

# Independent Review of the Wellington City Council Indoor Community Sports Centre Project – April 2009



Report to Council - 20<sup>th</sup> April 2009

# REVIEW PURPOSE

- Undertake an Independent Review to:
  - Assess and make a recommendation to Council on the proposal for the City to build a 12 court Indoor Community Sports Centre
  - To examine all matters relevant to the two options, Cobham Drive Park and Stadium Concourse

# REVIEW METHODOLOGY

- Sir John Anderson led the review supported by an experienced project manager and independent technical experts
- Process followed:
  - Reviewing all relevant documentation for the ICSC project for the past ten years
  - Seeking advice and input from numerous relevant parties
  - Independent Review panel met together regularly to review, challenge and critique information
  - Production of final report
  - Commenced 6<sup>th</sup> March, completed 9<sup>th</sup> April

## THE REVIEW CONSIDERED

- **Is there a need** - for a 12 court indoor sports community centre?
- **If yes** – What are the critical success factors for such a centre?
- **Then** – How well do Cobham and the Concourse meet these critical success factors?
- **And** – What is the capital cost over the same lifetime for each option?
- **And** – What is the different in operating costs between the two options?
- **And** – What is the difference in land/airspace value for the two options?

# **WE WILL USE THE FOLLOWING TERMS**

- IR – Independent Review
- ICSC – Indoor Community Sports Centre
- Cobham – Cobham Drive Park Option
- Concourse – The Concourse at Westpac Stadium Option
- WCC – Wellington City Council
- WRST – Westpac Regional Stadium Trust
- WS – Westpac Stadium

**IS THERE A NEED FOR AN ICSC  
FOR WELLINGTON CITY?**

# IS THERE A NEED FOR AN ICSC FOR WELLINGTON CITY

- We considered:
  - The demand from the cornerstone sports themselves
  - The demand from other minority sports
  - The WCC desire to have “more Wellingtonians, more active more often” and how the ICSC could be used to achieve this
  - What other cities have found when they invested in an ICSC

# PROCESS

- We:
  - Reviewed numerous reviews/consultation reports undertaken with the Wellington sports over the last ten years
  - Held a workshop with the sports and related organisations
  - Consulted with other centres
  - Reviewed survey with corporate sports
  - Considered the WCC Social and Recreation Strategy



## WHAT WE FOUND...

- Wellington has fallen behind other cities
- The Cornerstone sports who will use an ICSC are Netball, Basketball and Volleyball
- Examples of other sports who will use it are Handball, Korfball, Table Tennis, Martial Arts, Athletics, etc
- All sports (cornerstone and minority) have demonstrated community demand which they can not meet because of lack of suitable indoor facilities
- When the 12 court ICSC opens demand at peak times will be greater than what is available
- An ICSC should be built for a 70+year life

## WHAT WE FOUND....

- ▣ If you are to have a successful community sports centre then it must be dedicated for this use and meet the critical criteria required by the sports
- ▣ If you are going to have multipurpose centre then this is not a community sports centre – it is an Events Centre and it will not meet the potential opportunities for community sports

**HOW WILL THE ICSC BE USED NO  
MATTER WHERE IT IS LOCATED?**

## **IF WE LOOKED IN THE DOORS OF THE ICSC ON A TYPICAL DAY WE WOULD FIND:**

- **In early mornings (6am – 9am)**
  - Club, representative and secondary school teams training,
  - Individual athletes involved in one-on-one or group coaching
- **During the day (9am – 3.30pm)**
  - Bus loads of school kids undertaking structured physical activity programmes
  - Organised inter-school sports competitions in various sports
  - School holiday sports competitions, training camps and coaching development
  - Recreation activity programmes for community groups not at school or work

## **IF WE LOOKED IN THE DOORS OF THE ICSC ON A TYPICAL DAY WE WOULD FIND (CONT'D):**

- **Afternoon and Evenings (3.30pm- 10pm)**
  - School teams training and playing regular competition games for netball, volleyball, basketball, handball
  - Social teams playing in social league games for netball, volleyball, basketball and handball
  - Competitive adults competitions for netball, volleyball, basketball and handball
  - Martial arts groups training and competing

