

# **Aquatic Services**



# **Aquatic Services Activity Plan**

Enriching lives through water experiences

#### **Preface**

#### Introduction / Summary

The Aquatic Services Activity Management Plan (AMP) covers one of seven Leisure, Recreation and Wellbeing Services addressed in the Invercargill City Council Long Term Plan (LTP). This Plan is, therefore, strongly linked to the overall strategic direction for the District. The LTP is the document and process that alerts the Community to the key issues and strategies contained in this document.

The purpose of this Plan is to outline and to summarise in one place, the Council's strategic approach for the delivery of the Aquatic Services Activity.

The AMP demonstrates responsible management of the function on behalf of ratepayers and stakeholders and assists with the achievement of community outcomes and statutory compliance. The AMP combines management, financial, and technical practices to ensure that the level of service required by the law and expected by the Community is provided in the most operationally effective and sustainable manner.

This AMP is based on existing levels of service, currently available information, and the existing knowledge / judgement of Council staff.

#### 1. What we deliver

#### What the activity is

The Southland Aquatic Centre (Splash Palace) provides aquatic facilities for the health, well-being and enjoyment of the community and a place where people can learn to swim and learn water safety. These facilities also enable a range of water sports to be practised and enjoyed, and attract events to the city. Splash Palace provides an important indoor recreational activity for the community, where the diving boards, hydroslides and other leisure activities, engage a wide range of the community.

#### **Activity Overview**

The Southland Aquatic Centre's trading name is Splash Palace. Opened in 1997, Splash Palace is one of New Zealand's premier aquatic sport and leisure centres with an average of over 380,000 admissions recorded annually. The facilities offered at Splash Palace include:

- 50m main pool
- leisure pool
- swirl / spa pool
- tots' pool
- learners' pool
- sauna
- cold plunge pool
- waterslides
- diving facilities
- meeting room
- café
- retail shop

#### Why we are involved in this activity

The provision of public swimming pools is seen as being important to the health and wellbeing of the community.

Invercargill City Council provides public swimming pools because it is unlikely that any private organisation would be able to provide such facilities for community access.

All Invercargill schools (primary and secondary) use the Southland Aquatic Centre for the purpose of teaching swimming and water safety. A range of community and commercial organisations also access the facility to undertake more competitive swimming training and competitions, other competitive or social sporting activities as well as rehabilitation and restorative activities.

The primary goal of the Pools Activity is to provide quality and affordable aquatic health and fitness, education, sport and leisure services for the community.

#### Community outcomes

The Community outcomes set out what Councils wants to achieve for the community over the next ten years as we continue to work together to create Our City with Heart.

The following graph includes the outcome statements for each of the four community wellbeings – Economic, Social, Cultural and Environmental.

Figure 1: Community Outcomes and The Four Wellbeings

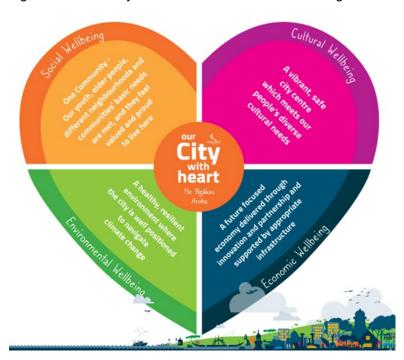


Table 1

Community Outcomes

Community Outcomes	How the Activity Contributes
Social Wellbeing  One Community – Our Youth, Older people, different neighbourhoods and communities' basic needs are met, and they feel valued and proud to live here.	The Pools Activity provides a range of learn-to-swim, fitness and other water based learning and recreation activities that cater for all members of the community. It provides a safe enjoyable environment that is inclusive of everyone and affordable access to aquatic services.
Cultural Wellbeing  A vibrant, safe city centre which meets our people's diverse cultural needs	The Pools Activity provides a range of learn-to- swim, fitness and other water based learning and recreation activities that cater for all members of the community.
Economic Wellbeing  A future focused economy delivered through innovation and partnership and supported by appropriate infrastructure.	The Pools Activity hosts events that bring people to Invercargill from across Southland and New Zealand. The Pools provide affordable access to aquatic services by reducing financial barriers to participation.

#### Our vision

#### Enriching lives through water experiences

#### Our activity objectives

The principal objectives of the Pools Activity are to:

- To increase the annual usage of Aquatic Facilities per year; including lane space, booking space, café and retail turnover, spa, sauna, cold pool and slides. Attendance not to exceed the occupation specified under fire safety limits for the site and only during published opening hours for the pools.
- Provide a high level of satisfaction (as expressed in the ratepayer survey) with our services at all times.
- Ensure the pools are kept within operating guidelines of the New Zealand Pool Water Standards NZS5826:2010 at all times.
- Ensure that the pools maintain annual accreditation as Pool Safe facilities by Recreation Aotearoa.
- To increase participation in the Learn to Swim programme.
- Ensure the number of unplanned pool closures does not exceed 15.

#### 2. How we determine what we do

#### Our Strategic Framework

Activity Management Plans underpin the activities in the Long Term Plan, they record the current and desired Levels of Service and Maintenance, Capital Works Programmes and budgets (if applicable) required to ensure the activity meets the desired Levels of Service.

Adoption of the budgets for these programmes is carried out through the Long Term Plan process. Changes to budgets for programmes may occur during the consultation process and adoption of Long Term Plan budgets.





#### **Our Customers**

Splash Palace has a wide range of customers from babies to adults who utilise the facility for learn to swim and water safety education, recreation and leisure, health and fitness and sport. These customers come to the facility as individuals, with sports clubs, disability groups and schools.

Other organisations include; Water Safety New Zealand, Swimming New Zealand, Royal Life Saving Society, Plunket, YMCA, Active Southland, Southern Institute of Technology I Te Pūkenga and others.

Table 2

Aquatic Services Stakeholders

Stakeholder and Community	Area of Interest	Engagement
Community Use	Splash Palace is open for community use 97.5 hours per week. Community users are made up from recreational, sport, health and fitness, rehabilitation, and green prescription users.	Liaise, survey and consult through plans.
Learn to Swim	<ul> <li>Splash Palace Swim School offers private learn to swim lessons and has between 500 and 700 pupils ranging from babies to adults each term for learn to swim lessons. The swim school also offers intensive week-long lessons each school holiday period.</li> <li>Each year approximately 29 schools use the facility for learn to swim and water safety.</li> </ul>	Face-to-face, survey, consult.
Aquatic Sport	<ul> <li>Swim Southlands five Swimming Clubs use the facility weekly.</li> <li>Competitive swimmers train twice daily with professional coaches.</li> <li>An average of 12 competitive swimming events are held each year.</li> <li>Approximately 600 children attend Water Polo competitions each week during the 1st and 4th school terms.</li> <li>Underwater Hockey is played weekly.</li> <li>Canoe Polo is played weekly.</li> <li>Synchronized swimming competitions and training.</li> </ul>	Face-to-face, survey, consult.
Others	<ul> <li>Independent Personal Trainers.</li> <li>Exercise Contractors.</li> <li>Local and visiting sports teams.</li> <li>Health organisations.</li> <li>Various non aquatic sporting groups.</li> <li>Corporate health and fitness groups.</li> </ul>	Face-to-face, survey, consult.

