



**NAPIER**  
CITY COUNCIL  
*Te Kaunihera o Ahuriri*

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# ORDINARY MEETING OF COUNCIL

## Open Agenda

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Meeting Date: Thursday 10 March 2022

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Time: 9.00am

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Venue: Zoom (Audio Visual Link)

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*Livestreamed via Council's Facebook site*

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Council Members **Chair:** Mayor Wise

**Members:** Deputy Mayor Brosnan, Councillors Boag, Browne, Chrystal, Crown, Mawson, McGrath, Price, Simpson, Tapine, Taylor and Wright

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Officer Responsible Chief Executive

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Administrator Governance Team

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**Next Council Meeting**  
**Thursday 31 March 2022**

# ORDER OF BUSINESS

## Karakia

## Apologies

Nil

## Conflicts of interest

## Public forum

**Sarah Walmsley - Prima Volta Charitable Trust**

**Graham Duncan - Ahuriri Rockpools Development**

## Announcements by the Mayor including notification of minor matters not on the agenda

*Note: re minor matters only - refer LGOIMA s46A(7A) and Standing Orders s9.13*

A meeting may discuss an item that is not on the agenda only if it is a minor matter relating to the general business of the meeting and the Chairperson explains at the beginning of the public part of the meeting that the item will be discussed. However, the meeting may not make a resolution, decision or recommendation about the item, except to refer it to a subsequent meeting for further discussion.

## Announcements by the management

## Confirmation of minutes

That the Draft Minutes of the Ordinary Meeting of Council held on Tuesday, 21 December 2021 be confirmed as a true and accurate record of the meeting. ....250

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# AGENDA ITEMS

## 1. AQUATIC FACILITIES

<i>Type of Report:</i>	Operational and Procedural
<i>Legal Reference:</i>	N/A
<i>Document ID:</i>	1439827
<i>Reporting Officer/s &amp; Unit:</i>	Glenn Lucas, Manager Sport & Recreation

### 1.1 Purpose of Report

The purpose of this report is to provide supplementary information in relation to the resolutions contained in the two reports presented at the Extraordinary Sustainable Napier Committee meeting held on 17 February 2022.

#### **Committee's Recommendation**

That Council:

#### **Napier Aquatic Centre Capital Review Programme**

- a. Note the risks to ongoing service delivery at the Napier Aquatic Centre;
- b. Note the interdependent relationship with the new aquatic development and the Napier Aquatic Centre capital expenditure requirements;
- c. Endorse an additional \$8,626,435 of capital funding over 2022/23 and 2023/24 to perform the recommended health and safety and service continuity capital improvements; and
- d. Endorse an additional \$80,000 of operational expenditure per year of the remaining life of the asset to enable repair and maintenance of end of life components.
- e. Direct officers to prepare a phased plan of the proposed detailed expenditure to bring back to Council for endorsement.

#### **Aquatic redevelopment: Options for consultation**

- f. Note the geotechnical and contamination reports and implications for potential aquatic redevelopment.
- g. Note the independent multi-criteria site analysis results for the Onekawa and Prebensen sites.
- h. Note the interdependent relationship with the new aquatic development and the work required to extend the life of the existing facility.
- i. Note the impact of increasing construction costs.
- j. Councillors are to forward all questions to Council Officers to investigate and bring responses back before the Council meeting on 10 March 2022.

## 1.2 Background Summary

**Napier Aquatic Centre Capital Review Programme** – below are responses to questions from the Committee that were asked at the meeting.

- If the recommended work goes ahead across the next two years some of the planned future works on the Aquatic Centre in the Long Term Plan (LTP) could be brought forward. It is likely that budgeted future renewal funding is no longer required, however this is dependent on whether further issues are uncovered at the facility once the project begins.
- The Jackson's Engineering report, which was part of the mechanical review, identified the Building Management System, which controls all the information around the Aquatic Centre, is at end of life and is no longer supported. The system has been identified as likely to fail in the next five years, and if that happened it would mean a significant closure of the complex whilst an alternative was sourced and installed. The heat pump for the Ivan Wilson complex was also identified as likely to fail within the next five years, and this would cause a closure of that pool for a significant period whilst a replacement was sourced and installed.
- This report is a high level overview of what is required to keep the Aquatic Centre functioning. Since writing the report other options for operating the facility have come to light. One of these is a run-to-failure model. Council has a legislative obligation to meet the levels of service outlined in its LTP and must have a sustainable plan to achieve that. If the run-to-failure model was preferred, community consultation would be required, otherwise as parts of the facility failed and needed to be closed, the Council would not be meeting the levels of service required.
- Within the health and safety/legislative compliance area, suitable hoists are required for access to the pools. There is a hoist for one of the spa pools, but this has had long-standing operational issues and needs replacing; there is also a mobile hoist which can be moved to different areas in the facility and provides accessibility. A Barrier Free Assessment has been carried out on the facility and recommends more hoists, in addition to other means to provide greater dignity for people getting in and out of the pool than what is currently provided. The improvements being discussed today include budget to implement such elements.
- Of the critical plant needing to be replaced the heat pump can be designed to be installed externally so when a future development is built it could be transferred. Not much else would be salvageable.
- The internal wall design for the Ivan Wilson complex is based on a best practice concept design which is a different specification than what is currently there. It lifts the timber up and sits it on a concrete nib.
- The wall remediation would address the badly deteriorated timber framing under the cladding.
- In regards to the mould identified in the walls, the sampling is a point in time. Further sampling is problematic as it can release spores into the atmosphere. Ongoing on-site monitoring would be required however to make sure there is no dangerous mould present.
- The walls which are the worst affected by mould are not structural walls and are co-supported by the cladding. There are no immediate risks flagged or these would have been remediated straight away. There are structural wall brackets around the facility

which have a recommendation for further investigation. If there was a seismic event it is anticipated the non-structural walls could move more than intended.

- Most of the walls in question are internal walls around offices and changing rooms. Some internal elements of the exterior walls are less-so affected. Modifications to the concrete in the courtyard outside of the complex has created new risks to the external walls of water ingress.
- To remove the building and operate the pools complex as an outdoor facility is a possibility, but the heat exchanges would need a redesign. It would change the amenity value of the complex, and could have an impact on swimming lessons in winter. Council's Funding Policy will need to be reviewed to meet additional operational costs in heating the complex if it were to be an outdoor heated facility. Significant building structures would still be required in the form of change facilities, staff rooms and offices, and plant rooms and storage and shade structures over pool tanks, particularly the spas which are used for rehabilitation.
- Officers will need to do some further work on prioritising the different elements of the project, this will be dependent on market availability of materials and contractors, and also the decision on the future direction of the Aquatic Centre.
- The term of the Loan proposed for this project would be over ten years. This would be a 1.4% rates increase to complete the work required.
- Currently Council is projected to have paid off all loans over the next ten years, this borrowing may have an impact on that outcome, but there is time to work towards a balanced budget.
- Under the LGA if Council receives new information about an asset it can notify this, and the resulting consequence, in its next Annual Plan. If the information Council receives was known prior to the Annual Plan being set, and this could affect delivery of service, it would need to put the proposed change to the community for consultation.
- A run-to-failure model would mean the facility could close at short notice without a backup plan, which users could find unsettling.
- If the facility closed this would affect 30-35 Council positions. Council is obligated to take all practicable steps to retain the staff affected.
- The improvements required for Allan's pool are largely cosmetic. The funding requested for this pool, and for accessibility to it via Flanders Avenue, should ensure it remains functional for approximately ten years, as long as the plant and tank do not require major work. As a stand-alone pool, Allan's pool could continue to return positive outcomes for Council and the community, however a business case would be needed to confirm that.
- Demand on Napier aquatic facilities has not been met for a number of years. Currently there are approximately 500 to 600 learn to swim users at the facility, which without Covid-setting disruptions can be as high as 900, along with additional aqua aerobic users, competitive swim training users and recreational users.

*To note: Councillors Browne, Simpson, and Wright voted against the motion regarding the Napier Aquatic Centre Capital Review Programme.*

## 2. Aquatic redevelopment: Options for consultation

Below are responses to questions from the Committee that were asked at the meeting.

- The purpose of this report is to provide further information to inform a provisional decision on a way forward. This additional information is a geotechnical and contamination analysis of the Onekawa site, an assessment of the two potential sites, and comparative cost estimates for construction of essentially the same facility at the two potential sites. It is acknowledged this is a high interest item and that construction costs continue to rise, so officers will be proceeding with urgency.
- The cost of additional investigations, since the development of a new aquatic facility project was halted, has been \$223,000.
- The Geoff Canham Consulting (GCC) analysis of a preferred aquatic site sought to weight the analysis equally; it is up to the Council to decide if that was the correct way to do the analysis and community feedback can inform that decision.
- Financial questions in regards to the two sites can be worked through in more detail at the 10 March 2022 Ordinary Council meeting, along with who is best to answer any questions Elected Members may have.
- The Mitre 10 Sports Park Aquatic Facility is due to be completed mid-2022. This facility with the 2m deep 50m lane pool and learn to swim pool caters for high performance training and competition, club swimming and other water sports and swimming lessons. It does not have the features to cater for recreational swimmers.
- The options for community consultation can be structured to incorporate more than one option at the Onekawa site.
- Three metres is not very deep for a landfill. Onekawa was not a landfill under the current landfill code and practices, it is better classified as an unregulated tip site.
- The Hornby pool and library in Christchurch project is on an old landfill. That project is more advanced, with an architectural masterplan and a large project team. Some key assumptions have had to be made for Onekawa's risk register, particularly around the level the pool lies. Hornby does not have the shallow ground water issue which Onekawa has, also Onekawa's soil profile has very low strength materials, which means there is very little strength in the soil. In Hornby, steel piles were driven through into gravel, and this mitigates geotechnical risk. Onekawa does not have a solid gravel layer and therefore would require significant ground work to achieve the same ends so piling has not be considered at this point. Also the cost of steel is subject to significant price fluctuations.

### Additional information

Since the completion of the two reports for the Extraordinary Sustainable Napier Committee meeting on 17 February, further information relevant to the cost estimates for the options has been completed.

A provisional estimate is included in the costings for the Onekawa options for Maadi Road and Flanders Avenue roading upgrades should the development be situated at Onekawa.

An assessment performed by the Napier City Council roading team identified three realistic options to provide a solution to the traffic management requirements should Option 1 or 3 be pursued at Onekawa Park. The new facility with significantly enhanced capacity and

ability to meet community needs is predicted to conservatively generate 300,000 visits per year, and therefore require roading amendments to cater for the additional traffic.

These three options are:

- a. Creating roundabouts at the junctions of Flanders/Maadi and Flanders/Riverbend
- b. Using the existing entry/exit on Maadi Rd opposite the shops, requiring a redesign of the driveways within the park, the installation of a roundabout, and a redesign of the roading layout by Maadi Road shops to be accommodated
- c. Creating a new road link directly between Flanders and Taradale Road.

Of the three options, option C is the most favoured from a road engineering perspective.

The provisional amount of \$1.5m was examined as a budget against the works required for a, b and c. The budget was regarded as too low for each of the options and the recommendation was made that a budget of \$3-3.5m would be more appropriate.

This amendment to the cost estimate has the net impact of adding an additional \$2 million to both of the options at Onekawa.

Similarly, in response to a question from Council during a Council workshop conducted on 24 February 2022, the true costs to completion for the three options was requested given that investment for development of the Prebensen/Tamatea Drive option had commenced prior to the project being paused.

Work completed for the Prebensen/Tamatea Drive option is:

- The pre-loading of the site
- Design of the concept, engineering and landscaping
- Stormwater detention design and construction
- Technical reports completed as part of the resource consent process (light, noise, traffic, visual assessment, acoustics).

These costs are included in the Rider Levett Bucknall base estimate, and therefore to provide 'true costs to completion' will need to be subtracted from the total project cost.

Assuming that the same design is to be used for the options at Onekawa, then the design costs for the concept and the engineering can similarly be subtracted from the final total.

The incurred costs for the technical assessments can also be applied partly to reduce the costs of the reports for the Onekawa site, though as this is a different site additional costs will be incurred. A reduction of 40% for the costs of technical reports for the Onekawa options has been assumed through the completion of the reports for Prebensen.

These two pieces of additional information development have an impact on the comparative cost estimates included in the original paper. These impacts are:



	Prebensen/ Tamatea Drive	Onekawa Option 1	Onekawa Option 3
<b>TOTAL PROJECT COSTS (including provisions items (excluding GST)</b>	<b>71,557,204</b>	<b>108,005,287</b>	<b>108,207,324</b>
Additional roading amendments		2,000,000	2,000,000
<b>Sunk costs</b>			
Design	-358,208	-350,408	-350,408
Resource consent	-45,500	-18,200	-18,200
Site preparation (pre-loading and stormwater)	-799,476		
	<b>-1,203,184</b>	<b>-368,608</b>	<b>-368,608</b>
<b>AMENDED TOTALS</b>	<b>\$70,354,020</b>	<b>\$109,636,679</b>	<b>\$109,838,716</b>

### 1.3 Attachments

- 1 Copy of Napier Aquatic Centre Capital Review Programme presented at the Extraordinary Sustainable Napier Committee meeting 17 February 2022 – *Attachments to report not included (Doc Id 1439833)* [↓](#)
- 2 Copy of Aquatic Development - Options for Consultation presented at the Extraordinary Sustainable Napier Committee meeting 17 February 2022 – *Attachments to the report not included (Doc Id 1439834)* [↓](#)
- 3 Site Assessment Report (Doc Id 1440135) [↓](#)

## 1. NAPIER AQUATIC CENTRE CAPITAL REVIEW PROGRAMME

<i>Type of Report:</i>	Operational and Procedural
<i>Legal Reference:</i>	N/A
<i>Document ID:</i>	1431044
<i>Reporting Officer/s &amp; Unit:</i>	Glenn Lucas, Manager Sport & Recreation

### 1.1 Purpose of Report

The purpose of this report is to recommend the approach to address the capital and operating investment required for the Napier Aquatic Centre.

#### Officer's Recommendation

The Sustainable Napier Committee:

- Note the risks to ongoing service delivery at the Napier Aquatic Centre;
- Note the interdependent relationship with the new aquatic development and the Napier Aquatic Centre capital expenditure requirements;
- Endorse an additional \$8,626,435 of capital funding over 2022/23 and 2023/24 to perform the recommended health and safety and service continuity capital improvements; and
- Endorse an additional \$80,000 of operational expenditure per year of the remaining life of the asset to enable repair and maintenance of end of life components.

### 1.2 Background Summary

Napier City Council (NCC) recognised that our city's current aquatic centre is not fit for purpose and has undertaken a programme of works, dating back to 2013, to investigate a new facility to address our community aquatic needs.

While the new aquatic facility was being investigated, investment into the existing facility was minimised due to the limited remaining life of the asset. These decisions were made prudently to minimise ratepayer costs and avoid over-investment in a facility with limited remaining life.

