

Item No: C0818(3) Item 6**Subject:** **DAWN FRASER BATHS MASTER PLAN AND ESSENTIAL WORKS
UPDATE****Prepared By:** Josephine Bennett - Group Manager Recreation and Aquatics and Brooke Martin - Group Manager Properties, Major Building Projects and Facilities**Authorised By:** John Warburton - Deputy General Manager Community and Engagement**SUMMARY**

The Dawn Fraser Baths is the oldest amateur swimming pool and water polo club in Australia and is listed as a nationally significant heritage item. The Dawn Fraser Masterplan identifies initiatives over the next 10 years and is recommended for public exhibition. The first stage of the masterplan is the essential works project. The estimated costs for the essential works has increased by \$4.2M due to the Southern Pavilion structure not capable of being repaired and major flood inundation making the hydraulic and electrical services not compliant. Funding of the increased works is recommended through a Greater Sydney Sports Facility Grant and/or reprioritisation of projects in the funded Long Term Financial Plan. Regular monitoring of the structure and flood inundation is required to ensure public safety

RECOMMENDATION**THAT:**

1. The draft Dawn Fraser Baths Master Plan (ATTACHMENT 1) be placed on public exhibition for a period of 28 days;
2. The results of the public exhibition and community engagement process are presented to Council recommending further action;
3. The new scope essential works are undertaken as soon as practical following IDA approval;
4. Council apply for a \$4.2 million Greater Sydney Sports Facility Grant;
5. Council identify which projects are reprioritised to fund the gap, in the event that such a Grant application is not, or only partially successful;
6. Monitoring of the structural integrity and flood inundation continues and where the risk is too high the Baths are closed to public; and
7. Write to OEH requesting any potential special grant funding programs.

BACKGROUND

The Dawn Fraser Baths is the oldest amateur swimming pool and water polo club in Australia and is listed as a nationally significant heritage item. The Baths are located on a harbour side peninsula within the grounds of Elkington Park, and include an adjacent caretaker's cottage. The Baths, the caretaker's cottage and the grounds they are located within are interconnected and form a distinct precinct within the park.

Council resolved at its meeting of 26 June 2018 the following:

THAT:

1. *A full report on the upgrade of the Dawn Fraser pool and the significant increase in funding required be brought to the next available council meeting. The report to include:*
 - *An outline of the works planned;*
 - *A breakdown of estimated costs;*
 - *A full explanation as to why costs have more than doubled;*
 - *An assessment of which works are urgent and which are not; and*
 - *A proposed timeline for the works.*
2. *A report on the funding proposal options available for council to fund in full the Balmain Public Square heritage project Option A (C0518 Item 27 22/0518) and the full upgrade works at the Dawn Fraser Pool heritage project as required with revised costings. The report to include but not be limited by:*
 - *A loan to meet additional costs for both projects.*
 - *Identification of other available funding sources.*
 - *A review of capital works and the updated timelines and delivery schedules.*
3. *That Council supports in principle completing the Dawn Fraser Pool heritage project refurbishment and the Balmain Public Square heritage project Option A.*

Dawn Fraser Baths Master Plan

The Inner West Council's Operational Plan and Budget 2017-18 includes an initiative to develop a master plan for the Dawn Fraser Baths in 2018. The public domain planning team has worked collaboratively across multiple disciplines within Council to develop a holistic 10 year plan of improvements for the Baths.

Master Plan Project Scope

The scope of the master plan includes:

- The Dawn Fraser Baths including the buildings and pool surrounds
- Access pathways to the Baths from nearby streets and through Elkington Park
- A review of Elkington Park's public toilet location and design
- Park elements raised by the community during community engagement
- Review of available car parking
- Review of existing vegetation and slope stabilisation options
- Improvement of stormwater quality for water entering the harbour
- Public domain elements that impact the design and construction of these listed elements.

The aim of the master plan has been to develop a ten year plan of improvements at the Baths for users and staff, while maintaining the existing character and sense of place. The master plan provides an illustrative representation of the proposed improvements and includes text, images, plans and diagrams that are easily understood by a variety of audiences. The master plan is fully costed to understand budget requirements and integrated with Council's forward financial and asset plans.