# IF WE LOOKED IN THE DOORS OF THE ICSC ON A TYPICAL DAY WE WOULD FIND (CONT'D):

## ■ Weekends

- Senior women's netball competitions in winter
- Junior and senior basketball competitions
- Junior and senior volleyball competitions
- Coaching and referee development workshops for schools and clubs

## **IF WE LOOKED IN THE DOORS OF THE ICSC ON A TYPICAL DAY WE WOULD FIND (CONT'D):**

- **Occasionally**
  - Zone or regional tournaments for netball, volleyball, basketball and minority sports
  - Multi-day National tournaments for netball, volleyball, basketball
  - Up to twice a year a large catered banquet, (up to 4,000 people)

## WE WOULD NOT FIND

- School teams practising when they have their own gyms
- Lunch time downtown corporate sports
- Exhibition games with more than 2,500 spectators



# **MOST USERS WILL BE “EVERYDAY WELLINGTONIANS ENJOYING BEING ACTIVE”**

- Greater than 75% of the usage will be “everyday” Wellingtonians who enjoy playing and being involved in court-based sports and activities
- We defined success as maximising the number of Wellingtonians using the facility and the facility being used to maximum capacity

## **AN EXAMPLE OF WHAT WE COULD EXPECT FOR THE WELLINGTON ICSC IS THE DUNEDIN EDGAR CENTRE**

- Year on year growth from 120,000 in 1994 to over 500,000 now, participating in 27 different sports

**WE CONCLUDED:  
“WELLINGTON NEEDS AN INDOOR  
COMMUNITY SPORTS CENTRE”**

**WE IDENTIFIED THE CRITICAL  
ELEMENTS FOR SUCCESS**

## WE FOUND

- The Critical Elements which will underpin the success of an ICSC are:
  - Single purpose use, dedicated to community sports
  - Available 365 days of the year, 15 hours a day
  - Built to national and international sport code standards for Netball, Basketball and Volleyball
  - Safe, secure access for users
  - Onsite car parking
  - 70 year life

## WHAT AN ICSC IS NOT?

It is not:

- ❑ A centre which hosts 8-15 concerts per year with crowds between 4500 and 12,00-requiring additional days for pack- in and pack-out
- ❑ A centre that is not available for 40 + days or part days per year- sometimes with short notice of unavailability
- ❑ A centre where the pack-in and pack-out and the various usages damages the specialised floor
- ❑ A centre where easy access and parking is not available all the time
- ❑ THIS IS AN EVENTS CENTRE

# A MULTIPURPOSE CENTRE FOR WELLINGTON?

- WCC is proposing making a large investment on a building that will last 70 years. WCC needs to be clear what this investment is for and what return they are looking for. If it is wanting to maximise the participation by Wellingtonians in sports and activity over 70 years, this will only be achieved if the centre is a dedicated sports centre
- Both the Cobham and Concourse proposals are unsuitable for large number, multipurpose functions
- Neither can provide fire egress for more than 4200 people
- If the WCC wants a multipurpose centre for 4,500- 12,000 people and not a sports centre— this is a very different project and the WCC needs to start again including deciding does it want to spend approx \$49M on another events centre, what are the critical parameters, etc

# **THE TWO OPTIONS FOR THE ICSC**



# COBHAM



**Option 1 – Cobham Park at Cobham Drive – for the purpose of the report this is called  
“Cobham”**

Ground Level, single story, 318 car parks, access via ground level entrance

# CONCOURSE



**Option 2 – Concourse at the Westpac Stadium – for the purpose of the report this is called “Concourse”**

Three floors up, single level, 250 car parks but these are unavailable during events, access to building by stairs or lift from ground floor drop-off