While significant progress was made towards a new aquatic facility, further information was sought by Council to allow for informed decision making on the design and location of the new facility. Much of this information is included in the second report (Aquatic Redevelopment: Options for Consultation) being presented to Sustainable Napier today.

Given the new project was paused, the design and build tender cancelled, and the construction funding removed from the Long Term Plan, Napier now has an aging and poor condition asset, with many parts at end of life, that is required to operate for a number of years to come.

Should Council support a decision to progress with a new aquatic development as part of the LTP 2024-34 deliberations, depending on the option and the design selected, a new

facility will not be completed for a number of years (i.e. until at least 2027/28), meaning that the existing centre is required for *at least* another five years.

This has implications for asset management to provide continuation of some levels of service and mitigate the risks of health and safety risks, breakdowns, service outages, degradation of service, and decreased customer satisfaction.

### **Current state and performance**

#### **1. *A level of community dissatisfaction with Napier's aquatic facilities over the previous ten years.***

- a. Napier Residents Survey has over the last ten years shown a consistent level of dissatisfaction with aquatic facilities, with swimming pools in the poorest performing categories for NCC's results and comparing unfavourably to a New Zealand benchmark satisfaction result of 64%.
- b. Specific themes for this level of dissatisfaction are 'old, run-down, needs upgrading', 'too small, overcrowded, more and larger pools needed'. There have also been negative comments about cleanliness noting that at times this may have also related to wear and tear at the facilities.

#### **2. *Design limitations restricting use, impacting community benefits delivered and affecting financial and environmental sustainability***

- a. A lack of deep water, limited leisure and play features, a lack of FINA (Fédération Internationale de Natation Amateur or International Amateur Swimming Federation) compliance for competitive swimming, poor sight lines for lifeguards and multiple spaces that increase operating costs
- b. Older and inefficient systems, with multiple plant rooms and a lack of thermal efficiency (old pool has gas-fired heating and poor insulation);
- c. A small and poorly designed reception and very limited onsite retail and catering options;
- d. A facility that does not meet modern standards for universal accessibility; and
- e. A lack of ability to meet new or growing activity areas, including hydrotherapy, aqua programmes and group fitness.

#### **3. *Deteriorating facility condition, impacting visitation, performance and safety***

- a. The existing facility is aging, at end of life and requiring capital and operational funds to maintain an acceptable standard and continue to operate;
- b. Any investment required to extend the life of the existing facility for the plus years, will not provide any more space or additional facilities to meet the community demand;
- c. Increasing service outages due to end of life components failing, impacting the ability to provide community programmes and services reliably;
- d. Financial results and visitation levels may decline as the facility ages, meaning less benefits delivered to our community, increased unmet demand that Napier cannot meet, and increasing ratepayers costs of operation;
- e. National benchmarks indicate a facility should achieve between 5 – 7 visits per annum per head of population. Napier is between 2.7 and 3.6 visits per head of population; and

- f. Napier Aquatic Centre staff are restricted with the development of new programmes and services, and also have to decline requests from community groups for new programmes due to a lack of capacity.

**4. *There is a long standing community demand that is not being met***

- a. A Hawke's Bay regional shortage of aquatic space equivalent to three 25m pools was identified by National Facilities Strategy in 2013. NCC Napier Aquatics Strategy endorsed this shortage in 2015. This Strategy document is now dated however recent trends and developments continue to signal strong community demand:
  - i. Future requirements for Hawke's Bay in this document projected slow population growth for Napier to 2021, where it will peak and begin to decline. Actual population growth for Napier since 2015 outstripped these projections by 14% or the equivalent of 8,180 people;
  - ii. Since this information was compiled, the Mitre 10 Sports Park Aquatic facility due to be completed mid-2022. However it is expected that given its location and design there will continue to be community demand for Napier's community aquatic facilities.
  - iii. There is currently no public access available at Napier Aquatic Centre on weekdays from 3 pm to 7 pm as space is prioritised for club swim training and learn to swim. This is a peak time for users in other aquatic centres.

**The Napier Aquatic Centre Capital Review Programme**

To respond to these issues with the condition of the existing facility, Council commenced the Napier Aquatic Centre Capital Review Programme in 2021 to understand the current condition, and the work and investment required to extend its useful life by ten plus years. The scope of this piece of work includes:

- Providing a clear understanding of condition, scale and complexity
- Defining the desired level of service
- Providing expert recommendations and costings for the identified improvements
- Providing information for effective decision-making to manage 'acceptable' risk

As this work progressed and the understanding of the current state condition increased, the investment required started adding up to extremely significant amounts. Accordingly, officers in October 2021 conducted a workshop with Council to discuss results to date and seek direction to proceed.

**Summary of workshop with Council**

The information presented in the workshop included the following key points:

- The current state of the facility:
  - Increasing costs for maintenance and repair
  - Slowly declining revenue (noting the impact of Covid-19)
  - Visitors on slow downward trend (noting the impact of Covid-19)
  - NRB Engagement Survey at 49%
  - Missed opportunities to deliver more to our community due to lack of capacity
  - Over-crowding at weekend and the customer experience, staff and safety issues this creates

- Increasing unplanned outages due to failure
- The future state is likely to feature:
  - Operations costing rate-payers more
  - Visitation continuing to decline
  - More frequent breakdowns
  - NRB results
  - Potential closure of facility
- Across the 12 categories of identified improvements, the total cost to perform all of the identified improvements works totalled close to \$12 million dollars
- Within the improvements were replacements to critical plant components that are at high risk of failure. Failure of these parts will result in a significant outage as replacements are designed, sourced and implemented.
- Significant water damage to the internal walls of the Ivan Wilson complex, caused by a lack of concrete nibs in the original design to protect framing from water. The baseplates in large parts of the Ivan Wilson complex are rotten, have a significant mould presence and lack structural integrity
- Poor condition of the changing rooms, flooring, ceiling cladding across much of the facility.
- Weather tightness issues caused by failed membranes, missing or incorrect flashings, incorrect or failed fastenings, poor standards of workmanship with original install or subsequent repairs, undersized gutters, areas of corrosion, gutter failures and issues with debris in gutters and catchments causing egress of water into the facility from numerous points.
- A number of improvement projects to address operational issues, including customer flow and security, over-crowding during weekends, and enhancing the attractiveness and features of the outdoor area.
- Recommendations to improve the accessibility standards to reduce barriers for use and enable more of the community to access the facility.
- The identified costs are far in excess of the capital budgets over the next ten years.
- To undertake wide-scale improvement projects will require master planning and project management
- With improvements as recommended, enhanced maintenance budgets will still be required to manage the asset to its new time horizon.
- Any investment to upgrade will not address unmet community need or provide additional community benefit

A summary of the information presented in this workshop is included as an attachment to this document.

Council direction from this workshop indicated:

- A focus on the recommendations that relate to the health and safety of customers and the Napier Aquatic Centre staff; and
- A desire to minimise investment to manage the identified service continuity risks or improve the level of service.

As befitting the age and condition of the centre, the more 'rocks that were turned over', the more issues were discovered and the more investment was required to address.

Accordingly, this report seeks to present the recommendations and subsequent work completed since October 2021 under three categories:

- Health and safety and legislative compliance
- Reliability and service continuity

- Levels of service

### **The impact of the new aquatic development**

In parallel with the work to develop a new aquatic centre, officers have been working to progress the development of a new aquatic facility in Napier. Since the pausing of the project, work has been focussed on developing a greater understanding of the site constraints at Onekawa to inform the development of options to go to community for consultation.

If the new aquatic project proceeds to be incorporated to the next LTP, taking into consideration timeframes for consenting, site preparation, detailed design and construction, a new aquatic centre will not be completed for another 5 - 7 years.

Alternatively, if Council decide to fast-track this project, then a new facility could potentially be completed within 4 - 5 years.

These timeframes to completion for a new aquatic facility has a major impact on the investment required for the existing facility. The less the remaining life of the existing centre is, then the less investment is required to extend the life. Some certainty around the remaining life also enables a different 'lens' to be applied to specific improvement needs.

This 'lens' for many of the required areas of work will have a significant impact on the scope and costs.

The condition of the Napier Aquatic Centre is such that irrespective of the timeframes for completion of a new facility, investment is required to continue to provide a safe and functioning centre. Required investment cannot continue to be pushed out.

### **Caveats and limitations**

There are important caveats and limitations to the information produced to date. These are:

- Age and condition of the facility will result in further 'discoveries' when actual work is undertaken.
- Costs reflect the best estimates with current knowledge and stage of review.
- All costs are subject to market forces including cost escalation, availability of product, and the constrained construction market.

These estimates are the result of the exploratory work undertaken by the Building Asset Management and Sport and Recreation teams. The work to date is not exhaustive, conclusive or reflects the sum total of all the work required to extend the life of the existing centre. Producing a complete picture of requirements is a significant undertaking requiring project management, external contractor master planning, and additional condition assessments.

### **Health and safety and legislative compliance**

This group of identified improvements are related to the health and safety of customers and staff, and also compliance with relevant legislative standards

It is important to note that urgent health and safety issues are, and will continue to be dealt with, as they arise.

These improvements are:

- Switchboard and earthing recommendations (priority)
- Inspect brackets and ductwork above the 25m pool;
- Remediate outdoor air ventilation non-compliance;

- Implement automatic dosing control;
- Install hold-down bolts to splash-park tanks;
- Remedial work on primary steel structure;
- Remediating roof;
- Implement the Flanders Road entrance to Allan's Pool as an accessible entry point;
- Install a lowered area at reception in compliance with NZS4121;
- Install suitable hoists for access to pools and spa, and ensure proper training for staff;
- Seismic review - all plant;
- Remedial work on U Bolt in changing rooms;
- Review secondary fixings;
- Remedial work on Girt Brackets in Hydro Slide tower;
- Remedial work on column base in plant room;
- Acoustic ceiling panel replacement; and
- Remediation of internal walls.

By far the item with the largest cost attached is the remediation of the internal walls of the Ivan Wilson complex, at an estimated cost of \$3.4 million. Mould was found present on the base plates and lower parts of the studs most of the areas that were surveyed. Subsequent testing revealed no presence of *Stachybotrys* (Black Mould), but high levels of an unidentified dematiaceous fungus. The presence of this unidentified dematiaceous fungus is the reason that the internal wall remediation is included within the health and safety and legislative compliance category.

The remediation option that has been designed and costed was scoped for an additional ten year life and uses good practice approach to addressing the significant issues. How this improvement is addressed is dependent on the remaining life of the asset however at this stage no alternative methods to address this have yet been investigated.

### **Reliability and service continuity**

This group of identified improvements are related to ongoing reliability of the facility, and the ability to provide service continuity to our community without large outages from failure of building, plant and equipment.

These improvements are:

- Building Management System replacement;
- Remedial work on Old Pool (adjusted 2014 estimates);
- Complete (minor) remedial works to air handling systems;
- Develop Planned Preventative Maintenance (PPM) programme;
- Develop Operations and Maintenance (O&M) Manuals;
- Compile plant and mechanical as-built plans;
- Minor items including stock to be held of spares;
- Safety recommendations - Priority B and C;
- Switchboard and earthing recommendations - Priority B and C;
- Water quality analysis and assessment;
- Invasive inspection of Roof Cavity and Mezzanine area; and
- Heat pump remediation.

This category features the heat pump remediation and the replacement of the Building Management System. The main heat pump plant in the Ivan Wilson complex is assessed to be a critical failure risk that would result in an inability to heat the water

should it fail and a long period of no service while a replacement system is designed, sourced and installed. Options for replacement and costings have been developed by Jackson's Engineering, with the costs for the preferred option included in the total budget.

Similarly the Building Management System (a computer-based control system installed in buildings that controls and monitors the building's mechanical and electrical equipment) is a legacy unit and requires replacement in the short term. Critical failure of this item will likely lead to extended closure of the Ivan Wilson facility.

The remedial work on the Old Pool is an item that is dependent on the remaining life of the building. As befitting its age and lack of significant upgrades, the building and cladding is in poor condition. The shorter the remaining life of the asset, the less investment is required on the Old Pool structure.

### **Levels of service**

This group of identified improvements are related to levels of service for our community. These items do not relate to health & safety or legislative compliance, nor do they necessarily impact the ability to provide a reliable service. Rather, they impact the quality of the service and experience to our customers and community.

These improvements are directly aimed at addressing ongoing community input around the condition of the pools, and improve the level of service through a reception redesign, an update of the outdoor play area and the construction of an outdoor eating area to help spread the congestion during busy weekends.

Given the condition of the facility, these improvements are important to be able to provide a facility in an acceptable condition, though the scale of investment required will reduce the less remaining life the existing facility has.

These improvements are:

- Ivan Wilson - Refurbishment of male, female and family changing rooms
- Ivan Wilson - Interior painting
- Old Pool - Refurbishment of male and female changing rooms
- Old Pool - Asbestos ceiling replacement or treatment
- Old Pool - Interior painting
- Old Pool - Flooring replacement
- Gym - Refurbishment of male, female and family changing rooms
- Allan's Pool - Refurbishment of male, female and staff changing rooms
- Allan's Pool - Ceiling and wall lining replacement
- Accessibility - Install new signage at reception and throughout facility
- Accessibility - Use colour contrasts and textured pathways for entry and navigation
- Accessibility - Door upgrades including width of frame, effort required to open, accessible door hardware and glazing panes and kick plates
- Accessibility - Amend existing and construct new accessible changing and toilet facilities
- Reception and office redevelopment
- Construct covered, all-weather outdoor eating area
- Outdoor area refresh including shade, BBQs and playground

The H1/AS2 Energy Efficiency requirements that will become mandatory from November 2022 should be a consideration for any work involving replacement of facility cladding.



The understanding of these new requirements is that if it is a like-for-like replacement of a building element, then it is permitted to remain as it is. So a simple replacement of profiled metal roofing with profiled metal roofing would not cause a requirement to upgrade insulation requirements.

However, if work was undertaken to change the building fabric, then the works will have to comply as if it were a new building. For example, if it was decided to replace the profiled metal roofing with an insulated panel system, or to insulate the outside of the block walls, these would have to comply with the requirements of the H1/AS2 energy efficiency standards if consented after November 2022. Ratings for the existing building are well short of the requirements of the standard.

#### Cost estimates for remedial work

	From	To
Health and safety and legislative compliance	5,289,603	5,405,303
Reliability and service continuity	3,498,076	3,811,616
Levels of service	2,020,472	2,422,972
<b>TOTAL</b>	<b>\$10,808,151</b>	<b>\$11,639,891</b>

For the purposes of this paper the higher cost estimates (i.e. far right column) will be used noting that Officers will continue to look for cost savings in project management.

Additionally, please note the above table reflects the estimated costs of the remedial work. The further tables will consider and subtract the existing LTP budgets.

