

## 7. QEII PARK CONCEPT PLAN

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### PURPOSE OF REPORT

1. This report describes the outcome of the special consultative procedure used to consult the public of Christchurch on the QEII Park Concept Plan, and submits the recommendations of the Council subcommittee set up to consider submissions on the Concept Plan. As well as the general proposed land usages at the park, issues covered in the recommended Concept Plan include sports accommodation, Ascot Green, and the Ascot Golf Course.

### EXECUTIVE SUMMARY

2. At its 14 July 2005 meeting, the Christchurch City Council passed a resolution to appoint a subcommittee to review written submissions and to hear submissions in person on the QEII Park Concept Plan. The subcommittee consisted of Councillors Anna Crighton (chair), Sue Wells, Barry Corbett, Graham Condon, and David Cox, and after examining the issues arising from consultation it has made a number of recommendations on the Concept Plan for the Council to consider.
3. The vision for QEII Park is important to broadly describe what the plan is intended to achieve, and to provide a guide for its utilisation. During the development of the plan, the following vision for QEII Park was formed:

*'QEII Park: Canterbury's ultimate multi-dimensional sport, recreation, leisure and event place, enhancing the community's health and well-being'*

### SUBCOMMITTEE RECOMMENDATIONS

4. The recommendations of the subcommittee represent the recommended option for the QEII Park Concept Plan, and build upon the proposed option that was put out for public consultation under the special consultative procedure. Like the proposed option, the intention of the plan under the recommended option is to define "envelopes of activity" for future use, rather than present a timetabled development plan. Similarly, the recommended option represents a guideline to what is seen as an aspired or ideal future shape for QEII Park. As a visioning document with a 10 year outlook, the aim of the recommended option is to guide the sustainable usage of QEII Park by providing a means to assess future development requests and proposals.
5. It should be noted that although the recommended option identifies and allows realistic expectations from the public about what areas will be used for what purposes, this does not mean that the Council is committed to funding the plan. It is expected that future developments will be considered by the Council on their own merits, and will be subject to separate decision making processes before the Council commits any funding. Future development may also involve partnerships with other providers.
6. The subcommittee's recommendations are grouped under the headings of the six themes that were used to describe the proposed Concept Plan as circulated to the public of Christchurch during the period of the special consultative procedure that was undertaken (Local Government Act 2002). An additional heading relates to recommendations on governance considerations for QEII Park in order to achieve the vision for the park and realise its potential, in the words of the subcommittee, as the sporting and recreational jewel of Christchurch and as a significant metropolitan facility. The recommendations are listed as follows, and are also shown diagrammatically as the recommended option in Attachment 1.

#### 6.1 Building Envelopes

- (a) That the building envelopes defined in the proposed Concept Plan for the main stadium, leisure centre, and the proposed Ice Arena, be confirmed.

- (b) That the total building envelope for the Christchurch School of Gymnastics be modified as shown in the recommended option.
- (c) That the current expansion proposal in the proposed Concept Plan for the leasing of additional land to the Christchurch School of Gymnastics be modified to show an enlarged area of additional land to be leased, as requested in the Christchurch School of Gymnastics' submission and as shown in the recommended option.
- (d) That the area defined for a sports building in the immediate vicinity of QEII Sports House be retained and enlarged by the equivalent of the two areas referred to in (e) below; the final shape and location to take into account the heritage sensitivities of QEII Sports House.
- (e) That the areas defined for sports buildings on the Bower Avenue frontage of the park and on the south east corner of the park be deleted.

## 6.2 Green Space

- (a) That the current zoning of Open Space 3 be retained for the Ascot Green portion of the park.
- (b) That Ascot Green remain vested in the Council under the Local Government Act 2002.
- (c) That the status quo be maintained in respect of the remaining areas of green space in the park.
- (d) That, in the event of any poplar trees in the park being removed, they be replaced with poplars.

## 6.3 Ascot Community Centre

That the enlarged area proposed around the Ascot Community Centre be confirmed.

## 6.4 Ascot Golf Course

That the status quo be maintained in respect of the usage of Ascot Golf Course.