# OVERVIEW OF COBHAM

- Detailed design, ready for construction, risks identified and quantified
- 12 courts, 2,500 spectators, outdoor and underground car parking, conventional DIN rated floor construction
- Passive ventilation and lighting
- Entrance drop off/pick up
- Two minutes walk from bus and possibility to enhance bus access
- Free car parking available at all times on site
- Major materials used have 70 year life

## **OVERVIEW OF COBHAM (CONT'D)**

- Property owned by WCC
- Completion late 2010
- No further community consultation needed

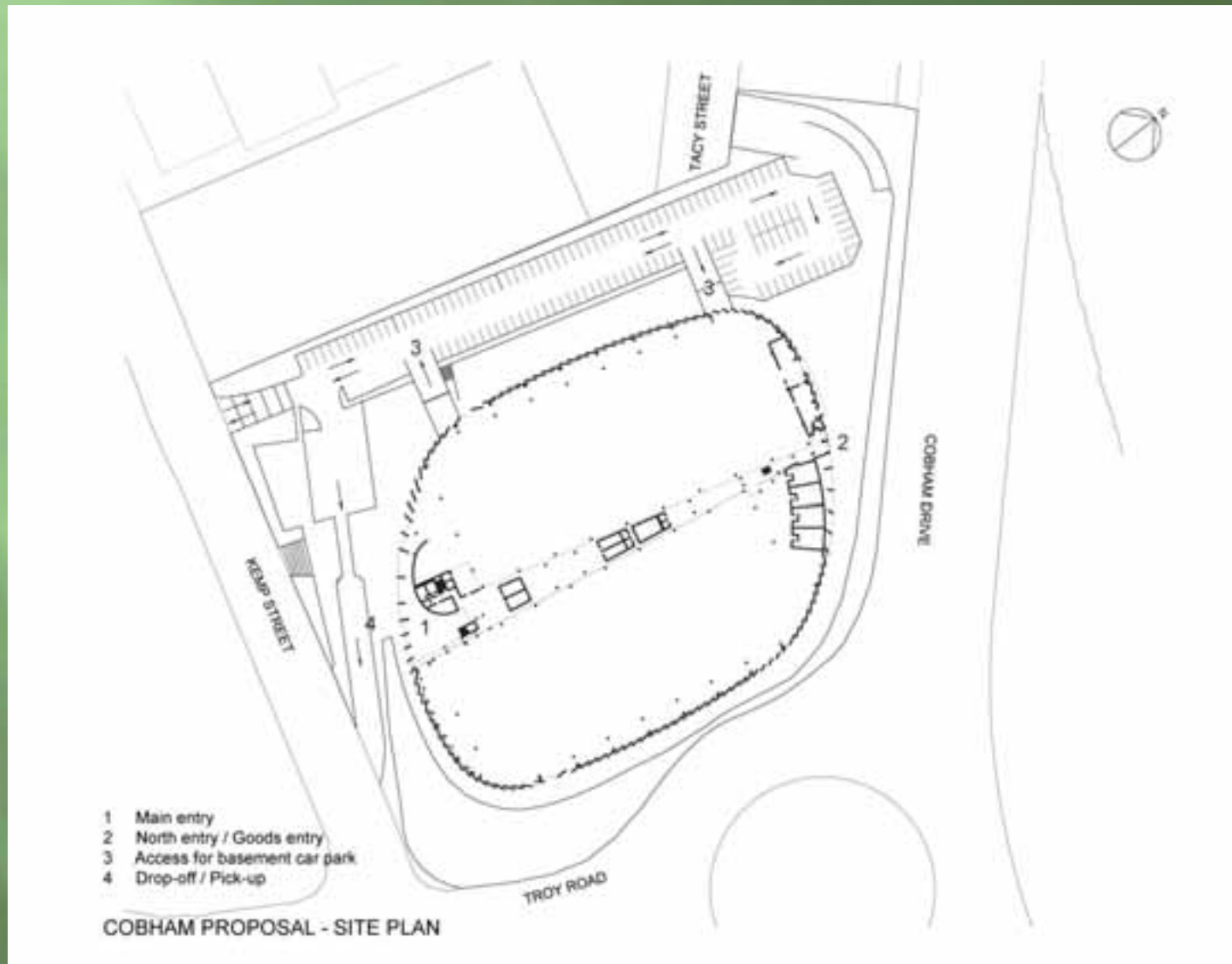
## OVERVIEW OF CONCOURSE

- Concept Design, two significant unresolved and unquantified design issues