#### Our Levels of Service

The Aquatic Services Activity supports the Council's community outcome for social wellbeing through providing and maintaining an affordable and well utilised aquatic facility, ensuring accessible and quality learning opportunities are available to communities and that Splash Palace pool is safe for users.

The Aquatic Services Activity provides high quality, safe and affordable aquatic sports and leisure facilities for the benefit of the community, measured through the number of visits, Swim School participation, and resident satisfaction ratings.

**Table 3**Aquatic Services Measures for Levels of Service

MEASURE 2024-2034		TARGET
Annual number of Splash Palace users	ash Palace users  Number of visits per head of Invercargill City population	
	Total Number of Splash Palace users	390,000
Percentage of residents satisfied with Spla	ash Palace	75%
Time when a minimum of four 25m public	lanes are available for swimming	95%
Time pools are kept within operating guide Water Standards NZS5826:2010 to ensure users		100%
The number of unplanned pool closure	Less than 15 pool closures/year	
Learn to swim participation		700

 Table 4

 Aquatic Services Baseline Measures and Targets

Measure		Baseline (2022/23)	2024/25 Target	2025/26 Target	2026/27 Target	2027-2034 Target
Annual number of Splash Palace users	Number of users per head of (Invercargill City) population	6.6	6.8	7	7.2	7.3
	Total Number of Splash Palace users	New Measure	390,000	400,000	410,000	420,000

Measure	Baseline (2022/23)	2024/25 Target	2025/26 Target	2026/27 Target	2027-2034 Target
Percentage of residents satisfied with Splash Palace	67%	75%	75%	80%	85%
Time when a minimum of four 25 metre public lanes are available for swimming	98%	95%	95%	95%	95%
Time pools are kept within operating guidelines of the New Zealand Pool Water Standards NZS5826:2010 to ensure the health and safety of pool users	100%	100%	100%	100%	100%
The number of unplanned pool closures	New Measure	Less than 15 pool closures/year	Less than 15 pool closures/year	Less than 15 pool closures/year	Less than 15 pool closures/year
Learn to swim participation	New Measure	700	725	750	750

#### Assessing demand - current and future

#### Factors Influencing Demand

The 2020/21 New Zealand Health Survey found that one in three adults (aged 15+) were overweight (34.4%). This has increased from 30.9% in 2018/19.1

Additionally, the survey found that 12.7% of children aged 2-14 were obese and this was significantly pronounced in socioeconomically deprived areas. This has increased from 11.3% in 2018/19.<sup>2</sup>

Obesity is a risk factor for many chronic diseases including type 2 diabetes, heart disease, hypertension, stroke and some cancers. Obesity and inactivity are major risk factors for causes of death in New Zealand.

In terms of social demographics, the population is ageing and with this comes a need for exercise facilities that cater both to older patrons and to those with limited mobility or some form of physical disability. Demand in this area is being driven in particular by the reduced services of the Southland Hospital Rehabilitation pool; an increase in physiotherapy services and rehabilitation activities has been seen at the Southern Aquatic Facility as a result of this.

<sup>&</sup>lt;sup>1</sup> Annual Update of Key Results 2020/21: New Zealand Health Survey | Ministry of Health NZ

<sup>&</sup>lt;sup>2</sup> Annual Update of Key Results 2020/21: New Zealand Health Survey | Ministry of Health NZ

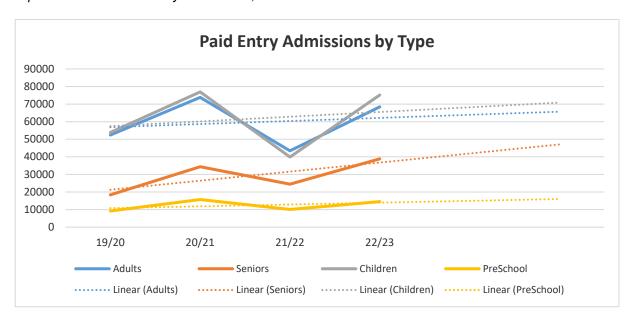
#### Projected Growth or Decline in Demand for the Service

Demand on this activity is largely influenced by population changes, changes in demographics and societal trends.

The figure below illustrates the actual changes in use of Splash Palace through paid entry admissions over the past four years; with the continuing increase in population age and paralleled increases in obesity, related diseases and returning to normal post-covid, it is expected that this growth trend will continue for the next four year period and beyond.

Figure 1

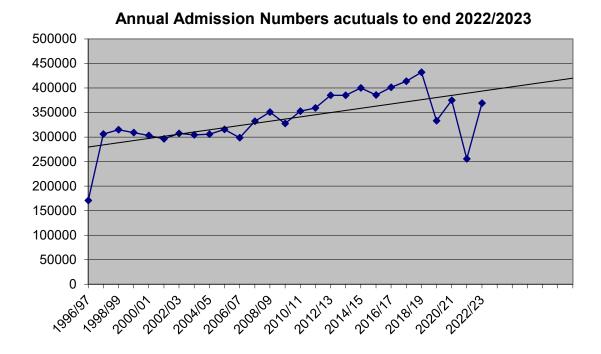
Aquatic Services Paid Entry Admissions, 2019-2023



The Level of Service for admissions into the facility is currently measured on a baseline of a minimum of 6.6 visits per head of population as well as a new measure of total admissions; admission numbers since 2019/20 have on average been approximately 6.07 visits per head of population for an average of 332,000 annual admissions. Admission numbers include paid entry, spectators, café and retail users. Admissions were severely impacted by Covid-19 restrictions.

Figure 2

Aquatic Services Annual Admissions Trend, 1996-2023.



Note the sudden drop in admissions in 2019/2020 was due to the Covid-19 pandemic. This has had an ongoing effect on admission numbers however admissions are now slowly increasing back to pre-Covid levels. Nonetheless, transposing past data to future admission numbers it is likely that annual admissions as high as between 420,000 and 450,000 could be seen in the next 7-10 years.

Changing demographics will also influence demand on the facility. An ageing population will require different or modified services in order to meet their requirements, however, core provisions of the activity - space for recreational aquatic activities and learn to swim - must still be preserved.

2022/23 has seen the highest participation rate for seniors since Splash Palace opened in 1997, this is evidence of the increased demand seniors will have on the facility over the next 5-10 years where additional services including rehabilitation will be required.

#### Changes in Service Expectations

Community outcomes are central to the activities of the Aquatic Services. As previously noted, the activity contributes to the outcomes in a number of different ways. These outcomes then dictate to some extent the Levels of Service.

An increase in admissions of seniors and disabled persons will drive a subsequent change in focus on some of the Levels of Service. Given the current trend of senior users, programming of space for recreation and leisure, aqua jogging and shallow water space, as well as space for social gatherings (i.e. in the café) will need to be considered. The need for increased accessibility, rehabilitation services, and increasing aquatic 'multi-use' demands (i.e. variable water depths, temperatures and accessibility) will all have an impact on service expectations.