Master Plan Process

Public Domain Planning has used its internal design team to develop the public domain master plan. Staff worked collaboratively with Council stakeholders and the community to develop a master plan for the Baths. Detailed site analysis reviewed site history, zoning, stormwater and

drainage design, active transport connections, pathway and access networks, Existing trees, existing parking, indigenous vegetation types, biodiversity and revegetation strategies, park furniture,. The combination of site analysis and stakeholder input produced opportunities and constraints that were used to establish the master plan design strategies. The strategies were costed to understand financial implications of proposed upgrades and the integrated into Council forward capital budget.

Report Structure

The report is divided into six sections for easy reading.

(1) Project context

The project context provides an introduction including background to the project, planning framework, integration with other Council strategies, integration with the Inner West Council Draft Community Strategic Plan (CSP), project objectives, aims and project methodology.

(2) Site Analysis

Each of the site elements considered in the development of the master plan, including site opportunities and constraints, have been mapped and described in the site analysis section with plans and text.

(3) Community Engagement

The community engagement process for the project is summarised in this section of the report. Common themes of feedback from the community and stakeholders are also summarised for easy reference.

(4) Design Principles

The design principles articulate the lens for which all design decisions should be made for the Baths. By considering the design principles during the implementation stage, it will ensure the project objectives are being met as elements are delivered.

(5) Master Plan

The master plan strategies have been depicted in plan with supporting text and images. The plans articulate the spatial layout of design elements, with text describing the design outcomes. Images have been used to support the plans and text, providing a general overview of the character of proposed elements.

(6) Implementation plan

The proposed upgrades are costed via an opinion of probable costs and prioritised based on community feedback and asset condition.

Master Plan Proposals

The draft master plan proposes strategies that aim to improve the user experience at the Baths and in Elkington Park, while maintaining the existing character and sense of place. Some of the master plan strategies include:

- Renovate the male and female showers, toilets and change rooms
- Provide unisex family change rooms
- Provide at an equal access toilet, shower and change room
- Provide additional seating options with moveable tables, chairs and sun lounges around the pool deck
- Install pool-side shade umbrellas
- Upgrade the existing lighting at the Baths to meet water polo match play requirements
- Install a curated memorabilia display area
- Improve the entry configuration and access from the harbour foreshore
- Renovate the foreshore car park to improve equal access car parking and drop off area and provide an accessible route from the car park to the Baths entry
- Improve the vehicle access driveway from Fitzroy Avenue
- Raise the Baths floor level to mitigate climate change and sea level rise

- Raise the beach area so entry is flush with the pool deck and install children's seating terraces at the beach edges
- Undertake weed removal and bank stabilisation with new locally native tree, shrub and groundcover plantings on the escarpment immediately behind the Baths
- Improve the playground within Elkington Park and include nature play and planting
- Renovate the public toilet facility within Elkington Park
- Include Water Sensitive Urban Design (WSUD) options to improve quality of stormwater entering the harbour

Heritage Collection

The Friends of Dawn Fraser Pool have employed an archivist to sort, assess and index the collection of documents, ephemera, trophies and photographs that are currently stored at the facility. Council has offered to house the collection at Balmain Library archives while the upgrade takes place and will assist with the packing and transporting of the collection. It is proposed that while the collection is in Council's care, the Balmain community history staff and potentially volunteers digitise the images.

DAWN FRASER BATHS ESSENTIAL WORKS

Original Scope of Works

In 2013, a condition assessment report was commissioned by Council that highlighted a scope of works. This scope was used in 2017 to brief an Architectural firm to undertake detailed design and lodge a DA. TKD Architects, a reputable firm with heritage experience was engaged on 04 October 2017.

The original scope of works included the following;

- Upgrade structure and replace inadequate members and connections.
- Replace shoes to main posts / Reinstate internal posts along colonnade
- Remove all external cladding and replace with stainless steel colorbond.
- Upgrade first floor decking/ Upgrade amenities blocks, offices and kiosk
- Upgrade electrical switchboard/ BCA compliance when possible
- Provide sprinkler system to entire baths / Rectify Storm water line/ improve accessibility

A DA for the works was lodged on 11 December 2017 to IWC, as well as Department of Heritage and the Fisheries Departments. This scope was estimated to cost \$2.3M and a suitable budget was available in the 2017/18 and 2018/19 years. Concurrently the community was consulted for the new master plan for Elkington Park, including access to the baths-to be at a later stage.