#### Additional CAPEX requests

Given the time and complexity of the required works, the investment across the three categories has been split across the following three years of the LTP. However given the current contractor and supply chain constraints, Officers will maintain flexibility in bringing forward or postponing work as appropriate within overall budgets.

As noted above, the existing LTP budget amounts have been subtracted to identify the differential amounts requested.

The options for remedial works to address Health and Safety, Reliability/Service Continuity and Levels of Service are outlined and costed as follows:

#### Option 1: Health & Safety/Legislative Compliance only

	Y02	Y03	Y04	Total
Health & Safety/Legislative Compliance	2,702,652	2,702,652	-	
Existing LTP CAPEX	-348,121	-242,363	-	
<b>TOTAL</b>	<b>2,354,531</b>	<b>2,460,289</b>		<b>\$4,814,819</b>

**Option 2: Health & Safety/Legislative Compliance and Reliability/Service continuity (recommended)**

	Y02	Y03	Y04	Total
Health & Safety/Legislative Compliance	2,702,652	2,702,652	-	
Reliability/Service continuity	1,905,808	1,905,808	-	
	<b>4,608,460</b>	<b>4,608,460</b>	-	
Existing LTP CAPEX	-348,121	-242,363	-	
<b>TOTAL</b>	<b>4,260,339</b>	<b>4,366,097</b>		<b>\$8,626,435</b>

**Option 3: Health & Safety/Legislative Compliance, Reliability/Service continuity and Level of Service**

	Y02	Y03	Y04	Total
Health & Safety/Legislative Compliance	2,702,652	2,702,652		
Reliability/Service continuity	1,905,808	1,905,808		
Level of Service	807,657	807,657	807,657	
	<b>5,416,117</b>	<b>5,416,117</b>	<b>807,657</b>	
Existing LTP CAPEX	-348,121	-242,363	-116,459	
<b>TOTAL</b>	<b>5,067,996</b>	<b>5,173,754</b>	<b>691,198</b>	<b>\$10,932,948</b>

It should be noted that depending on Council's decisions around new pool facility investment, parts of Option 3 may not be needed.

**The economic value of investment into the current facility**

BECA in conjunction with Architecture HDT completed a structural assessment of the Old Pool for inclusion in this scope of work. This report included the following statement in its conclusion:

*'Significant investment will be required if the building is to continue to be operated beyond 10-15 years. A more detailed scope of work could be developed and a cost estimate be prepared to understand the feasibility and benefit of upgrade works when compared with a new building. **Given the age and condition of the building, it is unlikely that such an investment would be considered economical.**'*

Though the subject of the above statement was the structure of the Old Pool, the condition of the entire facility as evidenced by the review to date is poor, with more investment identified the more aspects are reviewed. The costs, complexity, risks of cost overruns due to 'ongoing discoveries' as befitting an asset of its age and condition indicate that there is a high risk of significant improvements being a project with large cost and time overruns.

Significant investment in the facility, while providing a safer, more reliable facility and improving the customer experience, will not provide any further aquatic space and features to meet community demand.

**1.3 Issues**

Dependence on the timeframes for the aquatic development: the Prebensen/Tamatea Drive option is considerably shorter in terms of project completion, and therefore will

reduce the capital and operational investment required to extend the life of the Napier Aquatic Centre.

#### 1.4 Significance and Engagement

Additional investment will need to be included in the Annual Plan Consultation Document and consulted on as part of this process.

#### 1.5 Implications

##### Financial

- Additional capital investment for recommended renewals and improvements
- Operational increases for enhanced maintenance and repair.

##### Social & Policy

- The contribution of the existing centre to the social wellbeing of its community. Despite the age, condition and capacity limitations, the facility is an integral contributor to the wellbeing of a large number of Napier's community, with an average of 180,000 visits per year.

##### Risk

- Project cost and timeframe overruns due to poor condition of facility and general cost escalations
- Master planning costs for a significant project (including level of service recommendations) have not been included in cost estimates.

#### 1.6 Options

The options available to Council are as follows:

- a. Endorse an additional **\$4,814,819** capital in the Annual Plan to include the work required to address **health and safety and legislative compliance**, or
- b. Endorse an additional **\$8,626,435** capital in the Annual Plan to include the work required to address **health and safety and legislative compliance and service continuity/reliability**, or
- c. Endorse an additional **\$10,932,948** capital in the Annual Plan to include the work required to address **health and safety and legislative compliance and service continuity/reliability and level of service**, and
- d. Endorse an additional \$80,000 of operational expenditure per year of the remaining life of the asset to enable inspection, repair and maintenance of end of life components, or
- e. Consider closure of the Napier Aquatic Centre.

#### 1.7 Development of Preferred Option

The preference is for additional capital and operating expenditure as endorsed by Council to be incorporated within the current Annual Planning process. If this is not achievable given decisions or timeframes, then the additional investment will require inclusion in an out of cycle process or a future Annual Plan or LTP process.

#### 1.8 Attachments

- 1 Attachment A: Summary of Workshop with council - 5 Oct 2021
- 2 Attachment B: Summary of cost estimates by category
- 3 Attachment C: Napier Aquatic Centre LTP Capital Budget
- 4 Attachment D: BECA - Napier Aquatic Centre Updated Condition Report 2021

## 2. AQUATIC REDEVELOPMENT: OPTIONS FOR CONSULTATION

Type of Report:	Operational and Procedural
Legal Reference:	N/A
Document ID:	1429954
Reporting Officer/s & Unit:	Glenn Lucas, Manager Sport & Recreation

### 2.1 Purpose of Report

The purpose of this report is to recommend to Council the next steps for the new aquatic facility development process.

#### Officer's Recommendation

The Sustainable Napier Committee:

- Note the geotechnical and contamination reports and implications for potential aquatic redevelopment.
- Note the independent multi-criteria site analysis results for the Onekawa and Prebensen sites.
- Note the interdependent relationship with the new aquatic development and the work required to extend the life of the existing facility.
- Note the impact of increasing construction costs.
- Direct Council Officers to prepare further information for community consultation.

### Extraordinary meeting of the Sustainable Napier Committee

This report was not able to be included in the Sustainable Napier Committee agenda for 10 February 2022 due to dependant external information arriving too close to the meeting for Officers to properly review, and for Council to digest ahead of the meeting. Due to the need for this item to be addressed in this meeting cycle due to prior public commitments for the delivery of the information, and to fit any relevant decisions of Council into the annual plan timelines, a requisition for an Extraordinary Meeting of the Sustainable Napier Committee on Thursday 17 February 2022 was approved by Mayor Kirsten Wise.

### 2.2 Background Summary

#### ***Why Napier City Council (NCC) provides aquatic facilities***

The Council has a civic obligation to provide recreational facilities for the wellbeing of its community. These facilities are important infrastructure in contributing towards health and wellbeing outcomes for the community.

Across the four different wellbeing categories, aquatic facilities make the largest contribution to social wellbeing. This includes the physical and mental wellbeing from exercise and play, as well as the social connectivity and cohesion benefits.

The specific contribution that aquatic facilities make to its purpose as a local government entity; and to strategic vision, outcomes and goals; were formalised through the Aquatic Strategic Framework that was adopted by Council in August 2021 (included in Attachment A).

This contribution of Napier's aquatic network is summarised by:

- A purpose of developing skills, improving wellbeing, building confidence and growing connections; and
- Critical success factors of:
  - Value for money - our aquatic network provides value for money for customers and ratepayers.
  - Water safety - teach more Napier people to be safe and confident in the water
  - Balanced outcomes - ensure the right balance of provision, space and utilisation among our four outcome areas across our regional network
  - Social cohesion - improve social cohesion and inclusivity to ensure everyone benefits from our aquatic facilities
  - Pride and connection - NCC has a network of aquatic facilities that are shaped by our community, that our city is proud of and are uniquely Napier.

From a customer perspective, the specific benefits that a customer can seek within an aquatic facility can be categorised into the following four categories:

- Health and fitness (including fitness swimming, aquaerobics, rehabilitation);
- Leisure and play (such as family fun, birthday parties and similar);
- Sport development (including swimming club training and events, other aquatic sports, triathlon); and
- Physical literacy (including provision of swimming lessons for schools and individuals).

For these reasons Napier City Council considers it important that it provides aquatic facilities and services to its community.

### ***History of Napier Aquatic Centre***

The Napier Aquatic Centre in Onekawa was opened in 1963. Over the 59 years the facility has been operational it has gone through a number of changes, with the Ivan Wilson complex being completed in 1998, and in 2006 the outside 50m pool and dive pool closed, with the splash pad erected a few years later.

Prior to construction of the facility, the Onekawa site was an active landfill from approximately 1932. Landfill material covers large areas of the site, though this has been capped with clean fill. Landfill first started before 1932 and was active for at least 15 years.

The current facility is a mixture of different buildings and bodies of water that have reflected this development over the last 60 years. Allan's Pool (the small learn to swim pool at the Flanders Road side) is an original feature from 1963, while the Old Pool was built in the early 1970s. Neither of these pools has had a significant upgrade in that time, and both are considered at end of their useful life.

The Ivan Wilson complex, while much more recent in terms of construction, is considered to have limitations in terms of design, features and functionality.

### ***Napier's Aquatic Network***

The aquatic facility network in Napier comprises the Napier Aquatic Centre, Marine Parade Pools (Ocean Spa) and the Taradale Community Pool. The Napier Aquatic

Centre is the community pool that services the ongoing aquatic needs of our community through health and wellbeing, sports development, leisure and play and learn to swim. Marine Parade Pools is a different but complementary destination facility with a focus on relaxation. This facility also has a gym and small outdoor lap pool for recreation and fitness. The complex is currently operated by a third party. Taradale Community Pool is owned by and located at Taradale Intermediate School, and provides a four-lane 25m pool for the school, club swimming and learn to swim.

Hastings District Council (HDC) operates a network of indoor and outdoor pools, including Flaxmere and Clive indoor facilities. Splash Planet is also an HDC-owned facility that is a water-based theme park.

In addition to the council provision across Napier and Hastings, the Mitre 10 Sports Park has a new aquatic facility under construction based around a 2m deep 50m pool, due to be completed mid-2022.

Further details on our aquatic network is detailed in Attachment B.

### **The need to develop and improve Napier's aquatic provision**

Please note, the issues below are also documented in the paper "Napier Aquatic Centre Capital Review Programme" being considered at today's Committee Meeting, however they are repeated in this paper for completeness.

Work undertaken by NCC since 2014 identified and documented the following issues with existing aquatics provision.

- 1. A level of community dissatisfaction with Napier's aquatic facilities over the previous ten years.**
  - a. Napier Residents Survey has over the last ten years shown a consistent level of dissatisfaction with aquatic facilities, with swimming pools in the poorest performing categories for NCC's results and comparing unfavourably to the New Zealand benchmark.
  - b. Specific themes for this level of dissatisfaction include 'old, run-down, needs upgrading', 'too small, overcrowded, more and larger pools needed'. There have also been negative comments about cleanliness of the facilities which may be related to wear and tear at the facilities.
- 2. Design limitations restricting use, impacting delivery of community benefits and affecting financial and environmental sustainability**
  - a. These limitations include but are not restricted to a lack of deep water, limited leisure and play features, a lack of FINA (Fédération Internationale de Natation Amateur - International Amateur Swimming Federation) compliance for competitive swimming, poor sight lines for lifeguards and multiple spaces that increase operating costs;
  - b. Older and inefficient systems, with multiple plant rooms and a lack of thermal efficiency;
  - c. A small and poorly designed reception and very limited onsite retail and catering options;
  - d. A facility that does not meet modern standards for universal accessibility; and
  - e. A lack of ability to meet new or growing activity areas, including hydrotherapy, aquatic-based programmes and group fitness.

**3. *Deteriorating facility condition, impacting visitation, performance and safety***

- a. The existing facility is aging, at end of life and requiring capital and operational funds to maintain an acceptable standard and continue to operate;
- b. Any investment required to extend the life of the existing facility will not provide more space or additional facilities to meet the community demand;
- c. Increasing service outages due to end of life components failing, impacting the ability to provide community programmes and services reliably;
- d. Financial results and visitation levels may decline as the facility ages, meaning less benefits delivered to our community, increased unmet demand that Napier cannot meet, and increasing ratepayers' costs of operation;
- e. National benchmarks indicate a facility should achieve between 5 – 7 visits per annum per head of population. Napier is between 2.7 and 3.6 visits per head of population; and
- f. Napier Aquatic Centre staff are restricted with the development of new programmes and services, and also have had to decline requests from community groups for new programmes due to a lack of capacity.

**4. *There is long standing community demand that is not being met***

- a. A Hawke's Bay regional shortage of aquatic space equivalent to three 25m pools was identified by National Facilities Strategy in 2013. NCC Napier Aquatics Strategy endorsed this shortage in 2015. This Strategy document is now dated however recent trends and developments continue to signal strong community demand:
  - i. Future requirements for Hawke's Bay in this document projected slow population growth for Napier to 2021, where it will peak and begin to decline. Actual population growth for Napier since 2015 outstripped these projections by 14% or the equivalent of 8,180 people;
  - ii. Since this information was compiled, the Mitre 10 Sports Park Aquatic facility due to be completed mid-2022. However it is expected that given its location and design there will continue to be community demand for Napier's community aquatic facilities.
  - iii. There is currently no public access available at Napier Aquatic Centre on weekdays from 3 pm to 7 pm as space is prioritised for club swim training and learn to swim. This is a peak time for users in other aquatic centres.

Many of these issues were recognised by NCC in 2014, and led to the commencement of a process to determine the right aquatic solution for the needs of the community.

**New aquatic facility – what our community has told us that they want**

Through the consultation and engagement with our community conducted since 2014, the following themes have been consistently expressed:

- A modern facility that meets the community needs now and into the future;
- A desire to 'do it once and do it properly';

- A facility with sufficient space to cater for all user groups and areas of demand;
- Much more leisure and play space and features to provide a fun environment for tamariki, rangatahi and whānau;
- Improved accessibility for all users; and
- Affordability for our community in terms of capital cost, costs to operate and costs of entry.

Further information around these current state issues and community expectations are included in Attachment C.

### **New aquatic facility – possible sites**

The Onekawa site of the existing Napier Aquatic Centre is the site of an old landfill. Landfill materials cover much of the site, though the landfill material is covered with a cap of topsoil. NCC has commissioned a number of reports into the Onekawa reserve site and surrounding area to understand the presence of and the nature of this landfill material.

An investigation carried out by Pattle Delamore Partners Limited (PDP) between 2009 and 2012 identified:

- Landfill waste was found in 11 of the 19 test pits excavated
- The topsoil cover over the waste varied from nil up to 1m, with the average cover being 0.35m
- Groundwater was observed at a depth of between 1.7 and 2 m.
- Heavy metal concentrations typical of that expected were found in samples containing waste, including lead, arsenic, copper and zinc
- The unconfirmed but likely presence of asbestos given commonness of asbestos-containing materials in construction and household products during the years the landfill was active (Note: the presence of asbestos was confirmed through further investigations by Tonkin & Taylor in 2021).