Additionally, consideration must be given to the relationship between increased admissions, pool space and levels of service; specifically that as admissions increase there is a subsequent reduction in the level of service as pool, spa, sauna and leisure space decreases, increased demand on cleaning resources, waiting times increase and availability of equipment decreases.

#### **Expected Implications for the Activity**

It is expected that without intervention, Levels of Service will decrease as both admission numbers increase and demand for services change.

Splash Palace will also need to continue to provide new and exciting recreation concepts and equipment every year to ensure best possible recreational use of the facilities by children and teenagers. General recreation equipment such as inflatable obstacle courses and other recreational equipment are included in the annual budgets.

There is also an expected increase on fitness, sport and recreation related aquatic activities that require a facility that offers multi-use space (i.e. water depths, temperatures and accessibility) which will impact the current and future provision of Aquatic Services.

#### Future Demand Issues and Challenges

When the ratio of senior to adult admissions becomes significant, there may be an effect on the financial sustainability of the facility given the reduced admission cost for senior versus adult. In addition to this, there is an increasing demand for the pools to be able to deliver a wider range of aquatic activities that require different pool setups including water depth, temperature and accessibility.

The availability of pool and changing room space and tension between different user groups (i.e. individual swimmers, aqua joggers, aquatic team sports, older patrons, young children, disabled users, learn to swim users and users with specific space requirements etc.) is a current and ongoing issue, and a future challenge.

With expected admission numbers likely to increase this will be a primary concern in the next 3-10 years. A proposal to build additional multi-use pool space beginning in 2028/29 will contribute significantly to sustaining an appropriate level of service for all users.

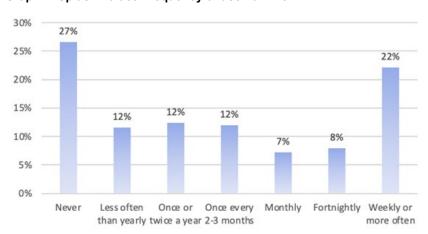
There is an allocation of funds included in the 2024/25 year to undertake a business case for the additional pool services planned in 2033/34. This business case will gain an understanding on what the community needs are, concept plans and cost estimates.

#### Possible Demand-Related Responses

The issue most likely to affect Levels of Service is increased admission numbers and the subsequent consequences of this. A number of responses, including non-asset related responses could be implemented to mitigate this. However, tension exists between the intended outcome of such responses and the likely negative effect on the community as a whole.

While the Residents Survey methodology has changed during the 2022/23 financial year, the results show an overall increasing frequency of use. For the 2022/23 FY, 49% of residents visited Splash Palace at least once every 2-3 months, compared to 35% for the

2022 and 41% in 2020. The percentage of those never visiting Splash Palace was similar in the last two financial years (27% in 2022/23 and 29% in 2022).<sup>3</sup>



Graph 1: Splash Palace Frequency of use 2022/23FY

Table 5

Demand-related responses – pro and contra

Response	Pro (Outcome)	Contra (Outcome)
Increase admission costs	Reduce demand (no increase in space)	Shift affordability further to the wealthier demographic
Increase opening hours	Hypothetically reduce demand at peak times (no increase in space)	Demand times would remain the same (due to competing time demands on customer)
Build additional multi-use pool space with ramp and stair access	Increased space, better accessibility, and improved ability to clean around poolside.	Capital Cost to build, Operational cost to operate

To cope with demand issues and to help address access issues for physically impaired users in the facility a project to build additional pool services in 2033/34 is proposed. This would include a 15m x 25m 6 lane 2m deep lane pool with an accessible ramp and optional moveable floor, a 20m x 15m Hydrotherapy pool with an accessible ramp and optional moveable floor, a new and larger Spa Pool and Cold Plunge Pool with accessible ramps. New and larger Sauna and Steam Room with accessible access. Repurpose the current foyer area to install a new zero-depth wet pad with a water play structure that is suitable for not only smaller children but families as well. Create a better connection with poolside, hydroslides, meeting room and public toilets. A new foyer, reception, public toilets, café, retail, offices and meeting room area to the east of the facility and look to extend the carpark and provide an alternative access on to Tweed Street.

Past and current facility planning has meant that there is future space to expand the facility to allow for the addition of another pool; it is expected that with a new pool several problems would be solved:

13

<sup>&</sup>lt;sup>3</sup> ICC Residents Survey 2022 Final https://objective.icc.inet/documents/A3929814/details

- Provide a multi-use pool that could cater for minimum depth 2m depth activities.
- Provide a more consistent availability of public space for lane swimming, aqua jogging etc.
- Provide a hydrotherapy pool to allow for rehabilitation activities and warmer water for the ageing population.
- Provides an inside water play area for smaller children and families that compliments the leisure pool and hydroslides.
- Provides a 'redundancy' should the main 50m pool need to close for whatever reason.
- Modern disabled accessibility options would be built into a new pool (permanent ramp and stairs).
- Creates a facility for everyone of all ages.

New additional pool services would be appropriately positioned to make use of the existing facility's ancillary activities (e.g. change rooms) as well as keeping all staff in the same location.

#### Possible Non-Asset Solutions

- Increasing the user charge for all admissions is not preferable as it would simply make the pools less affordable for the whole community.
- Increasing opening and closing hours is not preferable due to the likelihood that demand times would stay the same.

#### **Managing Expectations**

Provided the population increase assumptions are correct, over the next 15-20 years, overall admission numbers are likely to increase and consequently expectations of the Levels of Service regarding the provision of services for seniors and disabled persons are likely to change significantly. These are likely to relate to aspects such as space availability, access for the disabled and possibly recreational / leisure activities specific to both.

This will likely see pressure to supply a higher level of service for this age group such as more private changing facilities, safer environment, increased organised programmes and possible conflict with younger age group recreation and leisure programmes.

It is expected that more people in the 40 to 65 age group will take part in health and fitness programmes and expect a higher level of professional delivery of health programmes. This is based on Sport NZ research into the changing patterns of use in recreational activities across New Zealand.

It is not expected that there will be a major change in the pattern of use for the 0 to 15, 15 to 25 or the 25 - 40 age groups.

These increases, especially within the younger market segments, may offset the expected lower numbers attending formal sporting and club programmes as noted in Sport NZ research into declining participation rates.

Increase in use of Splash Palace by people with limited to no swimming ability, over the age of 40 and people with disabilities is expected, as well as extra water space at multiple depths and temperatures, including additional lane space, will be needed. This is also likely to be compounded by demand from aquatic support users (rehab etc.) and other sporting codes, the increasing use by adults for health and wellbeing and the increasing incidents

of obesity in the community driving people to seek low-impact recreation, which also increases the demand for a multi-use facility.

## 3. What we're planning

#### Key issues and challenges

The key strategic issues and challenges facing the Invercargill City Council are:

- Meeting the changing needs of our rangatahi as part of our wider population, which is growing older and more diverse.
- Delivering city centre renewal.
- Enabling the housing, health, security and social infrastructure our city needs to grow.
- Navigating increasingly complex environmental challenges including climate change, land contamination and earthquake risks.
- Maintaining Community affordability in a time of economic volatility Core infrastructure, major projects and levels of service will be delivered with financial prudence and efficiency.
- Ensuring Council leadership and delivery is credible and effective, building community trust and engagement.