## 6.5 Transportation and Infrastructure

- (a) The proposal to create a new entrance on Ascot Avenue and a new internal road from Ascot Avenue to the car park at the northern end of the leisure centre not be supported.
- (b) That a new exit point be constructed from the south-west corner of the main car park to Travis Road for emergency or large scale event purposes.
- (c) That the three remaining entrances on Travis Road, Bower Avenue and Frosts Road be retained and enhanced, including the realignment of the Travis Road entrance with Blue Gum Place.
- (d) That to improve traffic flows through the park:
  - (i) The internal road linking Travis Road to Bower Avenue via the main stadium be confirmed as shown in Attachment 1.
  - (ii) The internal road link in (d)(i) be accompanied by a traffic management plan, including the investigation of the best roading alignment around the retention pond.
- (e) That all remaining internal roads be retained so as to be available for a range of transportation and sporting purposes.

- (f) That the Travis Road lay-by be retained, and a range of coach and bus service access and entry options for the park be explored.
- (g) Car parking:
  - (i) That the parking provided in the concept plan be confirmed.
  - (ii) That the submissions seeking the provision of a car parking building on the park be declined.
- (h) That wheelchair and disability access and associated signage be enhanced.
- (i) That pathways continue to be expanded and improved in and around the park to recognise their multiple uses.

#### 6.6 On-Site Sports Accommodation

- (a) That the Council agree that on-site sports accommodation, situated in a desirable location near or adjacent to the main stadium rather than being placed next to residential areas, is considered to be appropriate.
- (b) That the Council note that there is no change proposed to the City Plan at the moment to allow the construction of sports accommodation to take place.

#### 6.7 Concept Plan Implementation

That a detailed management plan be developed for QEII Park so as to achieve the vision for the park and realise its potential as a centre of sporting excellence and high quality community recreation.

### FINANCIAL AND LEGAL CONSIDERATIONS

7. No capital expenditure estimates have been included in the plan because this is solely a concept plan to guide decision-making on future use and activities at QEII Park. Infrastructural improvements could be phased in over several years. Council funding would be subject to assessing the costs and benefits of these improvements and evaluating them against other potential projects at the time. It should be noted that the Concept Plan's 10 year horizon coincides with the next Long Term Council Community Plan.
8. Future development will often involve partnerships with other providers. It is not possible to predict when proposals will arise. The Council's role may be providing access to land rather than contributing to capital costs (eg Christchurch School of Gymnastics extension, the proposed ice arena).

### STAFF RECOMMENDATIONS

It is recommended:

- (a) That the Council approve the subcommittee's recommendations listed in paragraph six for the recommended QEII Park Concept Plan.
- (b) That the recommended option for the QEII Park Concept Plan be adopted.
- (c) That the Council endorse for lease negotiation with the Christchurch School of Gymnastics (CSG) the footprint now revised as the recommended option for the current expansion proposal subject to:
  - (i) The Unit Manager of Recreation Facilities being satisfied that the modified proposal from the CSG has no adverse infrastructural impacts over and above the assessment made on the original layout shown as the proposed option in the QEII Park Concept Plan.
  - (ii) That officers report back in due course for approval to the specific terms and conditions of the new lease proposed to be granted to the CSG.

## BACKGROUND ON QEII PARK CONCEPT PLAN

9. QEII Park contains the largest recreational facility in Christchurch. To address the lack of a planning framework to guide future decisions on the usage of the space to meet increasing demands for facilities, and other proposals received for the use of QEII Park, eg sports accommodation, in 2003 the Council passed the following resolutions:
  - (a) *That priority be given to the preparation of a long-term concept plan and policies for the future development of QEII Park.*
  - (b) *That the long-term concept plan be subject to the special consultative process.*
  - (c) *That staff include reference to the siting of sport related accommodation at QEII Park in the long-term concept plan.*
10. Following a process which included research, community consultation and professional advice, a proposed option was developed (see Attachment 2). This option was considered to provide the best provision of space for a multi-use sport, recreation, leisure, and events location, as well as balancing local community versus wider metropolitan needs.
11. The conceptual framework upon which the proposed Concept Plan was based had six themes, which are elaborated upon below:
  - Building envelopes focused around the core main stadium and pools building to allow for appropriate expansion of sports facilities, as well as providing a building envelope for the current and future growth of the Christchurch School of Gymnastics.
  - A substantial ring of green space areas for sporting and recreational purposes.
  - An enlarged area around the community centre for community activities and localised leisure activities which is away from the core facility building area.
  - Protecting the integrity of the golf course and preserving its existing features.
  - Planning for improved vehicle, cycle, and pedestrian safety as well as better access and flow into, through, and out of the park.
  - Not providing for on site sports accommodation.