Due to a number of outstanding questions, in December 2018 PDP was re-engaged to provide an expert assessment of the Onekawa site and the implications of the *known* contamination for the development of an aquatic centre. This assessment concluded:

*All other things being equal, a site free of contamination is easier and cheaper to develop than a site with soil contamination. There is also additional risk for the Onekawa site because the full extent and degree of contamination is not known and there is uncertainty whether all the soil would be accepted at the Omarunui Landfill. While the known contamination at the Onekawa site is not particularly great, and the onsite risks during construction should be readily manageable, additional time will be involved and greater cost will arise relative to a “clean” site from:*

- *additional soil and possibly groundwater investigation*
- *additional consenting requirements*
- *additional onsite excavation management (particularly if asbestos is present)*
- *possibly managing contaminated water from excavation dewatering*
- *additional soil disposal costs*

*The greatest additional cost is probably from soil disposal, depending on the volume of soil requiring disposal.*

In this assessment, an assumption was made that similar geotechnical conditions existed below more recent reclamation fill and/or landfill, being soft estuarine sediments prone to liquefaction under earthquake conditions.



Informed by these external reports, a risk assessment performed by The Building Intelligence Group (TBIG) and technical advice of qualified Napier City Council staff, it is considered that the Onekawa site is more complex and more expensive than a greenfields alternative, and with a more risk of cost and time overruns due to site conditions.

### **Tonkin & Taylor contamination and geotechnical**

This information was discussed during a workshop Council workshop on 10 March 2021, and, due to assumptions made about geotechnical conditions, it was agreed that Officers would engage Tonkin & Taylor to conduct further site investigations at Onekawa for both contamination and geotechnical conditions.

Following on from this, options were developed and canvassed with Council to potentially fit an aquatic centre on the Onekawa site.

Considerations in the development of these siting options included:

- The position of the facility and car-parking
- Access from the road to the facility
- Operational impact of the construction period on the existing facility
- Existing infrastructure on the site.

These options were:

#### ***Option 1: New aquatic centre and relocation of netball courts***

Located to the northern end of the site in order to minimise the impact to the existing centre during construction and to avoid the landfill area as much as possible. Involves demolition of existing tennis and netball courts and construction to the eastern corner of the Onekawa site.

#### ***Option 2: Redevelopment of existing aquatic facility***

Retaining and upgrading the existing Ivan Wilson complex, demolishing the Old Pool and constructing new add-on facility where the Old Pool is currently located.

#### ***Option 3: Demolition of minor structures for new aquatic centre***

A new facility centred on the site where the existing Allan's Pool (Learn to Swim) and Pavilion are located.

#### ***Option 4: New aquatic centre (south-western corner)***

A new facility constructed at the southwest corner of the facility.



These site options were provided to Tonkin & Taylor to determine the scope of its geotechnical and contamination investigations.

### **Tonkin & Taylor geotechnical and contamination report findings**

A workshop with Council was held on 30 March 2021 for Tonkin & Taylor to present and discuss the findings and implications of the geotechnical and contamination reports.

Critically, the Tonkin & Taylor geotechnical report provided new information for the geotechnical (ground stability) conditions present. The geotechnical conditions across the entire site are soft compressible silt and layers of liquefiable sand. This means that for any significant construction on the site to have solid foundations to mitigate the risk of differential settlement, significant and costly ground works are required.

In addition to the challenges presented by the uncontrolled (land)fill materials that requires removing and disposal, the contamination levels are variable across the site and for all four options assessed, the groundwater levels require mitigation and the existing infrastructure underground requires either relocation (water main) or excavation and disposal (remains of old outdoor pool and dive well), which indicates that the geotechnical conditions present may provide the most significant and expensive challenge on the Onekawa site.

The previous PDP assessment in 2018 was focused on contamination rather than geotechnical conditions and expressly assumed that 'similar geotechnical conditions exist at both the Onekawa and Prebensen/Tamatea Drive sites'. The Tonkin & Taylor results assert that this assumption isn't correct and that in addition to the contamination implications of the Onekawa site, that geotechnical conditions are also significantly more challenging than the conditions on the Prebensen/Tamatea Drive site.

The Tonkin & Taylor report provided additional information on the specific risks present for each of the four site options being explored, with Option 1 being the preferred location of the four options on the Onekawa site. Following from Tonkin & Taylor's recommendation, Council agreed to eliminate options 2, 3 and 4, and progress further investigation of Option 1 for community consultation on site options for a new aquatic facility.

A more detailed summary of the investigations is contained in Attachment D.

The geotechnical and contamination reports were released in December 2021 and are located at <https://www.napier.govt.nz/napier/projects/napier-aquatic-centre-redevelopment/onekawa-park-investigations/>

### **Outcomes of Council workshop**

Through workshopping with Council on 30 March 2021, Officers were to progress to detailed investigations based on:

- Eliminate Options 2, 3 and 4 due to the geotechnical and contamination information provided.
- Prepare detailed information to allow for community consultation on the new aquatic centre location based on:
  - a. Option 1 build at Onekawa (i.e. relocation of netball courts at Onekawa); and
  - b. the Prebensen/Tamatea Drive greenfields option.
- For Option 1: New aquatic centre and relocation of netball courts
  - a. Conduct design work to make the Prebensen facility and features right for the specific site.
  - b. Conduct further ground investigations through the tennis courts to provide further information and assist in mitigating the risk of the intended site.
- For each consultation option include:
  - a. Design and artist mock-ups.
  - b. Quantity Surveyor-produced costings for each site, factoring in the additional costs and risks of the Onekawa site.
  - c. Identification of the risks and implications.
- Prepare a Council paper to include contamination and geotechnical outcomes, implications, next steps and the impact to the existing facility.
- Consider a public seminar or session to enable interested members of the public to be directly engaged.

This paper reflects the next steps as indicated by Council.

### **Planning implications of the Onekawa options**

The identification of Option 1 as the preferred option comes with a higher risk profile for resource consent due to the proximity to residences along Gallipoli Road. For this reason Option 3 was also carried through to the next stage of assessment to include an option that is not subject to the same resource consent risk, though it has a more significant risk profile with uncontrolled fill and contamination, and it would involve a much greater level of impact on the current facility during the construction period.

Planning consultants, Stradegy, were engaged in October 2021 to provide views on planning matters pertaining to Options 1 and 3 and specifically, which may be able to

progress through the resource consent process with less resistance. This input was sought to enable these views to be considered by Council alongside other information to inform decision making.

Strategy's conclusion was that 'Option 3 would progress through the planning process with less resistance', though recommended that Option 1 not be discarded as the greater challenges with planning and consenting due to the closer proximity to residences may be able to be overcome.

Included in the report were recommendations for Council to assist with deciding the preferred option. These recommendations were:

- Undertake an Acoustic Assessment against District Plan noise limits
- Perform a preliminary Visual Impact Assessment
- Conduct a Traffic Assessment to inform the need to any surrounding intersection and roading upgrades
- Obtain a Certificate of Compliance for the relocation and reestablishment of courts as planned under Option 1
- Define the implications and costs associated with the removal of material under Option 3 to better inform the options assessment
- Prepare a Consenting Strategy for the selected option.

Ahead of Council agreeing on the preferred option for the Onekawa site, it is recommended that Officers work through these additional planning steps.

#### **Site assessment: Prebensen/Tamatea Drive and Onekawa**

Geoff Canham Consulting (GCC) was engaged in late 2021 to provide an objective, rigorous and independent site assessment of the Prebensen Drive/Tamatea Drive site and the Onekawa site. This piece of work was commissioned partly in response to a Council request to assess both the Prebensen/Tamatea Drive sites and the Onekawa site holistically to identify all pros and cons, and partly to provide an objective and independent assessment to address the prominent feedback during the 2018 process from some members of our community.

GCC have prior experience performing similar assessments with Tairāwhiti/Gisborne District Council, Hauraki District Council (Waihi), Bay Wave Aquatic Centre (Tauranga City Council) and Lansdowne Park Relocation (Marlborough District Council). All site assessments performed by GCC have been informed by relevant national guidelines.

The site assessment criteria performed by GCC included the Prebensen/Tamatea Drive option, and the two options for development on the Onekawa site. The assessment was scored along a criteria based on the critical success factors from the Napier City Council Aquatic Strategic Framework that was adopted by Council in 2021.

It is important to note that across Napier there are very few sites that met the original criteria for an aquatic development, and that irrespective of the site chosen there were going to be positive and negative aspects. A perfect site for an aquatic development in Napier does not exist.

The site assessment results for the three options were:

Criteria	Prebensen Drive	Onekawa Option 1	Onekawa Option 3
NCC Strategic Drivers	20	17	17
Balanced Outcomes	13	11	11
Social Cohesion	8	9	9
Pride and Connection	12	9	9
Value for Money	13	8	8
Best Practice Design	11	9	9
<b>TOTAL</b>	<b>77</b>	<b>63</b>	<b>63</b>

GCC's conclusion states:

*While it is difficult to identify the perfect site, guidance via the established NCC criteria for a future NCC aquatic centre helped to ensure a neutral process throughout the entire site assessment process.*

*Through onsite and desktop assessments using the Site Assessment Tool, we were able to identify strengths and weaknesses across both sites which then showed through in final scoring.*

*While the current Napier Aquatic Centre has a strong history at its Onekawa location, the risk and cost associated with soil contamination and significant ground engineering required made it difficult to attain higher scores in terms of future site development.*

*Prebensen Drive has shown to be a low risk, greenfield site that matches a lot of the desirable aspects of the assessment criteria as well as the NCC Aquatic Strategic Framework. This leads to the Prebensen Drive site attaining the highest score.*

GCC's Napier Aquatic Centre Site Assessment Report is included as an attachment to this report.

### **Prebensen/Tamatea Drive site and status**

Council adopted as part of its Long Term Plan 2018-28 a resolution to progress a new pool at a new site. Following this decision a tender was released on 17 May 2019 for the 'Design and Build for the Napier Aquatic Centre'. These plans were put on hold subject to a Judicial Review from the Friends of Onekawa Society challenging the Council process and decision making.

The Judicial Review judgement of 30 April 2019 saw all nine causes of action being dismissed by the Court.

Prior to Council pressing pause on the aquatic development at Prebensen/Tamatea Drive, considerable progress had been made to progress this development. While the site has remained inactive, the following summarises the advanced status of this site development:

- Geotechnical and contamination surveys completed, with no contamination and geotechnical conditions consistent with most of the Napier area.

- The resource consent application was completed, including technical assessments of acoustics, visual amenity and traffic impact. This consent application, with a quick update, is ready to be submitted.
- Pre-loading has been completed on the site, with significant time to settle.
- Stormwater treatment on site designed, constructed and working effectively.
- Detailed location specific designs were completed for the Design and Build tender process.

Due to these reasons, the Prebensen/Tamatea Drive site has an advantage over Onekawa in terms of:

- Planning and resource consent issues including traffic, proximity to neighbours
- Planning and resource consent timing, with much of the work completed
- The planning and construction timeline, with no need to wait for any pre-loading settlement or other ground mitigation, demolition and removal of existing structures, or relocation of existing infrastructure (tennis and netball courts)
- The risk profile of construction.

### ***Recommendations regarding Preferred Design***

The detailed concept design (see attachments) as developed for the preferred option on the Prebensen/Tamatea Drive site has been used for the options on the Onekawa site. While there have been some changes in the regional picture, it is considered that this design will provide a facility that meets the current and future needs of Napier's community across all user groups.

In summary the process to date has included includes the development of:

- Napier Aquatic Strategy
- Taradale Feasibility Demand Study Assessment
- Business Case Options for Expansion
- Pre-engagement and consultation through a Special Consultative Procedure as part of the Long Term Plan 2018-28
- High level design of preferred option
- External reports to inform resource consent.

This process has also involved consultation with users, stakeholders and the community, from the development of the options to public consultation, to engagement with an Aquatic Stakeholder Group in the development of the design.

An Aquatic Subcommittee of council was formed to provide Councillor input and direction to the project, including detailed design, preparation of tender documentation and specifications, and site preparations. This Subcommittee met on four occasions during the six months from August 2018 to March 2019 until the point where the project was paused due to the legal proceedings with Friends of Onekawa Society.

It is considered that the key changes in regional aquatics provision discussed in this document do not impact the design's ability to meet the needs of the community, projected utilisation or ongoing financial sustainability.

If Council decide that the current designs need more than minor changes, then this would likely necessitate a recommencing of the process, from strategy development, to the business case, to the detailed design.

This will lead to additional time required on the programme to deliver a new aquatic facility to our community, and will incur additional costs.

This Detailed Concept Design was approved by Council in March 2019.

As per Council direction to 'conduct design work to make the Prebensen/Tamatea Drive facility and features right for the specific site', a review of the specific site conditions, alignment and environmental conditions was performed. This assessment identified that alignment of the facility on the Onekawa site was similar to the alignment at the Prebensen/Tamatea Drive and would provide similar advantages in terms of aspect, wind and sun. The proposed positioning of the facility on the Onekawa site is as similar as possible to that at Prebensen/Tamatea Drive. This has resulted in no revisions or amendments to the preferred design will be required to locate at Onekawa.

The Detailed Concept Design approved by Council for the design and build tender is attached to this report. Note that subsequent to the Detailed Concept Design being signed off by Council, the concept designs were further amended as the Request For Proposal (RFP) documents were prepared for tender.

### **Geotechnical and Land contamination implications**

Following on from Tonkin & Taylor's geotechnical and contamination investigations completed in February 2021, Tonkin & Taylor were re-engaged to undertake an engineering risk review into geotechnical and contaminated land aspects of the proposed Onekawa aquatic centre development.

This engineering risk review is to inform costings of the ground remediation requirements to construct on the Onekawa site and enable the development of comparative costings with the Prebensen/Tamatea Drive option.

A summary of the key design risks and potential effects on remedial works costs as identified by Tonkin & Taylor is included in Attachment E.

Tonkin & Taylor concluded that:

*Overall, both "Option 1" and "Option 3" have a similar risk profile and similar quantum of earthworks. Option 1 includes redevelopment of the court areas which will limit the ability to dispose of material on site, while Option 3 will involve more demolition works and potentially encroach on existing buildings and access points.*

*Prebensen Drive site has a much lower ground risk profile, largely reflective of its "Greenfield" status and the fact that much of the groundworks have already been completed, with minimal hindrances.*

Storage of uncontrolled fill on the site itself, rather than disposal at an approved landfill was identified by Tonkin & Taylor as a potential method to avoid the costs of disposal of uncontrolled fill and the contaminants within. This is through the creation of bunds or mounds of uncontrolled fill that can then be covered with clean topsoil.

