



AGENDA

Community Services Committee Meeting Tuesday, 19 August 2025

Date Tuesday, 19 August 2025

Time Following the Infrastructure Committee

Location Council Chamber
District Council Building
King George Place
Timaru

File Reference 1780767

Timaru District Council

Notice is hereby given that a meeting of the Community Services Committee will be held in the Council Chamber, District Council Building, King George Place, Timaru, on Tuesday 19 August 2025, at the conclusion of the Infrastructure Committee meeting.

Community Services Committee Members

Stacey Scott (Chairperson), Stu Piddington (Deputy Chairperson), Gavin Oliver, Peter Burt, Allan Booth, Owen Jackson, Sally Parker, Michelle Pye, Scott Shannon and Mayor Nigel Bowen

Quorum – no less than 5 members

Local Authorities (Members' Interests) Act 1968

Committee members are reminded that if you have a pecuniary interest in any item on the agenda, then you must declare this interest and refrain from discussing or voting on this item, and are advised to withdraw from the meeting table.

Paul Cooper
Acting Group Manager Environmental Services

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- 1 Apologies**
- 2 Public Forum**
- 3 Identification of Items of Urgent Business**
- 4 Identification of Matters of a Minor Nature**
- 5 Declaration of Conflicts of Interest**

6 Confirmation of Minutes

6.1 Minutes of the Community Services Committee Meeting held on 17 June 2025

Author: Jessica Kavanaugh, Team Leader Governance

Recommendation

That the Minutes of the Community Services Committee Meeting held on 17 June 2025 be confirmed as a true and correct record of that meeting and that the Chairperson's electronic signature be attached.

Attachments

1. Minutes of the Community Services Committee Meeting held on 17 June 2025



MINUTES

Community Services Committee Meeting Tuesday, 17 June 2025

Ref: 1780767

**Minutes of Timaru District Council
Community Services Committee Meeting
Held in the Council Chamber, District Council Building, King George Place, Timaru
on Tuesday, 17 June 2025 Following the Commercial & Strategy Committee at 2:00pm**

Present: Clrs Stacey Scott (Chairperson), Stu Piddington (Deputy Chairperson), Gavin Oliver, Peter Burt, Allan Booth, Mayor Nigel Bowen, Owen Jackson, Sally Parker, Michelle Pye, Scott Shannon

In Attendance: **Community Board Members:** Rosie Woods (Geraldine Community Board)

Officers: Niger Trainor (Chief Executive) (online), Paul Cooper (Group Manager Environmental Services and Acting Group Manager Community Services), Stephen Doran (Group Manager Corporate and Communications), Andrew Dixon (Group Manager Infrastructure), Jessica Hurst (Community Development Advisor), Stacey Barnett (Mayors Taskforce for Jobs Co-Ordinator), Claire Barlow (Community Experience Manager), Maddison Gourlay (Marketing and Communications Advisor), Alana Hobbs (Executive Support Co-Ordinator), Kirstie Wilson (Operations Co-Ordinator Community Services).

Motion

Resolution 2025/5

Moved: Clr Stacey Scott

Seconded: Clr Michelle Pye

That the Community Services Committee meeting follow the Commercial and Strategy Committee meeting which was brought forward to in order to facilitate the public forum item, under section 45 (5) of the Local Government Official Information and Meetings Act “No meeting of any local authority shall be invalid merely because that meeting was not publicly notified in accordance with this section”.

Carried

1 Apologies

No apologies were received.

2 Public Forum

There were no public forum items.

3 Identification of Items of Urgent Business

No items of urgent business were received.

4 Identification of Matters of a Minor Nature

No matters of a minor nature were raised.

5 Declaration of Conflicts of Interest

No conflicts of interest were declared.

6 Confirmation of Minutes**6.1 Minutes of the Community Services Committee Meeting held on 15 April 2025**

Amendment to the minutes to correct the spelling of Cllr Stacey Scott's name.

Resolution 2025/6

Moved: Cllr Stacey Scott

Seconded: Cllr Allan Booth

That the Minutes of the Community Services Committee Meeting held on 15 April 2025 be confirmed as a true and correct record of that meeting and that the Chairperson's electronic signature be attached.

Carried

7 Schedules of Functions Attended**7.1 Schedule of Functions Attended by the Chairperson****Resolution 2025/7**

Moved: Cllr Stacey Scott

Seconded: Cllr Owen Jackson

That the Schedule of Functions Attended by the Chairperson be received and noted.

Carried

8 Reports**8.1 Actions Register Update**

The Community Services Committee was provided with an update on the status of the action requests raised by Councillors at previous Committee meetings.

CBay Café – Profit and Loss Report

Mayor Bowen requested to see a copy of the Profit and Loss report for CBay.

CBay – Section 17a Report

This will be presented to Senior Leadership Team on Thursday 19 June for analysis and options to be identified and brought back to the Committee.

Libraries – Information about visitor numbers

Clr Shannon is to have a meeting with the Libraries Manager and will discuss the information and format of a report to be presented to the committee.

SmartyGrants

Clr Scott acknowledged the hard work from the team to get this up and going. The committee was reassured that there will be support available from the Community Funding Advisor for applicants that may need some assistance with the new technology. The Community Funding Advisor confirmed that SmartyGrants will be able to be used for community board targeted rate applications in the future, after the first live rounds of funding applications have been completed.

Aigantighe – Pump Shed

Clr Piddington asked if the person in the Community that helped with the pumphouse had been acknowledged and thanked. The Acting Community Services Group Manager has confirmed that the person has been acknowledged.

Resolution 2025/8

Moved: Clr Stacey Scott

Seconded: Mayor Nigel Bowen

That the Community Services Committee receives and notes the updates to the Actions Register.

Carried

8.2 Mayors Taskforce For Jobs Programme Update

The Mayors Taskforce for Jobs Co-ordinator (MTFJ) spoke to the report and updated the committee with a presentation outlining the successes of the programme to date.

At 2:17 pm, Clr Sally Parker entered the meeting.

Discussion was had around the ongoing funding and the updated contract details going into the next 12 months, with the changes outlining that MTFJ will be working with Ministry for Social Development to focus on those currently on jobseeker benefits.

Resolution 2025/9

Moved: Clr Michelle Pye

Seconded: Clr Gavin Oliver

That the Community Services Committee receives and notes the Mayor's Taskforce for Jobs Programme Update.

Carried

8.3 Community Services Update

The Acting Group Manager Community Services spoke to the report to provide the Community Services Committee with a regular, high-level update on the activities of the units within the Community Service Group, including key updates, challenges and opportunities, initiatives, projects and the impact of changes in service delivery as it pertains to the community.

Resolution 2025/10

Moved: Cllr Stacey Scott

Seconded: Cllr Scott Shannon

That the Community Services Committee receives and notes the Community Services Update Report.

Carried

9 Consideration of Urgent Business Items

No items of urgent business were received.

10 Consideration of Minor Nature Matters

No matters of a minor nature were raised.

11 Public Forum Items Requiring Consideration

There were no public forum items.

The Meeting closed at 2:38pm.

.....
Cllr Stacey Scott
Chairperson

7 Schedules of Functions Attended

7.1 Schedule of Functions Attended by the Chairperson

Author: Jessica Kavanaugh, Team Leader Governance

Authoriser: Stephen Doran, Group Manager Corporate and Communications

Recommendation

That the Schedule of Functions Attended by the Chairperson be received and noted.

Functions Attended by the Chairperson for the Period 04 June 2025 and 05 August 2025.

<i>4 June 2025</i>	Theatre Fundraising Discussion Meeting
<i>5 June 2025</i>	Aorangi Stadium Fundraising Discussion Meeting
<i>13 June 2025</i>	Maania Taelei Exhibition
<i>18 June 2025</i>	Community Awards Selection Committee Meeting
<i>18 June 2025</i>	Theatre and Museum Steering Group Meeting
<i>18 June 2025</i>	Aorangi Stadium Steering Group Meeting
<i>23 June 2025</i>	Audit and Risk Committee Meeting
<i>1 July 2025</i>	Pleasant Point Community Board Meeting
<i>3 July 2025</i>	Venture Timaru Strategic Planning Day
<i>7 July 2025</i>	Proposed District Plan Hearing G from 07 July 2025 to 10 July 2025
<i>14 July 2025</i>	Downlands Water Supply Meeting
<i>16 July 2025</i>	Theatre and Museum Steering Group Meeting
<i>16 July 2025</i>	Aorangi Stadium Steering Group Meeting
<i>24 July 2025</i>	Theatre Fundraising Discussion Meeting
<i>24 July 2025</i>	Aorangi Stadium Fundraising Discussion Meeting
<i>30 July 2025</i>	Theatre Fundraising Discussion Meeting
<i>30 July 2025</i>	Aorangi Stadium Fundraising Discussion Meeting
<i>4 August 2025</i>	Sister Cities Subcommittee Meeting
	Various Council Workshops
	Multiple Council Meetings and Annual Plan Deliberations
	Various Local Water Done Well Public Meetings

Meetings were also held with various ratepayers, businesses and/or residents on a range of matters.

Attachments

Nil

8 Reports

8.1 Actions Register Update

Author: Jessica Kavanaugh, Team Leader Governance

Authoriser: Stephen Doran, Group Manager Corporate and Communications

Recommendation

That the Community Services Committee receives and notes the updates to the Actions Register.

Purpose of Report

- 1 The purpose of this report is to provide the Community Services Committee with an update on the status of the action requests raised by Councillors at previous Committee meetings.

Assessment of Significance

- 2 This matter is assessed to be of low significance under the Council's Significance and Engagement Policy as there is no impact on the service provision, no decision to transfer ownership or control of a strategic asset to or from Council, and no deviation from the Long Term Plan.

Discussion

- 3 The actions register is a record of actions requested by Councillors. It includes a status and comments section to update the Community Services Committee on the progress of each item.
- 4 There are currently eight items on the actions register.
- 5 Two items are marked as ongoing.
- 6 Five items are marked as completed and are proposed to be marked as removed at the next meeting.
- 7 One item is marked as removed and will be taken off the list at the next meeting.

Attachments

1. **Community Services Committee Actions Required**  

Information Requested from Councillors (Community Services Committee)

Key ■ = Completed, for removal ■ = 60+ Days ■ = 90+ Days ■ = Removed

Information Requested	Policy update for the assessment of bequests for collections at the Aigantighe Art Gallery		
Date Raised:	30 July 2024	Status:	Ongoing
Issue Owner	Group Manager Community Services	Completed Date:	
<p>Background: Clrs requested an update on the process for managing bequests at the Art Gallery. Clrs enquired as to how bequeathed artworks are assessed, what criteria is used to accept and decline works, the process for sale of works and if there is a policy governing this process. Clrs requested a policy review.</p> <p>Update as at 25 September 2024: An update report was provided to Clrs on 27 August 2024 which detailed the process for managing bequests, accession and deaccession of art works at the Aigantighe Art Gallery. The report noted that the Policy was under review. As per Clr instruction, the review process will also be expanded to incorporate the South Canterbury Museum. High level costings and spatial requirements for additional storage will be scoped as part of this review.</p> <p>On 5 October 2024 the GM Community Services advised Clrs that Museum's Aotearoa is conducting a review of its Code of Ethics – this is the national best practice by which the Art Gallery and Museum are guided. GMCS advised that the policy review process be paused to ensure full alignment with the Code and other public galleries and museums. This was agreed to via email and accepted. A policy review will be conducted and reviewed concurrently with the MA review and Clrs updated when this is completed.</p> <p>Update: 30 January 2025 The Museum's Aotearoa (MA) updated their website on 11 December 2024 and indicated their subcommittee intends to present a new Code of Ethics (CoE) and structure to MA's members for ratification at the 2025 AGM. The AGM date is yet to be released, but the 2024 AGM was held in June, so we can assume it will be mid-year 2025. Following the new CoE and structure being published, we can look to conduct a review of our internal policy after June 2025, to ensure we are aligned and with a view to complete our internal review in the second half of 2025. We can provide more detailed timelines of the internal review when we have set dates for the AGM and CoE being published.</p> <p>Update: 9 April 2025 No further update until the Code of Ethics is updated in June 2025.</p>			

Update as at 5 June 2025:

No further update until the Code of Ethics is updated in June 2025

Update as at 13 August 2025:

Museums Aotearoa have advised that their Code of Ethics review is now unlikely to be completed by early 2026 at the earliest. As per the Community Services Committee resolution on 8 October 2024 to ensure alignment between the policy and the updated Code of Ethics, the policy review is currently on hold awaiting the updated version. Committee members may wish to reconfirm their intention to wait until the Code of Ethics review is completed, or resolve to restart the policy review prior to this.

Information Requested	Café at CBay full profit and loss report		
Date Raised:	19 November 2024	Status:	Completed
Issue Owner	Group Manager Community Services	Completed Date:	19 August 2025
<p>Taken from the minutes from 19 November 2024 under '8.2 Community Services Group Update Report': "There was discussion over whether the Café at CBay was running at a loss and what could be done to bring it into a profitable state. It was noted that it wasn't making a profit but was seen by users as a valuable service. There were some concerns raised about figures without basis being discussed at the meeting and that care should be taken not to generate a 'soundbite', and that there was need to understand the usage particularly by the elderly. A request for a full profit and loss to be completed for the next CS Committee meeting was made."</p> <p>Update as at 18 February 2025: Clr Pye noted that this request had not been added to the Actions Register and asked that this work be undertaken and reported back to this committee for the next meeting on Tuesday 15 April 2025. By way of an update Acting Group Manager Community Services, confirmed we have a good understanding of the numbers, and they are tracking in the right directions, the Recreation Facilities Manager has asked for three months at which time a report would be brought back to this committee.</p> <p>Update as at 9 April 2025: Recreation Facilities Manager is waiting for an updated Profit and Loss report</p> <p>Update as at 5 June 2025: Figures to the end of March 25 show an operating loss of \$96,132, with April figures indicating a reduced loss of \$94,602. The Section 17a review did not extensively address the café's operations and officers are currently looking at operational model options. A report on the section 17a will go to Council.</p>			

Update at 17 June 2025:

Mayor Bowen requested to see a copy of the Profit and Loss report for CBay.

Update as at 13 August 2025:

A report is being presented at the meeting on 19 August 2025.

Information Requested	District pools profit and loss report with trending data (Section 17a Review)		
Date Raised:	18 February 2025	Status:	Completed
Issue Owner	Acting Group Manager Community Services	Completed Date:	19 August 2025
<p>Action taken during an update on the 'Café at CBay full profit and loss report' that was previously requested: Cllr Burt requested profit and loss data on all the district pools for the season and with trending data.</p> <p>Update as at 18 February 2025: Acting Group Manager Community Services, confirmed that there is work being undertaken to complete a Section 17a review which would incorporate this information and data on with full management of all the facilities (no timeline was specified for the return of this report).</p> <p>Update as at 9 April 2025: Recreation Facilities Manager updated that a Section 17A is in progress and will be delivered to Council in June.</p> <p>Update as at 5 June 2025: A report on the section 17a will be presented to Senior Leadership team on Thursday 19 June for analysis and options will be identified and brought back to the Committee.</p> <p>Update as at 13 August 2025: A report is being presented at the meeting on 19 August 2025.</p>			

Information Requested	Aigantighe House Gallery – Full and final report		
Date Raised:	19 November 2024	Status:	Ongoing
Issue Owner	Group Manager Community Services	Completed Date:	
<p>Taken from the minutes from 19 November 2024 ‘8.3 Aigantighe House Gallery Seismic Upgrade October 2024’: “The intention was the final invoice would be received this month, and once that is processed, and full report will be presented with variations noted.”</p> <p>Update as at 18 February 2025: The Chairperson noted that in the minutes from 19 November 2024 under ‘8.3 Aigantighe House Gallery Seismic Upgrade October 2024’ it was recorded in the minutes: “The intention was the final invoice would be received this month, and once that is processed, and full report will be presented with variations noted.” and could this also be added to the Actions Register.</p> <p>Update as at 9 April 2025: The full and final report will be presented once the lift and toilets are completed. There is a \$25,000 discrepancy between what was budgeted for the lift and the quote received. Officers are exploring options to reduce this. There is no further update.</p> <p>Update as at 5 June 2025: This report will be presented to the committee following completion of the project.</p> <p>Update as at 13 August 2025: The House Gallery will be closed from 18 July 2025 to allow accessibility-related works to be carried out, to ensure there will be less disruptions during the installation of the lift in November. The House Gallery will open again for ARTARAMA on 15 September 2025.</p>			

Information Requested	Community Development – Mayor’s Taskforce for Jobs (MTFJ)		
Date Raised:	18 February 2025	Status:	Complete
Issue Owner	Acting Group Manager Community Services	Completed Date:	11.06.2025
<p>Original Request: The agenda refers to 12 young people having successfully secured full-time employment through the programme, Cllr Scott is interested to know what those roles are and where they are located.</p> <p>Action: Have the ‘Mayors Taskforce for Jobs Coordinator’ to bring a report to the next Community Services Meeting with an overview of the programme to date giving more details on where and what roles have these young people have taken on and give the elected members the opportunity to ask some questions.</p> <p>Update as at 9 April 2025: This is deferred until the next meeting when the co-ordinator is available.</p>			

Update as at 5 June 2025: A report is being presented at the meeting on 17 June. This item can now be closed out.

Information Requested	Community Development – Smarty Grants		
Date Raised:	18 February 2025	Status:	Complete
Issue Owner	Acting Group Manager Community Services	Completed Date:	19 August 2025
<p>In the agenda: Smarty Grants: The Smarty Grants platform will facilitate online applications for all TDC community funding grants. It offers users an intuitive interface to efficiently apply for, track, and manage their grant requests. Currently, the platform is under development. Once completed, there will be a transition period during which support, and communication will be provided to all past and potential applicants.</p> <p>Action(s): Cllr Scott has asked when this system will go live. Cllr Piddington asked for clarification and scope of who these grants are available to and does this differ from the current process.</p> <p>Update as at 9 April 2025: The Community Experience Manager provided the following information: Now that the policy has been adopted, we can proceed with preparing the forms, website, and other necessary components for testing before the official launch officers estimate September launch</p> <p>Update as at 5 June 2025: The go-live date for SmartyGrants is 1 July, with the first funding round opening on 11 July and it has been confirmed that the SmartyGrants platform will be able to be used for community board targeted rate applications.</p> <p>Update as at 13 August 2025: SmartyGrants was launched on 1 July 2025 as a new platform for managing application and funding processes. The New Zealand Representative Fund and the Quick Response Fund began accepting application from the launch date, providing applicants with access to updated submission processes. The Youth Initiatives Fund opened for applications on 11 July 2025, and the Creative Communities Fund opened on 18 July 2025; both are scheduled to close in August 2025.</p>			

Information Requested	Information about Library visitor numbers		
Date Raised:	15 April 2025	Status:	Complete
Issue Owner	Acting Group Manager Community Services	Completed Date:	19 August 2025
<p><i>In the agenda:</i> The Councillors requested a breakdown to give an accurate picture of what visitors are requiring from their visits to the library this needs to include information on the program numbers, community room bookings, books checked out customers requiring digital information. Also provide a breakdown to include the cost of digital products versus the cost of traditional books.</p> <p><i>Action(s):</i> Library Manager to provide a breakdown of the data captured by the library to give an indication of what services are being used by our visitors and include costs of digital products versus the cost of traditional books.</p> <p><i>Update as at 05 June 2025:</i> A report will be prepared and returned to the Community Services meeting.</p> <p><i>Update as at 13 August 2025:</i> A report is being presented at the meeting on 19 August 2025.</p>			

Information Requested	Community Funding		
Date Raised:	24 June 2024	Status:	Complete
Issue Owner	Acting Group Manager Community Services	Completed Date:	19 August 2025
<p><i>In the agenda:</i> At the Council Meeting on 24 June 2025 (in relation to the Community Services report heard on 15 April 2025 Provision of Youth Support Services for Timaru District Council) Councillors requested a follow up as the report was left to lie on the table, for the funding from the Community Development operational budget for the provision of youth services in the Timaru District.</p> <p><i>Update as at 13 August 2025:</i> This was adopted as part of the Annual Plan.</p>			

8.2 Community Services Update Report

Author: Paul Cooper, Group Manager Environmental Services

Authoriser: Nigel Trainor, Chief Executive

Recommendation

That the Community Services Committee receives and notes the Community Services Update Report.