## SPECIAL CONSULTATIVE PROCEDURE

12. A total of 153 written submissions from a range of individuals and organisations were received during the period 30 May 2005 to 8 July 2005. Eleven of these submissions were heard in person by the QEII Park Concept Plan Subcommittee on 18-19 July 2005. A summary of the submissions is given in Attachment 3. The main issues raised in the submissions are listed below, which are elaborated upon in the next section of the report:
  - The extent of built form.
  - The Christchurch School of Gymnastics extension.
  - The continued development of QEII Park as a high performance sports centre.
  - Protection of Ascot Green and other green space.
  - Protection of trees, particularly poplars and other mature exotics.
  - Internal roading proposals.
  - Parking and traffic management.
  - Sports accommodation.
13. The Local Government Act 2002 (s138) consultation requirements for the current expansion request of the Christchurch School of Gymnastics, within the total identified gymnastics building envelope in the Concept Plan, were carried out as part of the special consultative procedure for the plan.
14. At the conclusion of the hearings, the subcommittee undertook a site inspection of QEII Park to view the current roading network, green space and landscaping, proposed building envelopes, and the leisure centre (including the New Zealand Academy of Sport). The subcommittee reconvened at QEII Park on 19 July 2005 to consider the issues raised in the oral and written submissions. As allowed for under the Local Government Act, the subcommittee considered staff reports on the proposed roading and transport changes and the legal status of Ascot Green, and a paper from the manager of QEII Park commenting on a number of issues.

## CONSIDERATIONS

### Building Envelopes

15. Overall opinion was mixed as to whether the defined building envelopes were acceptable. Most objections to the proposed building envelopes that were received were against additional sports buildings being placed around the Village Green. Organisations were in favour of the designated building envelopes, citing them as worthy sporting developments and important in terms of supporting sports organisations using QEII Park.
16. Alan Direen, Manager of QEII Park, made the following remarks to the subcommittee:

*"It is extremely important to maximise QEII Park as a high performance sport centre. A number of regional and national sports bodies recognise QEII Park as New Zealand's pre-eminent sports facility. The benefits to Christchurch in this area are very significant. These benefits can clearly be achieved without detrimental effect to everyday users of the Park."*

### Christchurch School of Gymnastics

17. Due to continued growth in the numbers using their facility, and the desire to better cater for regional needs, the submission received from the Christchurch School of Gymnastics (CSG) proposed a modification to what was shown on the proposed Concept Plan (see Attachment 4). The CSG requested that their current expansion proposal be increased from approximately 718 square metres to 1,080 square metres. This would increase their building's total ground floor area to approximately 2,355 square metres. The CSG also propose in the longer term to increase their building area further by adding an extension of 178 square metres to the north of their present building. This will mean a total building envelope of approximately 2,533 square metres, which is less than the original total building envelope proposed in the Concept Plan of 3,000 square metres.
18. The Council's Legal Services Unit is satisfied that the requirements of the Local Government Act have been met with respect to the CSG's current expansion proposal. However, the recent nature of the modified proposal from the CSG means that it will need further analysis before any lease is approved, e.g. consideration of infrastructural issues such as traffic and car parking. It should be noted that the expansion now proposed by the CSG will not result in the loss of nearby oak trees, although it will mean some adjustment to the adjacent bocchia courts.
19. Apart from the submissions generally commenting on building envelopes in the park, there were six submissions explicitly in favour of the CSG expansion and overall building envelope. Only one submission objected to an increase in size of the CSG building area. The CSG has received financial support from the Council for its expansion proposal through the Metropolitan Funding Subcommittee.

### Green Space

20. Submitters were in favour of the amount of green space shown on the proposed Concept Plan. Most submitters making a comment on the Ascot Golf Course favoured its retention. Submitters noted the need for both sporting and non-sporting open space. There was a strong desire to retain the exotic trees at QEII Park, particularly poplar trees, for historical reasons and in order to maintain a vertical environmental perspective.
21. Many of the submitters making comment on the portion of QEII Park known as Ascot Green indicated that they favoured this area being held as a reserve subject to the Reserves Act 1977, ostensibly to protect it for local use. Concerns focused on a need to guarantee local access to an open space portion of QEII Park for recreational use, in the face of perceived exclusive use and development of the rest of the park.