The Aquatic Service Activity has identified the need for the addition of a new multi-use swimming pool. This project aligns with Council's strategic Issues and Challenges, specifically:

- Meeting the changing needs of our rangatahi as part of our wider population, which is growing older and more diverse.
- Maintaining Community affordability in a time of economic volatility Core infrastructure, major projects and levels of service will be delivered with financial prudence and efficiency.
- Ensuring Council leadership and delivery is credible and effective, building community trust and engagement.

The additional new pool services is signalled for the 2033/34 year and does not form part of the next three year Council investment priority. It will however require significant planning and will likely become part of the consultation for the 2030 Long-term Plan given it would fall into year 3 of that LTP. Funding for this project will likely come from loan funding, however, it is expected that servicing this loan will come via rates, user pays and grant funding from external sources.

#### Key operational issues

Day to day operation is managed by the Aquatic Services team operating under guidelines set by the NZRA Poolsafe accredited procedures. Plant / Building operations and asset maintenance is supervised by the Aquatic Team Facility Maintenance Supervisor in conjunction with the Building Asset team.

Key Operational issues include:

- a. Space and availability and the expectation customers have of this.
- b. Managing admission costs.
- c. Cleanliness of the facility and the expectation customers have of this.

#### Operation / Maintenance Standards and Specifications

The operation and maintenance of the aquatic facilities are managed by Aquatic Services staff. The key purpose of maintenance is to provide and maintain swimming water that is compliant with NZS5826:2010 and maintain all other parts of the aquatic buildings in a clean and safe manner to meet industry guidelines (as per the NZRA Poolsafe Quality Management Scheme).

Maintenance work and capital work -; both carried out under NZS4441:2008 (Swimming Pool Design) is undertaken by the Facility Maintenance Supervisor, whilst cleaning duties and basic water compliance checks are carried out by lifeguard staff. Contractors are often engaged when maintenance requires expertise outside of Aquatic Services staff.

#### Operation/Maintenance Options and Alternatives

An alternative to the existing arrangement could involve sole asset management of the pool facility by pool staff. This however would require a paradigm shift in Council's asset philosophy, particularly of building assets which delivers a consistent approach to asset management across all Council buildings.

The cost to do this within the Pools staff would increase and may cost more than the internal services charge already charged by the Assets team, as costs are shared across a range of Council's building assets.

#### Recommended activity programme

Several critical assets are required for the continued success of Splash Palace. Whilst the programmes behind the assets themselves are covered by the Building Assets Activity Plan, the assets themselves are a key part of the Splash Palace operation. As outlined throughout section 2 these assets include additional swimming pool services with disabled access (a new capital project).

The operation relies on this project in particular to ensure:

- 1. Appropriate levels of service are maintained;
- 2. Increasing demand is met:
- 3. Changing demand is met.

Whilst the funding for this addition will be via loan, it is expected that some grant funding will be able to be secured and the user-pays return on this will largely offset the remaining loan servicing cost.

Additionally, there is no recommendation to change the relationship between Aquatic Services and the Building Assets function provided by the respective part of Council's Infrastructure Services department.

#### What's changing and why?

As identified in Section 2, research suggests additional swimming pool services (e.g. lane and hydrotherapy pool, zero-depth water play area) will be required to better meet the needs of the community. The following table identifies the consequences and benefits of different programmes associated with this investment.

Table 6

Consequences and Benefits of Investment – Additional Pool

Project	Do Minimum	Current	Invest
Build an additional 15 x 25m lane Pool with disabled access and optional moveable floor. Hydrotherapy pool Zero-depth water play area.  Larger hot and cold areas. 2023/24 indicative cost estimate: \$8.4 million.	Do not build the pool. Levels of Service will decrease. The ability to adequately provide for disabled customers will be reduced.	As per <i>Do Minimum</i> .	An additional pool will allow for more aquatic based activity in the city that is currently restricted due to space limitations. Additionally, the new pool provides for easy (and in some cases solo) disabled access to a 25 m multi-depth pool and hydrotherapy pool suitable for a range of activities including recreational users, learn to swim, training pool, rehabilitation and competition use.

## The assumptions we've made

The Invercargill City Council 2024-2034 LTP Assumptions document covers all of the assumptions used in the development of the Long Term Plan.

The assumptions specifically relevant to the Aquatic Services Activity are shown below:

Table 7

ASSUMPTIONS FOR INVERCARGILL CITY COUNCIL LONG-TERM PLAN 2024-2034

POPULATION <sup>4</sup>	Likelihood	Certainty	Consequence	Council Response
Population growth As at 30 June 2023, the estimated population of Invercargill is approximately 57,900 <sup>52</sup> . The population is projected to increase over the next ten years but growth will depend significantly whether or not various industries are developed as envisaged in the Beyond 2025 Regional Long-term Plan. By 2034 between 61,900 and	Likely	Medium	Moderate	Although population growth in excess of the assumptions will have a moderate to significant impact on the Council finances this will have significant lead time.  Council will be able to monitor the applications for resource consents and use this as guidance for the population growth into the future.
62,900 people will live here.				A population decline would be a more significant impact but is not expected.
Aging Population Those aged 65 and older will form 24% of the population in 2034, which is higher than the current aged population in 2023 (estimated as 10,790 of 57, 900 (19%)).	Likely/ Almost Certain	High	Moderate	Demographic changes are clear and while future migration patterns may offset ageing to some extent, this is not expected to be of a high enough level to counter the known level of ageing. Council is considering how to respond to changing housing needs for older people through provision of elderly housing, adjustment to the District Plan and potential partnership projects. Impacts on other services including public transport, libraries and

<sup>&</sup>lt;sup>4</sup> Infometrics report "Southland Region forecasting scenarios for Beyond 2025 Southland", June 2023

<sup>&</sup>lt;sup>5</sup> Stats NZ Tatauranga Aotearoa Infoshare data, retrieved 24 January 2024 (https://infoshare.stats.govt.nz/Default.aspx)

				pools (e.g. hydrotherapy pool) are being planned for.
SOCIAL	Likelihood	Certainty	Consequence	Council response
Socio-economic Inflation will continue to squeeze household budgets and impact abilities to pay rates. Inflation is expected to stay above 3% until 2025/2026.67	Moderate/ Likely	Medium	Major	Economic volatility remains high with economists urging caution on reliability of forecasting. Significant increases in inflation will impact not only Council's planned expenditure but the community's ability to pay. Higher than expected inflation may require review of services, capital investment and/or financial strategy. Lower inflation will improve Council's position and ability to deliver.
Community resilience  Tiwai Point Aluminium Smelter is expected to continue operating for the time of the Long-term Plan.	Likely	High	Moderate	Council has plans in place, including community support for the Just Transitions Connected Murihiku programme and support for Great South to deliver economic diversification options. Additional investment may be required on any future announcement of closure.