The maximum amount of material that can be accommodated on the Onekawa site has been calculated. This approach is not recommended by Officers due to:

- Not eliminating the risk of contaminated materials, but simply moving them from one place to another
- The perception of surrounding neighbours and reserve tenants to having the potentially contaminated uncontrolled fill relocated and covered on the site
- The longer-term risk of the topsoil on the mounds eroding over time, exposing the potentially contamination fill material
- The consenting risks and conditions for storing the uncontrolled fill on the site.

This option however is on the table for discussion by Council. The additional costs for cartage and disposal of the uncontrolled fill quantities should Council decide to dispose at a landfill are included in the provisional items.

### Programme implications

As part of the Tonkin & Taylor report, a comparative programme was developed to compare project timeframes for the Prebensen/Tamatea Drive option and the two options at Onekawa. The report states:

*A comparative programme has been developed between future works at the Onekawa site and the Prebensen Drive location, which is approximately 80% through the enabling works phase before the works were mothballed.*

*The Onekawa project is in its infancy and provides a much more challenging consenting/development programme. Accordingly, the programme for the Onekawa design and consenting is likely to be relatively long and subject to increased escalation costs of the project lifecycle.*

The report identified a total of 30 months of time required given the challenges of the site to effectively get the site to a comparative position that Prebensen/Tamatea is at currently. Including the additional time allowance for completely enabling works at Prebensen/Tamatea Drive (if required), and assuming a construction period of 2 years for all three options the total months to completion for each option is as follows.

**Table: Project timeframes for each option (once approved by council)**

	Prebensen/ Tamatea Drive	Onekawa Option 1	Onekawa Option 3
Master planning to commencement of enabling works	0	30	30
Enabling and consent works	14.5	12	12
Construction period	24	24	24
<b>Total months to completion</b>	<b>38.5</b>	<b>66</b>	<b>66</b>

Tonkin & Taylor's full report is included as an attachment to this document.

### Costings

As per Council direction, Quantity Surveyors Dean & Quane were engaged to take the key design risks and potential effects on remedial works identified through the Tonkin & Taylor report and provide estimated costs for these. These costs are required to enable a like-for-like comparison between the Onekawa site and the Prebensen/Tamatea Drive site.



Dean & Quane's costs for each option are attached to this document.

Element	Prebensen/ Tamatea Drive	Onekawa Option 1	Onekawa Option 3
New aquatic centre as per RLB estimate Aug 2021	51,238,800	51,238,800	51,238,800
Construction cost increases (Aug 2021 to estimated project start date of mid 2024)	7,455,245	7,455,245	7,455,245
Construction cost increases – (Master planning to commencement of enabling works)		7,336,756	7,336,756
Construction cost increases - Enabling and consent works	3,521,643	3,301,540	3,301,540
Cost escalation during construction period	6,221,569	6,933,234	6,933,234
Demolition (as per note to costings below)		-13,300	-344,500
Site Preparation		10,043,480	8,752,500
Additional Site Works		2,743,625	2,064,750
Sundries		-	-
<b>SUB TOTAL</b>	<b>68,437,257</b>	<b>89,039,380</b>	<b>86,393,325</b>
Preliminaries		-	-
Margins		-	-
Contract Contingencies	3,119,947	13,355,907	12,958,999
<b>TOTAL CONSTRUCTION COST (excluding GST)</b>	<b>\$71,557,204</b>	<b>\$102,395,287</b>	<b>\$99,352,324</b>
Other Development Costs			
Provisional items		5,610,000	8,855,000
<b>TOTAL PROJECT COSTS (including provisions items (excluding GST))</b>	<b>\$71,557,204</b>	<b>\$108,005,287</b>	<b>\$108,207,324</b>

### Summary of key cost differences

- The excavation and disposal of uncontrolled and contaminated fill
- Mitigation of ground conditions
- The site works complexities of dealing with known landfill and contaminants and the consenting conditions likely to be imposed due to the nature of the site
- The construction of stormwater detention ponds
- For Option 1, the costs of relocating the tennis and netball courts, including demolition of existing, site clearance and earthworks, and construction of new courts and changing room facilities

- For Option 3, the costs of changes to the surrounding infrastructure and ground features (including changing sewers, stormwater and water supply, removing buildings and excavation)
- Provisional items including cartage and removal of uncontrolled fill; should Council not want to explore disposing of on site, any roading changes, earthworks construction monitoring. These provisional items have been separated out to identify potential costs that require either decisions of Council or further work to understand requirements and costs.

### Notes to the costings

#### *Demolition costs*

Depending on the intended future use of the Onekawa site, it is likely that demolition of the entire existing facility is required for both options at some stage of the process. All that differs between the Onekawa options and the Prebensen/Tamatea option is the sequencing, in terms of a one-time demolition or a staggered demolition to enable construction on Onekawa. The RLB estimate for Prebensen/Tamatea Drive includes \$600,000 for demolition of Onekawa. To avoid double-counting of demolition items the amounts have been entered as negatives in the costings.

#### *Mitigation of ground conditions*

The method to mitigate the geotechnical conditions on the Onekawa site that has been included for costing purposes is excavation, filling and preloading. The alternative approach is to use Rammed Aggregate Piers (RAPs), which are stone pillars that are vibrated into the earth to provide ground improvement. This approach could avoid ten months of programme timeline by removing the need to wait for preloading to settle, but comes at an additional project cost. It is considered that the additional project cost is comparative to the cost escalation savings from the reduce timeline, therefore is cost neutral to the construction cost estimates.

### Comparing the three options

	Prebensen/Tamatea Drive	Onekawa Option 1	Onekawa Option 3
<b>Cost</b>	<b>\$71.6 million</b>	<b>\$108.0 million</b>	<b>\$108.2 million</b>
<b>Risk</b>	<b>Moderate</b> (2 high risks, 6 moderate risks)	<b>High</b> (8 High risks, 13 moderate risks)	<b>High</b> (8 High risks, 13 moderate risks)
<b>Timeframe to completion (once approved)</b>	<b>2.71 years</b>	<b>5 years</b>	<b>5 years</b>
<b>Site assessment results</b>	<b>77</b>	<b>63</b>	<b>63</b>

The table above shows the differences in costs, complexity and risk between the options at the Onekawa site and the Prebensen/Tamatea Drive option. As per the advice throughout this process, development can be done on the Onekawa site, though it involves a much greater degree of cost, complexity and risk.

### **Opportunity cost of Prebensen/Tamatea Drive**

The Prebensen/Tamatea Drive parcel of land comprises a total area of 12.71 hectares. It is currently zoned as main residential.

Should the land not be utilised for an aquatic development there is an opportunity for council to divest this land.

A valuation performed in late 2020 of the parcel of developable land (estimated 3.5 hectares) on the site identified a value of \$1,671,000 per hectare. For the portion of the site that has been earmarked for the aquatic development (approximately 2.51 hectares) this valuation had an estimated market value of \$4.2 million.

The land is subject to the Hawke's Bay Endowment Land Empowering Act 2002. This doesn't stop the sale, but confirms that along with the Lagoon Farm and Parklands land, it was derived from the old Harbour Board. This was vested in Council as an income earning asset to compensate for the liability of the Inner Harbour and Harbour Board Foreshore reserves.

Similarly, for the Onekawa site should a future development not be progressed, there provides an opportunity for alternative use. The site is zoned as a reserve, and has considerable existing infrastructure and services (Plunket, Omnigym, Onekawa Kindergarten), but provides the opportunity provide additional active or passive recreational space, or a repurposing of some or all of the existing aquatic centre structures (pool halls).

### **The impact of construction cost escalation**

An important aspect to note is the escalation of construction costs. Over recent years these have increased markedly due to a number of different factors including:

- Construction industry capacity is currently stretched beyond capacity.
- Further supply chain disruptions for getting construction materials to New Zealand
- Continuing high global consumer demand, exceeding available shipping and port capacity
- Consumer inflation rising at its fastest rate since 1990.

To illustrate this point, the costings of the Prebensen/Tamatea Drive option has increased from a budgeted \$42.1 million in 2018 to a projected \$51.2 million as at August 2021, and a projected \$58.9 in July 2024 (the commencement of a new LTP).

Continuing high rates of cost escalation (using a rate of 5% per annum from the Cordell Construction Cost Index (CCCI) – Quarter 3, 2021) will mean that the differences in time to complete the project will translate into increased capital costs for NCC and ratepayers, with a 12-month additional period potentially costing \$2.8m.

### **Interdependence with the Napier Aquatic Centre Capital Review**

In parallel with the work to develop a new aquatic centre, officers have been working to understand the capital requirements of the existing site. Due to the pausing of the project to develop a new facility, the years of under-investment beyond basic maintenance due to the impending demolition, and the complete removal of funding for a new aquatic development from the LTP, the facility has been reviewed by posing the question 'what do we need to do to extend the life of this asset for ten or more years?'.

As detailed in a workshop with Council in October 2021, extending the life of this asset over ten years comes with a significant price tag should we want to provide a reliable service at an acceptable level of service for our community.

Investment in this facility to extend its life however will only extend the life of the asset as it is currently, and will not go any further to meet the community needs that have been understood and documented over the last nine years.

This piece of work is tightly woven into the development of a new aquatic centre. The longer time it takes to construct a new facility, the more investment is required to maintain the existing facility.

To explore a couple of scenarios, should NCC fast-track the new development, then a new facility could be completed within 4 - 7 years. Clarity over a completion date for this project will enable officers to prioritise the level of investment required in the existing centre to minimise expenditure.

In an additional scenario, if a new aquatic development remains outside of the current LTP period, then completion date will be beyond a ten-year horizon and the investment required to extend Napier Aquatic Centre's life will be much more significant. This scenario will have the 'opportunity cost' of a decade more of unfulfilled demand, and community wellbeing benefits unrealised. This will be subject to cost escalation which runs the risk of a new aquatic centre being unaffordable to Napier.

### 2.3 Issues

- The public perception of consultation on options that provide the same facility, but 1.5km apart with a cost differential of \$33 million.
- The cost impact that the time to completion of a new facility has on the investment required to extend the life of the existing facility.
- Council direction on either the disposal or on-site storage of uncontrolled fill.

### 2.4 Significance and Engagement

The Council has committed to consultation with the community on the aquatic redevelopment options.

This matter is deemed significant given that any decisions could have ongoing and significant increases to rates and either increase or decrease current levels of service. In addition, the matter is likely to be of moderate public interest with higher interest from key stakeholders including adjacent residents of both sites.

Given its significance and history, it is recommended that Special Consultative Procedure is undertaken with the proposed option being the construction of the facility at the Prebensen Drive site. Consultation could take place through a future LTP or an LTP amendment should there be a preference to initiate momentum. The pathway for redevelopment has implications for the level of capital investment of the current facility which has its own impacts on potential rates increases, with consultation planned through the Annual Plan 2022/23 consultation process.

### 2.5 Implications

#### Financial

- Construction escalation - the longer it takes to complete a new development, the more it is going to cost in terms of capital expenditure
- The longer time taken to complete a new facility, the more costs will be required to maintain service at the existing facility
- The provisional items identified in the costings but not included in the total costs for each option may add costs as these items are worked through by officers and consultants

- Construction cost escalation exceeds the projected figure used in the costings, increasing the financial impact over time and magnifying the existing differential in project timelines to completion.

### **Social & Policy**

- The contribution of an aquatic centre to the social wellbeing of its community. The facility is an integral contributor to the wellbeing of a large number of Napier's community, with an average of 180,000 visits per year. A new aquatic centre with the capacity and features to meet the needs of Napier's community will contribute considerably more to the social wellbeing.

### **Risk**

- The risk that with the impact of cost escalation, any ongoing delay with a decision to proceed with a new aquatic centre may result in the eventual costs of construction being unaffordable, meaning an aquatic centre that meets our current and future needs will not be constructed.
- Financial and project risk from known site conditions at the Onekawa site
- Reputational risk in the eventuality that 'surprises' from further investigations or excavation of the contaminated causes increases to project cost and time
- Planning and resource consent risks for the Onekawa options, with a higher degree of associated feasibility, cost and timeframe implications.
- Community consultation identifies an Onekawa option as its preference. This will extend the timeframe for completion of the new facility by at least two years, and incur additional costs through construction cost escalation and the additional investment required to extend the life of the existing facility.

## **2.6 Options**

The options available to Council are as follows:

- a. Direct council officers to prepare further information for community consultation
- b. Do not direct officers to prepare further information for community consultation, noting the impact of cost escalation, the condition of the existing centre and the aquatic needs of the community.

## **2.7 Development of Preferred Option**

The diagram below shows the options for Council and the steps involved in progressing the aquatic redevelopment.

Key decisions for Council are:

- Do we identify a preferred option or take two or all three options to the public?
- Do we want to fast-track the development to deliver the community benefits earlier and avoid some of the costs of extending the life of the existing centre?