22. John Allen, Policy and Leasing Administrator for the Greenspace Unit, reported to the subcommittee on this issue as follows:

*“There is no compelling reason for holding part of QEII Park, (Ascot Green), Christchurch’s largest metropolitan sports and recreation facility, as a recreation reserve under section 17 of the Reserves Act (1977). The placing of Ascot Green under the Reserves Act will not necessarily afford it protection for local use, as this is not the main purpose of the Reserves Act.*

*A management plan is required under section 41 of the Reserves Act for recreation reserves. This management planning process is a public consultative process, which may result in Ascot Green not being able to be used for some recreational activities otherwise allowed for under the Reserves Act. This could restrict Council’s ability to stage large sporting events or constrain their ability to bid for them in the future. Therefore, a management plan for Ascot Green may constrain Council’s ability to achieve the outcomes it wants for QEII Park.*

*The current and proposed use of QEII Park is consistent with Council aims of encouraging participation in physical activity, the Council having invested considerable sums of money to successfully encourage physical activity at QEII Park. The sports groups wanting to use QEII Park are primarily those people who keep youth and other peoples’ children active, and consequently it is important that Council supports their endeavours.*

*On balance I am therefore of the view that declaring Ascot Green to be a reserve under the Reserves Act may not achieve what a certain section of the community would like, and even if it does through the management planning process, will quite possibly restrict the Council’s ability to achieve the outcomes it wants for QEII Park in the future. I am therefore of the view that declaring Ascot Green to be a recreation reserve is not in the Council’s best interest for the future.”*

#### **Ascot Community Centre**

23. All submissions received were in favour of expanding the area around the Ascot Community Centre available for activities in and around the centre. Some concerns were raised about the precise usage of this area, including where the park’s pathway linkages would be formed, although ultimately it was felt that these were matters for the local community to decide upon.

#### **Ascot Golf Course**

24. Most of the submissions making comment on the Ascot Golf Course were in favour of its retention as it currently stands, ie golf course, mini golf, and driving range. The golf course lease has another seven years to run.
25. There are several aspects of the Concept Plan that impact on the lease operated by the Ascot Golf Course. These relate to small areas of the Ascot Golf Course around the Ascot Community Centre, how the walking track at QEII Park may link up with the Travis Wetland via Beach Road, and creating a footpath link from Travis Road around to Frosts Road. These impacts have been discussed in general terms with the lease holder, who is broadly happy to accommodate them.

#### **Transport and Infrastructure**

26. Most of those submissions commenting on the traffic and roading proposals were in favour of the new alignment of the proposed internal roadway linking the main entrance of the park at Travis Road through to Bower Avenue. Also supported in principle were an improved and realigned main entrance into QEII Park, and pathway improvements and connections in and around the park.
27. There was little support from submitters for a new internal road to be developed in the park from Ascot Avenue. Some submitters stated that the existing internal roads should be retained in some shape or form, particularly as they were noted as being important for the staging of sports events.

28. Current and expected levels of parking demand within QEII Park were raised in submissions, with some feeling that there was insufficient car parking provided. For an Open Space 3 designation such as QEII Park, parking is a discretionary activity without any specified standards. The Environmental Services Unit considers that there is sufficient car parking at QEII Park at present and for the immediate future. It is estimated that the recommended Concept Plan allows for 20% more additional car parking spaces, ie from 625 sealed car park spaces to a total of 750 spaces.
29. Parking on surrounding streets during major events was also noted in submissions. It was considered that more attention should be paid to maximising the existing parking available within the QEII Park grounds. The local community should be kept informed of this process. Event organisers should be provided with parking plans showing as much on-site parking as possible. Event parking plans should include strategies for providing as much on-site event parking as possible. At the moment there is capacity in QEII Park for approximately 2,475 overflow car parks, additional to the formed sealed parking.
30. Barry Cook, Traffic Engineer, City Streets Unit, reported the following to the subcommittee:

*“The main entrance into the park should be constructed opposite Blue Gum Place at the proposed new roundabout on Travis Road. The proposed internal roadway linking the main entrance to the park at Travis Road through to Bower Avenue is basic to whatever plan is adopted for the development of the park over the next 10 years. Vehicle entry to the park should be restricted to the three entrances in Travis Road, Bower Avenue and Frosts Road.*