Purpose of Report

- 1 To provide the Community Services Committee with a regular, high-level update on the activities of the units with the Community Services Group, including key updates, challenges and opportunities, initiatives, projects and the impact of changes in service directory as it pertains to the community.

Assessment of Significance

- 2 This report is assessed as being of low significance under Council's Significance and Engagement Policy as it is reporting as it is reporting on community activities and present any decision for consideration to the Standing Committee.

Discussion

Community Development

Safer Communities

- 3 The most recent Safer Communities Subcommittee Meeting was held on 19 June 2025. The meeting saw a great turnout from representatives of local community agencies and groups, with a change of venue planned for the next meeting to accommodate subcommittee members.
- 4 The Community Development Advisor (CDA) continues to be an active member of the Social Sector Forum Committee which organises bi-annual networking forums for the social sector. The next forum is scheduled for 8 September 2025. The new Chief Executive Officer of Mid-South Canterbury Community Trust will be the guest speaker, speaking on 'what does a healthy not-for-profit sector look like?'
- 5 The first community-led Age-Friendly Network Meeting was held on 7 July 2025. Much of the meeting focused on the Timaru District Age-Friendly Strategy. The CDA has now sent out a spreadsheet to attendees to review the Strategy as it looks currently. This will enable the group to prioritise key areas, 'quick wins', and to identify gaps.

Welcoming Communities

- 6 The Aoraki Settling-In Collective is actively developing the Welcoming Plan. In recent meetings, the Collective have completed actions for two of the elements of the Welcoming Communities Standards. These are: 'Equitable Access', aiming to ensure that opportunities to access services and participate in the community are available to all, including newcomers;

and Economic Development, Business and Employment, aiming to ensure communities maximise and harness the economic development opportunities that newcomers can offer.

- 7 The former refugee youth leadership programme (funded via the Meaningful Refugee Participation fund) facilitated by the New Zealand National Refugee Youth Council is almost completed. There are two final workshops being held in August, followed a formal graduation event being held at the Council Chambers on 11 August 2025 to celebrate the participants achievements.
- 8 A new youth programme has now started, being facilitated by The Y. This programme will run for Term 3 as a tailored programme for female youth with refugee backgrounds. A second programme will start in Term 1 of 2026.
- 9 Following the Refugee Network meeting held in May attended by senior Ministry of Business, Innovation and Employment (MBIE) officials the Community Development Advisor (CDA) and local community stakeholders will form a small working group to develop a pilot programme aimed at providing former refugees with various opportunities to learn English.
- 10 Welcoming Week will be held from 5 – 14 September 2025. The CDA is working with a variety of groups and organisations, as well as council facilities to celebrate newcomers and the valuable contributions they bring to our communities. Once the final timetable is completed, it will be disseminated to Elected Members who may like to attend some of the events on offer.

Mayor's Taskforce For Jobs (MTFJ) Programme

- 11 The new MTFJ contract has been signed, and the new scope of the programme has started. The Timaru programme has received \$220,000 for the next 12 months to support young people aged 16-24 years into employment.
- 12 The \$220,000 funding will be received in two tranches. First tranche funding was a payment to Council of \$110,000 with Council required to deliver at least 14 placements and spend at least 80% of that funding before the second tranche can be received.
- 13 Overall, Council is required to deliver a total of at least 27 sustainable employment outcomes. Of these, 24 must have been receiving a main benefit.
- 14 A sustainable employment means that, when as a result of a Council action or initiative, a person is placed into permanent, full-time employment (30+ hours, with some exceptions), with a minimum of 70% remaining off main benefit for six months.
- 15 The MTFJ Coordinator has again hit the ground running in the new contracted period, receiving multiple referrals from Ministry of Social Development (MSD), onboarding those new clients and already placing one young person into fulltime employment.
- 16 Several initiatives are in place, such as one with Men At Work, which sees young people training in temporary traffic management. Five young people will potentially be placed onto casual contracts through this partnership, and Men at Work are keen to continue this relationship.
- 17 The MTFJ Coordinator continues to form and strengthen existing relationships across the community, particularly with the Timaru Business Networkers – a fundraising event was held recently which gathered a diverse group of business professionals, creating helpful connections and collaborations. It was through this networking that a connection was made with Vetta Group, who have hired a young person into fulltime employment through the MTFJ programme.

- 18 The MTFJ Coordinator recently attend the MTFJ 25 Year Anniversary and Hui. This was an opportunity to not only celebrate the successes of the past, but to connect with coordinators from across the country, as well as to hear vital updates about new processes and reporting required under the new contract.

Community Funding

- 19 SmartyGrants was launched on 1 July 2025 as a new platform for managing applications and funding processes. The New Zealand Representative Fund and the Quick Response Fund began accepting applications from the launch date, providing applicants with access to updated submission processes.
- 20 The Youth Initiatives Fund opened for applications on 11 July 2025, and the Creative Communities Fund opened on 18 July 2025; both are scheduled to close in August 2025.
- 21 The Community Development Team is currently working on a communications plan for the funding portfolio.

District-wide Libraries

- 22 The libraries had a busy and successful July school holiday programme with 1,736 participants attending sessions at all three facilities. The total represents an increase over the 1,400 participants for the April school holiday programme.
- 23 The Ursula Moray Williams Creative Writing Competition launched in July and will run through to 15 August 2025. This prestigious competition is held once every two years and is open to children aged between 5 – 18 in the South Canterbury region. Entries may be handed in at the Timaru, Temuka or Geraldine libraries or emailed/posted in.
- 24 The libraries were very generously bequeathed \$57,000 from the estate of Joy Malt, which adds to the \$20,000 her sister Gladys Malt bequeathed in 2024. Both sisters are fondly remembered as regular users of Geraldine and Timaru libraries

Timaru Library

- 25 Timaru Library's Knit and Knatter group donated the hats, scarves, fingerless gloves and shawls they have been working on to the Refugee Settlement Services in late May. They also donated an additional set of items that would be suitable for babies to Plunket.
- 26 Timaru Library hosted three events during June in recognition of Pride Month: Rainbow Book Club on 13 June, Craft-a-Noon on 23 June and a lesbian, gay, bisexual, transgender or questioning (LGBTQ) 101 session with psychotherapist Abby Driver on 27 June.
- 27 Timaru Library acquired a first of its kind in New Zealand self-checkout machine with enhanced accessibility features for people with disabilities. It is likely to become a standard offering for most libraries in the future as they look to cater to individualised needs. Staff are in the process of learning its many features and it will be advertised more broadly to the community in the near future. The machine was purchased with unallocated grant funds from the New Zealand Libraries Partnership Programme (NZLPP)

South Canterbury Museum

- 28 The current World in Flames WWII exhibition finishes on 10 August 2025. It will be followed by a travelling exhibition from the NZ Rugby exhibition Herstory of Women's Rugby, which has an opening preview on 14 August 2025 at 5pm.

- 29 The Museum's Heritage Education Service is a finalist for the Community Award in the Gallagher and SC Chamber of Commerce Business & Community Excellence Awards. This follows a record year for service user numbers and marks 20 years of consistently winning funding for the district through a contestable Ministry of Education grant.

Aigantighe Art Gallery

- 30 **Whakahōnore i tō tātou taonga tuku iho – Honouring Our Legacy by Maania Tealei** (South Canterbury Artist): With an extraordinary opening, this exhibition received over 220 attendees and was featured in *Tahu News*, reaching national and international audiences. As a koha from Ngāi Tahu Rūnanga, the catalogue has been shared with Indigenous nations overseas, contributing to global cultural exchange. The exhibition continues to resonate with visitors, exploring Māori identity and heritage through stunning photographic portraits.



- 31 **AORAKI – Tangata Whenua** (Collection Show): This beautiful exhibition highlighted the deep spiritual and cultural connection that Ngāi Tahu shares with Aoraki/Mt. Cook. It provided an opportunity for visitors to explore the profound significance of this national treasure from a local Māori perspective.



GLAM (Galleries, Libraries, Archives, Museum) Careers Day (23 June 2025)

- 32 The GLAM Careers Day gave high school students valuable insights into the Galleries, Libraries, Archives, and Museums (GLAM) sector of the Timaru District Council. The event was a great success, offering students the opportunity to learn from professionals and

explore career opportunities in the cultural sector.



Attachments

Nil

8.3 Statistical Overview of Library Activities

Author: Michael Priest, Libraries Manager

Authoriser: Paul Cooper, Group Manager Environmental Services

Recommendation

That the Community Services Committee receives and notes the Statistical Overview of Library Activities report.

Purpose of Report

- 1 To provide the Community Services Committee with a high-level update on library activities in FY 2024/25 using the statistical data that is collected as Key Performance Indicators (KPIs).

Assessment of Significance

- 2 This report is assessed as being of low significance under Council's Significance and Engagement Policy as it is reporting on community activities and does not present any decision for consideration to the Standing Committee.

Discussion

- 3 Timaru District Libraries measures public usage in broad categories that attempt to encapsulate the wide range of services offered. The attached document highlights the categories that would be deemed KPIs and most impactful to the community. It includes statistics from the recently concluded FY 2024/25 along with the prior three financial years for comparison. The commentary below will endeavour to provide background on each of the categories.
- 4 **Visitors:** The number of visitors who enter the library spaces. At Timaru Library, electronic counters are situated above the separate entrances to the adult and children's areas. At Temuka and Geraldine libraries, the counters are above the main entrances. The libraries installed updated counters at the beginning of FY 2024/25 and collectively welcomed 270,729 visitors during the financial year.
- 5 **Adult and youth loans:** The number of physical materials loaned out to card holders, including initial checkout and subsequent renewal(s). The physical collections at the libraries consist of books, audiobook CDs, DVDs, puzzles and technology kits. The libraries checked out 300,227 adult items and 128,188 youth items in FY 2024/25.
- 6 **Number of adult programmes and attendance:** The total number of programmes geared toward adults (ages 18+) and their total attendance. Adult programmes include book clubs, crafting sessions, digital device assistance and lifelong learning opportunities. These are conducted onsite at the libraries and offsite at community partners. The libraries provided 997 programmes in FY 2024/25 that were attended by 10,437 adults.
- 7 **Number of youth programmes and attendance:** The total number of programmes geared towards youth (ages 0-17) and their total attendance. Youth programmes include story times, wriggle and rhyme sessions, crafting activities, technology classes and special events. These

are also conducted onsite at the libraries and offsite at community partners. The libraries provided 782 programmes in FY 2024/25 that were attended by 12,995 youths and caregivers.

- 8 **Community room bookings:** The number of external community groups utilising the library meeting rooms. The libraries hosted 480 meetings in FY 2024/25.
- 9 **Computer/Wi-Fi sessions:** The number of people either using the library's public computers or logging onto the Wi-Fi with a personal device. The libraries hosted 65,526 individual sessions in FY 2024/25.
- 10 **One-to-one digital assistance:** The number of interactions with the public that involve technical assistance with their personal device. Depending on the nature of the query, these can take anywhere from a few minutes to an hour. The libraries assisted 3,155 people in FY 2024/25.
- 11 **Service centre requests:** The number of council requests taken at Temuka and Geraldine libraries, including rates payments, dog registration, facility bookings and cemetery queries. The staff fielded 8,602 requests in FY 2024/25.
- 12 **Digital loans:** The number of digital items (eBooks, eAudiobooks, music, movies and TV series) borrowed by card holders. This is the fastest growing service year-over-year offered by the libraries and has been the catalyst for a slight decrease to the number of physical materials loaned out. 136,605 digital items were borrowed in FY 2024/25.
- 13 **Digital resource use:** Total usage of the library's online databases for information and entertainment. There were 131,172 individual sessions in FY 2024/25.
- 14 **Heritage research requests:** The number of specialised local history related questions fielded by the library's Heritage Librarians. These are often requests that are answered using the archived newspaper collections. Staff fielded 174 requests in FY 2024/25.
- 15 **Heritage digital platform sessions:** Usage of the library's Aoraki Heritage Collection on the Recollect platform. This collection consists of digitised historical content, curated by the Heritage Librarians. There were 23,409 individual sessions in FY 2024/25.

Attachments

1. **Library Statistics in KPI Categories by Year**  

Library Statistics in Key Performance Indicator Categories by Year

Location-specific statistics

Category	Location	FY 24/25	FY 23/24	FY 22/23	FY 21/22
Visitors	Timaru	176,557	207,699	181,500	149,701
	Temuka	48,958	56,321	54,721	47,004
	Geraldine	45,214	48,696	46,740	40,367
	All	270,729	312,716	282,961	237,072
Adult loans	Timaru	219,474	241,607	229,955	231,014
	Temuka	39,167	40,890	37,588	40,941
	Geraldine	41,586	39,111	41,394	36,997
	All	300,227	321,608	308,937	308,952
Youth loans	Timaru	97,694	95,529	99,947	99,724
	Temuka	10,390	11,722	11,857	11,246
	Geraldine	20,104	17,978	15,873	13,824
	All	128,188	125,229	127,677	124,794
No. of adult programmes	Timaru	490	396	219	281
	Temuka	252	182	236	218
	Geraldine	255	223	191	185
	All	997	801	646	684
Attendance at adult programmes	Timaru	7,442	6,822	3,267	2,359
	Temuka	1,298	997	1,006	1,099
	Geraldine	1,697	1,519	1,066	885
	All	10,437	9,338	5,339	4,343
No. of youth programmes	Timaru	526	439	334	215
	Temuka	122	94	79	52
	Geraldine	134	114	90	42
	All	782	647	503	309
Attendance at youth programmes	Timaru	9,381	10,589	6,148	7,864
	Temuka	1,800	1,440	995	636
	Geraldine	1,814	830	874	493
	All	12,995	12,859	8,017	8,993
Community room bookings	Timaru	126	131	103	14
	Temuka	241	177	112	166
	Geraldine	113	125	193	71
	All	480	433	408	251
Computer/Wi-Fi sessions	Timaru	38,969	39,238	39,913	40,103
	Temuka	17,721	19,184	14,627	14,658
	Geraldine	8,836	8,907	9,068	12,597
	All	65,526	67,329	63,608	67,358
One-to-one digital assistance	Timaru	1,610	1,770	1,538	N/A
	Temuka	1,234	865	661	N/A
	Geraldine	311	407	261	N/A
	All	3,155	3,042	2,460	N/A

Service Centre requests filled	Temuka	5,777	5,539	N/A	N/A
	Geraldine	2,825	3,344	N/A	N/A
	All	8,602	8,883	N/A	N/A

District-wide statistics

Category	FY 24/25	FY 23/24	FY 22/23	FY 21/22
Digital loans (all ages)	136,605	93,871	64,465	52,335
Digital resource use	131,172	131,364	119,507	105,025
Heritage research requests	174	125	96	70
Heritage digital platform sessions	23,409	12,671	3,635	N/A

8.4 Swimming Pools Activity - Section 17A Review

Author: Mike Wrigley, Recreation Facilities Manager

Authoriser: Paul Cooper, Group Manager Environmental Services

Recommendation

That Council:

1. Receive and note the Local Government Act 2002 Section 17A review of TDC Aquatic Activity (swimming pools); and
2. Endorse Option One with the full in-house aquatic facility delivery remaining in-house; and
3. Endorse lifeguards reducing to one shift in the district pools, and the heating system at the Pleasant Point Pool heating system be upgraded from gas to electricity, approving the necessary funding to achieve the change up to \$150,000.

Purpose of Report

- 1 The purpose of this report is to present the findings of the Local Government Act 2002 Section 17A review of the Timaru District Council Aquatic activities and its service delivery.
- 2 The report offers an objective view of the delivery of aquatic services throughout Timaru District whilst seeking to identify opportunities for efficiencies and providing guidance on service levels.

Assessment of Significance

- 3 In accordance with the Councils' Significance & Engagement Policy, the significance assessment of the subject matter of this report is low. While the report does seek a decision, it acknowledges that dependent on the decision there may be factors that require further investigation, which may influence the outcome of any proposed action.

Background

- 4 During the Community Services Committee meeting on 16 April 2024, the Committee sought information regarding the swimming pools activity within Timaru District Council (TDC). An in-house feasibility study was sought in an update to the actions register on 11 June 2024. The feasibility study morphed into the section 17A review, as once officers looked at the activity more closely, it became apparent that it had been some time since a section 17A review had been completed. It was also brought up during Long Term Plan (LTP) deliberations on 27 May 2024 by the Geraldine Community Board. The request for the Section 17A review was consequently formalised during LTP deliberations.
- 5 Officers received proposals from three providers and selected consultant Brendon Rope of Smartz to undertake the review after the conclusion of the 2024/25 Summer season.
- 6 As part of the review key stakeholders, including council officers, community boards, pool user groups and potential external service delivery providers were interviewed by Mr Rope. This enabled the opportunity to give feedback for consideration in the review process.

- 7 Council has also sought information on the best operating model for the gym and café at CBay. These considerations have been evaluated by officers and the findings are included in this cover report for convenience.

Discussion

- 8 As part of the review Mr Rope considered seven potential delivery models and through his operational assessment on pages 33-48 of the review, short-listed down to two preferred options as clear standouts. The section 17A review document is attached as **Attachment 1**.
- 9 After careful consideration of seven identified options, this review has been able to rule out five of the options. Generally, they would not be suitable for the scale of the pool facility network. Therefore, two options were assessed:
- 9.1 Option 1 - Status Quo – Inhouse full aquatic facility delivery
- 9.2 Option 4 - Outsource aquatic services delivery to a commercial provider
- 10 The service delivery review considered the potential benefits of the options that included:
- 10.1 Efficiency gains - In reviewing the funding, governance and service delivery arrangements for a particular service, Council may identify cost savings or a reduction in resource requirements, improving the cost-efficiency of the service.
- 10.2 Improvements in services - Council may identify ways to improve the service delivered to the community and reduce risks.
- 10.3 Improving relationships - with other local authorities, community groups and private sector providers.
- 10.4 Better understanding of available options - Improving the understanding of the options for this service is a valuable exercise even if Council decides not to make any changes, minimising risk of complacency.
- 11 Several recommendations were raised for discussion and consideration by TDC with emphasis placed upon service delivery efficiency improvement. The aim was to maintain a high level of service in the most efficient way.

Options and Preferred Option

12 **Option 1 – Retain Full In-House Service Delivery (preferred option)**

TDC continues to manage all four aquatic facilities (CBay and the three seasonal pools) internally. This includes governance, funding, and full-service delivery—admissions, supervision, water treatment, facility presentation and hygiene, repairs and maintenance, and utilities.

Advantages:

- High control over social outcomes and service quality.
- Direct accountability and governance.
- Strong alignment with community expectations and Council branding.
- Institutional knowledge and direct customer interface.
- Flexibility in programming and staffing decisions

Disadvantages:

- Challenges in recruiting and retaining qualified staff, especially for seasonal pools.
- Limited agility in marketing and innovation.

- Potential inefficiencies due to standard HR practices and internal systems.
- Financial risks if cost structures are not well understood or managed

Assessment: This model scored highest in suitability and acceptability and is currently delivering above-average visitation rates and a favourable public: private funding ratio. It remains a viable option with added opportunities for cost-saving efficiencies.

13 **Option 2 – Explore external providers full delivery**

TDC retains ownership of the facilities but contracts a commercial provider to deliver all aquatic services. This includes admissions, supervision, water treatment, hygiene, and presentation. TDC remains responsible for building renewals and general maintenance

Advantages:

- Potential for improved efficiency and service consistency.
- Commercial providers bring specialised systems, marketing expertise, and operational agility.
- Reduced HR constraints and enhanced customer engagement strategies.
- Proven models in other districts (e.g., Belgravia Leisure in Mackenzie DC).

Disadvantages:

- Risk of reduced community connection and prioritisation of profit over social outcomes.
- Less direct control over operational policy and financial risks.
- Potential for increased costs due to management fees and commercial margins

Assessment: Two major commercial providers (CLM and Belgravia Leisure) expressed interest in managing all four facilities. While this model may increase costs, it could also deliver efficiency gains and higher participation. It scored equally with the status quo in the final assessment

Consultation

- 14 As part of the Section 17A review of aquatic services, consultation was undertaken with both internal and external stakeholders. Internally, Timaru District Council staff participated in a project initiation workshop. Externally, interviews were held with community representatives from Geraldine, Temuka, and Pleasant Point, including members of local swim clubs and Community Board Chairs. Additionally, commercial providers such as Belgravia Leisure and Community Leisure Management were consulted to gauge interest and capacity for service delivery. Neighbouring councils were also contacted to understand their aquatic service delivery models and recent review activity.