<sup>&</sup>lt;sup>6</sup> Infometrics report "Economic update for Long Term Planning for Invercargill City Council", April 2022, p11

<sup>&</sup>lt;sup>7</sup> RBNZ "Household inflation expectations (H1)", August 2023

Community resilience  Although the Zero Fees scheme has been extended through 2024 for Southern Institute of Technology   Te Pūkenga, it is uncertain to continue throughout the life of the Long-term Plan. This will have an uncertain level of negative impact on Invercargill's population and economy.	Possible	Moderate	Minor	The Zero Fees Scheme has been an important tool in lifting the skill base of the local community as well as attracting new people live in the city. Loss of Zero Fees will remove a competitive edge for the city which has potential unknown longer term impacts.
ECONOMIC	Likelihood	Certainty	Consequence	Council Response
Economy  CPI Inflation will peak in June 2023 and stay above 3% until 2025/2026.8  Employment is expected to weather any recessionary conditions fairly well but unemployment is expected to increase nationally.9  A short term dip is forecast for the early years of the plan with stronger growth in professional and highly skilled occupations. 10	Moderate/Likely	Medium	Moderate	Inflation increases would have significant impact on budgets. Council would need to consider changes to services and/or the financial strategy.  If LGCI inflation was 0.5% higher than forecast this would increase Council operational costs by \$0.5 – \$1.6 million per annum for the first 3 years of the plan.  Council capital costs would increase by \$0.4 - \$1.3 million per annum for the first 3 years of the plan.  Increases in operational costs would impact the expected rates increase in those future years.

<sup>&</sup>lt;sup>8</sup> Infometrics report "Economic update for Long Term Planning for Invercargill City Council", April 2022, p11

<sup>&</sup>lt;sup>9</sup> Infometrics report "Southland Region forecasting scenarios for Beyond 2025 Southland", June 2023, p15

<sup>&</sup>lt;sup>10</sup> Id. p15-18

Community funding	Likely	High	Minor	Council will continue to liaise with
Despite recent economic challenges, Community Trust South and the Invercargill Licensing Trust Group have managed to return their funding levels to pre Covid-19 levels. This is anticipated to take some pressure off Council's funding pool.				other funding partners, including to monitor forecast security of investment, to assist control of this risk.
Tourism  Tourism in the Visit Southland area is expected to increase to between 160% - 165% of pre-Covid levels by 2029.   Invercargill is expected to proportionally benefit from this increase and demand	Moderate/Likely	Medium	Minor	Tourism, while important, is not currently a major driver of the Invercargill economy, although it has great potential to grow.  Council may need to invest in further infrastructure if tourism grows faster
for accommodation to increase and to be met from within existing stock.				than expected and manage any flow on impact on housing availability given housing constraints.
International Education  The numbers of international students studying at Southern Institute of Technology (SIT)   Te Pūkenga are not expected to return to pre-Covid levels until 2028 at the earliest. 12 The decline as a result of Covid would be compounded if there was a change in policy at Te Pūkenga with reduced focus on recruiting international students, and by reduced domestic competitiveness as a result of the likely end of the Zero Fees policy.	Moderate/Likely	Medium	Minor	International students and their families create significant demand for certain categories of housing, including city centre housing. Lower numbers of international students will likely be a factor in the trend of an increasingly aged population. Lower or higher than expected numbers of international students may require an adjustment in Council response to City Centre strategy and/or other provisions/ partnerships impacting housing availability.

 $<sup>^{11}</sup>$  Beyond 2025 Southland Regional Long Term Plan, p56  $^{12}$  Infometrics report "Economic update for Long Term Planning for Invercargill City Council", April 2022, p18

Reduction Plan and the National Adaptation Plan, on businesses and Council with an impact on economic growth as yet unknown. <sup>13</sup> CULTURAL  Likelihood  Certainty  Consequence  Council sees both City Project 1225 as major projects to achieving of continue to increase as new projects including Project 1225 are completed.  Likely  Like	NCIL OPERATIONS	nty Consequence Council respon	Likelihood	Council response
Reduction Plan and the National Adaptation Plan, on businesses and Council with an impact on economic growth as yet unknown. 13  CULTURAL  Likelihood  Certainty  Consequence  Council risk to Council assets.  Likely/ Almost certain  High  Minor  Council sees both City Project 1225 as major projects to achieving of Our City with Heart — H Aroha. The social and of benefits are already bei Continue to increase as new projects including Project 1225 are completed.  Likely  Likely  High  Minor  Minor  Activation is essential to Council's capital invest	ake place following Council stment in activation and private	range of mech		Council will continue to explore a range of mechanisms to support activation in the community.
Reduction Plan and the National Adaptation Plan, on businesses and Council with an impact on economic growth as yet unknown.   Likelihood  Certainty  Consequence  Council sees both City Project 1225 as major projects to achieving of projects including Project 1225 are completed.  Likely  High  Minor  Activation is essential to the city activation  Likely  High  Minor  Activation is essential to the city of plan for Council. Investment will be requactivities to reduce embetter understand clim risk to Council assets.  Cultrural  Likelihood  Certainty  Consequence  Council response  Likely/ Almost certain  Minor  Council sees both City Project 1225 as major projects to achieving of Our City with Heart — North Aroha. The social and of the pendits are already being continued commitments of the pendits are already being continued commitments.  Cultural activation  Likely  High  Minor/Moderate  Activation is essential to the council. Investment will be required activation activation activation activation activation.  Adaptation plan for Council. Investment will be required activation activa		·		Council's capital investment in the city centre.
Reduction Plan and the National Adaptation Plan, on businesses and Council with an impact on economic growth as yet unknown. 13  CULTURAL  Likelihood  Certainty  Consequence  Council response  Likely/ Almost certain  High  Minor  Council sees both City Project 1225 as major projects to achieving of projects and they would speak more positively about the city) 14 and will continue to increase as new projects including Project 1225 are completed.	ural activation	Willion	Likely	Activation is essential to leverage
Reduction Plan and the National Adaptation Plan, on businesses and Council with an impact on economic growth as yet unknown. 13  action plan for Council. investment will be required activities to reduce embetter understand climation risk to Council assets.	dent pride in the city following the velopment has increased (in 2023 of people said they would speak e positively about the city) <sup>14</sup> and will inue to increase as new projects	Project 1225 a projects to acl Our City with Aroha. The so benefits are all Continued con strategy will b	• •	Council sees both City Block and Project 1225 as major cornerstone projects to achieving of its vision – Our City with Heart – He Ngākau Aroha. The social and economic benefits are already being realised. Continued commitment to the strategy will be required for full delivery.
Reduction Plan and the National Adaptation Plan, on businesses and Council with an impact on economic growth as yet unknown. <sup>13</sup> action plan for Council. investment will be required activities to reduce embedding better understand clim	TURAL	nty Consequence Council respon	Likelihood	Council response
Legislative change is expected to increase Climate Change Worki	slative change is expected to increase irements, reflected in the Emissions action Plan and the National obtation Plan, on businesses and acil with an impact on economic	Climate Chang set a strategy action plan for investment wi activities to rebetter unders	Likely	Council is working with the regional Climate Change Working Group to set a strategy for the region and action plan for Council. Further investment will be required in activities to reduce emissions and to better understand climate change risk to Council assets.