*The hard surface of Dick Tayler Drive should be retained for managing internal flows during major events or for training for other activities such as roller-blading. The northern section of the existing perimeter road, Mark Treffers Drive, between Ascot Green and Village Green should be retained. This roadway provides a major link with the existing car park, sports fields and proposed overflow parking areas. The running of major (annual) events at the park such as the Kellogg's Special K and WeetBix Kids triathlons also rely on this roadway for the cycling components of these events.*

*Public transport, bus and taxi facilities should be provided in a dedicated bus interchange on Travis Road adjacent to the main entrance. The existing slip road and bus loading area should be reconfigured for this purpose. Provision should be made for coaches and buses to enter the main entrance at Travis Road, proceed along the concourse on the south side of the stadium and leisure centre complex, and exit via Travis Road or the Bower Avenue entrance to the park. Parking should be provided on site for coaches.”*

### **Sports Accommodation**

31. Although sports accommodation at QEII Park was not favoured by most individual submitters, sports organisations were in support of it. Reasons given for sports accommodation included the emphasis on the continued development of QEII Park as a centre of sporting excellence, supporting major sports events, and for sports association training and development. The subcommittee considered that provision should be made for sports accommodation at QEII Park, but that it be located away from neighbouring residential properties.
32. Notwithstanding the recommendation for sports accommodation, there are legal implications associated with providing sports accommodation at QEII Park, with this activity not being allowed in the Open Space 3 zone in the City Plan. Any provision of sports accommodation at QEII Park will require either a change to the City Plan or a resource consent application to be made. No changes to the City Plan are being proposed at the moment.

## ASSESSMENT OF OPTIONS

### Option One – Recommended Option following the Special Consultative Procedure

33. The recommended option builds on the proposed option that was considered under the special consultative procedure, and includes the recommendations made by the Council subcommittee appointed to consider submissions on the QEII Park Concept Plan. This option is considered to provide the best balance for metropolitan and local needs, for sport and recreation uses, for elite sport and domestic sport, and for the open space and built space environments. The recommended option provides for a 10 year horizon.
34. The overall vision in the recommended option is largely consistent with the results anticipated for metropolitan facilities such as QEII Park, as described in the Christchurch City Plan. The exception is sports accommodation, which is currently not provided for in the City Plan. The recommended option remains consistent with Council policies such as the Recreation and Sport Policy (eg catering for all users as well as target groups), and the Physical Recreation and Sport Strategy (eg encourages sporting excellence, allows for partnerships with private or non-commercial providers).
35. The advantages and disadvantages of the recommended option are shown in Table 1. The advantages clearly outweigh the disadvantages.

**Table 1:** Main advantages and disadvantages of the recommended option following the Special Consultative Procedure.

Advantages	Disadvantages
<ul style="list-style-type: none"> <li>Provision of building envelopes which are clustered around existing core of facility buildings</li> </ul>	<ul style="list-style-type: none"> <li>Small loss of open space</li> </ul>
<ul style="list-style-type: none"> <li>Building envelope for Christchurch School of Gymnastics caters for current and expected future growth</li> </ul>	<ul style="list-style-type: none"> <li>The total Christchurch School Gymnastics building envelope could require adjustments to be made to the bocchia courts layout</li> </ul>
<ul style="list-style-type: none"> <li>Focusing of sports buildings adjacent to Village Green to support sports activities</li> </ul>	<ul style="list-style-type: none"> <li>Small loss of open space</li> </ul>
<ul style="list-style-type: none"> <li>Building envelope adjacent to existing pool for future growth and provision when required</li> </ul>	
<ul style="list-style-type: none"> <li>Provision for sports accommodation in or adjacent to main stadium</li> </ul>	
<ul style="list-style-type: none"> <li>Identifies removal of high maintenance, outworn stands</li> </ul>	
<ul style="list-style-type: none"> <li>Creation of green space flow around park</li> </ul>	
<ul style="list-style-type: none"> <li>Ascot Green recognised as a continuing sporting and recreational space</li> </ul>	
<ul style="list-style-type: none"> <li>Retaining current orientation of the soccer pitch and allowing for its enhancement</li> </ul>	<ul style="list-style-type: none"> <li>Lost opportunity to re-orientate soccer pitch more favourably</li> </ul>
<ul style="list-style-type: none"> <li>Par 3 golf course and driving range retained</li> </ul>	<ul style="list-style-type: none"> <li>Lost opportunity to provide exclusively for junior golf or to use driving range for other functions</li> </ul>
<ul style="list-style-type: none"> <li>Better traffic access and flow through park, improved road safety at Travis Road entrance</li> </ul>	
<ul style="list-style-type: none"> <li>Retains bus lay-by, retains options for bus route through park for patrons</li> </ul>	
<ul style="list-style-type: none"> <li>Improved walking/cycling pathways in and around park</li> </ul>	
<ul style="list-style-type: none"> <li>Improved main entrance and forecourt area</li> </ul>	
<ul style="list-style-type: none"> <li>Allows scope for increasing car parking provision without impacting on green space</li> </ul>	
<ul style="list-style-type: none"> <li>Redevelopment of pond as a leisure area</li> </ul>	
<ul style="list-style-type: none"> <li>Enlarged area around Ascot Community Centre to enable other community functions and activities to take place on the site</li> </ul>	