Relevant Legislation, Council Policy and Plans

- 15 Timaru District Council Long Term Plan
- 16 Local Government Act 2002

Financial and Funding Implications

- 17 The financial implications are summarised in this report and detailed in the attachments.
- 18 Consideration of deploying opening hours at all three seasonal pools that achieve one shift per day, thus reducing staff costs by circa \$100,000




- 19 Decide upon the continuation or retirement of Pleasant Point Pool facility. If Pleasant Point is to be continued, Council needs to budget to complete some deferred upgrades as soon as practical.
- 20 The most important upgrade needing to occur should Council decide to continue to operate the Pleasant Point Pool facility is the conversion from gas heating to electric heating. This will cost circa \$150,000 but will set the facility up for utility savings of \$60,000 per season for approximately 10 years. If Council chooses to upgrade Pleasant Point Pool, this is currently unbudgeted expenditure and would need to be loan funded. However, this expenditure will be recovered from operational cost savings in 3 seasons if the pool remains open. It is envisaged that the facility will require further investment at that point in terms of the pool lining and some plant.
- 21 The move to electric heating is important for our climate change goals, whilst also saving Council significant operational costs. Should Council want to shift the operation and ownership of the pool to another legal entity in the future, the change from gas to electric will also assist in making any such move more viable.
- 22 The section 17A review sought to highlight the significant costs to Council by guaranteeing the living wage to all staff at the facilities. This is not a common approach for recreational facilities in the sector and adds circa \$400,000 to the salaries budget. Does Council want to continue to offer the living wage on an ongoing basis as part of its service delivery for recreational facilities?
- 23 In parallel to the section 17A review of our pools, officers conducted a thorough review of the operating model used within the café facility at CBay. The conclusion is that breakeven is unachievable with the current set-up. The review and this conclusion was also analysed by an industry expert (the Mayor) who agreed that the model in its current form won't make money. The main influencing factor over this outcome is the continuation of remuneration being in line with the living wage, which isn't in line with the industry standard.
- 24 Potential options available to move the model to one that makes a profit include going to market for expressions of interest from external providers, thus ensuring a steady rental income and very limited operational costs to Council. The second option would be to remodel the current operating framework to reduce the operating loss by decreasing staffing costs and modifying the level of service delivered.
- 25 The Chief Executive and officers are considering next steps for the operation of the CBay café.
- 26 Councillors have also expressed an interest in the operation of the gym at CBay.
- 27 CBay fitness made a profit of circa \$500,000 for financial year 2024/5 and has maintained a solid membership base of 1500 users. Though internal rental wasn't charged this year, previously this was \$72,000, the \$500,000 profit was after the premium membership allocation of \$114,000 to CBay Aquatics. The gym is a vital income generator for CBay that helps to offset losses in other areas of recreational facilities. The officer recommendation is that CBay fitness continues to operate in its current format.
- 28 The above aside, the funding of the pools activity aligns with the Revenue and Finance Policy in that CBay is 50% rates funded, and the district pools are 80% rates funded.

Other Considerations

- 29 Should Council endorse Option 1, it can provide a platform for changes in the future, should Council wish to change how it delivers the recreation activity within the district. For example,

by upgrading the heating system at the Pleasant Point Pool from gas to electricity, it provides a viable way of operating the facility for a Community Trust, should Council choose to explore that option with the community in the future.

Attachments

1. **Section 17a Review of TDC Pools Services FINAL 06.06.2025** [↓](#) 
2. **CBay Cafe PL as at 26.06.2025** [↓](#) 
3. **CBay Gym PL as at 26.06.2025** [↓](#) 



Aquatic Activity (swimming pools)

Section 17A Services Delivery Review - Local Government Act 2002

Timaru District Council
June 2025

AQUATIC ACTIVITY (SWIMMING POOLS)

Tēnā koutou katoa

This report has been prepared for the Timaru District Council by Brendon Rope from smartz.

We thank those community representatives interviewed and the Timaru District Council staff for their contributions to the report.

Smartz advises clients, primarily in the local government sector, in active recreation and sport facilities. We aim to provide practical advice that can improve the lives of New Zealanders through the provision of active recreation and sport facilities.

Revision History

Rev.	Date of issue	Author	Change
1.0	28 May 2025	Brendon Rope	First Draft
2.0	3 June 2025	Brendon Rope	Final Report

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AQUATIC ACTIVITY (SWIMMING POOLS)

DEFINITIONS

Funding arrangement - involves the way the financial resources are provided to support a service, including both the mix of revenue and capital sources and any arrangement or agreement that governs the provision of these resources (contracts, trust deed, etc.).

Governance arrangement – revolves around who has the right to make binding decisions about the overall objectives for the provision of the service and set the strategic framework in which the service operates. In the local authority context, governance options fit into two broad categories – political or arm’s-length.

Service delivery arrangement - describes the body and agreement between agencies for service provision.

COMMON ACRONYMS USED

ADC – Ashburton District Council

CBay - Caroline Bay Trust Aoraki Centre

CCO – Council Controlled Organisation CHBDC – Central Hawke’s Bay District Council GM – General Manager

LGA – Local Government Act 2002

LOS – Level of Service

LTP – Long Term Plan

MDC – Mackenzie District Council

RA – Reserves Act 1977

S17A - Section 17A (under the Local Government Act 2002)

TA – Territorial Authority

TDC – Timaru District Council

WDC – Waimate District Council

For more information on the sources that have contributed to this report please refer to 9.1.

1. EXECUTIVE SUMMARY

1.1 Introduction

This review has been conducted to determine the most appropriate service delivery model/s to achieve the desired aquatic services outcomes in a cost-effective way. It has followed the review requirements as defined under Section 17A of the Local Government Act 2002.

1.2 Context

The Timaru District is served by four council owned and operated public swimming pool facilities that are open to the public for recreational enjoyment. Timaru District Council (TDC) require service delivery management to meet the operational requirements, industry standards, and public expectations. Further to this, the services need to provide the resident population with value for money in terms of the delivery of outcomes and minimised operational costs to TDC.

According to the Sport New Zealand National Aquatic Facilities Strategy 2023 metrics the city has more than enough lane pools, probably enough learn to swim space, and a shortfall of leisure water area¹. The population is aging, and the deprivation profile has concentration of higher deprivation in Timaru City.

There is no aquatic facility related capital investment planned in the current Long Term Plan cycle.

1.3 Current service delivery

Three of the pool facilities are seasonal serving the local communities and one Caroline Bay Trust Aoraki Centre (CBay) is an all-year-round, district level facility. TDC are achieving sound visitation rates for the population they serve as a group of facilities (7.4 annual visits per rate payer²) higher than the national average, 4.3. The public:private contributions (58:42) are better than the expectation in New Zealand (70:30), and the cost to ratepayers is near \$12 per visit which is a little above what would be expected. The resident surveys show a decrease in satisfaction levels from 2021/22 (90%) to 2023 (80%) however there hasn't been a more recent survey to determine the current satisfaction levels.

The seasonal pools pose some challenges in terms of cost of delivery for the return with the Pleasant Point pool facility having the highest public funding contribution ratio (87:13), primarily due to the elevated energy costs due gas heating. The Pleasant Point pool facility also requires capital investment for upgrades that are no longer included in the current Long Term Plan. The largest operational expense the staffing and for the seasonal pools there are challenges securing sufficient local staff that are available through into March when the pools usually close for the season.

The investigations into the current aquatic service delivery have identified a range of efficiency opportunities TDC is advised to investigate/deploy no matter which model is selected.

1.4 Options assessment outcome

After careful consideration of seven identified options, this review has been able to rule out five of the options. Generally, they would not be suitable for the scale of the pool facility network.

There are two options that have been assessed as preferred:

- Option 1 - Status Quo – Inhouse full aquatic facility delivery
- Option 4 - Outsource aquatic services delivery to a commercial provider

TDC can continue with inhouse full aquatic facility delivery as it currently is or could seek detailed market research with potential suppliers to determine if a model change will result in better return on ratepayer

¹ But specific detailed district analysis is required to be certain.

² Noting that the CBay visitation data included fitness attendances.

AQUATIC ACTIVITY (SWIMMING POOLS)

investment. If a better outcome is achievable, TDC could then seek competitive proposals for commercial supplier appointment.

Recommendations have been made for TDC consider service delivery efficiency improvements to reduce costs for ratepayers. These are detailed below.

Short term 0-6 months
Prepare to deploy opening hours at the seasonal pools that achieve a one shift per day.
Identify local community organisations (e.g. Swim Clubs) that will be responsible for access during their own programmed time, assist to train the lifeguards, provide full inductions and ensure all compliance requirements will be met.
Seek feedback on ending the casual access (staffed hours) season earlier for the seasonal pools but maintaining the opportunity for the approved community organisations to access the pools until the normal end of the season.
Decide on the continuation or retirement of the Pleasant Point Pool Facility.
If the Pleasant Point Pool Facility is to be continued, budget to complete the upgrades that have been deferred over several years as soon as practical.
Seek detailed market research with potential suppliers to determine if a model change will result in better return on ratepayer investment.
Improve the budgeting process with greater input from the Recreation Facilities management team.
Determine if the Living Wage should continue to apply to all staff or there is opportunity to apply market rates to some roles within the Recreation Facilities team.
Introduce recording pool visits separately from other visits at CBay.
Integrate the onsite asset management with the central asset management system.
Longer term 6-12 months +
Deploy opening hours at the seasonal pools that achieve a one shift per day.
Through the 2025/2026 season record the attendance numbers of the 50m pool at CBay to inform decision making about the future of the pool.
Consider introducing additional leisure water space to match the community demand.
Complete the upgrades to the Pleasant Point Pool Facility

2. INTRODUCTION

2.1 Why is Council reviewing this service?

A service delivery review under Section 17A of the Local Government Act 2002 examines whether the current methods of providing a service are still the most efficient, effective, and suitable. Legislation mandates that such a review should periodically evaluate the cost-effectiveness of existing arrangements for addressing the community's needs for high-quality local infrastructure, public services, and regulatory functions.

Taituarā³ guidance has emphasised that the term cost-effectiveness is not the same thing as 'least cost'. Councils must also consider the effectiveness of current arrangements. Cost effectiveness is therefore much more consistent with 'least cost consistent with the achievement of the council's objectives for delivering the service'.

TDC deploy the in-house model of delivery. There is a desire for efficient service delivery and application of scale of service across the district.

The desired outcomes of completing this review are an independent evaluation of current delivery and a suite of options assessed to achieve alignment to Councils strategic outcomes. Also to deliver on the S17A obligations under the Local Government Act 2002. The scale of the aquatic services is relatively small so any efficiency gain will also be of a small scale. TDC is cognisant that there are inherent health and safety risks associated to provision of aquatic facilities and services. A focus of this review is to minimise those risks for the most cost effective option.

For more information on the Section 17A legislation refer to Appendix B – Section 17A Delivery of services section from LGA 2002.

The primary reason for this review has been the delivery of services for the outdoor pool facilities, however all the TDC pools make up the aquatic services TDC is responsible for. CBay is the most significant of the facilities in terms of the range of aquatic services available and the wider recreational facilities associated to the whole complex. The approach taken has been to firstly consider the facilities as a group and secondly identify the challenges and opportunities of separating the outdoor pools and operating two models of delivery.

2.2 What might Council gain from carrying out this review?

The potential benefits of undertaking a service delivery review include:

- Efficiency gains - In reviewing the funding, governance and service delivery arrangements for a particular service, Council may identify cost savings or a reduction in resource requirements, improving the cost-efficiency of the service.
- Improvements in services - Council may identify ways to improve the service delivered to the community and reduce risks.
- Improving relationships - with other local authorities, community groups and private sector providers.
- Better understanding of available options - Improving the understanding of the options for this service is a valuable exercise even if Council decides not to make any changes, minimising risk of complacency.

³ Taituarā is the national membership organisation for local government professionals whose purpose is to promote and support professional management in local government.

AQUATIC ACTIVITY (SWIMMING POOLS)

2.3 Scope of review

TDC has identified that there is a disproportionate investment in the delivery of aquatic services across the district. There is an all-year-round district level pool in Timaru that is well utilised and valued by the district. There are three seasonal pools serving small population catchments and while the facilities and activities are valued by the local communities there is a considerable cost in both capital and operational expenditure. As such TDC is keen to investigate efficiencies and smarter more-innovative operations - and 'consistent levels of service for their four aquatic facilities across the district.

High level opportunities that TDC is motivated to explore further include how they can maximise opportunities to partner with community groups or commercial providers to better deliver services, and what other delivery and ownership models are available.

This review provides a full and independent review in accordance with Section 17A of the LGA. The aquatic services subject to this review are limited to the current council owned facilities.

- a funding arrangement involves the way the financial resources are provided to support the service, including both the mix of sources of revenue or capital and any arrangement or agreement that governs the provision of these resources (such as a contract, deed of trust etc.)
- a governance arrangement revolves around who has the right to make binding decisions about the overall objectives for provision of the service and set the strategic framework in which the service operates. In the local authority context governance options fit into two broad categories – political or arms-length (which is a catch-all term for a variety of models ranging from corporate forms to various forms of trusts)
- a service delivery arrangement essentially describes the body that physically undertakes the work or provides the service.

NOTE: The [National Aquatic Facilities Strategy 2023](#) has made it clear that all pools that are available for community access need to be considered within a network of community pools. While the other pools in Timaru (such as school pools) with community availability are not directly within scope of this review, any opportunities identified within the course of research will be noted.

3. BACKGROUND

3.1 National context

The aquatics sector is not regulated through specific legislation. To provide guidance for the industry Recreation Aotearoa partnered with Water Safety New Zealand and Sport New Zealand and developed the Aquatic Facility Guidelines 2015. This is the industry standard for operating public pools in Aotearoa. Recreation Aotearoa has also developed the [PoolSafe Quality Management Scheme](#) to provide an independent assessment of public pools to ensure that their operations and facilities are safe.

3.2 Aquatic services

For this review aquatic services are considered to be the provision of the operational management services of council owned aquatic facilities including:

- compliance with health and safety risk management obligations - qualified pool plant and water quality management, and qualified supervision of aquatic activities
- quality of service delivery - public access and benefits appreciated by the community
- value for money – quality of service for the investment.

The review includes services relating to the three outdoor seasonal council facilities, Temuka Swimming Pool, Geraldine Swimming Pool and Pleasant Point Swimming Pool, and all year round pool facility, Caroline Bay Trust Aoraki Centre (CBay).

3.3 Aquatic related legislation

Health and Safety at Work Act 2015: This Act is intended to reduce and minimise harm to both people working in and those moving around places of work. There are obligations within the Act for employers and other controllers of places of works. Council has multiple obligations for open space activities with regard to employees, contractors and the public to manage safety.

Local Government Act 2002 (LGA): States the purpose of local government and provides a framework and powers for local authorities to decide which activities they undertake and the way they will undertake them. For open spaces it provides for local authorities to assume a broad role in meeting the current and future needs of their communities for good-quality local infrastructure, local public services, and performance of regulatory functions.

Health Act 1956 – This places a duty on every local authority in Section 23 to, improve, promote and protect public health within its district. This involves identifying potential health risks and ensuring that these risks are managed to within acceptable levels.

3.4 Local context

3.4.1 Demographics

The Timaru District is located in the southern Canterbury Region, southwest of Christchurch and northeast of Dunedin on the eastern Pacific coast of the South Island. It covers an area of 2,737km² and has a population of approximately 47,547⁴ residents based on the 2023 census. This was an increase of 2.7% from the 2018 census. Around 80% of Timaru District residents live in or around the four main settlements – Geraldine,

⁴ 2023-Census-national-and-subnational-usually-resident-population-counts-and-dwelling-counts

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Temuka, Pleasant Point, and Timaru⁵. There were a 21,579 residential dwellings across the district.

Figure 1: the location of Timaru District in relation to neighbouring local authorities.



Based on the 2023 New Zealand Census, key demographics for the Timaru District include:

- Median Age: 44.6 years (compared with 38.1 years nationally)
- Gender: 23,478 males and 23,913 females
- Ethnicity: 12.4% Māori

TDC administers the area and includes towns such as Geraldine, Temuka, Pleasant Point, and Timaru.

The size of each township is as follows:

- Geraldine (3,120 resident population)
- Temuka (6,700 resident population)
- Pleasant Point (1,371 resident population)
- Timaru (25,900 resident population)

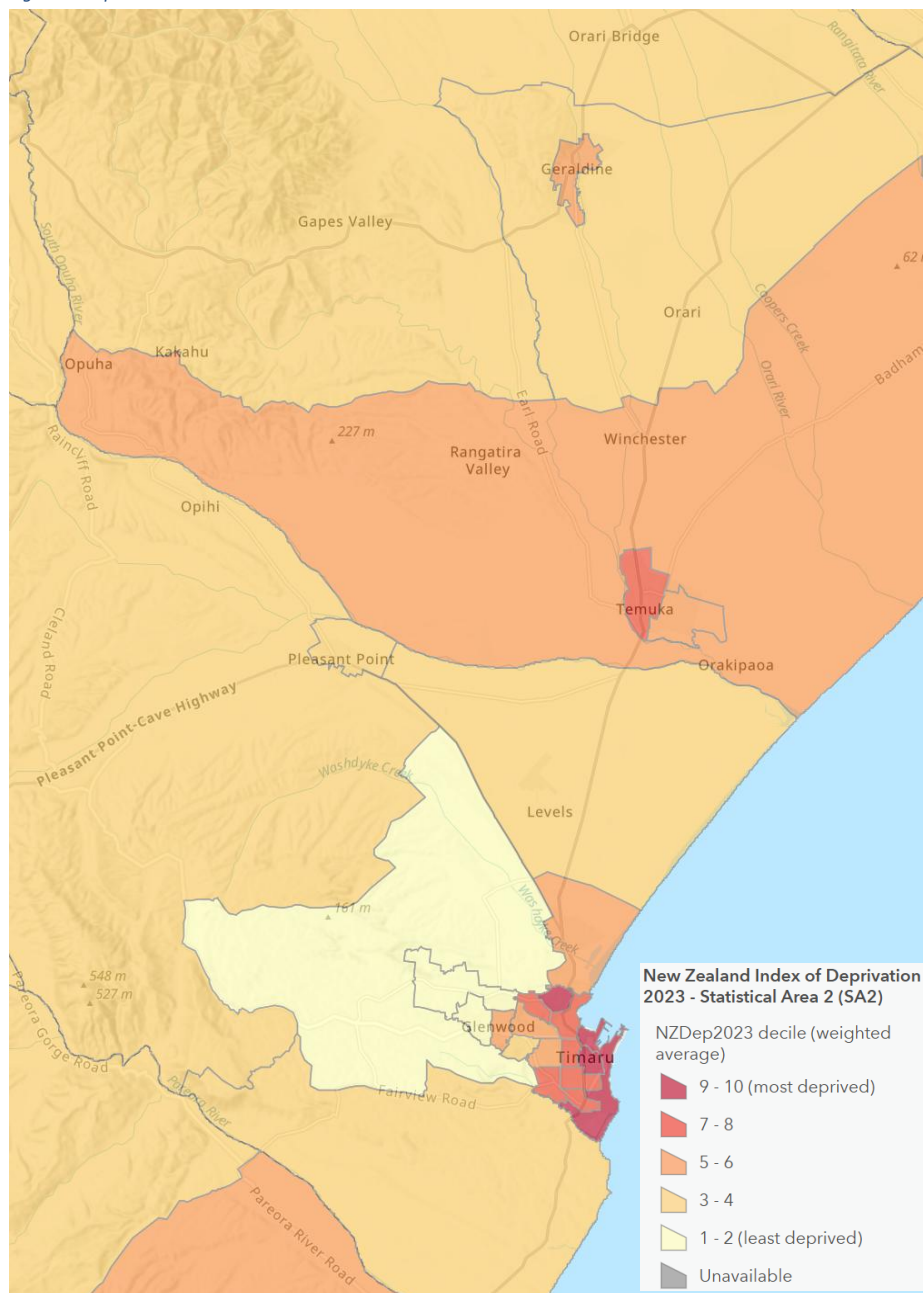
Deprivation

The district has a wide range of deprivation levels, 1-9⁶ with the greatest diversity in Timaru City as presented in Figure 2.