<sup>&</sup>lt;sup>13</sup> Ministry for the Environment "Implementing Aotearoa New Zealand's first emissions reduction and national adaptation plans", 2023

 $<sup>^{14}</sup>$  Southland CBD Rejuvenation Community and Business Survey Report, March 2023, p9

Water Reform <sup>15</sup>	Likely	Medium	Major	Depending on the future structure
At present it is assumed that Council will				the impact to Council operations is
retain three waters for the short term				major but moderate for the city, as services will be maintained in any
but that in the medium term a new structure such as a CCO is likely.				scenario. Water items are included
structure such as a CCO is likely.				within the Infrastructure Strategy.
This will result in a structural change				
for Council in relation to the				
ownership of assets and associated debt capacity.				
The services will continue to be				
delivered, but these will be provided by				
another party.				
This will include increased regulatory				
requirements as required by the new				
regulatory authority.				
There are a number of risks which may				
remain:				
Some services which are a				
priority to the community				
(e.g. alternative water				
supply) may not be a priority				
to the new entity.				
Some assets which have				
multiple purposes and value				
to the community may be				

<sup>&</sup>lt;sup>15</sup> www.waterservicesreform.govt.nz/how-do-these-changes-affect-me/councils/ (retrieved 15/09/23)

<ul> <li>better held by Council – e.g.         Water Tower.</li> <li>Loss of key staff through the         transition may result in loss of         local knowledge and expertise.</li> <li>Impact on Council budgets through         loss of water revenue and transfer         of debt which may not be         appropriately met through the         transfer.</li> </ul>				
Legislative changes There will be changes to legislation that have an impact on how Council will provide services. These changes may affect Council organisational structure but not change the level of service received by the customer/ratepayer in the first three years of the plan.	Likely	Medium	Minor/ Moderate	Management will continue to engage with Central Government to ensure levels of service are maintained or improved and plan for changes in services in response to policy and regulation changes as they arise.
Consents  Council will continue to carry out legislation-directed ordinary functions while factoring in an increase to required quality for consent conditions.	Likely	High	Minor/ Moderate	Consent processes at Bluff and Clifton Water Treatment Plants have commenced, although under an increased level of uncertainty as a result of the reform programme. Any impact on the consent process as a result of this uncertainty would be significant.
Capital programme delivery  100% of roadmap and strategic projects are expected to be delivered. 80% of the core capital programme will be delivered in Year 1 and 2, 85% in Year 3, and 90%	Possible	Low	Moderate	Council continues to invest in enhanced project management capacity and supporting construction sector capacity through new ways of working. The financials

thereafter, following implementation of the Local Water Done Well Reforms. Pipe renewals are expected to be delivered at 70%.				will be reforecast to reflect the delivery expectations each year.  The financial impact this assumption not being met is the deferral of capital expenditure until later years, higher risk of asset failure meaning assets will be sweated longer and repairs and maintenance will increase and emergency rather than planned replacement may become more frequent.
FINANCIAL	Likelihood	Certainty	Consequence	Council Response
Inflation Operational forecasts and capital work programmes will increase by the accumulated Local Government Cost Index inflation forecast by BERL, being 2.9% for operational and 3.0% for capital in 2024/2025. Staff cost inflation will be 3.5%. Insurance cost inflation will be 12%.	Likely	Medium	Moderate	Cost change factors are based on information developed for councils by BERL. Significant variations to inflation would have an impact on Council's financial management. The significant changes in recent years in relation to inflation mean that level of uncertainty has increased as to whether increased fluctuations in the BERL cost estimates can be expected. Council will continue on the planned pathway for the Capital Works programme and review operational revenue and expenditure each year.  If inflation was 0.5% higher than forecast this would increase Council operational costs by \$0.5 – \$1.6

				million per annum for the first 3 years of the plan. Council capital costs would increase by \$0.4 - \$1.3 million per annum for the first 3 years of the Plan. Increases in operational costs would impact the expected rates increase in those future years.
Asset revaluation Asset values will increase by the accumulated Local Government Cost Index inflation forecast by BERL on the last valuation value. Revaluation occurs in 2024/2025 and every third year thereafter.	Likely	Medium	Moderate/ Major	Changes in valuation (cost price) or life of Council assets have a significant impact on Council's financial management and capital programme. Council will continue on the planned pathway for the Capital Works programme and monitor after each revaluation cycle.
				If revaluation values were 0.5% higher than forecast this would increase Council Property, plant and equipment revaluation gain / (loss) by \$0.3 million in 2024/2025.
Depreciation rates on planned asset acquisitions Buildings 2.4% Hard surfaces and appurtenance 6% Intangible assets 32.8% Investment property buildings 0% Library collections 16% Monuments and statues 0% Motor vehicles 29.3% Plants and equipment 23.5%	Likely	High	Low	Regular reviews of appropriate rates incorporating asset life and value data are undertaken as part of the asset revaluation process.

Restricted buildings 0% Roads, bridges and footpaths 3.5% Stormwater systems 1.5% Wastewater Other Assets 1.4% Wastewater treatment plants 6.4% Water other assets 2.1% Water treatment plants 2%				
Interest rates - Borrowing Expected interest rates on borrowing will be 4.25% in 2024/2025 and 4.5% thereafter	Moderate/Likely	Medium	Moderate	A significant change in interest rates and the cost of borrowing would have a significant impact on Council budgets. Changes to services or the Financial Strategy would need to be considered.  If interest rates was 0.5% higher than forecast this would increase Council finance expenses by \$0.8 – 1.1 million per annum for the first 3 years of the Plan.
Interest rates – Cash and Deposits Return on cash and term deposits are forecasted to be 5.5% in 2024/2025, 5% in 2025/2026, 4.5% in 2026/2027, and 4% thereafter.	Likely/ Almost Certain	Medium	Minor	Term deposit rates currently vary between providers but most providers have a discount on rates from their prime lending rates.  If interest rates were 0.5% higher than forecast this would increase Council finance revenue by \$0.3 million per annum for each of the first 3 years of the Plan.
External Funding It is assumed Council will achieve the level of external funding as estimated.	Possible/ Moderate	Medium	Minor/Moderate	Council is expecting external funding from Central Government, community and private investment into a number of strategic projects. While not all

		funding may be achieved, the
		estimates are based on expert analysis
		and are expected to be at least
		partially fulfilled. Council expects to be
		in a position to meet any shortfall.

#### Risk

Council is committed to acting in a manner that enables it to reliably achieve objectives, address uncertainty, and act with integrity.

To support these outcomes Council is developing an approach which provides integrated governance management and assurance of performance, risk and compliance.

The approach taken by Council is set out in the Risk Management Framework – Policy and Process.

Council manages the strategic risks associated with the assumptions identified in the preparation of the Long-term Plan.

Council also manages a range of other risks, including Health and Safety. These risks are managed through its risk management register as contained in Process Manager.

