulting in a community which does not match user profiles (community and user demographics).

iv. Planned community facility developments (Council or non-Council) that would meet community demand.

v. A facility design that is no longer suitable for the community and cannot easily be rectified.

vi. A facility which requires major work, but this work could not be justified because of the poor condition of the building.

If divestment is an option, then a detailed analysis will be undertaken. The analysis will focus on a particular geographical location. Within this context, it will explore whether or not it was appropriate to divest of the particular community facility.

In particular, the analysis will cover: current and projected demand; the ability of existing and any planned facilities to meet the projected demand; the condition of the facility in question and its potential for redevelopment; opportunities to use the facility as leverage for a community partnership to operate.

A recommendation to divest of a community facility will only be made if:

i.   There is little current or projected community demand or,

ii. Existing and planned facilities are capable of meeting current and projected demand (supply and demand).

iii. The facility is not a War Memorial Hall.

iv. The facility is not meeting demand and does not have the potential to be redeveloped to meet any projected demand.

v.   The building has reached the end of its useful life and community needs can be met in other ways.

vi. The community indicates that they want ownership in order to offer services that may be commercial or non inclusive of a wider community.

2. GOALS

The goal of the Community Services Department is to ensure the existence of a network of venues across each ward for people to meet and participate in the life of their communities. These Community Facilities may be used for leisure, arts, cultural, educational, sporting and community activities. They may also provide accommodation for community groups and organisations. The provision of accessible community venues contributes to the development of strong communities.

3. POLICY STATEMENTS

Council believes that halls provide an important link for the people of each community and will actively encourage devolvement of the facility to the community.

Community Boards are responsible for audited annual accounts and statistical information regarding the hall. This responsibility is delegated to the organisation/committee managing the hall on behalf of the Board.

Where no community organisation or committee can be formed within the community, the facility will revert back to the Community Board for management. Options for the Board may be

devolvement; sale/demolition or mothballing while community consultation is carried out. Refer to "Background"

4. PROCEDURES

Some Community Boards through consultation with their community will continue to want to retain 'ownership' and have a hall committee as delegated authority to oversee the halls operation. The following procedures are required.

i.   The committee will have a <u>minimum</u> of 5 elected members. A Community Board Member will be seconded to the committee to provide a liaison/advisory role, but cannot take office.

ii. The Hall Committee shall hold an Annual General Meeting every 12 months – this meeting must be publicly notified. Elections will take place at the Annual General Meeting. As Council's financial year starts in July, this is the suggested month for elections.

iii. As of July 2003, community halls on reserve land will no longer be rated so there will not be a need for the Community Boards to budget for rates on behalf of most Hall Committees.

iv. Hall committees will be responsible for all bookings, fee collections and resolving any operational problems.

v.   Where Hall Committees are the delegated bodies on behalf of Community Boards, they are responsible for producing annual audited accounts and statistical information in regards to use and numbers of users.

vi. Hall committees will be responsible for all operational expenditure including water, pan charges, power, phone and cleaning. All public halls owned by Council will not be rateable whether on reserve land or not. These halls are still rateable for water and sewerage.

vii. Hall committees will be responsible for all internal maintenance, refurbishments and purchase of replacement equipment such as stoves etc.

viii. Where fees' income does not meet expenses, the following procedures may be followed: An approach can be made through the Community

Board for a one off grant or for the Community Board to fund a specific shortfall each financial year. The Committee's Community Board Member will advise.

a.   Fees may need to be increased reflecting a full fees recovery scenario.

b.   A hall may no longer meet the communities needs (refer to Background, section 1).

ix. Council is responsible for the external envelope and building compliance issues but wishes to devolve more of the planning to community. To this end, a working party will be formed. Members will be the Committee's Community Board Member, an elected Committee representative and a Council Officer. They will develop a long-term strategy for maintaining the facility and put forward the renewal or capital projects to the Community Board to be included in the Long Term Strategic Plan or Annual Plan.

x.   Council will insure the facility but this may not include Committee chattels such as crockery but will include fixtures such as stoves, Zip hot water heaters etc.