⁵ <https://www.timaru.govt.nz/community/our-district>

⁶ <https://www.otago.ac.nz/wellington/research/groups/research-groups-in-the-department-of-public-health/hirp/socioeconomic-deprivation-indexes-nzdep-and-nzidep-department-of-public-health>

Figure 2: Deprivation level distribution across the district.



The district has concentrations of higher deprivation within Timaru City. This highlights consideration for aquatic services delivery affordability of access to CBay but also the affordable transport options to get to and from the facility.

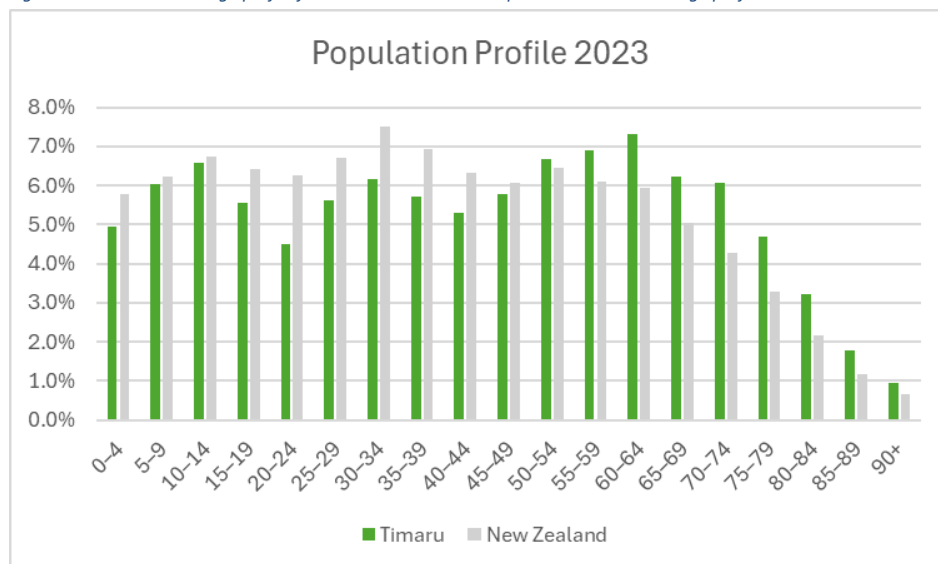
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Age profile

A key influence on the aquatic services needs is the age profile of the district. As noted above the median age of the district population is 44.6 years age and the profile of the age distribution is presented in Figure 3.

Figure 3: Timaru District age profile from the 2023 Census compared to the national age profile.

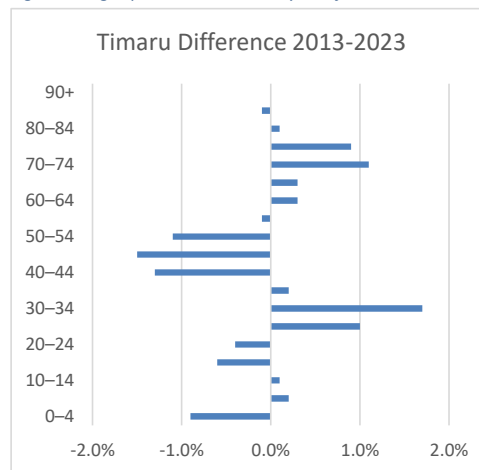


New Zealand has an aging population, and Timaru is ahead of that trend with declining population numbers in the younger age spans and growth in the older age spans as can be seen in Figure 5.

Figure 4: Age span trends over ten years for New Zealand.



Figure 5: Age span trends over ten years for Timaru.



The implications the age profile has for aquatic service provision are:

- Children (0-10) are a market that need to have access to water skills instruction, they are high recreation users, and they are the highest user group. While this segment is decreasing, so is the number of school pools so there is likely to continue to be the need for publicly provided warm

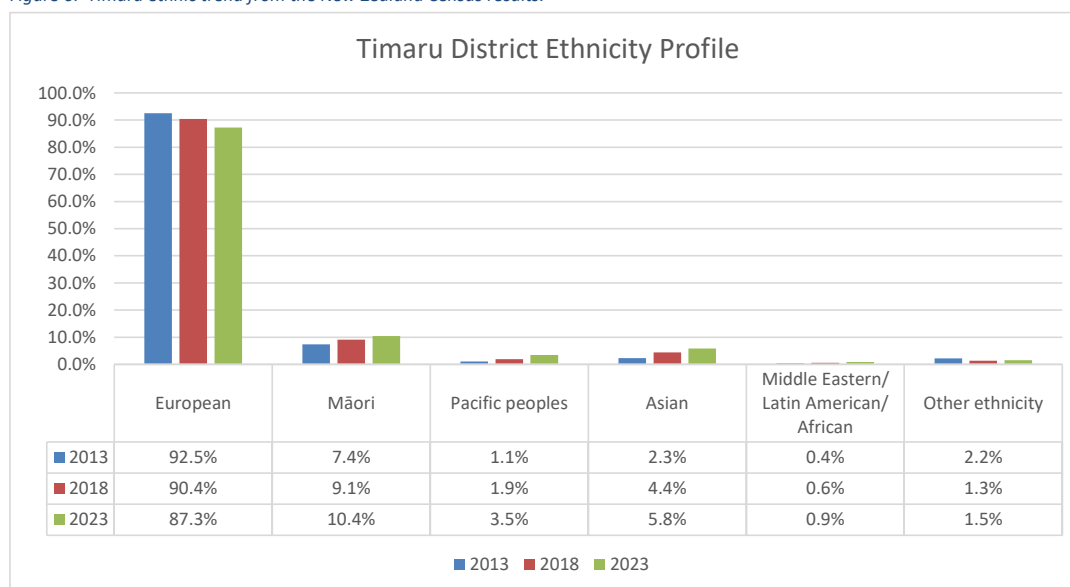
shallow (0.7m-0.9m) for water safety and swimming skill development.

- Youth (10-19) are the widest user group in terms of the type of activity. They seek out leisure space, fun and are the largest cohort of sport swimmers. This segment is decreasing.
- Young adults (20-39) pool users are predominantly swimming for fitness i.e. lane swimmers. This segment has been growing, and their needs will continue although the number of swimmers is less than the younger age span.
- Middle aged adults (40-59) pool users are predominantly swimming for fitness i.e. lane swimmers. This segment has declined and use pools less than the younger age span.
- Older adults (60+) seek warmer water activities. Water based activity is low gravity and helpful for mobility, recovering from musculoskeletal damage, enhancing blood flow etc. The demand for this type of water will grow.

Ethnic diversity

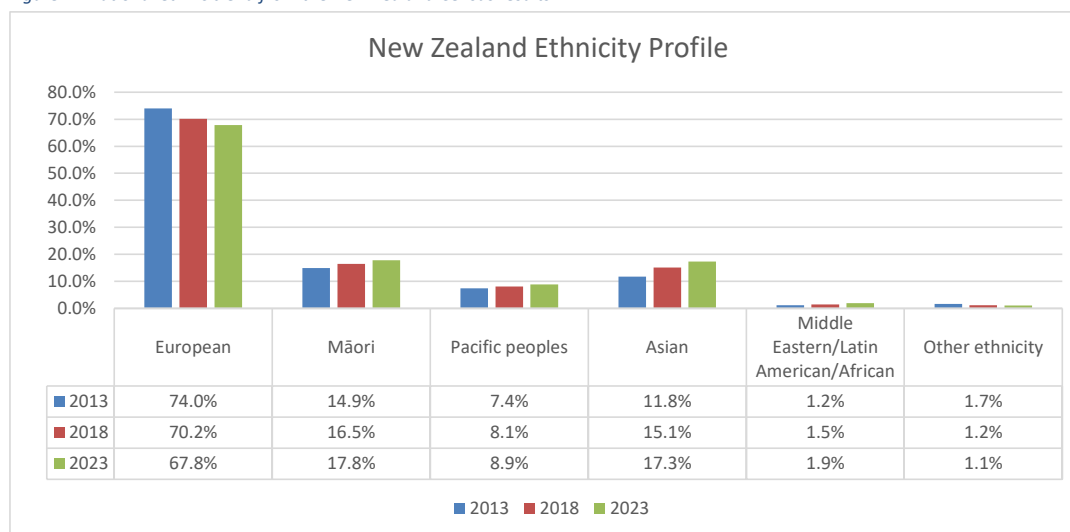
In terms of ethnic diversity Timaru is following the national trend but has a higher European proportion as shown in Figure 6 and Figure 7.

Figure 6: Timaru ethnic trend from the New Zealand Census results.



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Figure 7: National ethnic trend from the New Zealand Census results.



While there is change occurring the impact on aquatic services delivery is not expected to be significant over the coming years. TDC would be advised to monitor the guidance from Sport New Zealand and other agencies on physical activity behavioural change.

3.5 Organisational overview

TDC is the territorial authority for the Timaru district. Based in the city of Timaru. As of the end of June 2024 TDC had 244 full-time employees (2023: 231), with the balance of staff representing 48 full-time equivalent employees including part-time and casual staff (2023: 48.5). A full-time employee is determined based on working a 40-hour working week.⁷

3.5.1 Visioning, Values and Role

The TDC vision statement is:

*"Where people, place and business prosper within a healthy, adaptable and regenerative environment."*⁸

TDC have three foundation values. These are presented below detailing TDC's role underlying each value:

Inclusive Leadership

Through inclusive leadership, citizens play an active role in the district, creating shared responsibility and a connected vision for the future.

Cultural Caretakers

Protecting and regenerating our unique cultural and environmental heritage, so that we can retain a strong sense of identity for current and future generations.

Transition Navigators

Being adaptable to change by embedding the principles of agility and resilience into our approach towards enhancing our community wellbeing outcomes.

⁷ Timaru District Council Annual Report 2023/24

⁸ Finding the Balance. Timaru District Council Long Term Plan 2024-34.

3.5.2 Strategic Priorities

Under each Community Wellbeing Outcome, TDC has chosen one focus area as its priority for this Long Term Plan.

Table 1: TDC Community Wellbeing Outcomes as detailed in the Long Term Plan 2024-2034.

Community Wellbeing Outcome	Goals	Priority Focus Area
Resilient Infrastructure	Investing in the future through well-conceived and planned projects that support the growth and wellbeing of the community and the environment. This Community Wellbeing Outcome considers the critical transitions we are facing creating a sustainable platform for future generations.	Invest for Future – We will invest in high quality infrastructure to meet the needs of our community
*Enhanced Lifestyle	Enhanced Lifestyle focuses on providing a healthy community environment, that enables affordable access to the range of facilities, opportunities and resources we need to thrive. This Community Wellbeing Outcome seeks to enhance lifestyle and strengthen equity within our community.	Facilities and Services - We will provide future proofed services and facilities to enhance the community.
Diverse Economy	Enabling the conditions for a diverse and prosperous economy that creates local, national and international opportunities for a thriving community. This Community Wellbeing Outcome seeks to build on our unique local strengths to create prosperity now and for future generations.	Leverage Local Strength - We will leverage local strengths to retain and grow local talent.
Sustainable Environment	At the heart of our sustainable environment is the practice of kaitiakitanga. It is our role to be guardians of our natural environment. This Community Wellbeing Outcome seeks to encourage the regeneration of our environment and foster a culture of sustainability.	Clean Environment – We will prioritise sustainable land and water use to help regenerate our environment
*Connected Citizens	Connected Citizens embrace social connection and learning through sharing stories and ideas, and civic engagement. This Community Wellbeing Outcome seeks to actively support the contribution of citizens in activities that foster inclusion, agency and democracy.	Enabling Community - We will enable community ownership of projects, by supporting community groups and initiatives

* These are the two outcomes that are applied to the swimming pools.

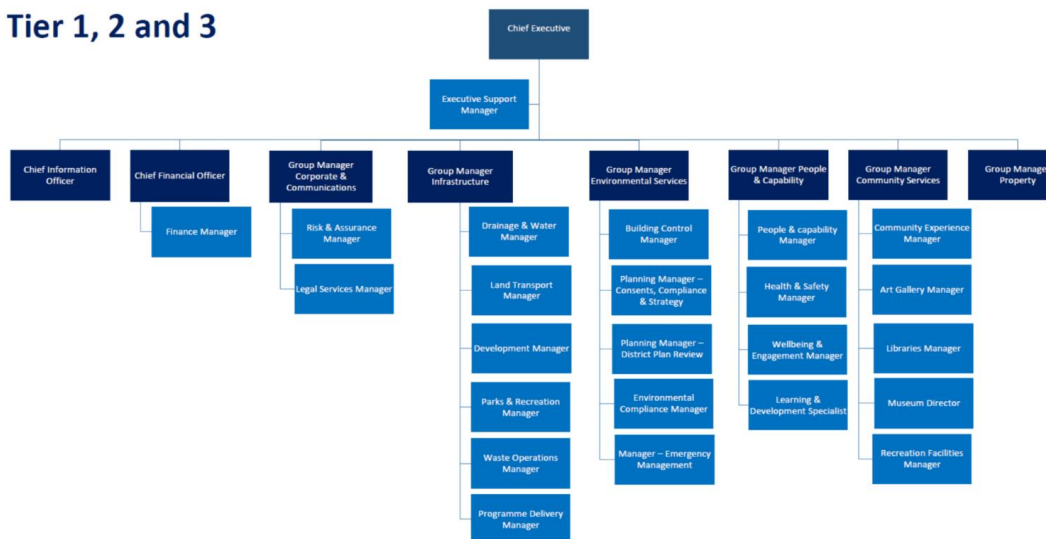
AQUATIC ACTIVITY (SWIMMING POOLS)

3.5.3 Operational chart

Aquatic activity (swimming pools) is a subset of Recreational Facilities under the Group Manager of Community Services. The physical assets and the associated utilities management are the responsibility of the Group Manager of Infrastructure as shown in Figure 8.

Figure 8: Organisation Structure Chart – Timaru District Council May 2025.

Tier 1, 2 and 3



The manager responsible for the aquatic activity service delivery is the Recreation Facilities Manager.

At the time that this review was being completed TDC was undergoing a restructuring process. It was proposed that the Recreation Facilities Manager role be lifted from a Tier 3 role to a Tier 2 role under direct management of the Chief Executive.

3.5.4 Long Term Plan 2024-2034

The consultation for the TDC Long-Term Plan 2024-2034 (LTP) identified four key issues that were considered:

- Balancing our approach to debt.
- Balancing income and costs.
- Balancing the things you use with the things you enjoy.
- Balancing user pays with common good

Under Balancing user pays with common good TDC decided to apply a higher user pays approach which will see users of services, including visitors and all residents, covering more of the cost of the services and less rates going to subsidise facilities. This will mean there will continue to be a level of support for activities and amenities considered a community good including swimming pools, stadium, and airport.

The four swimming pools are included in the Recreation and Leisure Activity.

Why we do it:

These activities provide a significant contribution to the wellbeing of our community by:

- Providing venues and facilities to meet the community's sporting and recreational needs encouraging a strong community identity and an active lifestyle.

- Facilitating lifelong learning and literacy.
- Enabling the care and preservation of valuable art and heritage

How we pay for it

Operating expenditure for activities within the Recreation and Leisure group is funded through the following mechanisms:

Figure 9: How the Recreational Facilities are funded as detailed in the Long-Term Plan 2024-2034.

	General Rates	Uniform Annual General Charges	Targeted Rates	User Fees and Charges	Interest	Dividends from Investments	Grants and Subsidies	Other Sources
Cultural and Learning Facilities	✓	✓		✓			✓	✓
Parks	✓	✓		✓			✓	✓
Recreational Facilities	✓	✓		✓			✓	✓

Potential Negative Effects on Community Wellbeing identified in the Long Term Plan are presented in Table 2

Table 2: Negative effects and mitigations of delivering aquatic services in Timaru.

Activity	Effect	Mitigation
Swimming pools	Swimming pool facilities are high energy users.	Swimming pool facilities use solar heating, heat recovery technology, insulating pool covers and recycle water. This reduces water usage and retains heat, thereby using less energy and lowering the Council's carbon footprint. CBay uses a wood fired boiler to meet some of its energy needs

3.6 Planned investment in aquatic facilities

In the Long-Term Plan 2021-2031 TDC made provision for \$370,580 investment to upgrade the pool, pool plant, and heating systems. This was removed in the Long-Term Plan 2024-2034 and there are no significant capital investment works scheduled in the next three years.

3.7 Level of service – including performance measures and targets

3.7.1 Councils level of service measures

The Long-Term Plan 2024-2034 TDC has two measures for level of service provision across the public pools network; accessibility to residents and visitors, and quality of experience.

Table 3: TDC levels of service measures as detailed in the Long-Term Plan 2024-2034.

Levels of Service	Performance Measure	Result/ Achievement Annual Reports 2021/22 - 2022/23	Target Year 1-3: 2024/25 - 2026/27
Recreation and leisure	Visitors to CBay	Target – 325,000	Year 1: 300,000

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Levels of Service	Performance Measure	Result/ Achievement Annual Reports 2021/22 - 2022/23	Target Year 1-3: 2024/25 - 2026/27
facilities, programmes and materials are accessible to residents and visitors		Result 2022/23 – Not achieved (279,596) Result 2021/22 – Not achieved (273,075)	Year 2: 310,000 Year 3: 320,000
	Visitors to Pleasant Point Community Pool ⁹	N/A – New performance measure	4,500 per season
	Visitors to Geraldine Community Pool ¹⁰	N/A – New performance measure	11,500 per season
	Visitors to Temuka Community Pool ¹¹	N/A – New performance measure	7,500 per season
	Aqua Fitness classes participant numbers	N/A – New performance measure	10,000
	Aquatic swim for life participants water safety participant numbers	Target – 2,000 Result 2022/23 – Achieved 2,758 Result 2021/22 – Achieved 2,949	2,000 per annum
	Aquatic learn to swim enrolments participant numbers	Target – 3,000 Result 2022/23 – Not achieved (2,565) Result 2021/22 – Not achieved (2,787)	2,800 per annum
	CBay Fitness Memberships	N/A – New performance measure	1,200 per annum
	CBay Group Fitness class participants	N/A – New performance measure	57,600 per annum
Provide a high quality and safe experience at district recreation and leisure facilities	Swimming Pools	Target – 75% Result 2022/23 – Not measured Result 2021/22 – Achieved (92%)	≥90%

While it is not a stated level of service measure in the Long-Term Plan 2024-2034, all council pools are accredited under the national PoolSafe Quality Management Scheme (PoolSafe). PoolSafe is a desktop assessment of systems and evidence of systems being applied. The desktop assessment is then verified

⁹ This is general admission and does not include school bookings, swim clubs or private bookings.

¹⁰ This is general admission and does not include school bookings, swim clubs or private bookings.

¹¹ This is general admission and does not include school bookings, swim clubs or private bookings.

through a site audit. It is possible that practices are not maintained to the standards outside of the site audit. TDC monitors that the standards are maintained throughout the season/year to provide confidence the standards are being maintained. The PoolSafe standards include:

- A minimum of two Pool Lifeguard Practicing Certificate (PLPC) qualified lifeguards to be on active supervision duty at any given time during its operational hours.
- The physical capabilities to be qualified are:
 - Swim 200m in under 6 minutes
 - Tread water for 5 minutes at the deepest part of the pool
 - Pick up an object from the deepest part of the pool
- Lifeguards are required to attend regular training causing short closures (one hour each month) during the season while this is completed.
- Water quality management to meet NZS5286:2010 (Pool Water Quality) including regular testing of the water to maintain the specified chemical balances for safe pool provision.
- Documentation for each facility including:
 - Standard operating procedures
 - A Water Treatment Risk Management Plan
 - Emergency Action Plan

3.7.2 Levels of service – outdoor pools

TDC has Level of Service expectations for the three outdoor pools. These include:

- The opening period/season - for the latest season it was planned to be Friday 15 November 2024, until Sunday 16 March 2025.
- The opening hours – see Table 4 for the opening hours for each pool. Noting the end of the season has proven to be problematic to maintain the staff levels as many of the seasonal staff are students who need to return to school or tertiary studies.

Table 4: The 2024/25 season opening hours for the District Pools.

