

## Memorandum

To: Waiheke Local Board  
From: Nick Harris – Sport and Recreation Lead  
Date: 18 October 2017  
Subject: Criteria for swimming pool site assessment

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### 1. Introduction

The purpose of this memorandum is to advise Waiheke Local Board on criteria for assessment of potential swimming pool sites, in order to inform the local board's response to a site assessment included in a report by Waiheke Community Pool Society (WCPS) in August 2017.

### 2. Details

The Waiheke community has a long-held ambition to develop a public swimming pool on the island. Various attempts have been made over the years to progress a pool development, without success.

In August 2017 WCPS proposed to develop a public swimming pool on Rangihoua / Onetangi Sports Park, on land currently leased to the Riding Club. This site was selected on the basis of a site analysis which is reviewed below.

Concurrent with WCPS's work, the Ministry of Education (MOE) has begun rebuild projects at Te Huruhi Primary School (THS) and Waiheke High School (WHS). The Waiheke Local Board recognise this as a one-off opportunity to establish a viable community swimming pool in partnership with the schools and accordingly has acted to explore and preserve the opportunity if possible. The Waiheke Local Board has obtained support in principle from THS, WHS and the MOE to investigate whether design of the school rebuild could leave space to accommodate a future swimming pool building. Support has also come from the Associate Minister of Education Hon Tim Macindoe and Auckland Central MP Hon Nikki Kaye.

The Waiheke Local Board will need to clearly understand site assessment criteria and the relative merits of candidate pool sites as it determines its future role and investment in a pool development.

### 3. Discussion and Officer's Comments

#### 3.1 Criteria for swimming pool site assessment

In assessing sites for a proposed Waiheke swimming pool, it is recommended that the following criteria are considered:

#### Technical

- Size (~5000m2)\*

- Water supply (min ~8000 litres/day)\*
- Waste water disposal
  - Pool filtration backwash (~1000m2)\*
  - Visitor/staff sewage and grey water (~1000m2)\*
- Geo-technical conditions
- Flood plains / overland flow paths

\*These requirements are based on a 25x12m lap pool and 12x8m learners pool, but will scale up/down depending on the size of the pool and number of users.

### Permissions

- Reserves Act 1977
- Resource consent issues
  - Zoning (permitted activities)
  - Environmental impacts
  - Traffic impacts
  - Water use and discharge
- Landowner approval

### Accessibility to community

- Visibility for passers-by / awareness in community
- Proximity to population / users
- Proximity to arterial roads
- Proximity to public transport
- Proximity to other amenities
- Car-parking

### Financial

- Minimise capex
- Maximise utilisation
- Maximise revenue
- Minimise operating expenses
- Potential partnerships

Implications of location for revenue-generation are of particular significance in this case. WCPS acknowledges that a swimming pool on Waiheke may struggle to be financially viable, and may require an annual operating subsidy. If this subsidy is to come from Waiheke Local Board, elected members will be concerned to mitigate the burden on ratepayers by ensuring all reasonable steps are taken to ensure the facility is as financially sustainable *as possible*.

## 3.2 Review of site assessment provided by Waiheke Community Pool Society

In August 2017 WCPS released a report to the Waiheke community to provide an update on its progress. The report included a site assessment comparing three possible locations; one on MOE land at Donald Bruce Rd (Hooks Lane) and two on Onetangi Sports Park. The assessment concludes with the preferred site being the "Riding Club" area at Onetangi Sports Park (OSP).

Council officers have reviewed the site assessment in the WCPS report, and consider that a number of concerns arise. The site assessment is reproduced below, with officer's comments in *italics*.

It is worth noting that a number technical questions remain which will require specialist site specific investigation. In the absence of those investigations no site comparison is complete. For example, an otherwise attractive site could be ruled out for lack of water supply or disposal area, or unsuitable geotechnical conditions. WCPS is not to be criticised for not providing these investigations at this stage; they can be costly to obtain and should only be undertaken on sites that show promise against other criteria.

It is not clear how WCPS decided to narrow its site assessment down to the three sites included in its August 2017 report. The report states that six potential sites have been considered by WCPS, but not why only three are provided for comparison. The 2013 Watershed Report identified five sites for further investigation which only partly align with WCPS's shortlist. As a result, unanswered questions remain about the suitability of alternative sites such as the Telecom/Downer site in Ostend.

