01-15-228 RDC- 1283242



Kaupapataka Agenda

NOTICE OF AN ORDINARY MEETING FOR THE

STRATEGY, POLICY & FINANCE COMMITTEE

Date: Thursday, 14 July 2022

Time: 9.30am

Venue: Council Chamber

MEMBERSHIP

Chair

Cr Raukawa-Tait

Deputy Chair

Cr Kai Fong

Members

Mayor Chadwick

Cr Donaldson

Cr Kumar

Cr Maxwell

Cr Tapsell

Cr Wang

Cr Yates

Mr Thomass (Lakes Community Board member)

Mrs Trumper (Rural Community Board member)

Mr Biasiny-Tule (Te Tatau o Te Arawa Board Member)

Dr Morgan (Te Tatau o Te Arawa Board Member)

Quorum

7

STRATEGY, POLICY & FINANCE COMMITTEE DELEGATIONS

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Type of Committee	Committee
Subordinate to	Council
Suborumate to	Council
Subordinate Committees	n/a
Legislative Basis	Schedule 7, clause 30 (1) (a), Local Government Act 2002.
Purpose	The purpose of the Strategy, Policy and Finance Committee is to have oversight and make recommendations to the Council on the adoption and development of all Council's strategic, policy, planning and regulatory frameworks.
Reference	01-15-228
Membership	Councillor Raukawa-Tait (Chair) Councillor Kai Fong(Deputy Chair)
	Mayor Chadwick and councillors Donaldson, Kumar, Maxwell, Tapsell, Wang and Yates Te Tatau o Te Arawa members - Mr Biasiny-Tule and Dr Morgan Lakes Community Board member – Mr Thomass Rural Community Board member – Mrs Trumper Full voting rights for all members
Quorum	7
Meeting frequency	Monthly
Delegations	 The Committee's function is recommendatory only.¹ It is authorised to take actions precedent to the exercise by the Council of its statutory responsibilities, duties and powers, by: Receiving, considering, hearing submissions and making recommendations on draft plans (except the District Plan), strategies and policies (such as the Long-term Plan, Annual Plan; funding and financial policies; reserves management plans and asset management plans); Considering and making recommendations on the development of the Council's rating policy; financial strategy and budgets; Considering and making recommendations on the development of Council bylaws, including hearing submissions in relation to making, amending and revoking bylaws; Considering and making recommendations on Council's strategic direction to ensure efficient and effective delivery of Council's objectives and District Vision; Receiving and considering reports from working/strategy groups; Considering and making recommendations on the development of guidelines for decision making to assist Council in achieving its strategic outcomes; Considering and making recommendations on the establishment of levels of service across Council services to ensure alignment with strategic goals and priorities; Considering and making recommendations on the development of Treasury and funding functions;

¹ Council is authorised to delegate anything precedent to the exercise of Council's powers, duties and functions - Schedule 7, clause 32, Local Government Act 2002

	 Considering and making recommendations on proposals for the establishment of Council controlled organisations (including the appointment and remuneration of Directors, formation of constitutions and shareholder agreements); Considering and making recommendations on proposals for the sale and purchase of land; Considering and making recommendations on issues relating to Council leases; Considering and making recommendations on draft Council submissions/responses in relation to: Central government policies, plans and proposed legislative reform; Proposals by other organisations/authorities (Local and Regional). Performing such other functions as the Council may direct from time to time.²
Relevant Statutes	All the duties and responsibilities listed above must be carried out in accordance with the relevant legislation.
Limits to Delegations	The Committee does not have the delegated authority to make decisions for and on behalf of the Council. All matters requiring a decision of Council must be referred, by way of recommendation, to the Council for final consideration and determination. In the event that the Council resolves not to approve or adopt a Committee recommendation, the item shall be returned to the Committee via the Chief
	Executive for review and subsequent referral to the Council for further consideration and determination.

² A committee is subject in all things to the control of the local authority, and must carry out all general and special directions of the Council given in relation to the committee - see Schedule 7, clause 30(3), Local Government Act 2002.