Issues identified during the detail design phase

Detailed design continued through January and March where major issues were identified including the following;

1. The structure is not capable of being repaired.

The structural engineers report identified that 70% of the timbers of the Southern pavilion need to be replaced as they are undersized or too damaged by the marine environment. The Eastern end of the Southern pavilion is worse than previously reported and recommended to prop the structure.

2. The structure is under the flood planning zone

The hydraulic Engineer reported that the Southern pavilion is subject to king tide flooding (last occurrence on 03 January 2018) and all floor wastes in the kiosk and amenities areas, as well as shower wastes are subject to flooding from seawater

entering the sewer system and, thus, **cannot be certified**. This issue means hobs in the bathroom will need to be built, which makes them inaccessible.

3. Complete fire compliance cannot be achieved

The sprinkler system installation is restricted by the minimum head heights that are existing in the Southern pavilion and cannot be implemented.

4. Users feedback wanting new facilities and stop flooding

The DA notification comments identified that the user groups would rather delay or stage the works for noticeable improvements to the facilities including new family change rooms and raised floors rather than proceed with the proposed works lodged with the DA.

Feasibility Investigations

A feasibility was undertaken on what works are essential to the retention of the Southern Pavilion. A structural engineering report identified that structural elements /systems are categorised as 'moderately to severely deteriorated' and/or inadequate for purpose'. (ACOR report June 2018)

In order to certify the new hydraulic work, compliance with the National Construction Code and AS3500.2 Plumbing and Drainage Code is essential. The existing building is inundated by water more than 100mm, including entering the sewer system through floor wastes making the amenities unusable and allowing untreated sewage into the building and the ocean. The Code and AS require that inlets are above flood levels and where there is flooding they must be at least 150mm above the declared flood level.

The current water ingress into the building produces an unacceptable electrical risk of harm to staff and visitors. With the anticipated sea level rise this will increase the risk of harm even further.

A detailed oceanographic study has been undertaken using the International Panel on Climate Change (IPCC) data for sea level rise projections and a 2018 survey. Cardno engineers have determined the extent of current inundation of the South Pavilion and the anticipated impacts of sea level rise. Options were generated for assessment comparing potential sea level rise with asset life, capital cost, lifecycle cost, compliance, heritage aesthetics and physical heritage impact. See table below for comparisons.

Option	Asset Period/Life (from 2018)	Resilience to inundation	Capital Cost	Life Cycle Cost	NCC / BCA Compliance	Heritage – Aesthetic Impact	Heritage – Physical Impact
Option 1 Raise boardwalk and South Pavilion ~ 0.3m to AHD 1.54m	2033 / 16 years	✗	\$	✗	✗	○○	○
Option 2 Raise boardwalk, South and Central Pavilions ~1m to AHD 2.21m	2050 / 32 years	✓✓	\$	✓	✓	○	○
Option 3 Raise boardwalk, South and Central Pavilions ~ 1.25m to AHD 2.46m	2075 / 57 years	✓✓✓	\$	✓✓	✓	○	○○
Option 4 Raise boardwalk, South and Central Pavilions ~ 1.5m to AHD 2.71m	2100 / 82 years	✓✓✓✓	\$	✓✓✓	✓	○○	○○

○	No negative heritage impact	○	Some negative heritage impact
○○	Minor negative heritage impact	○○	Negative heritage impact, possible supportable considering other factors
○○○	Potential negative heritage impact (pending design detail)	○○○	Unacceptable negative heritage impact

Consideration by the Consultant team, Council staff and Office Environment Heritage (OEH) identified that **OPTION 2**, raising the boardwalk, South Pavilion and Central Pavilion by approximately 1 metre was the preferred option.

New Scope of works

- Design for sea level rise and raising the boardwalk, South Pavilion and Central Pavilion by approximately 1m;
- Demolition and reconstruction of the South Pavilion and Central Pavilion and re-using as much original fabric/ timber;
- New compliant bathroom and change rooms on ground floor;
- Upgrade electrical switchboard
- BCA compliance
- Provide sprinkler system to entire baths
- Storm water upgrade
- Improve accessibility
- Refurbishment of piers
- Waterpolo lighting

Urgency of the Works

Access to the first floor of the Southern pavilion is now restricted to 2 persons at one time due the structural integrity of the building. The structure is leaning towards the sea and to mitigate any public safety risk, a Structural Engineer is undertaking monthly monitoring to check that the structure is safe, especially during high wind periods. If there are excessive high winds or king tides the baths will need to close during that period. If at any time the structural engineer advises that the structure is no longer safe, there will be consideration of closing the pool until the essential works are undertaken.