An early site assessment by WCPS (May 2017) is attached for reference. A weighted scoring method is used but scoring appears subjective and I consider the assessment insufficiently robust to be relied upon by the local board. The August 2017 site assessment appears to be a development of the earlier version, without weighted scoring.

| No. | Criteria  | MOE Land Donald Bruce Road  | Onetangi Sports Park  |                  |
|-----|---|---|---|------------------|
|     |   | High School Land, by <b>Hooks Lane</b><br><br><i>In the paragraph following this table the report states this land is not available. Unfortunately this means the site comparison is of limited value.</i><br><br><i>Further comments below relate to a proposed location between THS &amp; WHS currently being investigated in collaboration with MOE and schools.</i> | Sports Club area  | Riding Club area |
| 1   | Community-wide access (5.30 am to 9pm, 7 days per week) | <b>No.</b> Security of students is a significant issue for the High School<br><br><i>THS and WHS have provided approval-in-principle to investigate potential for pool to be located on the MOE site.</i><br><br><i>A pool location next to the road can be securely fenced off</i>   | Yes, except for sports club match days when parking is an issue | Yes              |

|   |   |   |  |  |
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|   |   | <i>from school grounds.</i>   |  |  |
| 2 | Water Supply available  | Two bores for HS may not be sufficient for pool. Water storage required.<br><br><i>TBC - Water supply will be critical for any site. It is likely that both ground water and rain water supply will be required at any site.</i>  | Water storage required<br><br><i>TBC - Water supply will be critical for any site. It is likely that ground water and rain water supply will be required at any site.</i>  | Water storage required<br><br><i>TBC - Water supply will be critical for any site. It is likely that ground water and rain water supply will be required at any site.</i>  |
| 3 | Waste Disposal Field space available  | Possibly, subject to further investigation  | Yes  | Yes  |
| 4 | Central location  | Yes<br><br><i>While permanent residents are spread across the island, the bulk of Waiheke's population is clustered at the narrow western end of the island, and divided roughly into two blocks:<br/>1. Oneroa / Surfdale / Ostend; and,<br/>2. Onetangi.<br/><br/>Donald Bruce Rd is located on Kennedy Point which lies between the two main population blocks, on the southern side of the island and connecting to the island's arterial road.</i> | <b>Yes</b><br><br><i>I do not agree with the assertion that OSP is central to the Waiheke population. It is considerably closer to Onetangi, and yet is still more than a 1km/15min walk from the edge of that population block. If anything, OSP is the most isolated of all candidate sites.</i> | <b>Yes</b><br><br><i>I do not agree with the assertion that OSP is central to the Waiheke population. It is considerably closer to Onetangi, and yet is still more than a 1km/15min walk from the edge of that population block. If anything, OSP is the most isolated of all candidate sites.</i> |
| 5 | High visibility for maximum exposure and awareness  | <b>No</b><br><br><i>The location being investigated is adjacent to Donald Bruce Rd, visible to school traffic and vehicular ferry to/from Kennedy Point.</i>  | No   | Yes  |
| 6 | Maximum revenue potential from all community sectors and visitors (crucial for covering operating expenses) | <b>No</b><br><br><i>Learn-to-Swim classes are likely to be a crucial revenue stream. I suggest that the MOE location will enable greater learn-to-swim revenue (both during and after school), than OSP. The same is likely true for swimming squads, and all school-related use (sports teams etc).</i>  | No   | Yes<br><br><i>I am not sure of the basis for this assessment. It is not clear why or how the Riding Club site would deliver maximum revenue potential.<br/><br/>It is possible that WCPS bases this on the attached gym facility included in its plan,</i>   |

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|----|--|--|---|---|
|    |  | <p><i>This location is closer to the greater bulk of the population.</i></p> <p><i>It is my view that the MOE site is likely superior from this perspective.</i></p> <p><i>However, an attached gym as proposed by WCPS may not enjoy the same dynamic on the MOE site.</i></p>                                      |   |   |
| 7  | Car parking  | <p><b>Outside of school hours, yes</b></p> <p><i>Proposed site may be able to share carpark with dental clinic during school hours.</i></p>  | Yes, except for sports club match days when parking is an issue   | Yes. Provides overspill space for sports club match days, if walkway built  |
| 8  | Public Transport access  | <p>Via Hooks Lane</p> <p><i>Existing bus routes stop at the end of Donald Bruce Rd without driving down it. A walk of ~630m (~7minutes) from the existing bus stop to the proposed pool site.</i></p> <p><i>It is possible that in future bus routes could be extended down Donald Bruce Rd to visit a pool.</i></p> | No  | <p>Yes</p> <p><i>This site certainly has the best existing public transport connection.</i></p>   |
| 9  | Easy access for school swimming lessons and activities during school hours | Yes  | <p><b>Yes, by bus</b></p> <p><i>Bus transport is a significant barrier to school use due to financial and curriculum-time costs.</i></p>  | <p><b>Yes, by bus</b></p> <p><i>Bus transport is a significant barrier to school use due to financial and curriculum-time costs</i></p>   |
| 10 | Cost implications of bussing school children to swimming lessons           | None   | <p><b>Yes. Paid by MoEd or grant or sponsor</b></p> <p><i>I am concerned by this assertion.</i></p> <p><i>Many schools find that bus transport is more expensive than their swimming lessons. As far as I am aware, MOE does not provide additional funds for transport to off-site pools – schools may choose to meet such costs from their annual core operating budget. Annual grant</i></p> | <p><b>Yes. Paid by MoEd or grant or sponsor</b></p> <p><i>I am concerned by this assertion.</i></p> <p><i>Many schools find that bus transport is more expensive than their swimming lessons. As far as I am aware, MOE does not provide additional funds for transport to off-site pools – schools may choose to meet such costs from their annual core operating budget. Annual grant</i></p> |