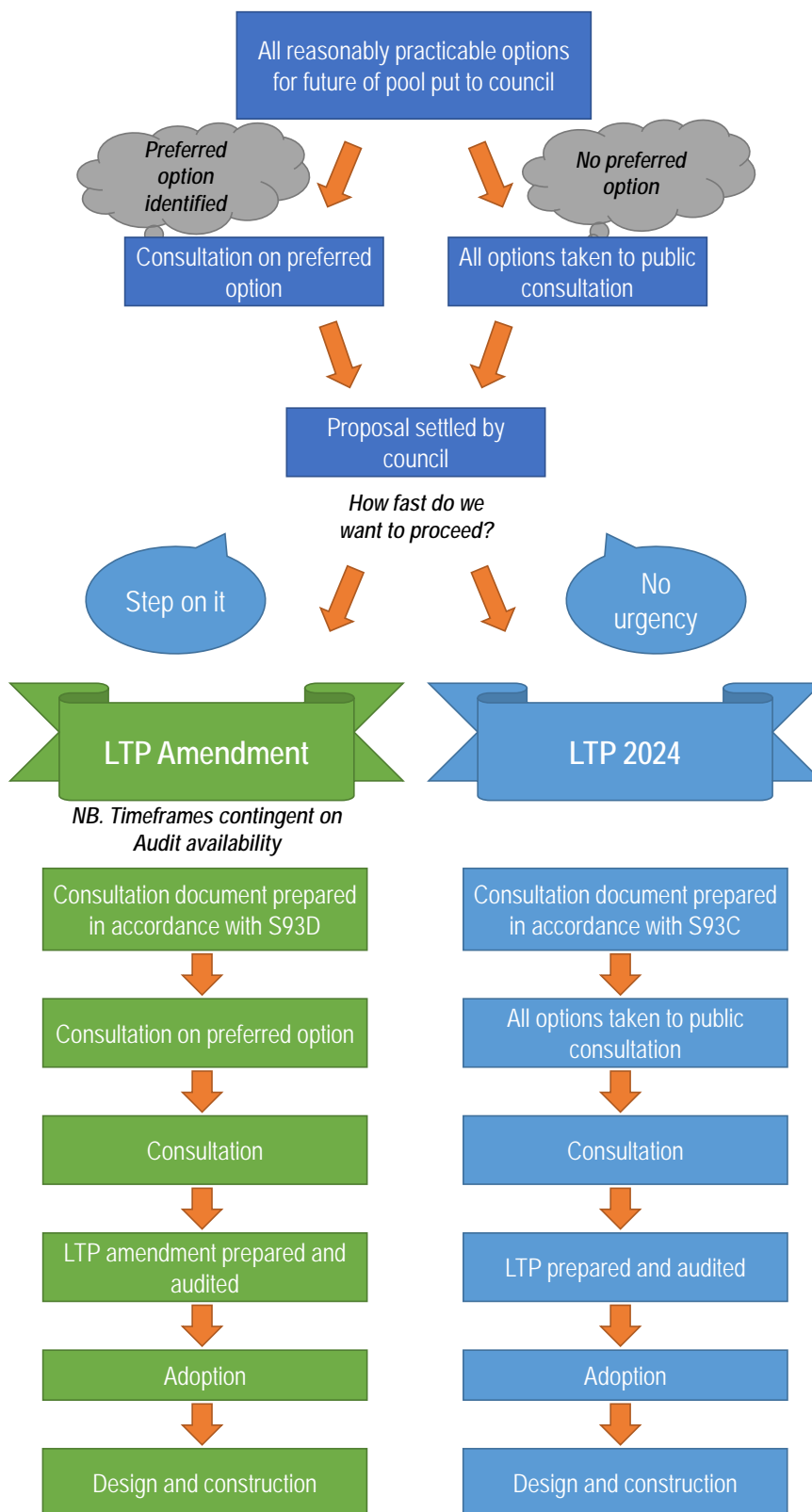
The most important aspect to highlight from a planning perspective is that a decision to redevelop the pool cannot be actioned unless it is reflected in the LTP; per section 97 of the Local Government Act 2002. Given that budget for a new aquatic centre was removed from the LTP and no options or timeframes were specified, then to proceed with the development the decision needs to be provided for in Council's LTP, either through an amendment, or through inclusion in the next standard LTP review in 2024. As the below diagram illustrates, depending on Council's preferred timeframes (expedited timeframes recommended), then two potential 'pathways' emerge; an out-of-cycle LTP amendment, or including in the next LTP in 2024.

Depending on different factors such as the timeframes for consultation, the availability of Audit NZ, this year's election and the impact of the 'stand down period', the out-of-cycle amendment will provide at least a 12 months advantage over waiting for the next LTP in 2024.

It is advisable to not have an LTP amendment process span an election and two different councils. Therefore, an LTP amendment (if that is Council's preferred vehicle) will either need to be completed prior to September 2022, or wait until the new Council is formed and complete an amendment around June 2023. This 12 month saving would translate into a total saving of project costs from between \$3.6 million and \$5.3 million, depending on the site option decided.

The timing of any amendment is a matter for Council to direct on, noting that an expedited amendment might require re-prioritisation of resources across the business, and the timing being contingent on the availability of Audit NZ.

Diagram: Long-term Aquatics Redevelopment Options



## 2.8 Attachments

- 1 Attachments: Various
- 2 Attachment - Aquatic Network

Extraordinary Sustainable Napier Committee - 17 February 2022 - Open Agenda

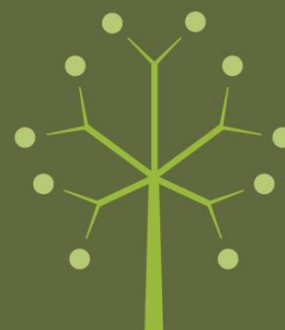
Item 2

- 3 GCC - Aquatic Site Assessment Report
- 4 Napier Aquatic Centre: Detailed Concept Design (*Under Separate Cover*)
- 5 Strategy: Onekawa Aquatic Centre - Options Analysis – Planning, Sept 2021
- 6 Strategy: Appendix 1 - Onekawa Park Reserve Management Plan
- 7 Strategy: Appendix 2 - Preliminary District Plan Compliance Analysis
- 8 Onekawa Geotechnical & Land Contamination Considerations (*Under Separate Cover*)
- 9 Attachment: Dean & Quane-Elemental Costs Estimates for Aquatic Centre Development options



# Napier Aquatic Centre

## Site Assessment Report



**GEOFF CANHAM**  
CONSULTING

[www.geoffcanhamconsulting.co.nz](http://www.geoffcanhamconsulting.co.nz)

**Report Disclaimer**

In preparing this report it has been necessary to make a number of assumptions on the basis of the information supplied to Geoff Canham Consulting (GCC). Any recommendations contained in this report are subject to uncertainty and variation depending on evolving events but have been conscientiously prepared based on information provided and an understanding of trends in the industry.

The authors did not carry out an audit or verification of the information supplied during the preparation of this report, unless otherwise stated in the report. Whilst due care was taken during enquiries, GCC Limited does not take any responsibility for any errors nor misstatements in the report arising from information supplied to the authors.

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## Introduction

This report aims to provide an independent site assessment for a future aquatic centre for Napier City Council (NCC). On-site and desktop analysis was completed against specific criteria agreed with by NCC to ensure the assessment aligns with future NCC visions and plans.

A multi-criteria assessment tool was created and used to compare the different sites and to ensure that all the criteria were assessed appropriately. This is supported by a reference document to provide evidence against each score.

## Purpose

The purpose of this report is to present an independent assessment of three potential sites for a new aquatic development using the multi-criteria assessment tool that will help NCC to determine a preferred site.

## Desirable Outcomes

1. Development of the multi-criteria assessment tool that considers the strategic drivers specific to NCC and any other best practice assessment criteria that is applicable to this situation.
2. Undertake an independent assessment of the three locations (outlined below) and present the results to NCC in the form of a written report. The three locations are:
  - Prebensen Drive
  - Onekawa – Option 1: New Aquatic Centre and relocation of netball courts
  - Onekawa – Option 3: Demolition of minor structures for new aquatic centre

## Key Points

- There is an opportunity cost that has not been factored into the report of what would happen at each site if the aquatic centre was not built.
- The potential costs to ratepayers of 'rehabilitation of degraded sub-soil' at Onekawa was not in scope, yet continuously raises itself as a significant consideration.
- There is a historical context to this project that includes a range of reports and documentation. We have done our best to include the information contained in these, however it cannot be guaranteed that all the specific details have been accounted for.
- The assessment did not include any technical assessments such as Geotech, bulk and location planning or travel planning, outside of any technical reports provided to Geoff Canham Consulting (GCC) by NCC in which the findings can be incorporated into the assessment.

## Methodology

- Development of a Multi-criteria assessment tool
  - GCC looked to other Council best practice multi-criteria assessment tools to assess facility locations, as a basis and developed a new, NCC specific multi-criteria assessment tool. This new NCC specific tool considers key strategic drivers for NCC, the NCC Aquatics Network Strategic Framework and industry best practice for the location of aquatic facilities.

- The assessment tool is informed by best-practice national guidelines including elements of Sport NZ's Community Sport and Recreation Facility Development Guide.

- Site Attribute criteria used in the assessment

Criteria	Description
<b>NCC Strategic Drivers</b>	As set out in the Napier City Council Vision, Outcomes and Strategic Goals, and in the Aquatic Strategic Framework adopted by NCC in 2021. Hawkes Bay Trails Maps, NCC bus routes, and other mapping tools.
<b>Balanced Outcomes</b> – Ensure the right balance of provision, space and utilisation among our four outcome areas across our regional network.	Factoring in adequate size, accessibility and visibility of the site.
<b>Social Cohesion</b> – Improve social cohesion and inclusivity to ensure everyone benefits from our aquatic facilities.	The site enables access for high deprivation communities, partnership opportunities and shared spaces where the community can come together.
<b>Pride and Connection</b> – NCC has a network of Aquatic Facilities that are shaped by our community, that our city is proud of and are uniquely Napier.	A site with a high profile and visible location that the community is proud of and connects with the cultural narrative.
<b>Value for Money</b> – Our aquatic network provides value for money for customers and ratepayers.	Our aquatic network provides value for money for customers and ratepayers. This was assessed by: 1) Available for purchase within budget 2) Minimal site preparation required.
<b>Best Practice Design</b> – Ensure the site meets the needs of strategic and physical requirements for aquatic centre development.	A site with good building potential, proximity to public transport and few physical or legal restrictions.

- Assessed score for each site

- Each criteria for each site was scored on a 0 – 3 scale.

Score	Criteria
0	Does not meet criteria
1	Meets minimal criteria
2	Meets most of criteria
3	Fully meets criteria

- On site visits

- All locations were visited in person by GCC staff and interviews were completed with key NCC staff.
- See appendices 2 for observations.

- Desktop assessment

- A desktop assessment was completed to review research and reports that were made available.

- Documents reviewed and considered as part of the assessment were:
  - *Heretaunga Plains Urbans Development Study – Demographics and Economic Outlook 2009*
  - *Napier City Vision Framework 2016*
  - *Heretaunga Plains Urbans Development Strategy Map 2016*
  - *NCC High level planning assessment email – 398 Prebensen Drive Tamatea 2017*
  - *Tonkin and Taylor – Napier Aquatic Centre Geotechnical Report 2018*
  - *Pattle Delamore Partners Ltd – Onekawa Park Contamination Implications for Redevelopment 2018*
  - *NCC Submissions for the Long Term Plan 2018 – 28 consultation document*
  - *NCC Aquatic Centre Site Options – High level assessment 2018*
  - *NZ Transport Agency approval pursuant to the Resource Management Act 1991, s176(1)(b) 2019*
  - *Warren and Mahoney – Napier Aquatic Concept Design 2019*
  - *Aquatics Seminar Presentation 2019*
  - *Aquatic Centre Cultural Opportunities 2020*
  - *Prebensen site concerns table 2020*
  - *Tonkin and Taylor – Napier Aquatic Centre Geotechnical and Contaminated Land Summary Powerpoint Presentation 2020*
  - *NCC – Geotech and contamination testing Powerpoint Presentation 2020*
  - *Geotechnical Assessment Draft Report 2021*
  - *Onekawa Contamination Final Report 2021*
  - *Hawkes Bay Trails – Trail Map 2021*
  - *Onekawa Aquatic Centre: Options Analysis – Planning (Stradegy) 2021*

## Site scoring and references

NCC Strategic Drivers	Prebensen Drive	Onekawa – Option 1: New Aquatic Centre and relocation of netball courts	Onekawa – Option 3: Demolition of minor structures for new aquatic centre	Assessment method
<b>1.1 Located on or very close to Hawke's Bay Trail Networks</b>	Prebensen Drive is located on the Hawkes Bay Trail network which connects up with Park Island and other sports facilities and therefore is well placed to support the increased use of this trail network.	Both Onekawa sites are located in a suburban area with no dedicated cycle infrastructure passing close by and the Hawkes Bay Trail Network approximately 300m away. Whilst general cyclist would have no problem navigating the area using the roading network, it is less likely visitors or novice cyclist will want to ride on the roads to get to this site.		On site assessment and communication with Council staff.
<b>Score</b>	3	2	2	
<b>1.2 On numerous bus routes.</b>	On an existing bus route and discussions are being held with regional council regarding moving bus-stop to be closer to proposed site entrance. Likely that bus routes will grow as population and need driven by new facility dictates.	On existing bus routes, servicing the local community well.		On site assessment and desk top assessment of bus routes and needs research.
<b>Score</b>	3	3	3	
<b>1.3 Close to arterial road links for car access</b>	Prebensen Drive is both an arterial link and a connector road with high usage and visibility	Within intersection of numerous main roads leading to arterial roads and links. Maadi Rd, Gallipoli Rd, Flanders Ave and Menin Rd back onto the NAC boundary, with major arterial routes such as Taradale Rd and Kennedy Rd nearby.		Desktop assessment of aerial maps.
<b>Score</b>	3	3	3	
<b>1.4 Location well positioned in relation to future growth areas.</b>	Well placed for future growth on North/Western side of city.  North/Western side has been highlighted in NCC growth plans – Taradale Hills and Tironui Drive and surrounds.	Well placed for growth South of Onekawa - areas South of Pirimai and Onekawa highlighted in spatial plan.  Immediate future growth limited as this area is already built up.  This site is physically closer to central Napier however the Prebensen Drive site is better located for transport/vehicle access (when referencing future growth specifically).		Desktop assessment of spatial plan, district plans, Heretaunga Plains Urban Development Strategy and future growth research.  NB: This criteria is dependent on where growth happens, how close it is to the site and when it happens as there is potential on both sides.
<b>Score</b>	2	2	2	
<b>1.5 No local issues with road capacity or parking.</b>	Undeveloped open-space with ample planned parking. Traffic Management plans will need to ensure safe egress at	Ample existing parking off the main road and at entrance to facility which would not be impacted by any new development if the new development was directly replacing either of the courts or playground. Local arterial		On site assessment.

	peak times onto Tamatea Drive.	routes around facility might be required to make them suitable to handle development at Onekawa.		
<b>Score</b>	3	3	3	
<b>1.6 Promotes sustainable thinking in building design</b>	There is an equal opportunity across both sites to incorporate sustainable thinking in building design.			Desktop assessment.
<b>Score</b>	3	3	3	
<b>1.7 Supports and reinforces a "Focus on Quality"</b>	<p>There is an opportunity to enhance city identity with a highly visible site.</p> <p>The site is on the cycle network which encourages and enables people to live healthy active lives.</p> <p>It is envisaged that quality in design and environmental impact of development will be best practice – although no physical plans were part of this scope beyond initial concept plans.</p>	<p>The Pattle Delamore Partners report “Onekawa Park – Contamination Implications for Redevelopment” identified significant soil contamination on the Onekawa site which would have to be removed and cleaned before any work could begin. This adds additional cost to the development and does not strongly rely or reinforce Council’s strategic focus on quality.</p> <p>Site not visible from road – missed opportunity for an identifiable/high profile building that provides strong identity.</p> <p>The site is approximately 300m from the cycle network that encourages and enables people to live healthy active lives.</p> <p>It is envisaged that quality in design and environmental impact of development will be best practice – although no physical plans were part of this scope.</p>		<p>Desktop research of historical contamination reports of Onekawa Park and geotechnical reports of the Prebensen Drive site.</p> <p>Desktop assessment using Google Maps and the Hawkes Bay Trails Map.</p>
<b>Score</b>	3	1	1	
<b>Subtotal</b>	<b>20</b>	<b>17</b>	<b>17</b>	
<b>Balanced Outcomes</b>	<b>Prebensen Drive</b>	<b>Onekawa – Option 1: New Aquatic Centre and relocation of netball courts</b>	<b>Onekawa – Option 3: Demolition of minor structures for new aquatic centre</b>	<b>Assessment method</b>
<b>2.1 Room for expansion</b>	The proposed building footprint and ancillary facilities cover approx. 5 hectares of the existing site which is 12.17 hectares total. The remaining 7 hectares provide opportunities for other options such as aligned recreation activity.	<p>The site is large enough to include room for expansion as shown in concept plans although it comes at the displacement of Tennis Courts or the Playground which may be moved or built elsewhere.</p> <p>Site is constrained in some areas by existing facilities including Plunket, Omnigym, and other on site infrastructure.</p>		Desktop assessment of concept plans for both sites.
<b>Score</b>	3	3	3	