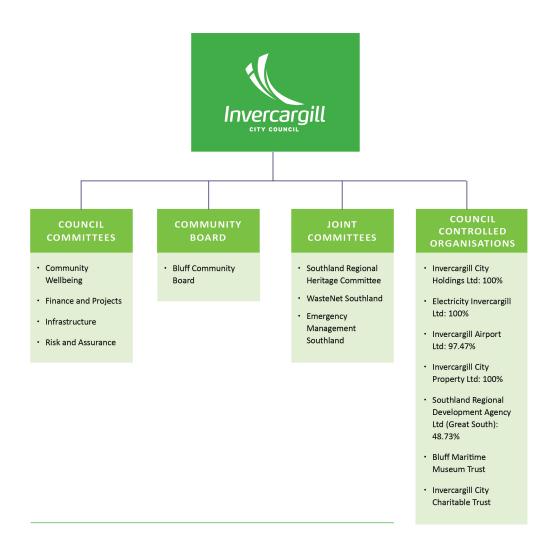
# 4. How we'll manage what we do

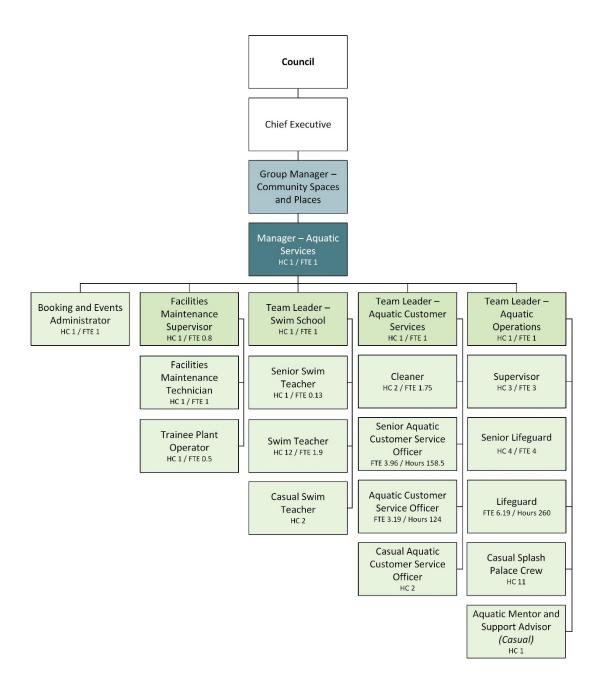
#### Responsibility and resourcing

The delivery of aquatic services is managed by the Aquatic Services team of the Community Spaces and Places Group of the Invercargill City Council.

# **Council Structure**

# Te hanganga kaunihera





The team comprises the following staff:

Table 8

Aquatic Services – Staff Positions

Position	Number employed in role
Manager – Aquatic Services	1
Team Leader – Aquatics Operations	1
Team Leader – Customer Services	1
Team Leader – Swim School	1
Facility Maintenance Supervisor (.8 FTE)	1
Facilities Maintenance Technician	1
Trainee Plant Operator (0.5 FTE)	1
Full Time Supervisors	3
Full Time Senior Lifeguards	4
Part-Time Lifeguards	22
Senior Customer Services Officer	3
Customer Services Officer	8
Casual Crew	8
Aquatic Mentor and Support Advisor (casual)	1
Swim Teachers	14
Senior Swim Teacher	1
Administration Officer Swim School	1
Casual Swim Teachers	1
Cleaner	2

The position of Manager – Aquatic Services encompasses the following major functions or key result areas:

- Day to day operational management of Council Aquatic Facilities including financial, human resources, services delivery, marketing and planning.
- Increasing facility use through the implementation of innovative marketing and programme strategies.
- Establishing a team of staff who are committed to client satisfaction, well-motivated and capable of carrying out their duties efficiently and effectively.

The Manager takes a lead role in determining the future direction of Aquatic Services and Facilities in Invercargill.

#### Managing the condition and performance of our assets

#### **Asset Description**

The assets required to deliver the pool services are owned and maintained by the Property team in the Infrastructure Group of the Invercargill City Council. The Property team are responsible for the buildings and plant maintenance. Contractors are engaged to carry out electrical, mechanical and speciality maintenance work at the pools.

An Asset Management Plan has been prepared for Building Assets. Please refer to the Building Asset Management Plan 2024 for details on the activity's assets.

# 5. How we'll fund it

## Table 9

Funding for Aquatic Services Activity

	Source of Funding							
Activity	User Charges / Fees	Subsidy	General Rate	Targeted Rate	Loans			
Operational	<b>✓</b>	✓	✓					
Capital		✓	✓		✓			

Table 10

Aquatic Services Total Expenditure OPEX and CAPEX 10 years

	2023/24 Annual Plan	2023/24 Forecast	2024/25 LTP	2025/26 LTP	2026/27 LTP	2027/28 LTP	2028/29 LTP	2029/30 LTP	2030/31 LTP	2031/32 LTP	2032/33 LTP	2033/34 LTP
	(\$000)	(\$000)	(\$000)	(\$000)	(\$000)	(\$000)	(\$000)	(\$000)	(\$000)	(\$000)	(\$000)	(\$000)
OPERATING												
Rates revenue	953	953	1,543	1,560	1,576	1,580	1,573	1,556	1,717	1,681	1,155	1,083
Subsidies and grants (Capital)		-	-	-	-	-	-	-	-	-	-	-
Subsidies and grants (Operational)	180	180	198	202	212	217	227	232	237	241	246	251
Direct charges revenue	2,608	2,208	2,318	2,449	2,566	2,694	2,828	2,964	3,107	3,262	3,910	4,106
Rental revenue	-	-	-	-	-	-	-	-	-	-	-	-
Finance revenue	4	8	8	9	9	10	12	12	13	14	15	15
Dividends	-	-	-	-	-	-	-	-	-	-	-	-
Fines		-	-	-	-	-	-	-	-	-	-	-
Other revenue	-	-	-	-	-	-	-	-	-	-	-	-
Internal charges and overheads recovered	66	66	68	69	71	73	74	76	77	79	80	82
Total revenue	3,811	3,415	4,135	4,289	4,434	4,574	4,714	4,840	5,151	5,277	5,406	5,537
Employee expenses	2,091	2,137	2,269	2,361	2,437	2,512	2,592	2,669	2,914	2,999	3,086	3,175
Administration expenses	62	62	69	73	77	82	87	88	90	92	94	96
Grants & subsidies expenses	180	194	198	200	205	208	213	216	219	222	224	227
Operational expenses	778	847	948	993	1,037	1,079	1,116	1,147	1,196	1,220	1,243	1,267
Utilities expenses	351	357	368	376	384	393	402	410	418	427	435	443
Repairs & maintenance expenses	20	20	184	191	201	207	213	218	222	226	231	235
Depreciation and amortisation	22	22	18	13	10	7	5	4	3	2	2	1
Finance expenses	241	-	10	9	8	8	8	8	8	8	8	8
Internal charges and overheads applied	66	66	68	69	71	73	74	76	77	79	80	82
Total expenses	3,811	3,705	4,132	4,285	4,430	4,569	4,710	4,836	5,147	5,275	5,403	5,534
OPERATING SURPLUS / (DEFICIT)	-	(290)	3	4	4	5	4	4	4	2	3	3
CAPITAL EXPENDITURE - Funded												
to meet additional demand	-	-	-	-	-	-	-	-	-	-	-	-
to improve the level of service	-	-	-	-	-	-	-	-	-	-	-	-
<ul> <li>to replace existing assets</li> </ul>		-	-	-	-	-	-	-	-	-	-	-
TOTAL CAPITAL EXPENDITURE										• '		
Gross proceeds from sale of assets	-	-	-	-	-	-	-	-	-	-	-	-