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|    |  |   | <p><i>applications to fund bus transport are an administrative burden upon schools and offer no guarantee of success.</i></p> <p><i>A pool operator developing a business plan would be sensible to consider this a serious risk to its revenue model.</i></p> <p><i>A local board which is likely to be approached annually for grants to cover bus transport to the pool AND an annual operating subsidy for the pool itself should consider whether there is a potential location that does not require bus transport for a key customer base.</i></p> | <p><i>applications to fund bus transport are an administrative burden upon schools and offer no guarantee of success.</i></p> <p><i>A pool operator developing a business plan would be sensible to consider this a serious risk to its revenue model.</i></p> <p><i>A local board which is likely to be approached annually for grants to cover bus transport to the pool AND an annual operating subsidy for the pool itself should consider whether there is a potential location that does not require bus transport for a key customer base.</i></p> |
| 11 | Family Destination                               | Yes   | Yes   | Yes   |
| 12 | Association to other Community Sports Facilities | No  | Yes   | Close by  |
|    |  | <p><i>Waiheke Recreation Centre is located on WHS grounds, and the two schools provide playgrounds and field space.</i></p> |   |   |
| 13 | Technical reports (Geotech)                      | TBC   | TBC   | TBC   |
| 14 | Environmental reports (waste, water and other)   | TBC   | TBC   | TBC   |
| 15 | Auckland Council Support                         | Yes   | Yes   | Yes   |
|    |  | <p><i>Question the basis for this statement AC has not expressed a position in relation to specific sites</i></p>           | <p><i>Question the basis for this statement. AC has not expressed a position in relation to specific sites.</i></p>   | <p><i>Question the basis for this statement. AC has not expressed a position in relation to specific sites.</i></p>   |
| 16 | Local Board Support                              | Yes   | Unknown   | Unknown   |
|    |  |   | <p><i>As landowner of OSP Waiheke Local Board will need to consider and approve any change in use of the park, and any development works upon the park.</i></p> <p><i>Park space is always attractive to proponents of development because (a) they do not need to purchase the land</i></p>  | <p><i>As landowner of OSP Waiheke Local Board will need to consider and approve any change in use of the park, and any development works upon the park.</i></p> <p><i>Park space is always attractive to proponents of development because (a) they do not need to purchase the land</i></p>  |

|                                |                        |          |  |  |
|--------------------------------|------------------------|----------|--|--|
|                                |                        |          | <i>and (b) the land is often flat and undeveloped and therefore a blank canvas for their project. However, public open space is provided for a range of valid and important reasons. Erosion of public open space, even for community facilities, needs careful consideration.</i> | <i>and (b) the land is often flat and undeveloped and therefore a blank canvas for their project. However, public open space is provided for a range of valid and important reasons. Erosion of public open space, even for community facilities, needs careful consideration.</i> |
| 17                             | Community consultation | TBC      | TBC  | TBC  |
| <b>POOL SOCIETY PREFERENCE</b> |                        | <b>3</b> | <b>2</b>   | <b>1</b>   |

### 3.3 Comment on recommended criteria not covered by WCPS assessment

A number of criteria recommended for consideration were not covered by the WCPS assessment. Officer's comments are provided below:

#### **Technical**

- Flood plains / overland flow paths – neither THS/WHS or OSP are affected by flood plains or overland flow paths.

#### **Permissions**

Whichever site is eventually selected, there will be a regulatory process required to obtain approval for any pool development. The components of that process will vary between sites depending on ownership, classification, location etc... but may include:

- Reserves Act 1977 – a consideration at OSP.
- Resource consent issues - will be a consideration for any site; are somewhat covered by WCPS under "technical" and "environments"
- Landowner approval – either from MOE or Waiheke Local Board, according to their respective existing processes.