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ROTORUA LAKES COUNCIL

Mayor Chair and Members STRATEGY, POLICY & FINANCE COMMITTEE

6.1 Three Waters "Be Better Off" Funding Application Proposal

Report prepared by: Jacque Rodda, Manager - Growth and Development, District Development

Report reviewed by: Jean-Paul Gaston, Deputy Chief Executive - District Development

Report approved by: Geoff Williams, Chief Executive

1. TE PŪTAKE PURPOSE

The purpose of this report is to:

- (1) Provide the committee with an overview of the process undertaken to reach a proposed application for the three waters "be better off" funding application.
- (2) To seek approval from the committee to make a three waters "be better off" funding application based on the proposal outlined in this paper.

2. HE TŪTOHUNGA RECOMMENDATION

- 1. That the report 'The Three Waters "Be Better Off" Funding Application update' be received.
- 2. That the Committee notes:
 - a. that Rotorua district is entitled to \$8.05m in the first tranche of the Three Waters "Be Better Off" fund.
 - b. that an application must be made by September 2022.
 - c. that making an application does not bind the council to support the Three Waters reform.
- 3. That the Committee recommends that Council supports making the application for funding to support the Aquatic Centre re-development (Stage 2 and 3).

3. TE TĀHUHU BACKGROUND

On the 9th June, the Strategy, Policy & Finance Committee supported an internal project evaluation and prioritisation approach to determine what projects should be included in our three waters tranche 1 'Be Better off' funding application.

The application will be for the full allocation of \$8.05million, with the key dates being:

- 1st July applications open
- 31st July funding available
- 30th Sept applications closed
- 12th November latest date for outcome notification

It was agreed, we would review our significantly planned or in-flight initiatives and screen these against five pass/fail criteria, namely:

- 1. Finish what we have started funding will enable completion.
- 2. Projects being construction ready.
- 3. Prioritise baseline outcomes funding will assist base outcome rather than additional nice to haves.
- 4. Asset will not be transferred
- 5. Aligned with the three purposes of the fund:
 - a. Supporting communities to transition to a sustainable and low emissions economy.
 - b. Delivery of infrastructure and/or services that enable housing development and growth.
 - c. Delivery of infrastructure that support improvements in community well-being.

4. TE MATAPAKI DISCUSSION

Over the last month, we have worked with managers to review significantly planned or in-flight initiatives. We screened 20 initiatives against the agreed project evaluation and prioritisation approach. A high-level summary of projects assessed, criteria and further considerations can be reviewed in attachment one.

It has been determined that the project that best fits our criteria, the criteria from the Department of Internal Affairs (DIA) and the wellbeing assessment is the Aquatic Centre Refurbishment. The funding will support both the shortfall of stage two and enable stage three, making up the total \$8.05million available.

The appropriateness of applying for better-off funding for this initiative has been discussed with our nominated contact from DIA. It was agreed this was a strong project to put forward and aligned with the outcomes of the fund well.

Aquatic Centre Refurbishment

Why is this project important?

The Aquatic Centre is by far the most visited Council community facility in Rotorua with the majority of visitors being young people. In 2019/20 it was on track to exceed 400,000 visits for the first time but due to six weeks of COVID-19 lockdowns and ongoing restrictions finished the year at 336,000. Within this 74,110 learn to swim lessons were delivered. The majority of users are tamariki and rangatahi (52% of visitors are children and students not including the 20% of visitors under bookings that are not split by age).

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Rotorua prides itself on its geographical location and boasts 17 lakes within its immediate surroundings. Many of these are popular places for play, relaxation and the pursuit of diverse watersports activities. Besides providing facilities for recreation and sports, a key function of the Rotorua Aquatic Centre is to assist the local community to develop and improve its confidence and safety in and around water.

The Aquatic Centre delivers services that have important social and economic benefits to our community.

- Swimming lessons Learn to Swim and Making the Difference Schools Programme serving both urban and rural schools for lessons and fun days
- Water safety Unison Lake Safety Programme
- Sports training swimming, water polo, clubs
- Competition events water polo, swim events, Flippa Ball, underwater hockey and even Aqua Bots, from local school swimming sports to attracting visitors regionally and nationally
- Recreation lane swimming, fitness, swim training, bombing and waterplay
- Fitness training (including water fitness classes and aquajogging, fitness centre gymnasium has 660 members)
- Fun for tamariki Easter hunts, ANZAC colouring competitions, inflatables in pools and outdoors, mini tramp, bombing platform, birthday parties.