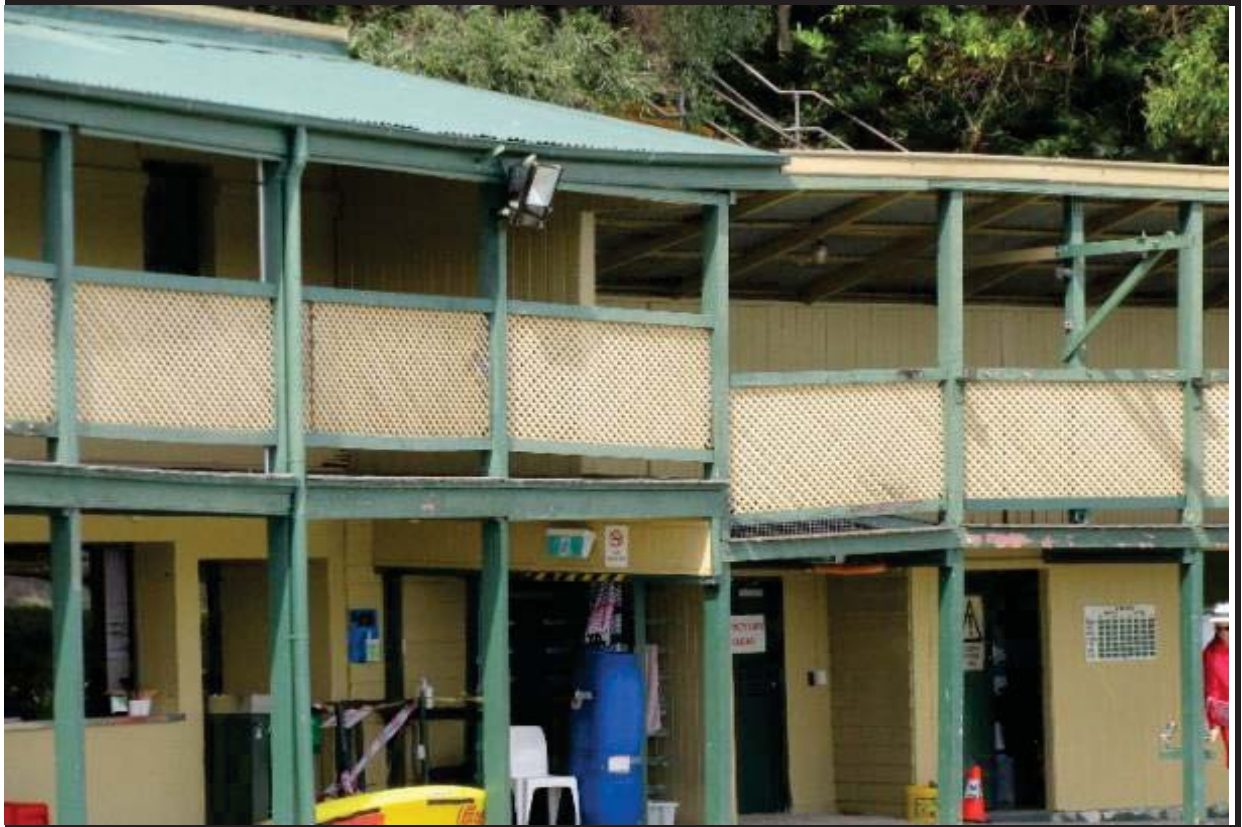


Photo 1 Southern Pavillion



Photo 2 Amenities including structural supports

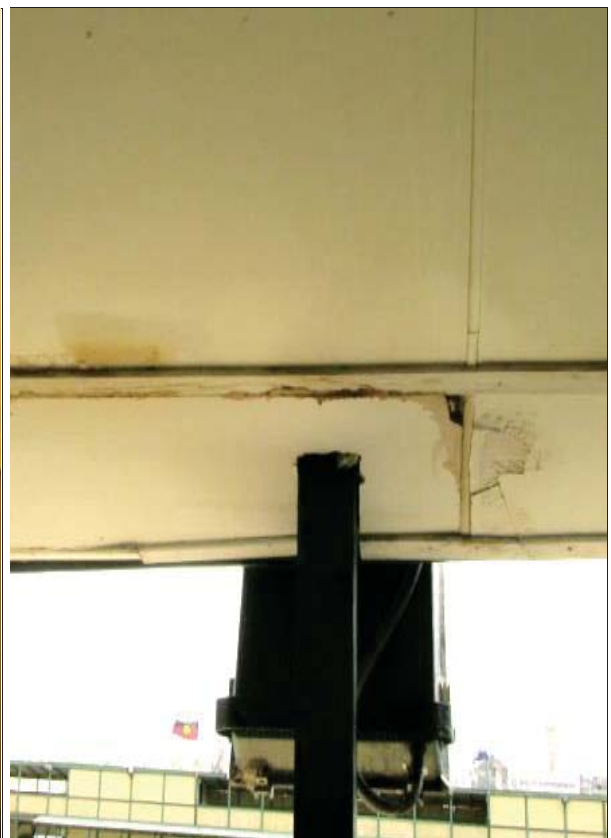


Photo 3 Structural and roof connection

Integrated Development Assessment

An Integrated Development Assessment (IDA) is required this includes OEH approval and Council through the Independent Planning and Assessment Panel approval. Discussions including a presentation to the Heritage Council and staff at OEH and Council regulators have been ongoing during the preparation of the IDA. At the time of writing this report it is expected that the IDA submission will be made 24th August 2018.

Proposed timeline of the Works

- IDA submission 24th August 2018, 12 week assessment period assumed Sep – Nov 2018
- Detailed Design and Tender documentation, 9 weeks, Sep – Oct 2018
- Procurement of construction contractor, 12 weeks Nov –Feb 2019
- Construction works, 52 weeks April 2019 – April 2020.

A staging methodology to enable the Baths to remain open through summer is considered feasible. There is assumed no access to the public during the winter. Stage 1 April til Oct 2019 undertake the works to the West wing, Stage 2 Oct til April 2020 undertake the works to the Central and East wing. The construction phase will require installation of a floating dam to prevent the spread of debris, a scaffold/working platform into the bath area, rerouting the public access into the bath area, temporary amenities and staff/first aid areas and barge access for large materials.

High risks have been identified including Heritage approvals, unexpected conditions, marine environment, limited access and limited number of appropriately experienced contractors. These risks will be monitored through the project with mitigation plans implemented.

Estimate of Cost