Geraldine Pool	<ul style="list-style-type: none"> • Monday to Friday 6am to 8pm • Saturday and Sunday 10am to 7pm • From 21 December 2024 until 6 January 2025 the hours will be 10am to 7pm • In total the staff hours for the season were 1,351
Pleasant Point Pool	<ul style="list-style-type: none"> • Monday to Sunday 12pm to 7pm • In total the staff hours for the season were 807
Temuka Pool	<ul style="list-style-type: none"> • Monday to Friday 6am to 7pm • Saturday and Sunday 10am to 7pm • From December 21 to January 6 the hours will be 10am to 7pm • In total the staff hours for the season were 1,296
All District Pools	Were closed on the Christmas and New Year's Day Statutory holidays

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3.7.3 Strategic references

There are strategic documents that provide guidance to the delivery of aquatic activity service delivery for the district. Sport Canterbury has the “Our Place Plan” a regional approach to spaces and places for sport, active recreation and play in Canterbury and South Canterbury (2021), and Sport New Zealand has the National Aquatic Facilities Strategy 2023.

Our Place Plan

Our Place Plan” a regional approach to spaces and places for sport, active recreation and play in Canterbury and South Canterbury (2021) is an update and combining of the 2017 Canterbury Plan and 2018 South Canterbury regional spaces and places plans. It is structured in four parts with Part 3 focusing on South Canterbury.

In terms of aquatic facility provision for Timaru the only recommendation is to investigate the need for warm water space at CBay. With the activities to benefit identified as active recreation, learn to swim, rehabilitation and play. The expected completion date was noted as 2024/25.

The other major Timaru focused project that may have relevance to aquatic service delivery is the Aorangi Park and stadium redevelopment. The reason it may have relevance is that the management of the park and stadium is currently a TDC responsibility under the Recreation Facilities group. Should alternative options for aquatic service delivery consider wider recreation facilities services provision, the Park and stadium will be part of that group.

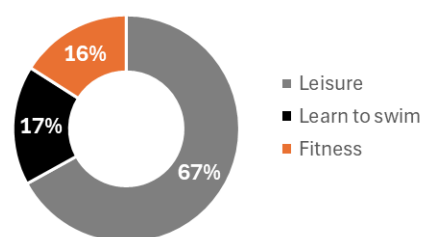
The Aorangi Park and stadium redevelopment project was defined in the Our Place Plan as in indoor court extension, development of a sports house, relocation of a hockey turf and establishment of a viewing area, realignment of netball courts, football turf improvements and reconfigure Aorangi Pavilion. With the activities to benefit identified as basketball, netball, badminton, volleyball, futsal, Sport Canterbury, speed skating, hockey, football, and sports events. The expected completion date was noted as 2026.

Sport New Zealand National Aquatic Facilities Strategy 2023

The Sport New Zealand National Aquatic Facilities Strategy 2023 (the Strategy 2023) resulted in enhanced metrics to determine the community aquatic facility needs. The Strategy determined that there should be a minimum of 27m² of aquatic space per 1,000 population¹² as long as the water type balance is achieved (see Figure 10).

The Strategy 2023 differentiated pools that are open for the community use 100% of the time (indoor council facilities) to those that have limited community availability (seasonal council pools, school pools, learn to swim enterprises etc. A multiplier was identified for each type of pool to provide a total “available” pool space value. These multipliers were generically applied to each facility by the type of activity each pool was classified as. The Strategy 2023 emphasises regional and local planning is required to fully understand the network of facilities, what their primary purpose is and how they serve the catchment community. The purpose of the pool is influenced by size, depth, and temperature (water and enclosed environment).

Figure 10: NZ aquatic demand profile.



¹² Note the Strategy 2023 does not determine indoor versus outdoor pool space as a separate metric.

Applying the aquatic space metric to the Timaru Pools only (school pools, learn to swim enterprises, etc. excluded) *without* detailed local analysis, the water area available is presented in Table 5.

The raw area values in Table 5 cannot be accepted as the only measure and must consider the type of water. The type of water aligns to the intended users and the user profile should reflect the community demographic profile.

Again, *without* detailed local analysis, the type of water space and using the assumed multipliers for available pool space from the Strategy 2023 applied is presented in Table 6.

Table 5: Provision vs demand as defined in the Strategy 2023.

Pool facility	Area of water supplied (m ²)	Area of water by demand (m ²)
CBay*	1,394	699
Geraldine	103	84
Temuka**	92	181
Pleasant Point	56	37
District	1,645	1,284

* Excluding waterslides.

** Excluding the splash pad area.

Table 6: Available water area by type across the TDC pools network.

	Area by lane category	Fitness area demand	Area by teaching pool	Learn to swim area by demand	Area by leisure	Leisure area by demand
Timaru	750	112	204	119	440	469
Geraldine	75	13	26	14	2	56
Temuka	75	29		31	17	121
Pleasant Point	75	6	16	6	6	25
District	975	205	246	218	465	860

This high level analysis would suggest that:

- There is more than enough lane space available in the network.
- There is likely to be enough learn to swim water area.
- It is likely that there is an undersupply of leisure water area

Author notes: Caution is to be noted not to take this information as a current state of the network and specific analysis is required. For example, the three outdoor 25m pools are listed in the Sport New Zealand facilities data base as lane pools where it is known that these pools are used for lane swimming, but they are also used for leisure and play swimming by children on hot days, and there is some learn to swim undertaken also.

3.7.4 Future of the network of pools

At the time this review has been completed TDC intended to retain the three seasonal pool facilities and continue to ensure these are open and available for the community. There have been some suggestions with regards the efficiency of the network and these are addressed briefly here and should be a consideration no matter what service delivery model is deployed.

The hours of opening at the seasonal pool facilities vary. The Geraldine and Temuka facilities have opening hours that require two shifts for lifeguard supervision. The Pleasant Point facility was open for one shift which significantly reduced the staff expenditure. The opportunity is for all pools to reduce to a single shift and approved organisations with qualified lifeguards having access outside those hours. This approach may result in greater pool use for reduced TDC expenditure.

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3.8 Management of aquatic facilities in neighbouring districts

Neighbouring territorial authorities were contacted to ask them about their aquatic facilities including which ones they own and how these are operated. The responses are shown in Table 7.

Table 7: Management of aquatic facilities in neighbouring districts

Council	S17A review in the last 12 months?	In- house	Outsourced	Details of Arrangements
Ashburton District Council (ADC)	No	Yes	No	ADC has one Council owned and operated aquatic facility. There are five pools on council land, but these are managed by community groups, at Hinds, Rakaia, Mt Somers, Ruapuna and Mayfield. ADC has done smaller internal reviews in recent years about the Gym staying inhouse or not, and from pool perspective ADC has increased the focus on the activities and the need to move towards breakeven (even if only for direct activity cost only). ADC does employ a swim coach and has changed pricing structure, programmes and the services to the competitive swimmers.
Mackenzie District Council (MDC)	No	No	Yes	MDC has two outdoor seasonal facilities, and these have been outsourced to Belgravia Leisure since 2021/22 season. MDC completed a Section 17a Review in 2021.
Waimate District Council (WDC)	No	Yes	No	WDC has one outdoor seasonal facility that is operated by Council.

4. Current service delivery

TDC provides, maintains and operates CBay, the only indoor aquatic facility in the district, and three outdoor aquatic facilities in township across the district. The aquatic services delivered from these facilities have operated under centralised management from CBay. All facilities are PoolSafe accredited, and this is audited annually by Recreation Aotearoa.

4.1 Summary of facilities

To understand more about the pools how they are performing under the current model, a summary of the fundamental information of each facility is presented here.

CBay – District indoor pool facility

Figure 11: CBay district pool facility.



Place and Space Description

Located at Te Weka Street, Timaru. The facility includes:

- 25 metre lane pool
- Leisure pool with graded beach-type access
- Toddlers' pool with 'rapid river' swirl experience, splash deck and water play area,
- Programme pool featuring ramp access for specialised wheelchairs, and variable pool depth
- 50 metre outdoor pool - 8 lanes - picnic area - open mid-November to late March
- Chillax area (16yr+) including luxury spa, sauna and steam rooms
- Two hydro slides
- Gym facility including Les Mills Group Fitness, GRIT and RPM classes
- Wellness suite
- Café

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Performance 2023/24¹³

Attendance – 323,616 ¹⁴	Total income - \$3,000,000	
Annual visits per catchment ¹⁵ – 6.8	Total expenditure - \$6,810,000	Cost of provision per visit \$21.04
Visits per opening hour – 62.4	Rates contribution - \$3,810,000	Rate payer funding per visit \$11.77

This equates to a 56:44 public:private contribution where a New Zealand expectation is 70:30

This analysis suggests that CBay is performing well. In 2023/2024 it secured visitation numbers that compares well with industry standards¹⁶ 6.8 visits per year per resident within the catchment. It is also operating within the public:private contribution expectation.

Geraldine Community Pool Facility – seasonal pool

Figure 12: Geraldine community pool facility.

**Place and Space Description**

Located on a reserve known as Geraldine Domain, Cox Street, Geraldine. The facility includes:

- All pools are heated and outdoor
- 25 metre pool with 6 lanes - depth 1 to 1.4 metres
- Toddlers pool - depth 0.3 metres
- Learners pool - depth 0.7 metres
- Picnic area

Ownership

The facility is owned by TDC, inclusive of the pool, plant and physical structures.

Performance 2024/25

Attendance – 12,842	Total income - \$48,900	
Seasonal visits per catchment ¹⁷ – 16.5	Total expenditure - \$171,800	Cost of provision per visit \$13.38

¹³ The latest full year data is available for the 2023/2024 financial year.

¹⁴ The number of visits includes the fitness centre visitation results.

¹⁵ The full district as the catchment.

¹⁶ The measure of visits achieve per catchment population was reported through the Yardstick industry measure tool and across the years of 2018, 2019, and 2020 was averaged to 4.3 visits per year per resident within the catchment.

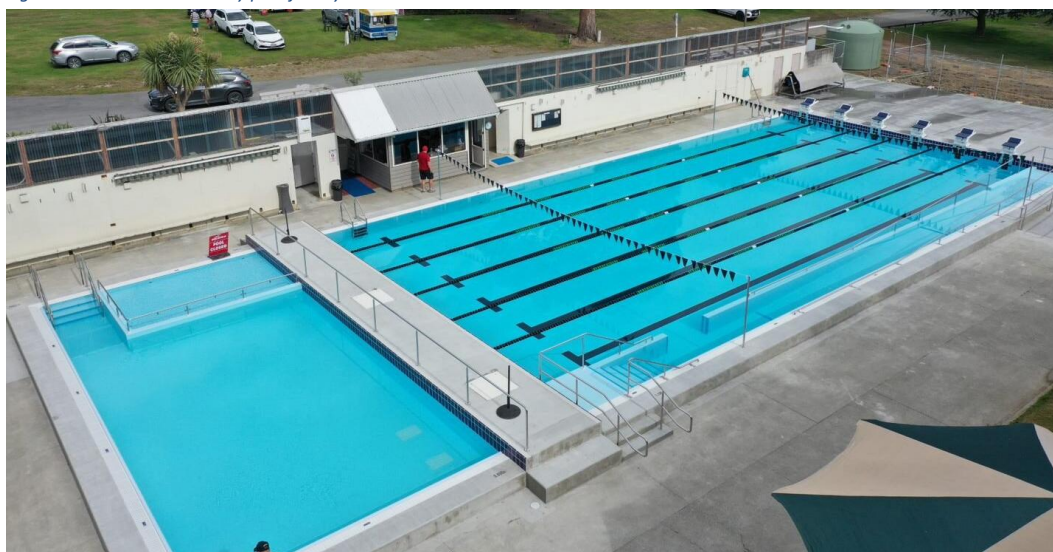
¹⁷ For efficiency the outdoor pools are deemed to be available for ¼ of the year, so the visit numbers are four times higher than an all-year-round facility.

Visits per opening hour – 9.5 Rates contribution - \$122,900 Rate payer funding per visit \$9.57
 This equates to a 72:28 public:private contribution where a New Zealand expectation is 70:30

This analysis suggests that the Geraldine Community Pool Facility is performing well in terms of visits per catchment. In 2024/2025 it secured 16.5 visits per season per resident within the catchment. Although the catchment is small compared with the water space available at the facility (see Table 5: Provision vs demand as defined in the Strategy 2023.) It is operating close to the public:private contribution expectation at 72:28.

Temuka Community Pool Facility – seasonal pool

Figure 13: Temuka community pool facility.



Place and Space Description

Located on a reserve known as Temuka Domain, Ferguson Drive, Temuka. The facility includes:

- All pools are heated and outdoor
- 25 metre pool with 6 lanes - depth 0.9 to 1.35 metres
- Toddlers pool - depth 0.4 metres
- BBQ facilities
- Picnic area

Ownership

The facility is owned by TDC, inclusive of the pool, plant and physical structures.

Performance 2024/2025

Attendance – 7,474 Total income - \$34,400
 Seasonal visits per catchment – 4.5 Total expenditure - \$149,000 Cost of provision per visit \$19.94
 Visits per opening hour – 5.8 Rates contribution - \$114,600 Rate payer funding per visit \$15.33
 This equates to a 77:23 public:private contribution where a New Zealand expectation is 70:30

This analysis suggests that the Temuka Community Pool Facility is not performing very well in terms of

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visits per catchment. In 2024/2025 it secured 4.5 visits per season per resident within the catchment. The catchment is double that of Geraldine so more aligned to the water space available at the facility (see Table 5: Provision vs demand as defined in the Strategy 2023.) It is operating outside the public:private contribution expectation at 77:23.

Pleasant Point Community Pool Facility – seasonal pool

Figure 14: Pleasant Point community pool facility.

**Place and Space Description**

Located on a freehold TDC owned land adjacent to a public playground/skatepark and the town hall/library, on Harris Street, Pleasant Point. The facility includes:

- All pools are heated and outdoor
- 25 metre pool with 6 lanes - depth 1 to 1.4 metres
- Toddlers pool - depth 0.3 metres
- Learners pool - depth 0.7 metres
- Picnic area

Ownership

The facility is owned by TDC, inclusive of the pool, plant, and physical structures.

Performance 2024/2025

Attendance – 8,146	Total income - \$24,400	
Seasonal visits per catchment – 23.8	Total expenditure - \$186,000	Cost of provision per visit \$22.83
Visits per opening hour – 10.1	Rates contribution - \$161,600	Rate payer funding per visit \$19.84

This equates to an 87:13 public:private contribution where a New Zealand expectation is 70:30

This analysis suggests that the Pleasant Point Community Pool Facility is performing well in terms of visits per catchment. In 2024/2025 it secured 23.8 visits per season per resident within the catchment. Although the catchment is very small compared with the water space available at the facility (see Table 5: Provision vs demand as defined in the Strategy 2023.) It is operating outside the public:private contribution expectation at 87:13. Although, as noted earlier the energy costs are a large influence on the facilities expenditure.

Combined measures across all pools

Looking at individual facilities provides a specific understanding of how each one performs. This Review must consider the group of facilities as a whole, so Table 8 identifies the group performance. Unfortunately, there is limited recorded data on the admissions over time at the seasonal pool facilities and only the 2024/2025 season records can be used. Also, the latest full year admission data for CBay is the 2023/2024 years records. It is also to be noted that the CBay visitation data includes fitness attendances.

Table 8: Group measures (Outdoor pools 2024/2025, Cbay 2023/2024)

Total admissions for all pool facilities	352,078
Annual number of visits to aquatic facilities per district rate payer	7.4
Total rates contribution	\$4,209,100
Proportion of public:private contribution	58:42
TDC funded cost per visit	\$11.96

Total admissions per annum is a high level measure but can be associated to the resident population number to provide more targeted comparison. The utilisation is a higher than the national average, 4.3¹⁸ annual visits per resident. The cost of delivery is significant but the public:private ratio is within the expected range. One factor that influences the total expenditure is the allocation of internal charges which differ from year to year and the inclusion of depreciation and debt interest. The rates funded cost per visit is higher (10-20%) than comparable aquatic facility provision recently analysed by the author¹⁹, however the internal charges, depreciation, and debt interest will be the driver of this difference.

4.1.1 What is the cost?

The direct delivery cost of aquatic services for TDC in 2023/2024 was \$7,319,600. The revenue from user charges was \$3,102,000. Based on this the total operational cost of service delivery from rates was \$4,217,600.

Effectively the annual operational cost of aquatic services delivery translates to a per visit per cost of approximately \$12 funded by TDC. The funding ratio can be determined as 58:42, public:private. It is generally accepted that the norm in New Zealand is 70:30, public:private, so TDC has been doing comparatively well.

Capital expenditure is not addressed for the purpose of this service review, but it is a factor in maintaining the facilities in an acceptable operational state.

¹⁸ The measure of visits achieve per catchment population was reported through the Yardstick industry measure tool and across the years of 2018, 2019, and 2020 was averaged to 4.3 visits per year per resident within the catchment.

¹⁹ Gisborne, Hamilton City, Whakatāne Aquatic Centre and Whangarei.

User fees charges comparisons with other facilities

The develop a sense of affordability of the facilities for the users a small sample of aquatic facilities has been researched, and the common user charges are captured in Table 9. This is included for context only and not to recommend any changes. It gives TDC a sense of how other facilities are charging.

Table 9: Price comparisons of other South Island aquatic facilities.

	Facility/ies	Indoor	Adult entry	5+Child entry	Senior/Gold card	LTS lesson	Spectator
Ashburton District Council	Indoor wet and dry facility	Indoor	\$7.50	\$5.00	\$5.00	\$13.00	
Dunedin City Council	2 x indoor	Indoor	\$8.40	\$3.90		\$15.00	Free
Queenstown Lakes District Council	2 x indoor	Indoor	\$8.00	\$4.20	\$5.20	\$15.00	
Timaru District Council	1 indoor	Indoor	\$6.50	\$4.00	\$5.50	\$13.00	
	Facility/ies	Seasonal	Adult entry	5+Child entry	Senior/Gold card	LTS lesson	Spectator
Mackenzie District Council	2 x seasonal	Seasonal	\$5.50	\$3.50	\$4.50		
Queenstown Lakes District Council	1 outdoor	Seasonal	\$4.20	\$2.20	\$3.20		
Timaru District Council	3 seasonal	Seasonal	\$6.00	\$4.00	\$5.00		
Waimate District Council	1 seasonal	Seasonal	\$6.00	\$3.00	\$3.00		

High level observations are the Adult charges are lower for CBay than the sample comparison facilities and higher for the seasonal pool facilities. The percentage discounts for Children and Seniors are less for the Timaru pools.

4.1.2 What does the community think?

To understand the community perspectives on the provision of the aquatic services two sources were considered:

1. The Timaru District Council Community Survey that was most recently conducted in 2023, and
2. Interviews with community representatives from the regular user organisations.

Timaru DC Community Survey 2023

TDC regularly measures how satisfied residents are with resources, facilities and services provided by the Council. The most recent Community Survey was completed in 2023 and the results for the swimming pools is presented in Figure 15.

Figure 15: Community Facilities: Swimming Pools^{20, 21, 22}.



The 2023 results have shown a significantly lower rate of satisfaction from the previous survey. The survey does not collate qualitative information that could suggest the reason for the decrease in satisfaction and during the discovery for the Review there were no definitive reasons identified. While Figure 15 presents the comparison to the previous two surveys Table 10 includes the previous two survey results showing consistency and some improvement up until the 2023 survey.

Table 10: TDC swimming pools customer satisfaction trends overtime (all measures)

	Difference 2021/2022 to 2023	2023 (Satisfied % 7-10)	2021/2022 (Satisfied % 7-10)	2019/2020 (Satisfied % 7-10)	2017/18 (Satisfied % 7-10)	2015/16 (Satisfied % 7-10)
The swimming pools	-10%	80%	90%	89%	89%	86%

Interviews with community representatives

Local community representatives and the local Community Board Chair were interviewed or were asked for written feedback for each of the seasonal pools.

Across all the facilities there is a sense of community connection and pride in the pools. The key themes

²⁰ 2023 Users n=193, Timaru n=147, Temuka/Pleasant Point n=19, Geraldine n=27; Non-users n=281, Timaru n=187, Temuka/Pleasant Point n=45, Geraldine n=49.

²¹ Question CF1: Which of the following facilities have you visited in the last year?

²² Question CF4. Based on your experience and impressions, how would you rate your overall satisfaction with each of the following facilities?

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identified for the seasonal pools were:

Community spaces

All ages can use the pools, and they are great for young children after school, during the weekends and school holidays. There are regular adult swimmers and aquacise participant. They are a community gathering space.