The refurbishment project allows above services to continue safely into the future and to also attract more visitors and offer greater level of service to our community (refer to Attachment 2 for Project Objectives and Benefits).

What is required and why?

Rotorua Lake Councils 2021-2031 long term plan included three stages of project delivery:

- Stage 1: the upgrade of the 50m Pool and Outdoor Change Rooms which is now complete
- Stage 2: the refurbishment of the Main Pool Hall and Front of House and is currently in the tender evaluation phase
- Stage 3/Option 3: a commitment to develop options and attract external funding for new services, including the provision of a learn-to-swim pool, new hydro slides, new water play lido, new bombing pool, new café, fitness centre and upgrading of the spas.

Overall Council committed \$17.9m of Council funded investment to cover Stage 2 (all project costs including design, construction, consents and contingency) and \$500,000 seed funding to develop Stage 3 options.

The budget for Stage 2 was set in late 2020 and consequently did not anticipate the very high level of construction inflation that has occurred due to supply and demand impacts of COVID-19 both nationally and internationally. Stuff recently reported that housing construction costs increased by 21% in last year and we are continuing to see large price increases for building materials and services³. The tenders received for the construction of Stage 2 have therefore exceeded the construction budget available.

The \$8.05 million would enable Stage 2 to be completed and also some of the Stage 3 scope. External funding is available (subject to further option development and negotiation) for a significant proportion of estimated cost for hydroslides and Aquaplay complex. The balance of the \$8.05 m is expected to be sufficient to cover the difference. Work would continue to secure funding for other components such as Learn-to-swim pool.

³ By the numbers: The cost of building is going through the roof | Stuff.co.nz

Why now?

The indoor facility was completed in 1984 (38 years old) and is in the same condition as when built plus a few minor modifications. As outlined in the project business case problem statements (refer Attachment 2) the overall condition of the building and associated services is generally poor and worsening. If these issues are not correctly addressed in the near future, the overall usable lifespan of the building will be significantly reduced. An increase in the rate of interruptions to service and health and safety incidents is also likely as equipment and building structures fail and breakdown repair work is undertaken.

In addition, the level of service supplied by the existing facilities is poor. Changing rooms are the number one asset needing refurbishment according to the public; the foyer acts as a wind tunnel causing multiple service delivery issues; visitor accessibility needs are not well met; humidity and condensation negatively impact the visitor experience; and no poolside showers creates issues. The facility also lacks services our community has been requesting for some time such as hydro slides, water play, and dedicated learn to swim and bombing.

The project works have been consulted on in both the 2018 and current 2021 Long Term Plan processes and looking back to the 2014 "Ideas Store" over 30% of all "ideas" in the Sport and Recreation space related to the Aquatic Centre with more than half related to provision of hydro slides. In the consultation on the 2021-31 Long Term Plan more than 780 individuals, groups and organisations gave feedback and 532 (68%) of these had reference to the Aquatic Centre which was the single most commented on initiative in the LTP consultation process. Of this feedback on the Aquatic Centre, 75% was supportive of a full Aquatic Centre redevelopment so there is clearly very strong community support to continue upgrading and improving the facility.

The project has been through engagement, investigation, design, consenting and tender stages and is ready to appoint a contractor to start as soon as funding is confirmed and negotiations are concluded. This could be as early as September if the funding application is successful. To not move forward now would risk further deterioration of the facility, increased health and safety risk, a frustrated community, losing the knowledge of the project team, consent expiration and losing credibility with major contractors.

Assessment - RLC Criteria

- 1 Finish what we started Yes
- 2 Construction ready Yes
- 3 Prioritises baseline outcomes Yes
- 4 Asset will not be transferred Yes

Assessment – Better Off Funding Criteria

Requires a high or very high in one or more of three criteria. The Aquatic Centre scores Very High in Criteria 3: Delivery of infrastructure that support improvements in community well-being⁴.

Assessment - DIA Prioritisation Criteria

- 1. Strategic Plan (Business Case / Prev Funding Document etc) Yes Business Case completed
- 2. Risk Analysis Yes undertaken continuously through Project Management practices and reported monthly to Project Steering Group

⁴ Other criteria are: Criteria 1: Supporting communities to transition to a sustainable and low emissions economy and Criteria 2: Delivery of infrastructure and/or services that enable housing development and growth.