#### **Financial**

Location is clearly a critical component of business planning and the financial modelling for the business. Many aspects are interdependent and are therefore difficult to accurately estimate and assess at preliminary stages. However, WCPS's site assessment does cover most of the relevant issues under its various headings.

- Potential partnerships – development of a pool is widely supported by Waiheke community, and yet no single stakeholder currently has the resources to undertake the project on its own. Under these circumstances a partnership approach involving all stakeholders is likely to be the only way that progress will be achieved. The WCPS identifies a potential partnership with council at OSP, but does not identify partnership potential with schools and council at Donald Bruce Rd.

### **4. Recommendation/Action**

That the Waiheke Local Board continue to treat the matter of pool site selection with careful consideration.

That the Waiheke Local Board support continued investigation of the THS/WHS site while there is opportunity to preserve a potential site there by influencing the layout of the school rebuild.

That the Waiheke Local Board, notwithstanding concerns about certain aspects of the WCPS report, acknowledge the report as a useful contribution to the community pool project.

#### **5. Next steps**

Officers will continue to work with MOE architects to investigate potential of the THS/WHS rebuilds to save a space suitable for possible future pool development. Findings will be reported back as soon as possible.

#### **6. Attachments**

#1 Extract from WCPS site analysis (May 2017)

## Attachment #1

|                               |
|-------------------------------|
| <b>SITE LOCATION ANALYSIS</b> |
|-------------------------------|

Of a vast range of sites that have been or could be considered for an indoor community pool facility, two areas (three sites) have been identified and evaluated under the following **pre-qualification** criteria. We are looking to identify two from three sites for Geotech and environment research and reporting and would like guidance from the Local Board on their two preferred options.

|                                    |                             |
|------------------------------------|-----------------------------|
| <b>MOE Land DONALD BRUCE ROAD</b>  | <b>ONETANGI SPORTS PARK</b> |
| TE HURUHI SCHOOL LAND - eliminated | SPORTS CLUB AREA            |
| WAIHEKE HIGH SCHOOL LAND           | ONETANGI STRAIGHT           |

**Scoring system used to evaluate:**

1 - best option      2 - second best option      3 - third best option

Where equally good, same score applied

Lowest score overall = best available option *on paper*

| No.          | Criteria  | MOE Land<br>Donald Bruce<br>Road | Onetangi Sports Park |                   |
|--------------|---|----------------------------------|----------------------|-------------------|
|              |   | High School Land                 | Sports Club area     | Onetangi Straight |
| 1            | Public access (5.30 am to 9pm)  | 2                                | 1                    | 1                 |
| 2            | Water Supply  | 3                                | 1                    | 2                 |
| 3            | Waste Disposal Field  | 2                                | 1                    | 1                 |
| 4            | Auckland Council Support  | 1                                | 1                    | 1                 |
| 5            | Local Board Support *   | 1                                | 1                    | 1                 |
| 6            | Easy access for school swimming lessons and activities during school hours                                  | 1                                | 2                    | 2                 |
| 7            | Cost implications of bussing school children to swimming lessons **   | 1                                | 2                    | 2                 |
| 8            | Family Destination  | 3                                | 1                    | 2                 |
| 9            | Association to other Community Sports Facilities  | 1                                | 1                    | 2                 |
| 10           | Central location  | 1                                | 1                    | 1                 |
| 11           | High visibility for maximum exposure and awareness  | 2                                | 2                    | 1                 |
| 12           | Maximum revenue potential from all community sectors and visitors (crucial for covering operating expenses) | 3                                | 2                    | 1                 |
| 13           | Bus and Car parking   | 2                                | 1                    | 1                 |
| 14           | Public Transport access   | 2                                | 2                    | 1                 |
| 15           | Technical reports (Geotech) ***   |                                  |                      |                   |
| 16           | Environmental reports (waste, water and other) ***  |                                  |                      |                   |
| 17           | Community consultation ***  |                                  |                      |                   |
| <b>TOTAL</b> |   | <b>25</b>                        | <b>19</b>            | <b>19</b>         |

**NOTES**

\* Local Board yet to provide clear indication of its preferences

\*\* At least one school will have to travel for school time lessons whichever site is chosen; High School does not include swimming on its curriculum and therefore is not required to provide lessons; both primary schools are required to provide school time lessons with transport costs coming from MOE operational budgets if no school pool is available to provide lessons.

\*\*\* Critical research to complete evaluation of sites