The current estimate of the works is identified below.

Description	Cost
Consultants & Fees	\$700,000
Building works	\$4,000,000
Waterpolo lighting*	\$180,000
Contingency & Escalation	\$1,520,000
Refurbishment of piers	\$300,000
Total	\$6,700,000

* Waterpolo lighting is not essential maintenance works and can be removed and undertaken at a later time, it is included in the DA approval and provides increased alignment to the criteria of the Greater Sydney Sports Facility Fund Grant.

** Includes 10% design contingency, 15% construction contingency, escalation til April 2020.

*** Project Management is included in the salaries and wages of staff.

Funding proposal options

Current status of funding

- 2017/18 \$237,000 actual costs on consultancy services.
- 2018/19 \$2,177,856.78 available including rolling over \$96,856.78 from 2017/18 budget Q3
- Funding gap 2019/20 \$3,285,144 and 2020/21 \$1,000,000

Option 1 - Grant Applications

An Expression of Interest for \$4.2M to the Greater Sydney Sports Facility Grant program is underway and closes end of August. The criteria for this program align with the Dawn Fraser Baths being a Regional Facility for Waterpolo. If the project is deemed suitable a further application will be requested in October 2018 and must be submitted in December 2018. Successful applications will be advised in February 2019.

There are some small Heritage Grants available however they are less than \$150,000. It is recommended that a letter to OEH be drafted to request potential special funding opportunities due to the heritage significance.

Option 2 Loan

A potential option of an increased loan including the Ashfield Aquatic Centre, Dawn Fraser and Telstra Building as below. There is no business case for Dawn Fraser increasing income based on these essential maintenance works.