3. Community Consultation - Yes over multiple years and occasions, most recently via the 2021-31 Long term Plan

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- 4. Iwi/Māori consultation and most recently refer to Attachment 3, a letter of support from Te Rūnanga o Ngāti Kearoa Ngāti Tuara
- 5. Value for money (do Wellbeing outcomes justify cost) Yes wellbeing outcomes justify an aquatic centre and the stage 2 scope was the best value alternative when assessed in the Business case and consulted on with community.

Wellbeing Assessment - Table provided by DIA

Initiative Description	Aquatic Centre Refurbishment	
Better off funding criteria met:		Wellbeing areas met:
Delivery of infrastructure the community well-being.	nat support improvements in	Social – Very High Economic – Medium
Wellbeing Outcomes	How it is measured	How outcome is reported
Increased utilisation due to improved and extended services	Number of visitors to the aquatic centre per year	Quarterly Long Term Plan Performance Reporting
Increased customer satisfaction	Percentage of customers very/fairly satisfied with Aquatic Centre	Quarterly Long Term Plan Performance Reporting
Increased water confidence, water capability and safety around water	Number of lessons in Learn to Swim School programmes per term	Quarterly Long Term Plan Performance Reporting
Improved accessibility of Aquatic Centre services	Number of visitors with accessibility requirements	CLM monthly operational reporting
Improved health and safety when using the facility	Improved water quality Number (reduction) of reported incidents and/or near misses	CLM monthly operational reporting
Economic impact of increased services and events and enhanced reputation	Number of events held Revenue increase Number of jobs created	CLM monthly operational reporting

Next steps

If the committee agrees with this approach, our next step will be to fill out the application form and submit to DIA. We are aiming to complete this by the end of July. Outcome is expected mid-September at the latest.

In parallel the Aquatic Centre Project Team will continue with the tender clarifications and evaluation process and then plan to bring a tender recommendation to the August Committee meeting asking for authority to appoint the preferred contractor, subject to being successful for the Be Better Off funding.

6. NGĀ ĀPITIHANGA **ATTACHMENTS**

Attachment 1: High-level summary of projects assessed.

Attachment 2: Business Case Excerpts

Attachment 3: Letter of Support from Te Rūnanga o Ngāti Kearoa Ngāti Tuara

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Attachment 1 – High-level summary of projects assessed

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Project / Initiative	RLC Criteria- Pass / Fail Criteria	DIA Initial Eligibility - Pass / Fail	Further considerations
Aquatic centre stage 2 (roof & refurbishment)	Yes	Pass	Funding shortfall - rising construction cost
Aquatic centre stage 3 enhancement	Yes	Pass	External funding required
Rotorua Museum Enhancements	No	Just Pass	Need other funding partners - Potentially tranche 2
SHMPAC	Yes	Just Pass	Timing - project will be completed
CCTV - expansion of CCTV network	Yes	Just Pass	Procurement issues with supply of cameras
Reserve Enhancements - Hannahs Bay and Hamurana	Yes	Fail	Outcomes limited to specific communities
Whakarewarewa Forest	Yes	Just Pass	No funding shortfall
Baxendale Esplanade	No	Just Pass	Not started or construction ready
Guy Roe and Okaro toilet upgrades (Rerewhakaaitu)	No	Fail	
Lakes Infrastructure Enhancements - Gisborne Point	No	Fail	
Lakes Infrastructure Enhancements - Rotoma floating boat ramp	ON .	Fail	

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Lakes Infrastructure Enhancements - Tarawera Landing Dev	No	Fail	
Waikite Valley Thermal Pools Renewal	No	Fail	
Lakes Infrastructure Enhancements - Lake Otamarae	ON.	Fail	
New Chapel at Sala Street Cemetery	No.	Fail	Not started or construction ready
Rotorua Museum - Exhibition space	No	Fail	Not started or construction ready
Skate Park and Pump Track in Kuirau Park	No	Just Pass	Not started or construction ready
Lakes Infrastructure Enhancements - Lake Tikitapu event space and boardwalk	ON	Just Pass	
Reserves Erosion Control and Lakeside erosion	No	Just Pass	
Westbrook Precinct	No	Just Pass	