**Table 11**Aquatic Services Total Expenditure OPEX and CAPEX 30 years

	2025 - 2029	2030 - 2034	2035 - 2039	2040 - 2044	2045 - 2049	2050 - 2054
	LTP	LTP	LTP	LTP	LTP	LTP
	(\$000)	(\$000)	(\$000)	(\$000)	(\$000)	(\$000)
OPERATING						
Rates revenue	7,832	7,192	6,011	7,139	8,479	10,070
Subsidies and grants (Capital)	-	-	-	-	-	-
Subsidies and grants (Operational)	1,056	1,207	1,331	1,468	1,622	1,790
Direct charges revenue	12,855	17,349	23,822	30,403	38,803	49,524
Rental revenue	-	-	-	-	-	-
Finance revenue	48	69	83	94	107	123
Dividends	-	-	-	-	-	-
Fines	-	-	-	-	-	-
Other revenue	-	-	-	-	-	-
Internal charges and overheads recovered	355	394	435	480	530	585
Total revenue	22,146	26,211	31,682	39,584	49,541	62,092
Employee expenses	12,171	14,843	17,320	20,000	23,099	26,681
Administration expenses	388	460	505	560	619	682
Grants & subsidies expenses	1,024	1,108	1,184	1,270	1,365	1,469
Operational expenses	5,173	6,073	9,159	10,113	11,167	12,328
Utilities expenses	1,923	2,133	2,352	2,597	2,868	3,167
Repairs & maintenance expenses	996	1,132	1,248	1,378	1,520	1,679
Depreciation and amortisation	53	12	4	-	-	-
Finance expenses	43	40	50	50	50	50
Internal charges and overheads applied	355	394	435	480	530	585
Total expenses	22,126	26,195	32,257	36,448	41,218	46,641
OPERATING SURPLUS / (DEFICIT)	20	16	(575)	3,136	8,323	15,451
OPERATING SURPLOS / (DEFICIT)	20	10	(3/3)	3,130	6,323	15,451
CAPITAL EXPENDITURE - Funded						
to meet additional demand     to income the level of anning	-	-	-	-	-	
to improve the level of service	-	-	-	-	-	
to replace existing assets	,	-	-	-	-	
TOTAL CAPITAL EXPENDITURE	•	•	•	•	•	
Gross proceeds from sale of assets	-	-	-	-	-	-

Figure 3

Aquatic Services Operating Revenue – 10 Years.

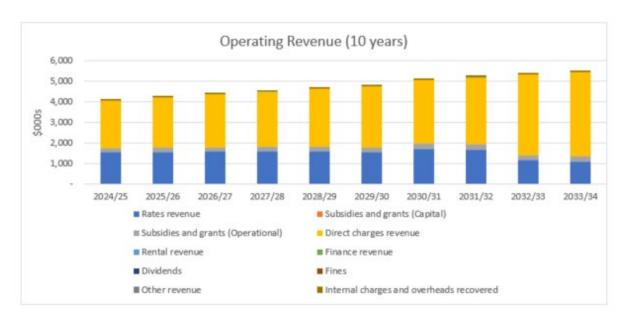


Figure 4

Aquatic Services Operating Revenue – 30 Years.

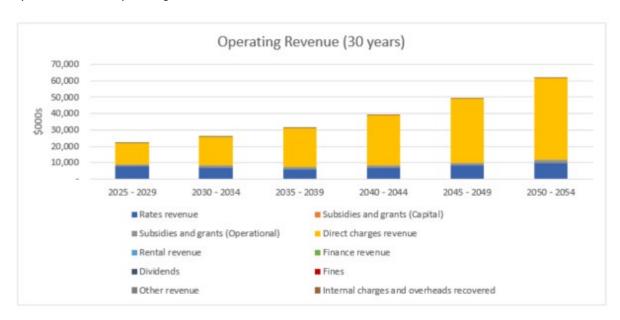


Figure 5

Aquatic Services Operating Expenditure – 10 Years

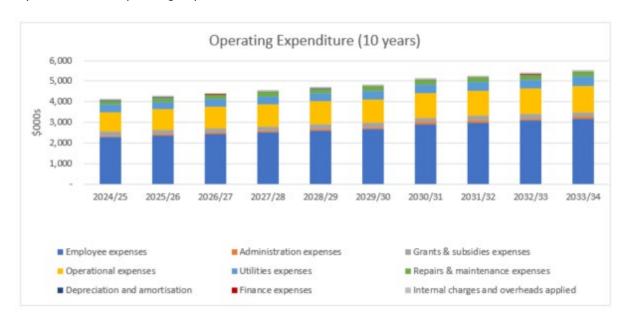
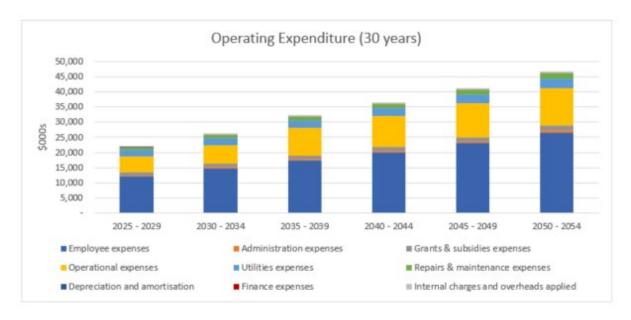


Figure 6

Aquatic Services Operating Expenditure – 30 Years



## 6. How we'll know we're delivering

#### How we'll manage improvements

Council operates on a four-weekly cycle with meetings being on a Tuesday of each week, Week One – Infrastructure Committee, Week Two - Community Wellbeing Committee, Week Three Finance and Projects Committee with the Risk and Assurance Committee held every quarter and Week Four being Council. The Committees and Council monitor and consider reports on levels of services for activities and assets alongside monthly financial accounts for each department. Members question these reports with Managers present to answer any questions that arise from the reports.

The information for these reports is entered into various software systems. This monitors the performance both fiscal, and service based against targets and budgets from Council's Longterm Plan. Targets can be key performance indicators, internally driven targets or provided from a Ministry that oversees that area, i.e. Department of Internal Affairs. At a full Council meeting these reports are then received and performance monitored quarterly.

#### Frequency of Review

Every financial year Council prepares an Annual Report that is the key document in ensuring the expenditure for the year was efficient and is pertinent in ensuring accountability to the community and ratepayers.

The Annual Report does not just show the current financial status, but also shows the levels of service for all Council activities and assets measured against the yearly targets set in the Long-Term Plan. These are measured and reported quarterly in the Council meetings. The Annual Report is a holistic overview of their performance.