- DIN rated floor uses unproved construction method
- Must not impact negatively on WS during construction
- Concourse was built for WS access and fire egress. Alterations to fire egress requires reconsideration of WS access and fire egress under new code. Concourse fire egress needs to meet both WS and ICSC building requirements
- Concourse was never designed for building on top and incorporates seismic joint through building platform. Concourse structure needs strengthening to support ICSC with strengthening designed to current building code

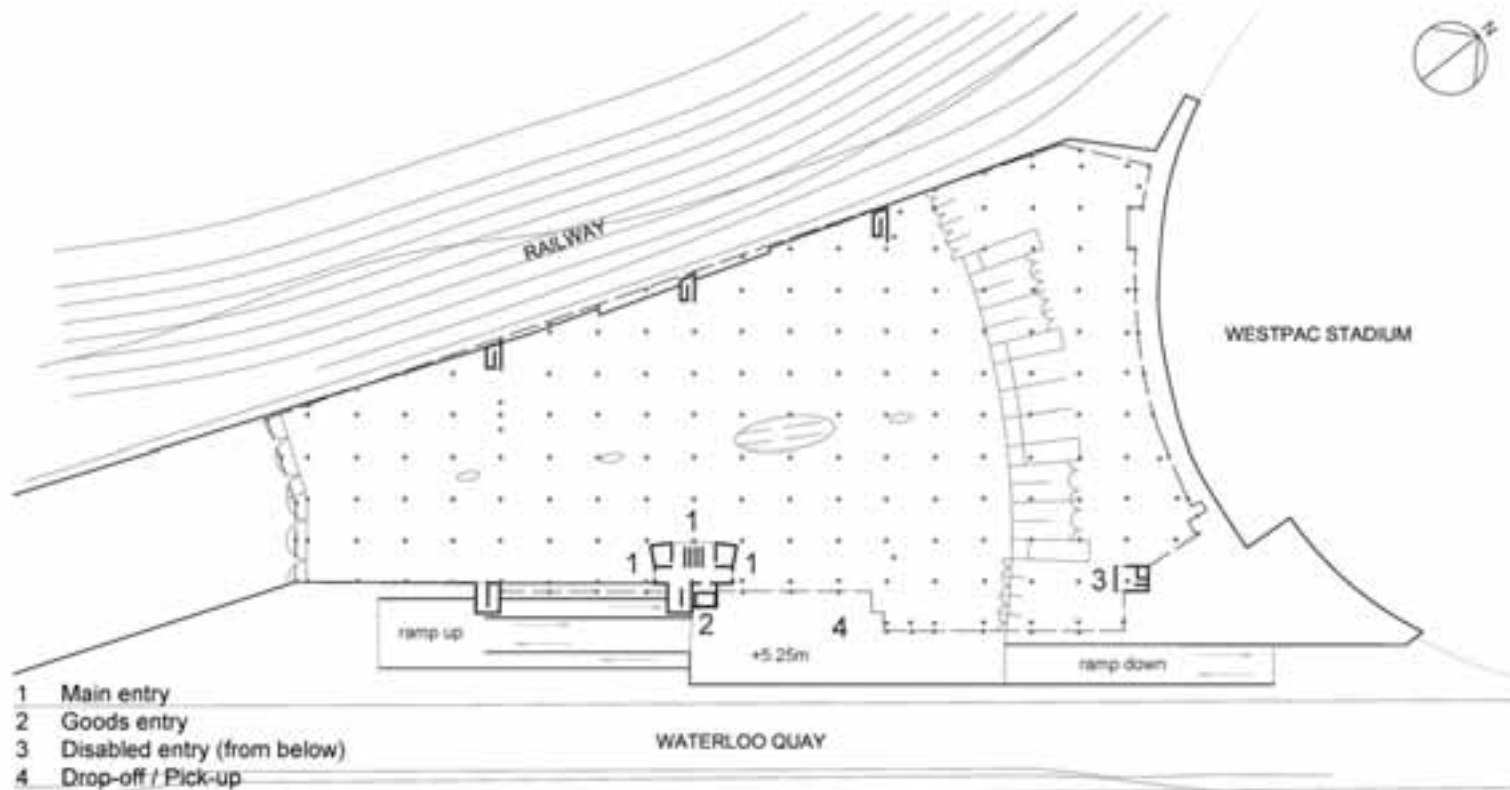
## OVERVIEW OF CONCOURSE (CONT'D)