ATTACHMENT 2 – BUSINESS CASE EXCERPTS

PROBLEM STATEMENTS

Problem Statement 1: Indoor Pools Building Condition

Specific areas of concern are:

- Deferred maintenance and roof design flaws have resulted in the roof purlins losing some or all if the
 protective coating that prevents corrosion. The purlins therefore require significant invasive repair work or
 replacement in order to preserve the overall building design life. Over the past year two incidents have
 occurred within the facility due to corrosion of equipment and services within the roof. In both cases
 effective steps were taken to prevent a reoccurrence.
- The building roof and interior ceiling suffers from rainwater ingress and condensation. The design and construction promotes corrosion of the roof structure and associated metallic services by allowing chlorine laden moist air to condense and pool against supporting structures. A condition assessment of the roof structure5 (undertaken in July 2019) showed that the roof is structurally sound, but that 30% of the protective galvanised coating6 on the purlins is completely depleted, and 40% of the other purlins are showing significant loss of the coating. The root cause of this issue should either be fully addressed, or at the very least managed to either prevent future corrosion, or to reduce the rate of corrosion respectively.
- The ventilation systems have reached end of life. They are inefficient, corroded and do not provide the level
 of heating, cooling or humidity management necessary for customer comfort. Significant features such as
 heat recovery and air pre-heating systems no longer work. Poor function of these systems is also contributing
 to the roof corrosion issues by failing to correctly manage the humidity in the air.

Problem Statement 2: 50m Pool Condition - N.a as improvement now completed.

Problem Statement 3: Poor Level of Service

The existing facilities are outdated and detract from the service offering.

- Besides a minor re-structure in 2003, the existing change rooms remain relatively unchanged from their
 original construction in 1984. Walls, floors, ceilings, structures and fixtures are all showing significant
 discolouration and wear and tear. Discussions with centre staff, the Aquatic Centre User Group and
 comments from members of the general public all refer to the change rooms as the number one asset that
 needs to be refurbished.
- The current main entrance comprises of two automatic doors that open straight to the outside air. When these open, a wind tunnel effect can occur with outside air rushing into the centre causing:
 - o Users in the Leisure Pool to feel cold
 - o Staff in the reception area to feel cold
 - o Significant volumes of leaves and dirt to be blown in
 - Any dirt already in the building to be lifted and blown around
- Several features are simply worn out or outdated. The spa pools (inside and out) are located within
 Styrofoam / cement landscaping features that are discoloured and breaking apart. These are areas where
 users tend to want to relax and spend time within a pleasant environment. The current worn-out landscaping
 is no longer as pleasant as originally intended.
- The humidity within the building (brought about by the poor ventilation system performance) can make the
 atmosphere within the building very unpleasant for staff and centre users. This is demonstrated by the large
 volume of condensation that runs down the external glazing (leaving stain lines) as well as drips of
 condensation falling from the ceiling structures onto pool users.
- Facilities for accessibility customers are outdated. The existing care suite in the change room area is worn out and pool access can only be made using a manual davit crane that is cumbersome to use.
- Pool users in modern aquatic facilities are often provided with convenient means to shower prior to entering the pools. This simple procedure not only reduces the chances of transferral of recreational water illnesses, but also significantly reduces the amount of dirt, cosmetics, sunscreen and body oils / fats entering the water. This helps keep the water in good condition and significantly reduces the loading on the pool filtration plant. The Rotorua Aquatic Centre provides a small showering booth in each change room, but these are inconveniently located for a large number of users, especially those who use the existing family change rooms. There is also no 'flow' system for people entering and leaving the pools that would normally 'steer' users towards showers prior to entering the pool space. Provision of poolside showers, coupled with signage to direct people to them before bathing should help to deliver a healthier environment for pool users.

Problem Statement 4 - Operational and Resource Scheduling Constraints

Despite having significant water space available, the Centre operator often struggles to balance pool utilisation to meet demand. Typical issues are:

- There is no dedicated Learn To Swim (LTS) area. Lessons are currently held within the Leisure Pool, an area
 that suffers from significant disruption from nearby water-play activities and faecal contamination is`sues.
 Learn To Swim is a key revenue stream for the pool operator that requires high asset availability to be
 successful and is an essential
 - component of their business model. Learn To Swim is also a key element for improved water safety.
- The 50m pool is a large water space that cannot be easily divided to smaller areas for dissimilar activities to take place simultaneously. This results in less than optimum utilisation of the space. Fixed now
- "Bombing" and Aqua-jogging are two activities that are often confined to the 'bulkhead' area of the 33m indoor pool. From a health and safety point of view, the two cannot safely be undertaken in the same body of water.