	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26	2026/27	2027/28
Annual Repayments:									
- Telstra Site	60,421	60,421	60,421	60,421	60,421	60,421	60,421	60,421	60,421
- Dawn Fraser	483,372	483,372	483,372	483,372	483,372	483,372	483,372	483,372	483,372
- LPAC	265,855	265,855	265,855	265,855	265,855	265,855	265,855	265,855	265,855
Adjusted Current Ratio	2.17	1.70	1.71	1.48	1.44	1.56	1.47	1.38	0.99
*** Council is required to maintain a 1.5x current ratio									

Council's LTFP is based on maintaining fit for the future current ratio of 1.5. Borrowing of funds to allow additional capital expenditure would financially impact the ratio such that the Inner West would not meet the 1.5 ratio requirements in a number of years in the LTFP. The only option, if Council chooses to comply with the ratio requirement, is to reallocate funds from other budgeted capital or operating projects.

Option 3 Reprioritise Existing Projects in the LTFP

The below projects are currently funded either by S94/Developer Contributions or Council funds in the 4 year delivery program.

Project Description	2018/2019	2019/2020	2020/2021	2021/2022
Trees parks and sports fields				
TRE - Skate Park in Callan Park - Construction	483,000	800,000		
TRE - Ann Cashman Reserve Playground Upgrade			50,000	30,000
TRE - Shields Playground Upgrade		82,500		
TRE - Darley Road Leichhardt Netball Courts	782,285			
TRE - Datchett St Incinerator Removal & Interpretation Piece	100,000	100,000		
Town Centres Upgrade- Capital				
Bal/E - Darling Street Between Union Street & Little Nicholson Street			80,000	
Bal/E - Darling Street Between Duke Street & Nicholson Street			460,000	
Rzle - Darling Street - Red Lion St to Denison St	214,000			
Bal - Elliot St - Intersection				420,000
Rzle - Darling Street - Waterloo St to Victoria Rd				450,000

Leich - Flood Street, Marketplace			50,000	150,000
Bal - Birchgrove Rd & King St - Intersection				100,000
Dul/H - Dulwich Hill Station Centre Upgrade		140,000		450,000
Leich - Marion Street - No. 153 to Flood St				100,000
Bal - Darling St and Montague St - New Plaza (old Telstra site)	340,000			
Leich - Civic Precinct - Leichhardt - DESIGN				250,000
Buildings Program				
PRO - Balmain Town Hall Site renewal works			286,000	200,000
PRO - Leichhardt Oval upgrade works		603,000	400,000	
PRO - Elliot Street Kiosk renewal works			358,000	
PRO - Gladstone Park upgrade works			50,000	543,500
PRO - Leichhardt Park Aquatic Centre redevelopment works	150,000	150,000	2,808,400	2,419,300
PRO - Leichhardt Park Indoor Recreation - Multi purpose indo		100,000	200,000	1,800,000
Renewal Recreation and Aquatics			1,000,000	1,100,000
PRO - Pioneers Memorial Park renewal works	50,000	512,000		
PRO - Darley Road Amenities - Amenities Block Buildings				348,000
PRO - Leichhardt Park No 2 Amenities upgrade + canteen			24,290	270,000
Renewal Trees, parks & Sportsfields Services		1,000,000	1,100,000	1,400,000
King George Park Storage Facility Upgrade	70,000			
Upgrade of Air Raid Shelter for Storage	300,000			
Renewal Community Services		550,000	1,000,000	1,200,000
Telstra Site - 366C Darling St Balmain	810,000			

Option 4 End of Financial Year Potential Surplus

Work is currently underway on establishing the amount of end of financial year surplus from 2017/18. This will not be fully understood for another 2 – 3 weeks from the time of writing this report.

FINANCIAL IMPLICATIONS

The master plan costs have been estimated to total \$9,857,900.00. The master plan costs have been grouped under six headings relating to the area and type of improvements proposed. The cost breakdown associated with each grouping is listed below:

Stage	Amount
Essential works	\$6,700,000
Poolside furniture and other master plan strategies	\$1,117,058
Park and pathway access improvements	\$2,040,842
Total	\$9,857,900

There is a gap in funding for the essential works project of \$4.2M over 2019/20 and 2020/21. It is recommended that Council make an application to the Greater Sydney Sports Facility Grant program and/or reprioritise the currently funded projects.