- Drop off/pickup at ground level with transfer to ICSC by stairs or lift-no direct entrance access
- Bus/Rail 8-10 minutes walk and limited service after 8pm
- Car parking provided by WRST but unavailable on certain event days and must be paid for
- Cladding materials used have 15-25 year life
- Airspace owned by WRST and Railcorp
- Earliest completion late 2013
- Full community consultation will be required if preferred
- No need for grade-separated interchange

# SITE PLAN OVERVIEW



# SITE PLAN OVERVIEW



CONCOURSE PROPOSAL - SITE PLAN (CONCOURSE LEVEL + 5.25m)



# OVERVIEW OF FLOOR PLANS



COBHAM PROPOSAL - FLOOR PLAN (GROUND LEVEL)

Main floor area = 12,800m<sup>2</sup>  
Mezzanine area = 1,150m<sup>2</sup>  
Total = 13,950m<sup>2</sup>

- 1 Spots area
- 2 Mezzanine (shown shaded)
- 3 Support areas on spots level
- 4 Store
- 5 L/R



CONCOURSE PROPOSAL - FLOOR PLAN (10.4m ABOVE GROUND)

Main floor area = 14,000m<sup>2</sup>  
Mezzanine area = 2,820m<sup>2</sup>  
Total = 16,820m<sup>2</sup>



# WHAT WE FOUND

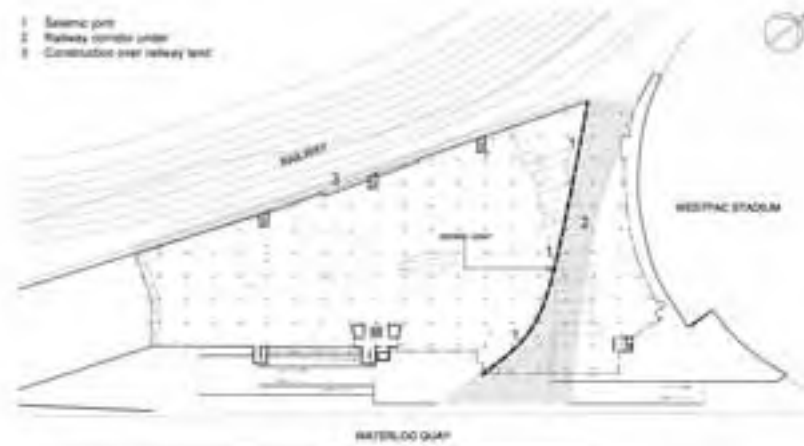
## **THERE ARE THREE CRITICAL ISSUES WITH THE CONCOURSE OPTION**

- Fire Egress solution for both WS and the Concourse
- The entrance for the ICSC
- Lack of certainty that the DIN floor rating will be met until after building completed