Range of users

There are a wide range of users:

- **Regular lane swimmers** – for health and fitness
- **Swim club** – training and interclub events
- **Aquacise** – TDC employee delivered
- **Recreation** – swim on a hot day for community and travellers (campgrounds)
- **Learn to swim** – Plunket and swim clubs
- **Schools** - water safety
- **School swimming sports**

Further physical enhancements would improve the facilities

The changing rooms are a bit tired and do not match the refurbished pools – Temuka.

Moving of the fence to create more grassed area for picnic and family activities, and better street signage – Geraldine.

Upgrade the heating and refurbish the pools – Pleasant Point.

Opportunity for groups access

If opening hours are a concern perhaps regular groups e.g. swim clubs, could be authorised to access the pool facilities under approved risk management arrangements when TDC staff are not there.

Change of management

If there was to be a change of management, clear terms of engagement would be required that includes the community inputs. There would need to be sufficient hours of access and no increase in entry fees.

There are potentially local residents who would oversee the pool operation under a community organisation/trust, but this would need to be confirmed.

4.1.3 What are the issues for the future?

Key issues for aquatics service delivery include:

- Aging facilities
- Aging population
- Mismatch of supply and demand of water type
- Declining competitive sport swimming participation
- Ongoing challenges to secure qualified locally based seasonal staff
- Central government continued emphasis on core infrastructure and services investment
- The heightened risk of a pandemic or other natural disaster
- Ministry of Education reduced priority on non-core curricular facilities

4.1.4 What could be improved?

There were some themes that evolved from the discovery research and interviews:

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Staff cost

The greatest expense for the facilities is the staff wages. Most other expenses are fixed and will be much the same no matter how many hours the pools are open or visits the facilities achieve. If all the seasonal pools were to move to being open for public swimming for a single seven-hour shift (as was done for Pleasant Point Pool for the recent season) the staff expense will be significantly reduced.

Retaining sufficient staff beyond mid-February

Many of the seasonal pool staff are students that need to return to their studies from mid-February. For the seasonal pools facilities to remain open it requires deployment of staff from CBay creating an opportunity cost to the network as a whole. For example, the supervisor and management staff are required to perform lifeguarding shifts to the neglect of their usual duties or, as it seems from interviewing staff, on top of their usual duties.

The energy costs for Pleasant Point pool

For the seasonal pool facility with the lowest visit numbers (see Page 23) it has the highest energy costs. This is due to it still operating on gas heating where the two other seasonal pool facilities have been converted to electric heating. For Pleasant Point pool to remain operational it is advised to change the energy source for both efficiency and environmental impacts.

The application of the living wage across all roles within TDC

The Living Wage is a positive approach to staff remuneration to address the concerns of the rising costs of living. There are some roles within the Recreation Facilities unit that are:

- a) delivered by teenagers who are still at school and do not have the life expenditure challenges of adults, for example lifeguards and learn to swim instructors.
- b) are in subsidiary vocations that would be paid differently in a normal industry enterprise, for example café staff.

These situations put additional pressure on the Recreation Facilities unit to be fiscally efficient. If TDC is set firm on paying the Living Wage to all staff, it becomes a disadvantage when comparing alternative delivery options.

The value of the 50m pool at CBay

The expense to heat, treat and maintain the 50m pool at CBay will likely be significant for the utilisation achieved and decisions need to be made whether it is in the interests of the ratepayers to retain the pool. Without actual data on utilisation and specific financial information relating to the individual pool informed decisions cannot be made.

Budget development

The process of budget development, where this is done centrally and then the unit management get to critique it, makes managing the facilities more difficult. There is limited buy in from the managers as they do not understand the rationale behind the budget values and in many cases, there are misalignments to how the facility is run and to the business plans the facility managers may have developed. It also made this review process more difficult than it needed to be.

Asset management

There is a disconnect between the onsite asset management and the centrally managed/coordinated asset management. The Recreation Facilities Team deliver against their own asset management plan, but this is not operated out of the TDC asset management system. There are risks of disconnect between the two and ineffective asset management occurring.

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Learn to swim service delivery

The learn to swim enrolments of approximately 600 children per term which seem a little lower than would be expected given the limited competition in Timaru. As a context EA Networks Centre in Ashburton has 1,125 enrolments each term for a population of 34,746 (2023 census), and Selwyn Aquatic Centre has 3,400 for a population of 79,300 (2023 census). It would be reasonable to expect greater enrolment numbers.

The learn to swim programme could also all year round over 48 weeks instead of just 40 weeks. This is the growing trend across learn to swim enterprises and increases profitability of the centre.

4.2 Governance arrangements

The aquatic services activity is governed by the Council with input from three Community Boards: The Community Boards are the mechanism to provide feedback to Council on issues as that relate to the pools, to make annual submissions on expenditure within the respective communities and to make recommendations to full Council on matters of interest or concern to the respective communities. They do not have delegated authority to make decisions.

4.3 Funding arrangements

The aquatic services are included within the Community Facilities group of services and the funding ratio public to private is 70-80/30-20 for the seasonal pools and 40-50/60-50 for CBay. Funding is predominately from rates with a portion of revenue from user charges.

The pools are funded through non-targeted rates (Uniform Annual General Charge and General Rate).

4.3.1 Revenue and Financing Policy – Swimming Pools

How the aquatic services are funded are determined under the Revenue and Financing Policy. The specific terms are detailed below directly taken from the Timaru District Council Long Term Plan 2024-2034.

Service Provided	Who benefits/creates need?	Funding - operating
This activity provides, maintains and manages four swimming pools across the district, including the gym and café facilities at CBay Aquatic Centre	<p>Private Benefit: Users of the swimming pool and gym facilities accrue benefits from this activity.</p> <p>Note: Council considers that allocating costs only to the users of these facilities would not be practical, would deter use, and would not meet community wellbeing outcomes.</p> <p>Community-wide Benefit: The whole community benefits from the provision of swimming pools in the district</p>	<p>Operating Expenditure - Rural Summer Pools Rates: 70-80% 60% Uniform Annual General Charge 40% General Rate User Charges: 20-30% Pool user fees, hire fees and other user fees</p> <p>Operating Expenditure - CBay Rates: 40-50% 60% Uniform Annual General Charge 40% General Rate User Charges: 50-60% Pool and gym fees and membership, hire fees, café sales and other revenue, and other user fees.</p>

4.3.2 Capital funding

The approach TDC has to depreciation and renewal provision is based on 2005 valuations²³.

- Plant and equipment for parks and pools is stated at deemed cost less depreciation and impairment losses, which is the optimised depreciated replacement cost as assessed by Maunsell Limited,

²³ Accounting Policies, Timaru District Council Long Term Plan 2024-2034.

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Valuers, on 1 July 2005.

- Buildings and building improvements have been stated at deemed cost less depreciation and impairment losses, which is fair value as valued by I Fairbrother ANZIV of QV Valuations as of 1 July 2005

Until the valuations are updated there is a risk that there is insufficient funding provision should there be failures of assets ahead of revised valuations. The specific terms are detailed below directly taken from the Timaru District Council Long Term Plan 2024-2034.

Service Provided	Who benefits/creates need?	Funding - capital expenditure
This activity provides, maintains and manages four swimming pools across the district, including the gym and café facilities at CBay Aquatic Centre	<p>Private Benefit: Users of the swimming pool and gym facilities accrue benefits from this activity.</p> <p>Note: Council considers that allocating costs only to the users of these facilities would not be practical, would deter use, and would not meet community wellbeing outcomes.</p> <p>Community-wide Benefit: The whole community benefits from the provision of swimming pools in the district</p>	<p>Capital Expenditure</p> <p>Borrowing: Loan costs are funded in the same way as operating expenditure.</p> <p>Grants: Council may seek grant funding, fundraising and sponsorship to support capital works.</p>

5. OWNERSHIP/ASSET MANAGEMENT/SERVICE DELIVERY

5.1 Asset ownership and management

There are several characteristics and requirements that are common to both in-house service delivery and outsourcing of facility management as identified in the Territorial Authority Community Sport and Recreation Facility Management Choices in New Zealand: Research Report by Sport New Zealand:

- The quality and skills of facility or business unit management, strong and trusting relationships, understanding of costs and revenue potential, and an ability to effectively market the facilities to maximise access and participation all contribute to successful facility management.
- The Local Authority owns the assets and is also responsible for provision for depreciation and asset renewal, maintenance or replacement for the life of the facility (30– 50 years).
- The Local Authority must ensure good asset management planning in identifying long- term facility needs and upgrades. This will increase the choices available to Local Authorities when they are considering how their sport and recreation facilities will be managed.
- Risks need to be managed regardless of the management model. A Local Authority has full control of risk with in-house management (but will be exposed to risk if it does not understand its cost structures and revenue potential). Outsourcing can reduce risk (but poorly written contracts and leases often result in the Local Authority retaining risk). Developing partnerships can result in sharing or transferring risk.
- Sport and recreation facilities must meet appropriate health and safety standards. Swimming pools that are PoolSafe accredited will meet the required standards for safe public access.
- Economic objectives (asset utilisation, cost and revenue) must be balanced with social objectives (access and participation).
- The Local Authority needs to ensure its own brand and image are reflected because, regardless of who manages the facility, the public perception will be that the Local Authority is responsible for its operation. A trust or private operator may “capture” the brand opportunity and in so doing undermine or alienate the Local Authority’s brand and image.
- Reputation risk is linked to performance, and if loss of reputation results in the loss of the service or contract there is a greater incentive to perform to a high level.

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6. REVIEW OF SERVICE OPTIONS

6.1 Introduction

Section 17A of the LGA2002 requires Council to review the cost-effectiveness of the aquatic services' current arrangements for governance, funding and service delivery.

A first pass analysis is required across the full suite to determine early which options are most appropriate for further investigation. The secondary phase of the review of service will explore the most feasible options further.

6.2 First pass options

In 2013, Sport New Zealand commissioned a report to provide context to the delivery models in the sector. It was found that there were six main management models operating for sport and recreation facilities²⁴.

1. In-house management: 64% of Territorial Authorities manage one or more of their facilities in-house.
2. A Council Controlled Organisation (CCO): 4.5% of Territorial Authorities have one or more sport and recreation facilities managed by a CCO.
3. Contracted or leased to a private provider: 21% of Territorial Authorities contract out management of one or more facilities to a private provider.
4. Contracted or leased to a community trust or committee: 30% of Territorial Authorities contract out management of one or more facilities to a community trust or committee (including 7.5% who contract to an RST).
5. A mixed management model: 33% of Territorial Authorities have a mixed model that may include in-house, CCO and outsourcing to a private contractor, community trust or committee.
6. A "Hands-off" model: 7.5% of Territorial Authorities do not own sport and recreation facilities, preferring instead to support community provision.

Note: The shared services option was not identified as an option for sport and recreation facilities in 2013. There were not any examples identified and that has not seemed to have changed.

The available options that match the TDC aquatic facility context are introduced below and then a more detailed analysis of issues and options is presented.

Option 1 - Status Quo - In-house full aquatic facility delivery

Delivering services through an in-house option (LGA, 2002 S17A (4a)) means that TDC is responsible for the governance, funding and full service delivery including admissions, supervision, water treatment, facility presentation and hygiene, repairs and maintenance, plant and equipment renewals, and all utilities.

Option 2 - Mixed model – Inhouse and outsource aquatic services delivery to not-for-profit/charitable organisation/s

Inhouse in-house option (LGA, 2002 S17A (4a)) TDC is responsible for the governance, funding and full service delivery including admissions, supervision, water treatment, facility presentation and hygiene, repairs and maintenance, plant and equipment renewals, and all utilities, and

Outsourcing the service delivery of an activity to another person or agency (LGA, 2002 S17 (A) (4) (b) (iii); S17

²⁴ From the Territorial Authority Community Sport and Recreation Facility Management Choices in New Zealand: Research Report by Sport New Zealand.

(A) (4) (b) (iv)). The aquatic service is delivered by a third party not-for profit provider. This may be in the form of an independent charitable trust set up to manage all the pools or similar community driven entity.

This would have TDC responsible for CBay including all admissions, supervision, water treatment, facility presentation, hygiene, building renewals, and general repairs and maintenance.

The outdoor pool facilities would be delegated to the not-for-profit provider/s who would have responsibility for all admissions, supervision, water treatment, facility presentation and hygiene are. Responsibility for building renewals and general repairs and maintenance remains with TDC.

Option 3 – Outsource aquatic services delivery to not-for-profit/charitable trust

Outsourcing the service delivery of an activity to another person or agency (LGA, 2002 S17 (A) (4) (b) (iii); S17 (A) (4) (b) (iv)). The aquatic services across all pools are delivered by a not-for-profit provider. The responsibility for admissions, supervision, water treatment, facility presentation and hygiene are delegated to the not-for-profit provider. Responsibility for building renewals and general repairs and maintenance remains with TDC.

Option 4 – Outsource aquatic services delivery to commercial provider

Outsourcing the service delivery of an activity to another person or agency (LGA, 2002 S17 (A) (4)

(b) (iii); S17 (A) (4) (b) (iv)). The aquatic service is delivered by a third party commercial provider. The responsibility for admissions, supervision, water treatment, facility presentation and hygiene are delegated to the commercial provider. Responsibility for building renewals and general repairs and maintenance remains with TDC.

Option 5 - Mixed model – Inhouse and outsource aquatic services delivery to commercial provider/s

Inhouse in-house option (LGA, 2002 S17A (4a)) TDC is responsible for the governance, funding and full service delivery including admissions, supervision, water treatment, facility presentation and hygiene, repairs and maintenance, plant and equipment renewals, and all utilities, and

Outsourcing the service delivery of an activity to another person or agency (LGA, 2002 S17 (A) (4) (b) (iii); S17 (A) (4) (b) (iv)). The aquatic service is delivered by a third party not-for profit provider. This may be in the form of an independent charitable trust set up to manage all the pools or similar community driven entity.

This would have TDC responsible for CBay including all admissions, supervision, water treatment, facility presentation, hygiene, building renewals, and general repairs and maintenance.

The outdoor pool facilities would be delegated to the commercial provider/s who would have responsibility for all admissions, supervision, water treatment, facility presentation and hygiene are. Responsibility for building renewals and general repairs and maintenance remains with TDC.

Option 6 - Outsource aquatic services delivery by CCO wholly owned by TDC

Delivery by a CCO would entail governance and funding by TDC with delivery by a CCO wholly owned by Timaru District Council. (LGA, 2002 S17A(4)(b)(i)). A separate CCO wholly owned by the Timaru District Council could be established with the responsibility for admissions, supervision, water treatment, facility presentation and hygiene, repairs and maintenance, plant and equipment renewals, and all utilities.

Option 7 - Shared services model for aquatic services delivery²⁵

The delivery of service through a shared model (LGA, 2002 S17 (A) (4) (b) (ii,); S17 (A) (4) (c)), whether

²⁵ Note: The shared services option was not identified in the Territorial Authority Community Sport and Recreation Facility Management Choices in New Zealand: Research Report by Sport New Zealand, but it has become an option in more recent times although with a very low deployment.

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through a joint committee, CCO, or merger with another council. The agreed responsibilities would be for admissions, supervision, water treatment, facility presentation and hygiene, repairs and maintenance, plant and equipment renewals, and all utilities.

6.3 First pass options selection

As part of the first pass options selection a risk benefit model has been deployed. See Table 11.

Table 11: Risk/Benefit model for first pass selection

High risk /Low benefit	Moderate risk /Low benefit	Moderate risk /High benefit	Low risk /High benefit
0	1	2	3
There are factors that indicate significant risk for a low realisation of benefit	There are factors that indicate risk for a low realisation of benefit	There are factors that indicate risk, but this is balanced with realisation of high benefit	There are limited factors that indicate risk while achieving realisation of high benefit

6.4 Initial options analysis for aquatic facility services

To evaluate the option/s that should be considered, a high level assessment using the Suitability, Feasibility and Acceptability (SFA) framework is completed. This considers the options under a strategic lens and rules out those that do not meet the threshold.

1. Suitability: this is the extent to which the strategic opportunity is suitable for TDC. It is the first consideration and considers:
 - alignment to the Council's vision, goals and objectives
 - current council capabilities and the requirement to extend capabilities
 - has opportunity optimise cost effectiveness
 - has potential to secure opportunities and minimise threats
 - creates or capitalises on competitive advantage
2. Feasibility: this is the extent to which the strategic option is feasible. This involves looking at strengths and weaknesses that arise from an internal analysis and considers:
 - people
 - capital
 - expertise
 - capacity
 - market environment
3. Acceptability: the acceptability of a strategic choice arises by examining at two criteria: financial aspects and the extent to which the choice fits in with Council stakeholders.

The seven options have been explored in Table 12.

Table 12: SFA Assessment on aquatic facility delivery options

Option	Operational Models	Suitable	Feasible	Acceptable	TOTAL
1	Status Quo – In-house full aquatic facility delivery	3	2	3	8/9

Option	Operational Models	Suitable	Feasible	Acceptable	TOTAL
2	Mixed model – Inhouse and outsource aquatic services delivery to not-for-profit/charitable organisation/s	3	2	1	6/9
3	Outsource aquatic services delivery to not-for-profit/charitable trust	0	0	2	2/9
4	Outsource aquatic services delivery to commercial provider	2	2	2	6/9
5	Mixed model – Inhouse and outsource aquatic services delivery to commercial provider/s	2	1	2	5/9
6	Outsource aquatic services delivery by CCO wholly owned by TDC	2	0	2	4/9
7	Shared services model for aquatic services delivery	2	0	2	4/9

6.4.1 First pass assessment summary

To progress through to a deeper assessment the score of five or greater has been determined as the threshold. This identifies the following to be considered further in section 9:

- Option 1 - Status Quo – In-house full aquatic facility delivery
- Option 2 - Mixed model – Inhouse and outsource aquatic services delivery to not-for-profit/charitable organisation/s
- Option 4 - Outsource aquatic services delivery to commercial provider
- Option 5 - Mixed model – Inhouse and outsource aquatic services delivery to commercial provider/s

More detailed commentary on those ruled out:

Option 3 – Outsource aquatic services delivery to not-for-profit/charitable trust

The approach considered was having a single not-for-profit/charitable trust responsible for the delivery of all the aquatic services while facility ownership remains TDC's responsibility.

An example of this model is Go Waipa that operates the Trust Waikato Te Awamutu Events Centre (includes Livingstone Aquatics Centre and the ASB Stadium) in Te Awamutu, and the Perry Aquatic Centre in Cambridge. There are no seasonal Council owned seasonal aquatic facilities in the district.

Disadvantages:

- TDC's of direct accountability to the community for the services the not-for-profit/charitable trust delivers.
- Tensions between the objectives of pursuing profit and delivering community outcomes.
- Limited ability to manage risk – arm's-length delivery can make managing risks to the reputation of TDC more difficult.
- Possible decrease in community connection from the current delivery; and
- Additional internal resource required to support the asset management requirements.

Assessment:

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Having a not-for-profit/charitable trust means an existing trust²⁶ would take on the service delivery for all the pools, or a new trust is set up. Any identified existing trust would need to be agreeable to the challenge and TDC would need to be confident the service delivery would meet expectations. Further investigation would be needed to confirm that this approach would be appropriate.

If an established trust is not available, given the scale of the aquatic services delivery, it is unlikely that the additional governance and support costs would justify establishing a separate Trust. As such this option is discounted.

Option 6 - Outsource aquatic services delivery by CCO wholly owned by TDC

Given the scale of the aquatic services delivery, it is unlikely that the additional governance and support costs would justify establishing a separate CCO. If the responsibility of managing the other recreational facilities and associated services were included, it would improve the proposition. As noted earlier, in 2013 only 4.5% of Territorial Authorities had one or more sport and recreation facilities managed by a CCO. This has not changed much in that time.

An example of a CCO managing aquatic facilities is Bay Venues Ltd (BVL) in Tauranga. The scale of the management services is significant, serving a population of 152,844 and growing. The facilities BVL are responsible for include:

- aquatic facilities - three indoor and one seasonal
- indoor court facilities - six facilities with a total of 16 courts
- A gymsports facility
- Community centres and community halls - 13

Disadvantages:

The [Controller and Auditor General \(OAG\) has provided useful advice](#) for councils considering setting up a CCO. The OAG has noted several possible disadvantages including:

- the local authority's lack of direct accountability to the community for the services the CCO delivers;
- tensions between the objectives of pursuing profit and delivering community outcomes;
- additional ongoing costs – the costs incurred by the local authority in monitoring the performance of the CCO, and the CCO's own costs, can increase overall service delivery costs; and
- reduced ability to manage risk – arm's-length delivery can make managing risks to the reputation of the local authority more difficult.