2.2 Good outlook with potential for a strong street frontage on main road and/or high pedestrian use road.	Highly visible site with orientation of building shown in concept plans to face Tamatea Drive which creates the opportunity for strong street frontage.	Current site is not visible from street. This could be promoted with better signage from main road. Currently signage is minimal and aging.		On site assessment.
Score	3	1	1	
2.3 Close to users and serves a wide catchment.	Users of aquatic and dry centre facilities will most likely drive or take transport to venue, based on research done in the Taradale Aquatics Feasibility Study.  Usage will be complemented by active recreation users to and from Park Island and growing neighbourhoods.	Users generally drive to this existing venue (only 1% walk and 6% take a bus), as described in the Taradale Aquatics Feasibility Study. In this regard it services a wide catchment.		Desktop assessment of reports.
Score	2	2	2	
2.4 Close to a range of other services and facilities.	Some services (shops, Doctors, library etc) near proposed site but planned growth in this area will develop over time. However, the site is near to expanding active recreation hub at Park Island, Prebensen Road Retail and the Tamatea Shopping Centre.	There are services in surrounding streets (shops etc) and there are existing recreation facilities including tennis, netball and gymnastics venue.		On site assessment.
Score	2	2	2	
2.5 Limited overlap with other aquatic provisions	The new 50m pool being developed by the Hawke’s Bay Community Recreation Centre Trust in Hastings is less than 15 minutes drive. The impacts on aquatic usage of this new facility are unknown, but as the new facility is primarily targeted at ‘high-end competitive’ swimming and coaching it is not expected to impact the community or leisure focus of either a Prebensen or Onekawa site. Council LTP Report 2018 identified that the 50m pool in Hastings would complement the proposed future Napier Aquatic Centre.  Also in consideration is Ocean Spa that provides alternative aquatic experiences.  Taradale Community Pool is the other main pool which is 7 – 8 km from each site on the Southern outskirts of the city, so no immediate impact on either location.  There are other pools at schools, rest home, hotels, private residence. Natural aquatic recreation areas includes Pandora Pond, Ahuriri and Westshore Beach, Perfume Point Foreshore, the Clive River and the fountains on Marine Parade (to name a few).		Desktop assessment of existing pools and distances calculated using Google Maps.	

	Hastings District facilities include Clive Memorial Swimming Baths, Havelock North Village Pool, Splash Planet Theme Park, Flaxmere Water World and Frimley Pool.			
<b>Score</b>	3	3	3	
<b>Subtotal</b>	<b>13</b>	<b>11</b>	<b>11</b>	
<b>Social Cohesion</b>	<b>Prebensen Drive</b>	<b>Onekawa – Option 1: New Aquatic Centre and relocation of netball courts</b>	<b>Onekawa – Option 3: Demolition of minor structures for new aquatic centre</b>	<b>Assessment method</b>
<b>3.1 Those communities of high deprivation are able to access the facility within a short walk or active transport option.</b>	<p>Prebensen Drive is located on the edge of Onekawa (7) and borders Tamatea North (9) and Pirimai (8).</p> <p>Distance from Maraenui is 5.7km which is too far for a short walk. Reasonable distance for adult bike ride (not children) pending road crossings.</p> <p>Maraenui shops to Prebensen Drive is 5.7 km/8 min drive time.</p>	<p>The existing aquatic centre is physically located in the Onekawa suburb (7) and borders the suburbs of Marewa (10), Maraenui (10) and Onekawa South (10) making the Onekawa site highly accessible to those high deprivation communities.</p> <p>The site is out of walking distance for communities such as Tamatea North (9) and Tamatea South (8).</p> <p>Maraenui shops to current Napier Aquatic Centre is 2.5km/5 min drive time.</p>		<p>Desktop assessment:</p> <ul style="list-style-type: none"> <li>Review of Napier deprivation map.</li> <li>Distances calculated on Google maps.</li> </ul>
<b>Score</b>	2	3	3	
<b>3.2 Provides opportunity to form partnerships and promote long-term sustainability.</b>	<p>Equal across both sites: swimming clubs, community groups, sports groups, events etc.</p> <p>A modern fit for purpose facility will be something that can spark new partnerships.</p>			Desktop assessment.
<b>Score</b>	3	3	3	
<b>3.3 Enables the provision of open spaces/areas in and around the facility where different groups from within the community naturally 'bump' into one another</b>	Significant potential, but the main 'bumpers' would be facility users rather than accidental everyday open-space use.	Significant potential, but the main 'bumpers' would be facility users rather than accidental everyday open-space use. There is the well-used gymnastics facility at site as well as a tennis and netball facility and courts. There appears to currently be very little use of NAC by those groups as either fitness or cool down activities.		On site assessment.
<b>Score</b>	3	3	3	
<b>Subtotal</b>	<b>8</b>	<b>9</b>	<b>9</b>	
<b>Pride and Connection</b>	<b>Prebensen Drive</b>	<b>Onekawa – Option 1: New Aquatic Centre and relocation of netball courts</b>	<b>Onekawa – Option 3: Demolition of minor structures for new aquatic centre</b>	<b>Assessment method</b>
<b>4.1 High profile location that is easily visible to the community.</b>	The site is located on Prebensen Drive and Tamatea Drive off a large	Isolated down a tree-lined drive and off a minor road (Maadi Rd) Visibility to those who do not know the NAC is there is limited. Whilst not part of		On site assessment.

	roundabout. The vacant site is highly visible and it is expected from concept plans that the venue would have high visibility and attractiveness.	the assessment scope, it is a recommendation that signage be improved and designed in a more encouraging and attractive way.		
<b>Score</b>	<b>3</b>	<b>1</b>	<b>1</b>	
<b>4.2 Would be at or near a major destination thereby increasing community participation, promoting overall community wellbeing.</b>	The proposed site is highly visible and will be at the intersection of many trips, active recreation or otherwise, and near major active recreation/sport hub at Park Island and the proposed Wetlands development as a Regional Park in collaboration with HBRC.	Not near another 'destination' but with the current services and the surrounding green spaces, certainly can promote community wellbeing and social-bridging opportunities.  As the current site it has had great longevity and strong historical local community support.		On site assessment.
<b>Score</b>	<b>3</b>	<b>2</b>	<b>2</b>	
<b>4.3 Supports multi-purpose trips (many activities located in one area)</b>	Would support multi-purpose trips if the venue provided varied active recreation opportunities. The site is also within 1km of Mitre 10, Kmart, Torpedo 7 and other retailers on Prebensen Drive.	Many and varied purposes near-by including active recreation and 'daily-life' needs such as shops and healthcare at the 'Onekawa Shopping Centre' which includes New World, bakery and other shops/stores.  The gymnastics centre and tennis courts are also located on site.		On site assessment.
<b>Score</b>	<b>3</b>	<b>3</b>	<b>3</b>	
<b>4.4 Site has a strong cultural connection of that could support the development of a strong cultural narrative (Our people our stories)</b>	The historic cultural significance of the wider area has been identified and has the potential to be used in the cultural narrative of a new aquatic centre on this site. Also, proximity to potential wetland restoration, and details around the 1931 land uplift may provide 'Our People Our Stories' narrative.	Immediate cultural significance was not ascertained in this assessment as it relates to the identified Onekawa site. However, it is likely that the area will have an established cultural narrative. Beyond that, there is the historical narrative around the existing venue itself as evidenced by the Friends of Onekawa.		On site assessment.  Desk top assessment - Aquatic Centre Cultural Opportunities document.
<b>Score</b>	<b>3</b>	<b>3</b>	<b>3</b>	
<b>Subtotal</b>	<b>12</b>	<b>9</b>	<b>9</b>	
<b>Value for Money</b>	<b>Prebensen Drive</b>	<b>Onekawa – Option 1: New Aquatic Centre and relocation of netball courts</b>	<b>Onekawa – Option 3: Demolition of minor structures for new aquatic centre</b>	<b>Assessment method</b>
<b>5.1 Available for purchase within budget.</b>	Yes – NCC already own the site.	Yes – NCC already own the site.		Desktop assessment.
<b>Score</b>	<b>3</b>	<b>3</b>	<b>3</b>	

5.2 Minimal site preparation required (i.e. no demolition of existing structures/buildings and no remediation of the land required)	The site is free of contamination which enables simple site development.	The Pattle Delamore Partners report on Onekawa Park contamination recognised that a similar style and scale of redevelopment/development on a contaminated site will result in greater resource consent requirements, additional contamination-specific investigation, more careful management of excavation and soil disposal to protect both workers and the neighbouring residents.  Additionally, overall, greater costs, not least being soil disposal costs if substantial amounts of soil need to be disposed of. It has been estimated that between 2000 and 6000 m3 of soil will require disposal.  Existing underground utility services will require relocating.		Desktop assessment of Geotech reports for both sites.
Score	3	1	1	
5.3 Site acquisition not reliant on completion of non-council controlled processes.	<p>The site is already owned by NCC however there are some non-council controlled process.</p> <p>The site is zoned Main Residential so will require a District Plan change to rezone the site.</p> <p>The site has an NZTA designation over part of the site closest to the expressway roundabout. NZTA in 2019 formally approved construction of the Aquatic Centre.</p>	<p>The site is already owned by NCC and is not reliant on non-council controlled processes.</p> <p>Resource Consent will be required to develop at Onekawa, noting the proximity to existing houses on the North-East of the tennis courts (Gallipoli Rd).</p>		<p>Desktop assessment of email communications from Parks Policy Planner.</p> <p>NZ Transport Agency approval pursuant to the Resource Management Act 1991, s176(1)(b) 2019.</p> <p>Onekawa Aquatic Centre: Options Analysis – Planning (Stradegy) 2021.</p>
Score	2	2	2	
5.4 Ground conditions suitable for large structure.	Very High liquefaction which has been identified as common across Napier and the same liquefaction zone as Onekawa Park.	<p>Very High liquefaction and the same liquefaction zone as Prebensen Drive.</p> <p>Ground conditions comprise variable fill overlying soft silts and loose sands. This makes development at the site much more challenging from a ground engineering perspective and would require significant mitigation to build on.</p> <p>Additional contaminated ground condition risk and mitigation would have potential impacts on ground conditions.</p>		Desktop assessment of Geotech reports.

Score	2	1	1	
5.5 Does not displace of other activities	No – current site is empty.	Yes – required relocation of tennis or netball courts and other infrastructure.  Demolition of existing aquatic centre buildings, would impact on operational availability for the duration of the construction period.		Desktop and onsite assessment.
Score	3	1	1	
Subtotal	13	8	8	
Best Practice Design	Prebensen Drive	Onekawa – Option 1: New Aquatic Centre and relocation of netball courts	Onekawa – Option 3: Demolition of minor structures for new aquatic centre	Assessment method
6.1 Large, undeveloped site with good building potential.	The current site is large and undeveloped with good building potential.	Current site is developed but still has building potential with the possible contamination proviso and the requirement to consult and relocate some existing recreation and play infrastructure at a cost to council.		On site visit.
Score	3	2	2	
6.2 Meets the objectives of the Napier Aquatics Strategy and Napier Aquatic Centre Business Case and HB Regional Facilities Plan.	<b>Napier Aquatics Strategy:</b> equal meeting of objectives across all sites.  <b>Napier Aquatic Centre Business case:</b> The recommendation of a 25m x 25m pool was put forward. Both sites can fit this size so equal score across both sites.  <b>HB Regional facilities Plan:</b> Maintain a national competition standard pool (aligned with the National Aquatics Strategy and Napier and Hastings aquatic strategies).			Desktop assessment of each document.
Score	3	3	3	
6.3 Within or very close to identified main centres for activity.	Yes – Park Island, cycle trails and proposed wetlands reserve.	The gymnastics centre and tennis courts are already on site and the park-like nature of the existing site lends itself to other active and passive recreation opportunities.		On site assessment.
Score	3	2	2	
6.4 No issue with other planning legislation (e.g. Reserves Act)	Resource Consent will be required.  The site is comprised in one Certificate of Title.  The title is subject to a number of interests including easements and rights of way.	Resource Consent will be required.  The land use activities associated with both Onekawa options are consistent with the activities encouraged in the Reserve Management Plan applicable to Onekawa Park.	Resource Consent will be required.  The land use activities associated with both Onekawa options are consistent with the activities encouraged in the Reserve Management Plan applicable to Onekawa Park.  This option is anticipated to be able to	Desktop assessment of email communications from Parks Policy Planner.  Onekawa Aquatic Centre: Options Analysis – Planning (Strategy 2021).

		<p>This site is unlikely to comply with conditions relating to building height, floor space, noise limits and earthworks.</p> <p>This site is also considered to have the potential to give rise to greater noise and visual amenity effects owing to its location being closer to residential properties.</p> <p>This site is considered to have a higher risk of limited notification to a higher number of parties due to the facility itself and the relocation of the courts.</p>	<p>comply with District Plan noise limits but is unlikely to comply with conditions relating to building height, floor space, and earthworks.</p>	
<b>Score</b>	<b>2</b>	<b>2</b>	<b>2</b>	
<b>Subtotal</b>	<b>11</b>	<b>9</b>	<b>9</b>	

## Outcomes of Scoping

### Multi criteria assessment tool results

The table below is a summary of the detailed scoring for each potential location. The outcome of the scoring review was that Prebensen Drive was the most suitable site with the highest score.

Criteria	Prebensen Drive	Onekawa – Option 1: New Aquatic Centre and relocation of netball courts	Onekawa – Option 3: Demolition of minor structures for new aquatic centre
<b>NCC Strategic Drivers</b>	20	17	17
<b>Balanced Outcomes</b>	13	11	11
<b>Social Cohesion</b>	8	9	9
<b>Pride and Connection</b>	12	9	9
<b>Value for Money</b>	13	8	8
<b>Best Practice Design</b>	11	9	9
<b>TOTAL</b>	77	63	63

## Option Analysis

### General

- GCC did not provide a weighted percentage against the criteria because the Key Strategic Outcomes are representative of Napier Aquatics Network Strategic Framework and Council outcomes. These outcomes are therefore those expressed by the community and as such, each strategic outcome is considered equally as important.
- There was a previous process of site identification and assessment by NCC that identified Prebensen as the best alternative option to Onekawa. As a result only these three locations were selected for review as directed by NCC.

### Preferred site and rationale

- The outcome of the scoring review was that Prebensen Drive rated the highest score.