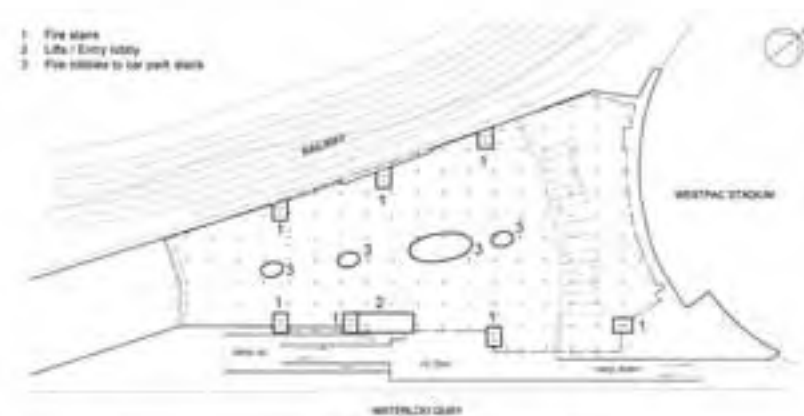
# THE ENTRANCE ACCESS ISSUE

- As there is no Concourse level drop off/pick up users must take lift and stairs from the ground level
- Proposed location of entrance and lift to ground floor would block existing ramp to concourse
- Concourse shape and dimensions limits options for entrance and lift location
- No obvious option other than encroaching on 1 court

# THE ENTRANCE ACCESS ISSUE



CONCOURSE PROPOSAL - AIRSPACE OVER RAILWAY LAND AND SEISMIC JOINT



CONCOURSE PROPOSAL - POSSIBLE MODIFICATIONS TO IMPROVE EGRESS / ACCESS  
(CONCOURSE LEVEL +6.25m)



# THE FIRE EGRESS ISSUE

- Must be able to operate fire egress for both WS and ICSC (i.e. Can't look at one and not the other) – WS will need to be readdressed
- Not just about width of current concourse
- Concourse “place of safety” changes, and egress now under another building
- Must be able to evacuate either venue while people coming/going to other

## THE DIN FLOOR ISSUE

- ▣ The sports codes require a DIN rated floor
- ▣ Din rated floors are normally built on a concrete slab
- ▣ A concrete slab is not used for the Concourse as it is too heavy
- ▣ No examples world wide were found of a DIN rated floor build on a steel frame as proposed for the Concourse
- ▣ DIN rating may not be achieved but this would not be known until after the floor was completed
- ▣ DIN rating is a “pass/fail” test
- ▣ If the DIN rating is not achieved this would limit the potential of the ICSC

# **COBHAM IS THE ONLY OPTION THAT MEETS THE CRITICAL SUCCESS FACTORS AND THE BRIEF FOR AN ICSC**

- Concourse can not be available 365 days of the year 15 hours per day due to the WS operating requirements
- Concourse cannot always have onsite parking
- Concourse has a significant unresolved issue with the entrance/lifts which could reduce court numbers to 11 (not 12)
- Concourse can not provide the same safe and secure access after hours and for young children and youth (only stair or lift access, no entrance drop off/pick up, 8-10 minutes public transport walk)



# COBHAM IS SIGNIFICANTLY CHEAPER TO BUILD OVER THE LIFE OF THE BUILDING

- We assessed the two options over the 70 years life
- We found cost to build and replace over the 70year life
  - Cobham \$51.2M
  - Concourse \$74.7M plus unquantifiable risks
- These exclude GST, civil works not directly related to the project and land/airspace values and FF&E
- Concourse will be \$23.5M more expensive over its 70 year life (excluding unquantified risk, and Cobham write off)
- Concourse will be approximately \$15M more to build than Cobham (excluding \$3M contingency and unquantified risks-i.e.. \$18.7M more to build in total)