STAFF COMMENTS

The development of the master plan required collaboration with all disciplines across Council. Staff input occurred multiple times and included a variety of forums including one on one meetings, design workshops, email correspondence, telephone discussions and a final review of the draft master plan. The collaborative process has resulted in the development of multifunctional outcomes that benefit multiple users. The internal stakeholders across Council included representatives from:

- Development Assessment and Regulatory Services
- Trees, Parks and Sport fields
- Environment and Sustainability
- Roads, Traffic and Stormwater
- Properties, Major Building Projects and Facilities
- Finance
- Strategic Planning
- Library and History Services
- Recreation and Aquatics
- Community Services and Culture
- Communications, Engagement and Events

COMMUNITY ENGAGEMENT

During October and November 2017 Inner West Council undertook community engagement to understand the current use and future vision from the community for the Dawn Fraser Baths. The community engagement included interactive engagement sessions and an online survey at the Inner West Council 'Your Say Inner West' website. During the six week engagement period, the online website received 1965 visits with 215 surveys completed. The engagement sessions also received input from over 125 respondents who completed interactive activities, paper surveys, had lengthy discussions with Council staff and submitted letters to Council.

The scope of the engagement included feedback on:

- The Dawn Fraser Baths;
- The caretaker's cottage;
- Access pathways to the Baths and the Caretaker's Cottage through Elkington Park;
- The Elkington Park public toilets;
- Car parking areas, embankment, stabilisation and storm water design solutions to ameliorate the degradation of the southern pavilion; and
- Public domain elements that impact the design and construction of these listed elements.
- Information on how attendees use the space and from where attendees travel from.

The feedback highlighted the majority of those that visit the Dawn Fraser Baths live on the Balmain peninsula, although 16% of visitors do travel from a wide range of suburbs including Surry Hills, Caringbah and Vaucluse.

From the feedback, a clear list of actions has been requested by the community which has been considered in the master plan. The Community Engagement Report is included as ATTACHMENT 2. Some of the feedback includes:

- Retain the existing unique heritage and character of the Baths and Elkington Park;
- Complete upgrades at the Baths once and do the works properly;
- Retain the existing native vegetation on the slope between the Baths and Elkington Park - although remove the weed trees and Lantana;
- Improve access pathways to the Baths and into the water at the Baths;

- Renovate or improve the toilets and change rooms. Provide family change rooms at the Baths;
- Provide more shade options including over the beach area;
- Provide more / different seating options;
- Display the heritage memorabilia relating to the Baths;

Additional engagement was completed with stakeholders including the Balmain Swimming Club and Water Polo Club. The feedback included a written submission that along with the other feedback from the community has been used as a layer of analysis (e.g. proposed flood levels or building structural condition) and design direction to progress the designs for both the essential works package and master plan.

Public Exhibition

Public exhibition is proposed as the next phase of the master planning process. Public exhibition will allow the community and stakeholders another round of input on the draft master plan to ensure proposed strategies meet community requests.

The public exhibition period will be for a period of 28 days, from Friday 31 August 2018 until Friday 28 September 2018. All submissions will be reviewed with feedback integrated in an updated master plan. The feedback will be presented back to Council in a schedule for transparency, along with the final draft master plan. The public exhibition will be advertised via the Inner West Courier, the Your Say Inner West website, Facebook posts and Twitter.

CONCLUSION

Master Plan has followed the required collaborative process to establish the values consistent with the views of the local community and stakeholders. To ensure the plans meet the needs of the users it is now appropriate for the wider community to again have the opportunity for input through a public exhibition process. The essential works to preserve the southern pavilion require additional funding due to the condition of the structure and major flood inundation. If the essential works are not undertaken the baths may need to close due to major risks of structural failure and flood water inundation impacting sewer and electrical safety. In the interim, a monitoring regime is in place to ensure public safety is maintained.

ATTACHMENTS

1. [!\[\]\(0f13e74bece43321be4542883500ac30_img.jpg\)](#) Draft Dawn Fraser Baths Master Plan
2. [!\[\]\(096ca4c8372bb23497150f03b2c177db_img.jpg\)](#) Dawn Fraser Baths Community Engagement Report