### Advantages of Prebensen Drive site

- A high-profile site that creates pride and connection. It is easily accessible via public transport, road and cycleway.
- Well located for future growth on the North/Western side of the city.
- A large site with options for future expansion and carpark capacity.
- The site would not displace other activities.
- NCC already own the site so there is no additional purchasing cost, creating value for money for ratepayers.
- Ground conditions with no historic contamination – an easy to build on, greenfield site reduces risk of increased costs.
- The site is not subject to the Reserves Act 1977 and the title is fee simple.

Disadvantages of Prebensen Drive site

- The site is zoned Main Residential so will require a District Plan change to rezone the site.
- The title is subject to a number of interests including easements and rights of way.
- Very High liquefaction has been identified (as common across Napier and the same liquefaction zone as Onekawa Park)
- The site has an NZTA designation over part of the site closest to the expressway roundabout (NZTA in 2019 formally approved construction of the Aquatic Centre).

## Conclusion

While it is difficult to identify the perfect site, guidance via the established NCC criteria for a future NCC aquatic centre helped to ensure a neutral process throughout the entire site assessment process.

Through onsite and desktop assessments using the Site Assessment Tool, we were able to identify strengths and weaknesses across both sites which then showed through in final scoring.

While the current Napier Aquatic Centre has a strong history at its Onekawa location, the risk and cost associated with soil contamination and significant ground engineering required made it difficult to attain higher scores in terms of future site development.

Prebensen Drive has shown to be a low risk, greenfield site that matches a lot of the desirable aspects of the assessment criteria as well as the NCC Aquatic Strategic Framework. This leads to the Prebensen Drive site attaining the highest score.

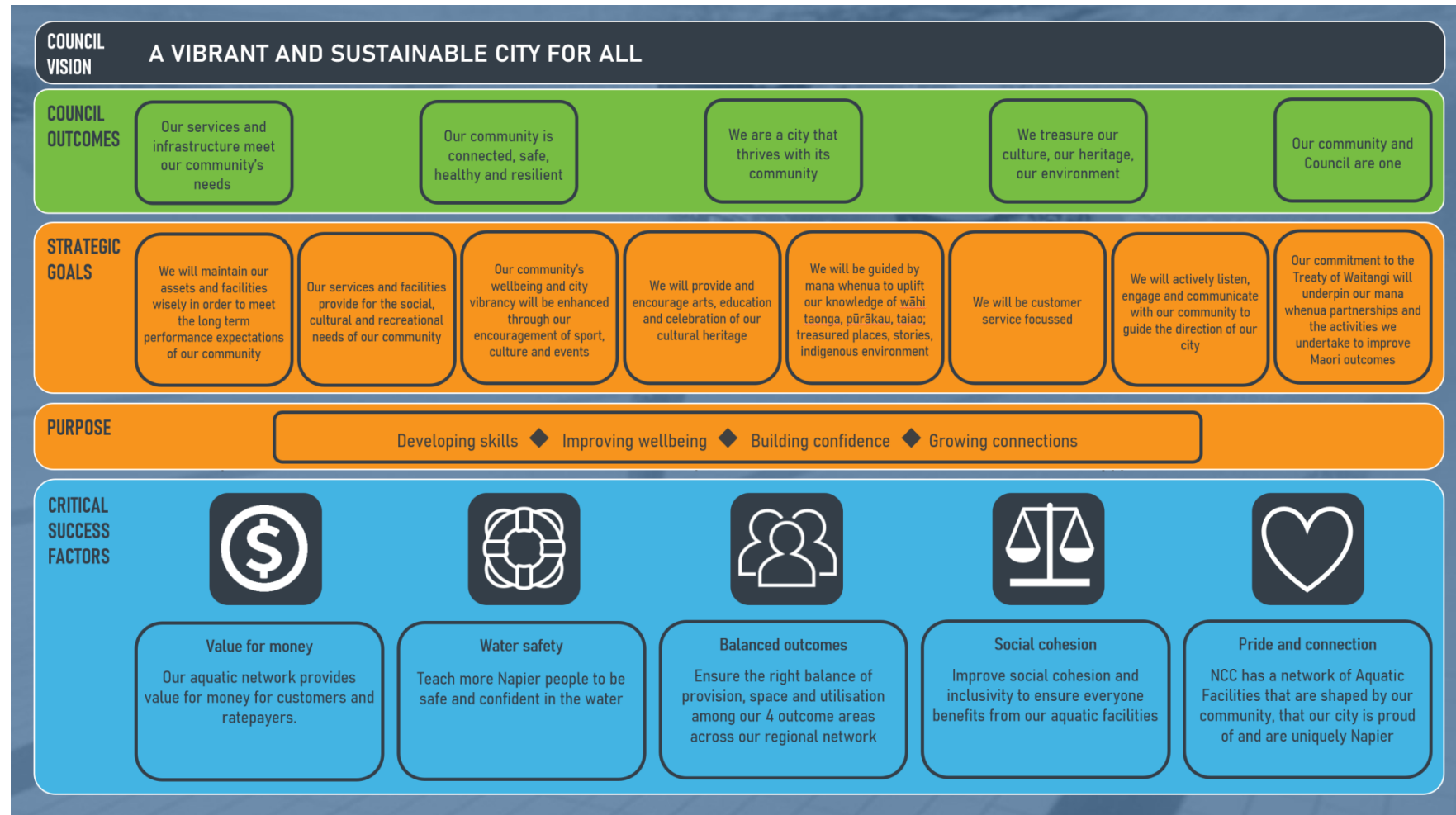


## Appendices

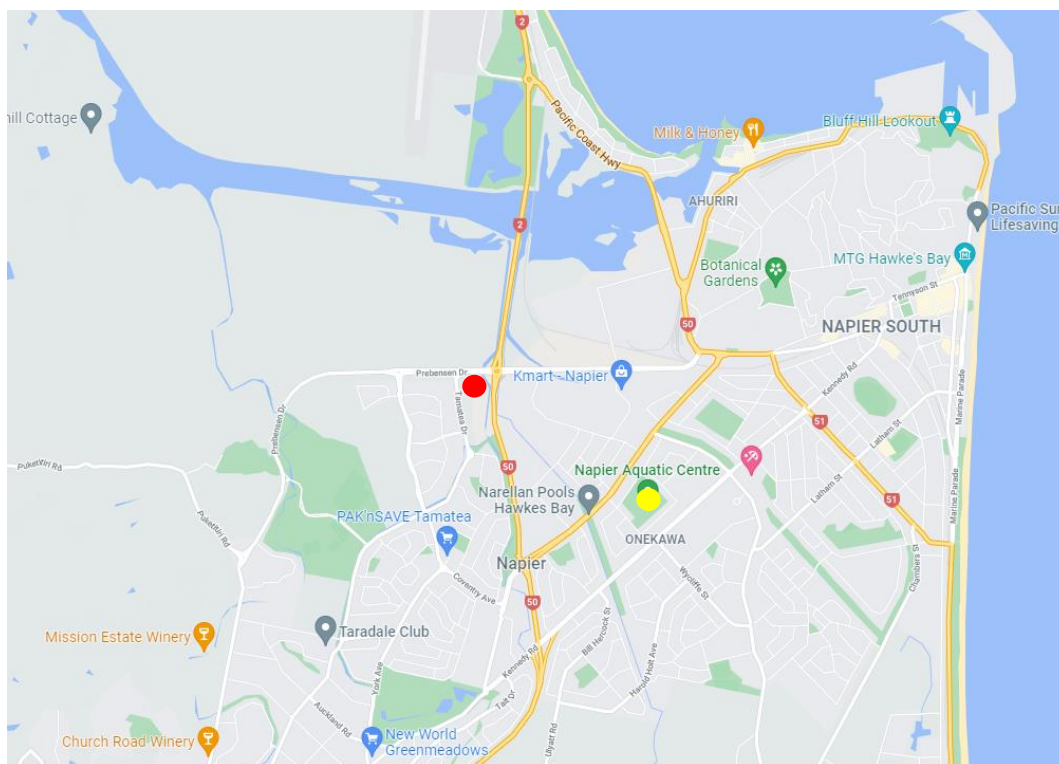
### Appendix 1 – Site scoring

#### Hypothetical Site

NCC Strategic Drivers	Balanced Outcomes	Social Cohesion	Pride and Connection	Value for Money	Best Practice Design
1.1 Located on or very close to Hawkes Bay Trails network.	2.1 Room for expansion	3.1 Those communities of high deprivation are able to access the facility within a short walk or active transport option.	4.1 High profile location that is easily visible to the community.	5.1 Available for purchase within budget.	6.1 Large, undeveloped site with good building potential.
1.2 On numerous bus routes.	2.2 Good outlook with potential for a strong street frontage on main road and/or high pedestrian use road.	3.2 Provides opportunity to form partnerships and promote long-term sustainability.	4.2 Would be at or near a major destination thereby increasing community participation, promoting overall community wellbeing.	5.2 Minimal site preparation required (i.e. no demolition of existing structures/buildings and no remediation of the land required)	6.2 Meets the objectives of the Napier Aquatics Strategy and Napier Aquatic Centre Business Case and HB Regional Facilities Plan.
1.3 Close to arterial road links for car access	2.3 Close to users and serves a wide catchment.	3.3 Enables the provision of open spaces/areas in and around the facility where different groups from within the community naturally 'bump' into one another	4.3 Supports multi-purpose trips (many activities located in one area)	5.3 Site acquisition not reliant on completion of non-council controlled processes.	6.3 Within or very close to identified main centres for activity.
1.4 Location well positioned in relation to future growth areas.	2.4 Close to a range of other services and facilities.		4.4 Site has a strong cultural connection of that could support the development of a strong cultural narrative (Our people our stories)	5.4 Ground conditions suitable for large structure.	6.4 No issue with other planning legislation (e.g. Reserves Act)
1.5 No local issues with road capacity or parking.	2.5 Limited overlap with other aquatic provisions			5.5 Does not displace of other activities	
1.6 Promotes sustainable thinking in building design					
1.7 Supports and reinforces a "Focus on Quality"					
Key Criteria for consideration as part of assessment					
Located close to or on established network of cycling trails (Pedal Power)	Sufficient size and configuration to accommodate proposed facility design	Located within close proximity to high deprivation communities	High profile and visible location that creates pride	Cost of site purchase	Proximity to public transport and car parking
Promotes sustainable thinking in building design (Ecological Excellence)	Potential for expansion	Ability for co-location or future partnerships	Facilitates multi-purpose trips	Cost to develop	Proximity to complementary activities and services (medical, social, community, retail)
Quality Building Philosophy (Putting People First)	Convenient access for key user groups eg schools, clubs, resident population	Access to or ability to provide open space/common areas that encourages social bridging and bonding to occur	§ Strong cultural connection of site that supports the development of a strong cultural narrative (Our people our stories)	Site infrastructure	Development is complementary to existing network future network
Complements future growth of the city and aligns to Spatial and District Plan	High visibility of site and facilities encourages participation.			Minimal displacement of others	Site access points for users and servicing
				Suitable ground conditions	Low risk of natural hazards
				Building complexity and risk.	

**Appendix 2: NCC Aquatic Strategic Framework**

### **Appendix 3: Location map**

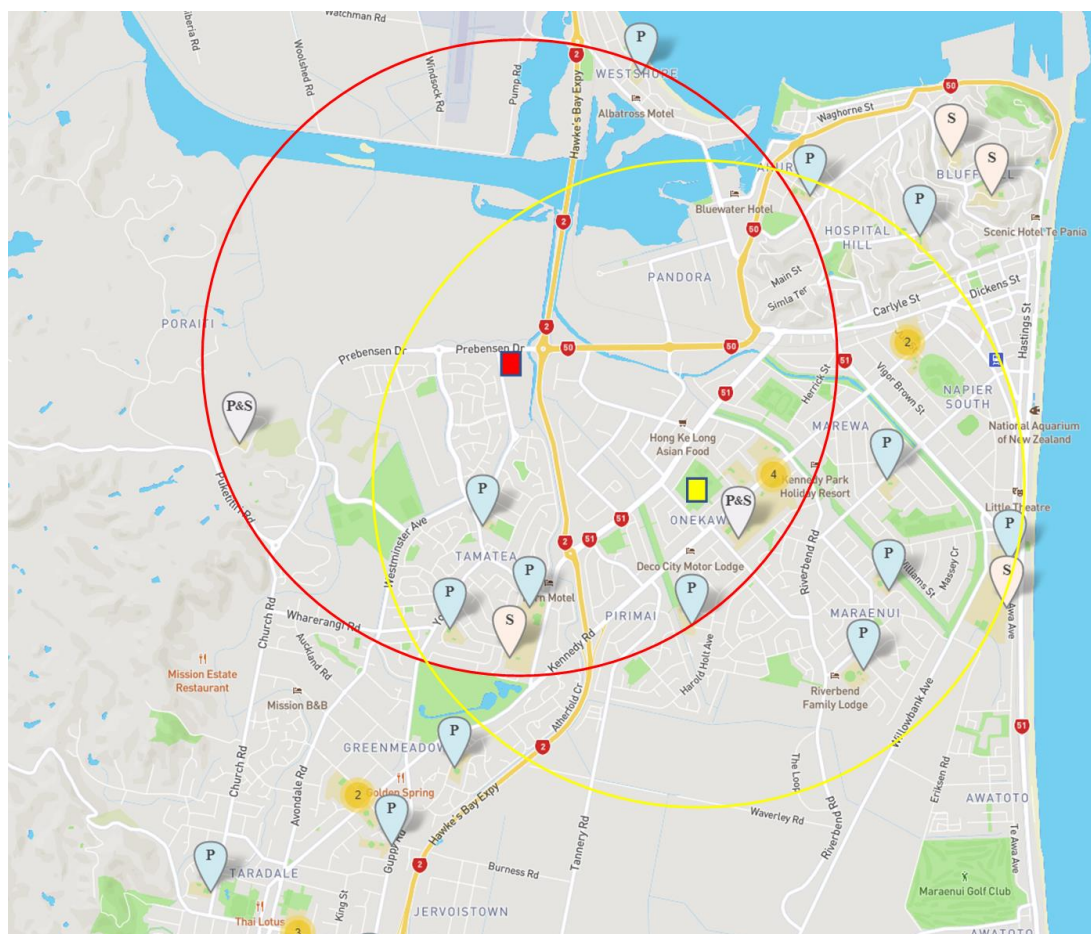


● **Prebensen Drive Site**

● **Onekawa Site**

*Source: Google Maps*

#### Appendix 4: Schools within 2.5km radius of each location



■ Prebensen Drive Site

■ Onekawa Site

Source: Ministry of Education – Education Counts website:

<https://www.educationcounts.govt.nz/find-school>

*\*Note that the numbers “4” and “2” shown on the map in yellow circles indicates four (4) schools and two (2) schools respectively in clusters. It is shown this way as it is a screenshot from the Ministry of Education website which has clustered them based on the zoom scale on the map.*