# COBHAM – CONCOURSE COST COMPARISON

## BUILDING ONLY

COBHAM		CONCOURSE	
Estimated Building Cost	\$42.6 M	Estimated Building Cost	\$57.3 M
<b>Less</b>		<b>Less</b>	
Carpark and Siteworks	\$5.0 M	Escalation	\$2.8 M
			\$54.5 M
		<b>Less</b>	
		Floor difference and carpark structure	\$13.9M
<b>SIMPLE COMPARISON</b>	<b>\$37.6 M</b>		<b>\$40.6 M</b>
		Other differences - Floor area, external wall/glass area and the heat/vent system	\$4.8 M
			<b>\$35.8 M</b>

*Absolute “like for like” Cobham \$2.0 M more than Concourse due in the main to quality of materials.*

# THE BROAD BRUSH BUILDING COST DIFFERENCES ARE:

COMPONENT	COST DIFFERENCE
Additional floor area – 1,200m <sup>2</sup>	\$2,000,000
No car park or landscaping	(\$5,000,000)
Strengthening of existing car park	\$4,500,000
Support structure for the elevated court level and access/egress stairs	\$2,100,000
Steel/timber floor v concrete floor	\$7,300,000
Roof	(\$1,500,000)
External walls and windows	\$1,500,000
Heating and ventilation	\$1,300,000
Escalation	\$2,800,000
<b>Broad brush Building cost comparison between the two proposals</b>	<b>\$15,000,000</b>

# **COBHAM IS SIGNIFICANTLY CHEAPER TO OPERATE YEAR ON YEAR**

- Only considered the areas where there are key operating cost differences- i.e. not the total operating cost
- The key operational cost differences are car parking, energy and maintenance
- Concourse will cost \$810,000 per year more to operate
- Car parking is an extra cost no matter who pays (WCC or users)

# THE LAND VALUE/AIRSPACE VALUE COMPARISON

- Concourse Airspace \$3.08M (excl GST)
- Cobham Land- \$5.5M (excl GST) book value as a park (DTZ valuation \$3.0M as a park, or \$12M as commercial sale)
- If Cobham is to be used as a sports park or a sport related facility then its value is \$5.5M
- If the WCC decides that it no longer has a use for Cobham as a sports park or for a sports facility and it is surplus to the WCC requirements and wishes to dispose of it, then it currently has a commercial value of \$12M

# COST COMPARISON BETWEEN THE TWO SITES

	Cobham	Concourse	Difference
Cost to Build (excluding GST, land/airspace value, and non-site specific civil works)	\$49.5M	\$68.2M <i>Plus unquantified risks identified<sup>4</sup></i>	\$18.7M
Total whole of life cost to build over 70 years life for areas of significant difference	\$51.2M	\$74.7M <i>Plus unquantified risks identified</i>	\$23.5M
Write off of costs to date	\$0	\$4.585M <sup>1</sup>	\$4.585M
Total cost to build <sup>2</sup>	\$51.2M	\$79.285M	\$28.085M
Land/airspace value for WCC Sports and Recreation	\$5.5M <sup>3</sup>	\$3.08M	\$2.42M favouring Concourse
Annual Operating Cost Difference for car parks, maintenance and energy (excl interest and depreciation)			\$810,000 p.a. favouring Cobham

**In summary the cost comparisons between the two sites are:**

- <sup>1</sup> Included in \$49.5M cost to build for Cobham
- <sup>2</sup> Includes cost over 70 year life plus write off costs to date
- <sup>3</sup> This is the current actual book value of Cobham and has been used to comply with standard accounting practice
- <sup>4</sup> Note: No need was found for a grade separated interchange so this cost is not included

# **COBHAM WILL BE READY AT LEAST TWO YEARS EARLIER FOR WELLINGTONIANS TO USE**

- We found
  - Cobham can be ready late 2010
  - Concourse can be ready late 2013 (earliest)

**Neither Cobham or Concourse will impact the RWC**

# COBHAM CAN BE ENHANCED

- Finally we identified opportunities to further enhance Cobham functionality and potentially reduce cost without impacting the timeline
- These opportunities have been passed onto the WCC officers



## **RECOMMENDATION**

**The Independent Review is unequivocal in recommending to the WCC that the only suitable option for the ICSC is Cobham**

**END**