Assessment:

In our view, the disadvantages outlined above are relevant and likely to occur if the service was to be delivered by a CCO. We believe that the possible disadvantages outweigh the potential benefits.

Given the scale and seasonal delivery of aquatic services, we consider that there would be limited to no value-for-money improvements and more likely a reduction if the CCO responsibilities only included the aquatic facilities. Similarly, even with all recreation facilities and associated services were included the scale would still be insufficient to secure adequate benefits. As such this option is discounted.

Option 7 – Shared services model for aquatic services delivery

To be effective the option of shared services requires a clear understanding of the governance, funding and delivery structure. Where the responsibilities lie in terms of achieving agreed outcomes and how decisions

²⁶ No local trust was identified during this review however interest would need gauged from local trusts and potentially those from outside the district.

are made.

In terms of the opportunities available to TDC are the neighbours that provide aquatic service delivery in-house and they are ADC and WDC²⁷.

ADC – Has one indoor district level facility including indoor courts and aquatics located in Ashburton that is owned and managed by the Council. It also has five seasonal pools located around the district, but these are managed by local community groups.

WDC – Has one seasonal pool facility in Waimate.

Disadvantages:

- There may be loss of direct control over facilities in which TDC has invested.
- Branding and TDC identity may be lost where there is one council managing facilities on behalf of two or more.
- Responsibility for maintenance and renewal would need to be clearly specified in a contract.
- Opportunities might be limited because of the distance between districts or cities.

Assessment:

Given the current facilities of the neighbouring councils and the scale of delivery, it is unlikely that ADC and WDC would be able to resource a shared service arrangement with TDC. As such this option is discounted.

²⁷ MDC contract out to commercial suppliers.

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7. WHAT ARE THE OPTIONS FOR DELIVERY?

The four options identified in 6.4 have been considered further for the suitability of the delivery of this service. Note that there are actions TDC is recommended to complete before a change of service delivery would be entertained by both TDC and any new operator (see 8.2 Recommendations).

7.1 Option 1 - Status Quo – In-house full aquatic facility delivery

In many instances there are obvious reasons for delivering internally, including providing customer-focused service, understanding local needs and issues and maintaining local autonomy with governance and decision-making.

On the other hand, service delivery in-house requires staff recruitment, retention and training costs, which can be challenging in high-skilled positions where retention is often an issue for smaller local authorities. For activities with small teams, covering staff absences can be a concern, particularly in compliance-based activities.

The district pools have been managed in-house by TDC since it opened. For TDC there is no additional resource required to maintain the current delivery.

Advantages:

- TDC have a high level of control over social demands and returns – it is not profit driven.
- If there is a clear understanding of cost structures and revenue potential, TDC has a high degree of control over managing risk.
- TDC has control over budgets, pricing, programming, staffing and facility maintenance.
- TDC has ownership and control of branding of the facilities (same look and feel).
- TDC accountability is simple, with one organisation responsible for the delivery chain.
- TDC retains institutional knowledge.
- TDC has direct interface with customers.
- Skills are leveraged within TDC, in particular, management and financial skills.
- TDC elected officials have a more direct influence on operational policy based on constituent expectations.
- TDC can have a strong commitment to facility-based club sport e.g. swim club.

Disadvantages:

- TDC may not have contractual arrangements that define quality standards to be achieved (there may be internal levels of service contracts).
- TDC may lack marketing and entrepreneurial flair, and this will impact on access and participation (not nimble in responding to new ideas and taking risks with new programmes).
- Active recreation facilities often suffer from short-term funding decisions versus long-term planning.
- TDC may have low incentive or demand to control costs or grow participation to increase the ROI (financial risks).
- Standard HR practices may limit the opportunity to incentivise staff or manage poor performance in a timely way.
- TDC will have high dependence on key personnel for continuity of quality service.
- Front-line professional standards may not be reinforced by TDC if active recreation is not a high priority.
- TDC may not encourage employment of specialists which may impact on service quality.
- Political control and interference may lead to poor decision-making impacting on facility utilisation.

Assessment context

In-house delivery is an option for TDC and TDC is well positioned to continue the current model with improvement opportunities available through efficiencies and enhancing promotional activities.

It is assumed TDC are willing to continue inhouse delivery and that there is the capability to deliver.

7.2 Option 2 - Mixed model – Inhouse and outsource aquatic services delivery to not-for-profit/charitable organisation/s

This scenario has TDC delivering CBay inhouse and contracting out the seasonal pools to not-for-profit/charitable organisation/s. The not-for-profit/charitable organisation/s considered for this analysis are local community invested groups that may already be established entities or could become formal entities to take on the service delivery.

This is a model that works elsewhere (e.g. ADC), and the transition would not be a significant change for TDC and perhaps not for the communities around the seasonal pools either.

The inhouse advantages and disadvantages are the same as 7.1. The contracting out to not-for-profit/charitable organisation/s would be a little more complex in that there is potential for three different operators with varying levels of capability. The not-for-profit/charitable organisation/s advantages and disadvantages are:

Advantages

- It is a low-cost option for TDC (trust governance is on a voluntary basis with high community involvement)
- More flexible employment conditions.
- A funding agreement (or contract) between TDC and trust can clearly set expectations for quality service delivery and efficiency gains.
- A trust governance structure focuses on the delivery of a single activity without the distraction of multiple and often competing activities within Council.
- Trusts may not be driven to make a profit and are able to consider the wellbeing of the community.
- Trusts may provide an opportunity for TDC to share or transfer risk (particularly with regards to asset funding through external sources).

Disadvantages

- Activities must be of sufficient scale to warrant the expense of setting up trust structures and systems (or alternatively the trust purchases services from the TDC).
- If the management and marketing systems established by the trust are inefficient, this may result in low access and participation.
- Trustee selection processes must be robust to avoid “capture” by self-interest groups or individuals and ensure commercial and community experience.
- Political appointments are often made to trusts, which may result in conflicts of interest.
- TDC may have increased risk if the trust does not have management capability or an entrepreneurial approach.

Assessment context:

The inhouse delivery element is an option for TDC and TDC is well positioned to continue the current delivery at CBay with improvement opportunities available through efficiencies and enhancing promotional activities.

It is assumed TDC are willing to continue inhouse delivery and that there is the capability to deliver.

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The level of motivation and commitment from the community was gauged in the stakeholder interviews and the response to questioning about the interest locally is presented in Table 13.

Table 13: Community stakeholders feedback on local appetite to manage the pools.

	What interest/motivation is there locally to manage the pool?
Geraldine	There could be but the terms of the engagement would have to be very clear and provide opportunity to make improvements to the facility. There is currently a number of engaged individuals but the commitment over time would be an unknown.
Temuka	There could be community members with capability and capacity to operate the facility. A Trust model may be the best option. Unsure about longevity of Trustee tenure.
Pleasant Point	Community members may have the ability and resources to manage the facility.

The other uncertainty will be securing the qualified staff to address the full season. The end of season challenge will be intensified for independent not-for-profit entities, however being locally connected may be an advantage. The operators will also require support from CBay for training of lifeguards and water treatment management.

7.3 Option 4 - Outsource aquatic services delivery to a commercial provider

Having one commercial provider responsible for the delivery of all the aquatic services while facility ownership is TDC's responsibility.

Advantages:

- A contract between TDC and the commercial provider can define the quantity and quality of services to be provided and specifies social as well as financial outcomes (costs cannot be hidden).
- A commercial provider may increase community access and utilisation by introducing quality management systems and marketing.
- Improved consistency of delivery across the pools.
- Group wide specialist roles giving greater expertise to call on.
- Have proven systems and actively seek improvement for efficiencies.
- Active recreation focused so not distracted by other Local Government priorities.
- Experience developed over time across multiple communities.
- Commercial pressures promote industry knowledge currency.
- Likely to have marketing and entrepreneurial flair, and this will support access and participation (i.e. nimble in responding to new ideas and taking risks with new programmes).
- Less limiting HR practices enabling the opportunity to incentivise staff and manage poor performance in a timely way.
- Know that front-line professional standards are critical for customer satisfaction and retention.

Disadvantages:

- A commercial provider will accurately assess the true costs and potential revenue, and this may disadvantage TDC in negotiations and result in a contract at less than a fair contract value.
- Possible decrease in community connection from the current delivery.
- A commercial provider may focus on profit-generating activities ahead of social outcomes.
- TDC elected officials will have limited direct influence on operational policy based on constituent expectations.
- May not have a strong commitment to facility-based club sport e.g. swim club.

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Assessment context:

There are large scale commercial operators in New Zealand that have the capability and capacity to take on additional pool facilities. They have the systems and capacity to scale and have a deep understanding of aquatic service delivery. The two largest commercial operators were solicited for their interest should the Timaru pool facilities go to market for operators the responses are presented in Table 14.

Table 14: Commercial operator interest indicators.

	Community Leisure Management Ltd (CLM)	Belgravia Leisure New Zealand Ltd. (BLNZ)
Interest in all four pools	Yes	Yes
Interest in just the three seasonal pools	No Have learnt from experience having an indoor facility enables outreach and does not require full staff recruitment every year.	Yes While not the easiest approach the annual full recruitment challenge is possible and would be priced for e.g. Mackenzie DC.
Having wider recreation facilities included would be more attractive	Yes	Yes

There can be a reduction of community connection, however over time the large scale commercial operators have developed tactics to engage locally. They generally employ locally to supplement the technical and management roles.

Large scale commercial operators are required to turn a profit so it is likely that a change to a large scale commercial operator will be of greater cost to TDC, but they also seek to secure greater participation.

7.4 Option 5 - Mixed model – Inhouse and outsource aquatic services delivery to commercial provider/s

This scenario has TDC delivering CBay inhouse and contracting out the seasonal pools to commercial provider/s. The commercial provider/s considered for this analysis are large scale commercial operators. There is very little chance that TDC would be able to one or three local commercial operators that would see seasonal pools as a commercial opportunity.

The inhouse advantages and disadvantages are the same as 7.1. The contracting out to commercial provider/s would be a little more complex in that there is potential for three different operators with varying levels of capability. The commercial provider/s advantages and disadvantages are the same as detailed in 7.3.

Assessment context:

The inhouse delivery element is an option for TDC and TDC is well positioned to continue the current delivery at CBay with improvement opportunities available through efficiencies and enhancing promotional activities.

It is assumed TDC are willing to continue inhouse delivery and that there is the capability to deliver.

The level of motivation and commitment from the commercial provider/s was gauged in interviews and the response to delivering for just the seasonal pools is noted earlier in Table 14.

The other uncertainty will be additional cost built into the management fee to enable securing the qualified

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staff to address the full season. The end of season challenge will be the same for commercial provider/s as has been experienced at MDC the last few seasons.

7.5 Preferred option assessment

Deciding on the most appropriate facility management option can be pared back to three fundamental criteria:

1. Is there appetite from the potential supplier/s to deliver the services?
2. Is there confidence in the capability of the proposed supplier/s?
3. Is the option going to provide the rate payer value for service i.e. will the expected level of service delivered for the best investment from the rate payers in the district?

7.5.1 Appetite to deliver

The measure of appetite is quite easy to determine. The incumbent supplier is motivated to continue and those suppliers under consideration have expressed desire to manage the facilities.

7.5.2 Confidence in the capability considerations

To move away from the current model of all four pool facilities being managed inhouse TDC will need confidence in capability. The considerations include expertise and experience of the supplier and the people assigned to the facilities, ability to achieve consistent delivery, capacity of the supplier, and the risk to TDC as a PCBU.

TDC would have to be confident that the resourcing of each site with personnel possessing the capabilities to operate the facilities and deliver services fiscally efficiently will be challenging. For example,

- having the expertise to manage the water quality the pool facilities particularly:
 - understanding the filtering systems and cycle of backwashing
 - knowing the reticulation challenges of each pool
 - understanding and being able to troubleshoot the automatic chemical dosing systems
 - performing regular and urgent maintenance on pumps and strainers.
 - knowing when to call in supplier service contractors
- having appropriately experienced site supervisors to address:
 - people management: staff training, performance, support, culture etc.
 - customer service: the friendly welcoming face of the facility, behaviour management, de-escalation situations, evictions
 - admissions management: cash handling and banking, accurately recording and reporting admissions, etc.

7.5.3 Value for money considerations

To conduct a financial analysis of these options a valid level of financial detail for each option is required. Other than Option 1 there are many assumptions that would need to be applied. The risk of developing a financial picture with a range of assumptions that could favour one option over another depending on how the assumptions are applied would be misleading. Until the options, including Option 1, are investigated in detail a direct comparison cannot be made. Some of the obvious assumptions that would need to be considered and factored into any financial analysis would be:

- Will all admission fees be retained by the facility operator/s?
- Will all wages be the responsibility of the operator/s?

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- Will all utilities expenditure (energy, water) be the responsibility of the operator/s?
- Will all repairs and maintenance will be the responsibility of the operator/s?
- Will income increase/decrease due to operator changes?
- How will the future TDC head office internal charges be calculated?²⁸
- What will the operational grant/commercial management fee be?
- What service support from TDC to seasonal pool operators will be required?²⁹

Rather than make financial estimates that are misleading, what can be done is to consider the financially related benefits and disbenefits. Table 15 provides guidance to the financial benefits and disbenefits the options present.

Table 15: Options financial benefits and disbenefits.

Option	Financial related benefits	Financial related disbenefits
Option 1 - Status Quo – Inhouse full aquatic facility delivery	Can be cost effective if there are good systems, internal capability, and proactive service delivery culture. Council has full control over financial and related policies and practices.	Can be less cost effective if the systems are inefficient/effective, and/or there are limitations with capability, and/or the culture is reactive or passive to service delivery levels. Financial and related policies and practices can be a negative influence on cost effectiveness e.g. the living Wage deployment for every role.
Option 2 - Mixed model – Inhouse and outsource aquatic services delivery to not-for-profit/charitable organisation/s	The not-for-profit operated facilities will be delivered more cost effectively due to wages savings (not paying living wage), volunteer contributions and associated savings. The inhouse management of CBay will have the same benefits as noted above in Option 1.	Council has less direct control over financial and related policies and practices.
Option 4 - Outsource aquatic services delivery to commercial provider	Can be cost effective if the introduction of efficient systems, internal capability, and proactive service delivery culture is greater than that of other options.	Is likely to be a higher cost if there are limited expenditure savings opportunities and growth in participation is not realised.

²⁸ The methodology to calculate the unit expense has been revenue based and has changed from year to year e.g. the 2023/2024 charge was \$490,000 but the 2024/25 is budgeted as \$664,615 but as of 28 February the income performance had been better than budgeted so the allocation for internal charges has been reforecast to \$2,329,351.

²⁹ This will be based on the needs of the operators.

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Option	Financial related benefits	Financial related disbenefits
Option 5 - Mixed model – Inhouse and outsource aquatic services delivery to commercial provider/s	The commercially operated facilities may be able to be delivered at a neutral cost difference to the status quo due to wages savings (not paying living wage), efficiencies achieved and increased participation, balanced against a management fee. The inhouse management of CBay will have the same benefits as noted above in Option 1.	Council has less direct control over financial and related policies and practices.

During the discovery interviews with two potential commercial suppliers there were indications that the expected management fee would be 8-12% of expenditure, dependant on the facilities included, and how the management agreement is structured. There were also expectations that some savings could be achieved to varying degrees e.g. if the living wage is not a requirement of the supplier and efficiencies due to systems and processes. There could be increase income opportunity through promotional activities and programme delivery. One prospective commercial supplier indicated a positive financial outcome across all pool facilities for TDC of \$450,000 per annum based on a combination of savings and increased participation income.

7.5.4 Options assessment

To assess the options the scoring scale has been has used a yes/uncertain/no approach as detailed in Table 16.

Table 16: Scoring approach to the options assessment.

	No	Uncertain	Yes
SCORE VALUE	0	1	2
Appetite	There is no indication of interest.	There may be interest that is yet to be fully tested.	There is definite interest.
Capability Confidence	There is a low level of confidence.	There is a moderate level of confidence.	There is a high level of confidence.
Value for money	Is a high cost and moderate/high financial risk to rate payers for the level of service.	Is moderate cost and moderate financial risk / High cost and low financial risk / low cost and high financial risk to rate payers or is unable to assess to a sufficient level.	Is low cost and low/moderate financial risk to rate payers for the level of service.

From the author's experience, it is evident that each situation presents unique circumstances. The assessment scoring has been based on the discovery findings and the authors professional judgement.

Table 17: SFA Assessment on aquatic facility delivery options

Operational Models	Appetite	Capability Confidence	Value for money	SCORE
Option 1 - Status Quo – Inhouse full aquatic facility delivery	2	2	1	5
Option 2 - Mixed model – Inhouse and outsource aquatic services delivery to not-for-profit/charitable organisation/s	1	1	1	3
Option 4 - Outsource aquatic services delivery to commercial provider	2	2	1	5
Option 5 - Mixed model – Inhouse and outsource aquatic services delivery to commercial provider/s	1	2	1	4

7.5.5 Commentary on the assessment results

The options assessment has identified Option 1 and Option 4 as the preferred models to consider. The following provides context behind the assessment scoring for the options and details the next steps.

Option 1 - Status Quo – Inhouse full aquatic facility delivery - PREFERRED

Appetite	TDC is currently operating the facilities and other than seeking understanding (through this review) about outsourcing the delivery of the seasonal pool facilities there has been no definitive desire expressed to exit aquatic services delivery entirely.
Capability Confidence	TDC has been confident in the current service delivery capability given there has not been specific focus on the aquatic services delivery levels of service.
Value for money	TDC have direct control over financial risks. There is a reasonable evidence to suggest the current aquatic services delivery model is delivering value for money, but this cannot be validated until a comparison against the other preferred model.

Option 2 - Mixed model – Inhouse and outsource aquatic services delivery to not-for-profit/charitable organisation/s – RULED OUT

Appetite	The local community representatives indicated that there could be local individuals with interest and capability to assume responsibility for management of the seasonal pool facilities, but this would need to be determined with more in-depth consultation. For TDC continuing to manage CBay the response to Option 1 applies here.
Capability Confidence	There is a sense that there would be capability within the community to manage the seasonal pool facilities but, again this would need to be confirmed. For TDC continuing to manage CBay the response to Option 1 applies here.

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Value for money	It is likely that this option would provide a reduced cost to ratepayers, but this would be at the expense of greater financial risk.
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Option 4 - Outsource aquatic services delivery to commercial provider - PREFERRED

Appetite	The two possible commercial providers interviewed showed strong interest in managing all four pools.
Capability Confidence	The two possible commercial providers have history of delivering aquatic services across multiple Councils across the country. They have systems and practices specifically designed for the aquatic sector.
Value for money	It is likely that this option would provide an increased cost to ratepayers due to the additional cost of a services agreement fee, however this may be offset through efficiency savings and increased patronage/income. There would also be less direct control over financial risks.

Option 5 - Mixed model – Inhouse and outsource aquatic services delivery to commercial provider/s – RULED OUT

Appetite	Of the two possible commercial providers interviewed one was not interested in only the seasonal pools while the other indicated interest, but it would be dependent on the level of the management fee. For TDC continuing to manage CBay the response to Option 1 applies here.
Capability Confidence	For the two possible commercial providers the response the Option 4 applies here. For TDC continuing to manage CBay the response to Option 1 applies here.
Value for money	It is likely that this option would provide an increased cost to ratepayers and would be at the expense of greater financial risk for the seasonal pool facilities.

Recommendation

There are two options that have been identified as preferred with a score of 5. The status quo and the option of having a commercial supplier deliver the aquatic services across the four pool facilities. This gives TDC the opportunity to do nothing and continue to deliver the aquatic services as they currently are. There have been some opportunities identified for efficiencies that will improve the cost to the ratepayer while maintaining the level of service.

The second opportunity is to seek detailed market research with the potential suppliers to determine if a model change will result in better return on ratepayer investment. The identified efficiencies would also be deployed for the commercial suppliers so that there is a consistent comparison. Through this process the inclusion of the wider recreation facilities portfolio should also be tested.