## Option Two – Proposed Option presented under the Special Consultative Procedure

36. This was the option put out for public consultation under the special consultative procedure. There are more disadvantages for the proposed option compared to the recommended option, as shown in Table Two.

**Table 2:** Main advantages and disadvantages of the proposed option under the Special Consultative Procedure.

Advantages	Disadvantages
<ul style="list-style-type: none"> <li>Better traffic access and flow through park, improved road safety off Travis Road</li> </ul>	<ul style="list-style-type: none"> <li>Requires replacement of internal northern access</li> </ul>
<ul style="list-style-type: none"> <li>Bus route through park for patrons</li> </ul>	<ul style="list-style-type: none"> <li>Route past facility buildings may be perceived as undesirable by some sports</li> </ul>
<ul style="list-style-type: none"> <li>Building envelope for Christchurch School Gymnastics caters for current and expected future growth</li> </ul>	<ul style="list-style-type: none"> <li>The total Christchurch School Gymnastics building envelope could mean relocation of boccia courts</li> </ul>
<ul style="list-style-type: none"> <li>Retaining current orientation of soccer pitch and allowing for its enhancement</li> </ul>	<ul style="list-style-type: none"> <li>Lost opportunity to re-orientate soccer pitch more favourably</li> </ul>
<ul style="list-style-type: none"> <li>Par 3 golf course and driving range retained</li> </ul>	<ul style="list-style-type: none"> <li>Lost opportunity to provide exclusively for junior golf</li> </ul>
<ul style="list-style-type: none"> <li>Focusing of sports buildings adjacent to Village Green to support sports activities</li> </ul>	<ul style="list-style-type: none"> <li>No provision for sports accommodation</li> </ul>
<ul style="list-style-type: none"> <li>If and when appropriate, creche could be relocated away from main entrance area to Community Centre area</li> </ul>	<ul style="list-style-type: none"> <li>Cost associated with creche relocation, further distance away from leisure centre building</li> </ul>
<ul style="list-style-type: none"> <li>Provision of building envelopes which are clustered around existing core of facility buildings</li> </ul>	<ul style="list-style-type: none"> <li>Small loss of open space</li> </ul>
<ul style="list-style-type: none"> <li>Building envelope adjacent to existing pool for future growth and provision when required</li> </ul>	
<ul style="list-style-type: none"> <li>Creation of green space flow around park</li> </ul>	
<ul style="list-style-type: none"> <li>Recognised and defined area for Ascot Green</li> </ul>	
<ul style="list-style-type: none"> <li>Improved walking/cycling pathways in and around park</li> </ul>	
<ul style="list-style-type: none"> <li>Identifies removal of high maintenance, outworn stands</li> </ul>	
<ul style="list-style-type: none"> <li>Improved main entrance and forecourt area</li> </ul>	
<ul style="list-style-type: none"> <li>Redevelopment of pond as a leisure area</li> </ul>	
<ul style="list-style-type: none"> <li>Enlarged area around Ascot Community Centre to include other community functions</li> </ul>	

## Option Three – Do Nothing

37. If no Concept Plan is developed for QEII Park then the Council is left in the position it is at the moment, of having to make decisions on the use and development of QEII Park often on an ad hoc basis, with little frame of reference to use. There is no framework on which to base decisions on contentious issues, or issues that have not been adequately resolved over the years, eg on-site sports accommodation, what areas are designated as built space. Consequently, there can be confusion and/or controversy when requests or proposals for the use and development of QEII Park are made.