OBJECTIVES

- 1. Prolong the service life of the Aquatic Centre infrastructure through the execution of strategic upgrades and refurbishments so it continues to provide a service to Rotorua's community for many years to come.
- 2. Refurbish the 50m outdoor pool so it can be used as a regional facility for FINA standard training and thereby be safely used for local and regional swimming competitions (that necessitate use of the diving blocks). At the same time, address the leaks and install a bulkhead into the pool to allow it to be quickly configured as a single 50m pool or two 25m pools.
- 3. Improve the level of service by:
 - a. Refurbishing existing facilities
 - b. Providing greater change options for families, accessibility customers and gender types
 - c. Providing easier accessibility to pools for disabled customers
 - d. Improving the operator's ability to easily re-purpose water space to match user demand.

BENEFITS

Benefit 1: The Aquatic Centre asset life will be prolonged and (with appropriate maintenance) will continue to provide an essential service to the community.

Benefit 2: The provision of a broader range of changing room options and accessibility equipment will ensure the centre attracts a wider range of people and will be known for being inclusive of a significant proportion of its user base. Provision of poolside showers and appropriate people flow controls will improve water quality and reduce the potential for exposure of users to water-borne contaminants.

Benefit 3: The improved environment coupled with affordable entry fees and an increase in available concurrent activities will bring about an increased level of utilisation of the centre. This in turn will:

- Provide greater opportunities for customers to learn to swim, gain better confidence and be safer in Rotorua's water spaces.
- Allow a greater range of commercial opportunities to be undertaken providing fitness and sports services to the community.
- Increase utilisation of the centre for varied water sports, training and events.
- Increase Rotorua's reputation and patronage as a year-round destination for competition training through the provision of a pool suitable for hosting FINA standard training, and local and regional swimming competitions.

Benefit 4: Through successful delivery of the three benefits above, the centre will be in a better position to attract

investment in additional features such as: A full-size gymnasium, retail opportunities, a cafeteria, hydro slides etc. Such items will be considered under subsequent stages of the project.



Geoff Williams Chief Executive Officer Rotorua Lakes Council Private Bag 3029 Rotorua 3046

5 July 2022

Tēnā koe Geoff

Ko Tihi-o-Tonga te maunga Ko Utuhina te awa Ko Tarewa Pounamu te marae Ko Ngāti Kearoa Ngāti Tuara te hapū Ko Te Arawa te iwi

I am writing on behalf of Te Rūnanga o Ngāti Kearoa Ngāti Tuara in support of the funding application for the redevelopment of the Rotorua Aquatics Centre. This is a valuable resource for the Rotorua community providing recreational facilities for whanau, tamariki and kura. The learn to swim classes have been a particularly important programme for children and adults in the Rotorua area where water safety is paramount if the general public are to enjoy our many lakes and rivers.

Ngāti Kearoa Ngāti Tuara have a particular interest in this area as our hapū donated the land to the District Council. Many of our whānau still live at Tarewa and our marae, Tarewa Pounamu, in Tarewa Road is adjacent to the Aquatic Centre carpark. Tarewa Pounamu Marae is a centre for a number of community social services, including Maatua Whāngai, youth mentoring, parenting programmes, Rangatahi Court, and counselling services. Parking at the marae is limited and cars are often forced to park on Tarewa Road – the sides of the road, the footpath and grass verges.

It seems that this parking problem can be resolved by providing parking in the north end of the Aquatic Centre carpark. Therefore, our support for the Aquatic Centre redevelopment and the funding application is contingent on Council committing to provide additional carparking space to support the marae, with appropriate footpath and entryway to the marae from the Aquatic Centre carpark.

We are happy to support this response by meeting with Council representatives in person if this is required.

Heoi anō, nā

Roy R Box

Robyn Bargh

Chairperson, Te Rūnanga o Ngāti Kearoa Ngāti Tuara