8. CONCLUSION

8.1 Commentary

The Timaru District is served by four council owned public swimming pool facilities that are open to the public for recreational enjoyment. Three of the pool facilities are seasonal serving the local communities and one is an all-year-round, district level facility. TDC require service delivery management to meet the operational requirements, industry standards, and public expectations. Further to this, the services need to provide the resident population with value for money in terms of the delivery of outcomes and minimised operational costs to TDC.

This review has been conducted to determine the most appropriate service delivery model/s to achieve the desired outcomes in a cost-effective way. It has followed the review requirements as defined under Section 17A of the Local Government Act 2002.

Noting that the CBay visitation data included fitness attendances also, TDC are achieving sound visitation rates for the population they serve as a group of facilities (7.4 annual visits per rate payer) higher than the national average, 4.3. The public:private contributions are better than the expectation in New Zealand (58:42), and the cost per visit is near \$12 which is a little above what would be expected.

The investigations into the current aquatic service delivery have identified a range of efficiency opportunities TDC is advised to be investigated/deployed no matter which model is selected.

After careful consideration of seven identified options, this review has been able to rule out five of the options. Generally, they would not be suitable for the scale of the pool facility network.

There are two options that have been assessed as preferred:

- Option 1 - Status Quo – Inhouse full aquatic facility delivery
- Option 4 - Outsource aquatic services delivery to commercial provider

TDC can continue with inhouse full aquatic facility delivery as it is or could seek detailed market research with potential suppliers to determine if a model change will result in better return on ratepayer investment. If a better outcome is achievable, TDC could then seek competitive proposals for commercial supplier appointment.

8.2 Recommendations

Two preferred options have been identified: maintaining the status quo or having a commercial supplier deliver aquatic services at four pool facilities. TDC can either continue current operations with some efficiency improvements to reduce costs for ratepayers or conduct market research with potential suppliers to evaluate if a model change offers better investment returns. Efficiencies will be considered in both scenarios to ensure consistent comparison, and the wider recreation facilities portfolio inclusion should also be tested.

The efficiency recommended before TDC can confidently consider an alternative model of aquatic service delivery are detailed below.

Short term 0-6 months

Prepare to deploy opening hours at the seasonal pools that achieve a one shift per day.

Identify local community organisations (e.g. Swim Clubs) that will be responsible for access during their own programmed time, assist to train the lifeguards, provide full inductions and ensure all compliance requirements will be met.

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Short term 0-6 months
Seek feedback on ending the casual access (staffed hours) season earlier for the seasonal pools but maintaining the opportunity for the approved community organisations to access the pools until the normal end of the season.
Decide on the continuation or retirement of the Pleasant Point Pool Facility.
If the Pleasant Point Pool Facility is to be continued, budget to complete the upgrades that have been deferred over several years as soon as practical.
Seek detailed market research with potential suppliers to determine if a model change will result in better return on ratepayer investment.
Improve the budgeting process with greater input from the Recreation Facilities management team.
Determine if the Living Wage should continue to apply to all staff or there is opportunity to apply market rates to some roles within the Recreation Facilities team.
Introduce recording pool visits separately from other visits at CBay.
Integrate the onsite asset management with the central asset management system.
Longer term 6-12 months +
Deploy opening hours at the seasonal pools that achieve a one shift per day.
Through the 2025/2026 season record the attendance numbers of the 50m pool at CBay to inform decision making about the future of the pool.
Consider introducing additional leisure water space to match the community demand.
Complete the upgrades to the Pleasant Point Pool Facility

9. APPENDICES

9.1 Appendix A – Sources of information

Internal - Timaru District Council:

- Council documents – Long Term Plan, Resident Surveys, various reports relating to the aquatic facilities, building condition surveys of the pools, and website.
- Project initiation workshop with Council staff – 20 March 2025
- Responses to questions – various dates
- Site Visits and interviews – 5, 6 and 7 May 2025

External:

- Interview – Belgravia Leisure New Zealand - 16 May 2025
- Interview – Community Leisure Management - 9 May 2025
- Interview – Geraldine Pools community representatives, Anna Hargreaves and Jan Finlayson - 5 May 2025
- Interview – Pleasant Point Pools community representatives, Lisa Geary - 22 May 2025
- Interview – Temuka Pools community representative, Craig Dale - 6 May 2025
- Interview – Temuka Pools community representative, Charles Scarsbrook - 7 May 2025
- Neighbouring Councils Aquatic Services Delivery Section 17A history email responses - various
- Neighbouring Council websites
- Statistics NZ website

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9.2 Appendix B – Additional price comparison information

	Facility/ies	Indoor/ Seasonal	Adult entry	10 swim concession	NOTES	5+Child entry	5-2 Child entry	2>Child entry	Senior/ Gold card	LTS lesson	Spectator	AquaFit class	NOTES	Hydro slides	NOTES
Ashburton District Council	Indoor wet and dry facility	Indoor	\$7.50	\$67.50		\$5.00	Free	Free	\$5.00	\$13.00		\$10.00			
Dunedin City Council	2 x indoor	Indoor	\$8.40	\$81.90	12 swims	\$3.90				\$15.00	Free	\$8.30		\$8.30	Swim and slide
Queenstown Lakes District Council	2 x indoor	Indoor	\$8.00	\$75.00		\$4.20	\$4.20	\$4.20	\$5.20	\$15.00					
Queenstown Lakes District Council	1 outdoor	Seasonal	\$4.20			\$2.20	\$2.20	\$2.20	\$3.20						
Timaru District Council	1 indoor	Indoor	\$6.50	\$65.00	10 + 1 free	\$4.00			\$5.50	\$13.00		\$5.00	On top of admission	\$4.00	On top of admission
Mackenzie District Council	2 x seasonal	Seasonal	\$5.50	\$55.00	12 swims	\$3.50	free	free	\$4.50						
Timaru District Council	3 seasonal	Seasonal	\$6.00	\$60.00	10 + 1 free	\$4.00			\$5.00			\$2.00	On top of admission		
Waimate District Council	1 seasonal	Seasonal	\$6.00	\$75.00	20 swims	\$3.00	free	free	\$3.00						

9.3 Appendix C – Section 17A Delivery of services section from LGA 2002

- (1) A local authority must review the cost-effectiveness of current arrangements for meeting the needs of communities within its district or region for good-quality local infrastructure, local public services, and performance of regulatory functions.
- (2) Subject to subsection (3), a review under subsection (1) must be undertaken—
 - (a) in conjunction with consideration of any significant change to relevant service levels; and
 - (b) within 2 years before the expiry of any contract or other binding agreement relating to the delivery of that infrastructure, service, or regulatory function; and
 - (c) at such other times as the local authority considers desirable, but not later than 6 years following the last review under subsection (1).
- (3) Despite subsection (2)(c), a local authority is not required to undertake a review under subsection (1) in relation to the governance, funding, and delivery of any infrastructure, service, or regulatory function—
 - (a) to the extent that the delivery of that infrastructure, service, or regulatory function is governed by legislation, contract, or other binding agreement such that it cannot reasonably be altered within the following 2 years; or
 - (b) if the local authority is satisfied that the potential benefits of undertaking a review in relation to that infrastructure, service, or regulatory function do not justify the costs of undertaking the review.
- (4) A review under subsection (1) must consider options for the governance, funding, and delivery of infrastructure, services, and regulatory functions, including, but not limited to, the following options:
 - (a) responsibility for governance, funding, and delivery is exercised by the local authority:
 - (b) responsibility for governance and funding is exercised by the local authority, and responsibility for delivery is exercised by—
 - (i) a council-controlled organisation of the local authority; or
 - (ii) a council-controlled organisation in which the local authority is one of several shareholders; or
 - (iii) another local authority; or
 - (iv) another person or agency:
 - (c) responsibility for governance and funding is delegated to a joint committee or other shared governance arrangement, and responsibility for delivery is exercised by an entity or a person listed in paragraph (b)(i) to (iv).
- (5) If responsibility for delivery of infrastructure, services, or regulatory functions is to be undertaken by a different entity from that responsible for governance, the entity that is responsible for governance must ensure that there is a contract or other binding agreement that clearly specifies—
 - (a) the required service levels; and
 - (b) the performance measures and targets to be used to assess compliance with the required service levels; and
 - (c) how performance is to be assessed and reported; and
 - (d) how the costs of delivery are to be met; and
 - (e) how any risks are to be managed; and
 - (f) what penalties for non-performance may be applied; and

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- (g) how accountability is to be enforced.
- (6) Subsection (5) does not apply to an arrangement to the extent that any of the matters specified in paragraphs (a) to (g) are—
 - (a) governed by any provision in an enactment; or
 - (b) specified in the constitution or statement of intent of a council-controlled organisation.
- (7) Subsection (5) does not apply to an arrangement if the entity that is responsible for governance is satisfied that—
 - (a) the entity responsible for delivery is a community group or a not-for-profit organisation; and
 - (b) the arrangement does not involve significant cost or risk to any local authority.
- (8) The entity that is responsible for governance must ensure that any agreement under subsection (5) is made publicly available.
- (9) Nothing in this section requires the entity that is responsible for governance to make publicly accessible any information that may be properly withheld if a request for that information were made under the Local Government Official Information and Meetings Act 1987.

Section 17A: inserted, on 8 August 2014, by section 12 of the Local Government Act 2002 Amendment Act 2014 (2014 No 55).

Financial Summary Report

Fund Number 1
Account Type (All)
Operating/Cap O

p12_actual_ytd						Posting Year										
Master Account	Master Account (desc)	Sub Ldg	Sub Ledger Account (desc)	Resource (n	Resource (desc)	Costing Ledger Account	2020	2021	2022	2023	2024	2025				
1736	CBay cafe	130	Other Income	146	Sales - Other General	01736.0130.0146	(44,603.09)	(50,476.07)	(44,444.58)	(58,641.15)	(65,382.92)	(72,006.30)				
				220	OtherSundryIncome	01736.0130.0220	(8,750.51)	(6,497.37)	(3,688.07)	(8,431.06)	(5,135.50)	(4,211.72)				
				233	Sundry Sales	01736.0130.0233	(7,131.91)	(6,554.80)	(6,756.61)	(10,447.41)	(19,550.89)	(10,706.55)				
				235	Income from Retail Sale of Stock	01736.0130.0235	(198,049.07)	(275,679.96)	(233,104.01)	(328,215.36)	(366,166.71)	(390,344.46)				
3736	CBay cafe expenditure	300	Employee Costs	300	Salaries	03736.0300.0300	159,939.36	175,476.56	242,381.81	266,171.56	260,197.00	277,417.12				
				301	Wages	03736.0300.0301	6,585.41	2,308.14	3,599.51	3,603.39	11,132.64	13,241.63				
				302	Overtime	03736.0300.0302	5,887.10	9,598.46	14,619.59	13,884.55	17,530.99	14,289.47				
				322	Annual Leave	03736.0300.0322	0.00	0.00	(977.91)	12,543.42	9,150.54	15,096.70				
				323	Sick Leave	03736.0300.0323	0.00		624.14	965.43	6,025.70	13,342.88				
				330	Superannuation - Council Contribution	03736.0300.0330	2,415.20	2,928.46	3,814.30	3,508.85	8,008.10	15,939.84				
				345	ACC levy	03736.0300.0345	613.79	768.02	656.52	934.48	831.83	1,138.87				
				351	Recruitment costs	03736.0300.0351	290.00									
				310	Staff Training	644	Course Seminar & Conference Registration	03736.0310.0644	1,069.13	794.72	1,628.33	1,521.87	1,679.38	33.11		
				350	Office Administration Expenditure	416	Operating Lease - cancellable leases	03736.0350.0416	0.00		0.00	0.00	0.00			
						500	Stationery & Office Consumables	03736.0350.0500	314.74	1,619.89	670.70	354.00	738.11	52.63		
						602	Advertising	03736.0350.0602	863.54	1,421.04	1,935.16	4,513.53	106.25	1,319.31		
						603	Sundry Expenses	03736.0350.0603	2,294.53	3,390.06	2,366.04	1,656.67	2,226.23	3,620.38		
						620	Food & Catering Costs	03736.0350.0620	87,191.77	114,858.37	99,560.05	155,797.50	178,479.09	172,201.02		
						640	Telephone Charges	03736.0350.0640	297.06	203.51	5.26	8.58	8.42	8.59		
						365	Legal & Debt Recovery Costs	406	Debt Collection Services	03736.0365.0406	180.00					
						375	Office Equipment & Furniture	415	Rentals/Leases Office Equipment	03736.0375.0415				223.79		
								527	Minor Capital Items	03736.0375.0527		1,768.94	2,002.10	9,253.09	679.23	1,498.40
						380	Bank Charges	614	Bank Fees	03736.0380.0614	557.67	752.74	928.39	1,395.94	1,619.12	1,692.10
						410	Insurance	636	Insurance	03736.0410.0636	562.44	87.97	91.08	113.86	0.00	0.00
						415	Utilities	520	Electricity	03736.0415.0520	9,385.56	10,840.62	11,452.80	13,652.87	16,854.39	13,330.79
						425	Cleaning Costs	401	Contractors	03736.0425.0401	0.00	0.00	262.60	0.00	0.00	
								410	Other External Services	03736.0425.0410			1,310.14	518.28	874.15	690.92
								505	Cleaning Supplies	03736.0425.0505	98.17	324.00	493.25	146.54	93.78	89.26
						450	Sundry Expenses	506	Materials Purchased	03736.0450.0506		27,482.71	95.43	217.02	43.70	142.42
								653	Cost of Stock Sold via Retail Sales	03736.0450.0653	32,884.22	37,501.09	34,852.72	43,996.96	47,586.11	36,130.80
						530	Building Maintenance	401	Contractors	03736.0530.0401	0.00	1,042.03	2,307.61	2,661.06	2,500.85	1,150.99
						680	Depreciation	740	Depreciation Expense	03736.0680.0740	938.12	843.00	1,038.65	1,038.65	1,038.65	779.70
						980	Overheads / Internal Recharges	984	Internal Rental	03736.0980.0984		9,000.00	9,000.00	9,393.48	8,912.57	
				Grand Total							53,833.23	63,802.13	146,725.00	142,116.60	120,304.60	105,937.90

#1769431

Financial Summary Report

Fund Number	1
Account Type	(All)
Operating/Cap	O

p12_actual_ytd						Posting Year							
Master Account	Master Account (desc)	Sub Ledg	Sub Ledger Account (desc)	Resource (n	Resource (desc)	Costing Ledger Account	2020	2021	2022	2023	2024	2025	
1753	CBAY Fitness Revenue	110	User Fees & Charges	110	Admission Fees	01753.0110.0110	(17,921.29)	(24,169.44)	(16,542.53)	(27,051.19)	(33,327.40)	(20,533.79)	
				122	Commercial Activities - Other	01753.0110.0122	(726,549.87)	(804,925.75)	(732,802.71)	(838,475.12)	(943,444.40)	(1,116,513.56)	
				124	Other Facility Hire	01753.0110.0124	(52,078.54)	(63,459.61)	(57,450.74)	(59,790.83)	(69,402.59)	(43,602.63)	
				126	Hire/Rent Of Equipment & Plant	01753.0110.0126						0.00	
		130	Other Income	122	Commercial Activities - Other	01753.0130.0122						0.00	
				146	Sales - Other General	01753.0130.0146	(5,730.91)	(5,354.58)	(6,150.00)	(6,078.71)	(10,025.72)	(8,634.83)	
				220	Other Sundry Income	01753.0130.0220	(5,157.09)	(9,429.99)	(4,732.60)	(4,035.64)	(546.96)	0.00	
3753	CBAY Fitness	300	Employee Costs	300	Salaries	03753.0300.0300	231,727.09	191,818.14	232,626.43	255,311.81	331,894.15	331,939.50	
				301	Wages	03753.0300.0301	33,829.23	56,438.29	46,834.53	56,245.58	41,801.84	34,681.49	
				302	Overtime	03753.0300.0302	34.00	879.02	0.00	1,080.67	319.59	1,133.59	
				303	Admin Wages	03753.0300.0303	95,162.54	89,974.96	98,928.61	111,666.26	129,988.26	4,871.21	
				304	PT Wages	03753.0300.0304	122,077.37	104,772.86	85,067.86	95,797.08	88,685.76	83,173.65	
				319	Time In Lieu	03753.0300.0319			72.00		232.72	1,329.01	
				322	Annual Leave	03753.0300.0322	0.00	0.00	5,454.25	63,500.40	(63,333.04)	29,244.92	
				323	Sick Leave	03753.0300.0323	0.00	0.00	1,168.21	2,761.97	10,944.28	16,636.67	
				327	Bereavement leave	03753.0300.0327						228.64	
				330	Superannuation - Council Contribution	03753.0300.0330	10,538.00	10,783.02	11,881.32	13,967.62	17,147.07	15,405.74	
				345	ACC levy	03753.0300.0345	1,821.79	1,328.16	1,276.56	1,262.70	1,289.07	1,619.63	
		310	Staff Training	360	Approved Carry Forwards	03753.0310.0360		0.00					
				644	Course Seminar & Conference Registration	03753.0310.0644	3,554.20	4,564.15	3,249.64	8,329.25	8,782.24	2,918.75	
				647	Travel Related Costs Other	03753.0310.0647					187.83		
		350	Office Administration Expenditure	416	Operating Lease - cancellable leases	03753.0350.0416	67,000.00		0.00	0.00	0.00		
				500	Stationery & Office Consumables	03753.0350.0500	1,025.56	484.99	323.68	221.34	225.43		
				501	Printing & Photocopying Costs	03753.0350.0501	1,994.78	2,783.11	603.96	615.97	3,317.86	1,133.00	
				502	Reference Materials	03753.0350.0502				720.00	1,125.00		
				602	Advertising	03753.0350.0602	3,524.00	2,491.40	4,146.66	6,485.16	99.02	459.81	
				603	Sundry Expenses	03753.0350.0603	11,296.49	6,086.90	6,068.83	13,224.92	11,952.49	19,123.11	
				620	Food & Catering Costs	03753.0350.0620			19.10				
				640	Telephone Charges	03753.0350.0640	220.69	22.04	21.02	34.34	33.59	34.32	
		355	Computer / IT Costs	405	Consultants	03753.0355.0405	34,768.27	38,956.85	39,033.09	44,352.80	49,223.46	58,009.84	
		370	Subscriptions	503	Subscriptions	03753.0370.0503				115.00	2,636.52	3,691.14	
				639	Subscriptions Memberships	03753.0370.0639	32,640.06	37,478.29	47,457.06	48,409.71	48,645.78	52,608.54	
		375	Office Equipment & Furniture	527	Minor Capital Items	03753.0375.0527	8.70	560.00	1,061.91	2,710.24	880.00		
		410	Insurance	636	Insurance	03753.0410.0636	1,687.33	263.92	273.23	341.58	0.00	0.00	
		415	Utilities	520	Electricity	03753.0415.0520	11,717.03	8,082.42	8,470.15	9,649.27	13,840.74	10,584.47	
		425	Cleaning Costs	505	Cleaning Supplies	03753.0425.0505	3,696.64	5,956.29	5,276.49	3,052.10	6,545.23	9,199.93	
		450	Sundry Expenses	506	Materials Purchased	03753.0450.0506	268.70	323.96	6,262.20	594.03	277.39		
				509	Uniforms / Clothes Purchased	03753.0450.0509	956.40	1,618.10	791.55	578.40	1,949.75	597.90	
				653	Cost of Stock Sold via Retail Sales	03753.0450.0653	6,296.56	3,584.19	5,467.61	7,504.06	5,971.10	8,986.70	
		530	Building Maintenance	401	Contractors	03753.0530.0401	0.00	2,411.16	2,400.00	359.34	0.00	604.28	
		591	Fixed Plant & Equipment Maintenance	360	Approved Carry Forwards	03753.0591.0360		0.00					
				401	Contractors	03753.0591.0401	793.43	8,990.36	6,499.02	1,373.76	2,271.89	945.00	
				506	Materials Purchased	03753.0591.0506	800.00		58.00	1,130.43	3,550.36		
		980	Overheads / Internal Recharges	980	Overheads Allocated	03753.0980.0980	0.00						
				984	Internal Rental	03753.0980.0984		66,972.00	67,000.00	68,777.04	66,349.35		
				993	CBay Administration Support	03753.0980.0993	42,000.00						
Grand Total							(87,998.84)	(259,714.79)	(129,885.61)	(115,258.66)	(269,912.34)	(500,123.97)	

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9 Consideration of Urgent Business Items

10 Consideration of Minor Nature Matters

11 Public Forum Items Requiring Consideration