

Item No: C1018(2) Item 2

Subject: DRAFT DAWN FRASER BATHS MASTER PLAN: FEEDBACK FROM PUBLIC EXHIBITION

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SUMMARY

The Draft Dawn Fraser Baths Master Plan was on public exhibition from 31 August 2018 to 28 September 2018. The plans received more than 93% approval from the community. Minor changes were requested during the exhibition period and these have been included in the revised plan to better meet community needs. This report provides an overview of the revised plan, the design process and the feedback received from the community. This report is seeking Council's endorsement of the master plan so the plans can inform improvements at the Dawn Fraser Baths.

RECOMMENDATION

THAT:

- 1. Council adopts the draft Dawn Fraser Baths Master Plan (ATTACHMENT 1);**
 - 2. All residents and stakeholders who made submissions during the public exhibition period be notified of Council's determination; and**
 - 3. The master plan informs future capital upgrades at the Dawn Fraser Baths.**
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BACKGROUND

The Public Domain Planning team has engaged across Council, with the community, businesses and State Government Agencies to develop an integrated public domain master plan for the Dawn Fraser Baths.

The draft plan was endorsed for public exhibition at the 28 August 2018 Council meeting. The minutes relating to the master plan from the meeting note that:

- 1. The draft Dawn Fraser Baths Master Plan 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;*

The plan was on exhibition for 28 days, during which the plans obtained much support with over 93% from the community in favor of the plan. Comments received have informed a revision of the plan to ensure it better reflects the community's vision for the Dawn Fraser Baths.

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 stabilization 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.

Master Plan Proposals

The draft master plan proposes strategies 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

Update on Dawn Fraser Baths 'Essential Works'

The essential works scope includes: Design for sea level rise and raising the boardwalk, South Pavilion and Central Pavilion by approximately 1 metre; 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; Sprinkler system to entire baths; Storm water upgrade; Improve accessibility; Refurbishment of piers; and Waterpolo lighting.

This is an update further to the 28th August 2018 report to Council. A Development Application for the essential works at Dawn Fraser Bath was lodged on 27 August 2018 with an extended notification period closing on 24 October 2018 due to the school holidays. It is estimated that the DA will be determined at the end of November, however this relies on an approval from the Office of Heritage and Environment (OEH).

The current project cost estimate is \$6.7 million, however the identified risks that may increase project costs are:

- Office of Heritage and Environment (OEH) conditions of approval/ refusal with the proposed works;
- Complexity of site access and location of the works on and near the water;
- Tender pricing due to specialised works (piers/ heritage fabric) and limitation of qualified firms to carry out the works;
- Unforeseen conditions during the works;
- Design development identifying uncoded issues;

Detailed design has progressed to 50% with a complete design anticipated by the end of November. At this stage, there have been no further major issues identified with the design development impacting on the project cost. The project estimate including cost escalation and contingencies will be updated through the design process with a further cost check at 75%, 90% and pre-tender estimate.

An expression of interest procurement process requesting submissions from suitably qualified contractors will commence with a select tender process to follow once the DA is approved and the design is finalised.

Monitoring of the structural integrity and flood inundation continues for public safety.

FINANCIAL IMPLICATIONS

Masterplan

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

'Essential Works Project'

A grant application for \$4.2 million to the Greater Sydney Sports Facility Grant was submitted. The outcome of the grants process will be available in February 2019.

In accordance with the previous resolution of Council, \$2.1 million was transferred to the Essential works project from the Leichhardt Section 94 funds previously allocated to an indoor sports centre.

The funding gap is currently \$2.2 million.

Options for funding were provided in the 28th August 2018 council report. In summary these include;

1. Grant: An application for the Greater Sydney Sports Facility Grant program for \$4.2million was submitted pending advice.
2. Loan: A loan for the Ashfield Aquatic Centre is required and it can be extended to cover the shortfall for Dawn Fraser. This is not recommended without also undertaking a review of other council projects in both capital and operating budget to ensure that the Current Ratio does not go below the benchmark of 1.5.
3. Reprioritise the budget: Review the entire capital works program to identify if there are funding sources or projects that can be reprioritised. This has commenced and will continue through the budget process.
4. Allocate Surplus Funds: Surplus from end of financial year

Further to point No.3 above, a review of the long-term Capital Works program has identified that options exists to:

5. Redistribute Aquatics Centre Renewal funding from outer years of the LTFP (years 5+) and allocate to Dawn Fraser Baths in the relevant year. This option ensures that we are using Aquatics renewal funds and maintains the renewal ratio for aquatics assets. It will result in other (as yet unidentified) aquatic centre renewal projects not being funded;
6. Redistribute Leichhardt s94 Open Space funds from outer years of the budget to fund Dawn Fraser. Unallocated VPA monies could be used to fund the projects that are identified that may have received Open Space funding in those years.

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

PREVIOUS 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, stabilization 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

During the 28 day public exhibition period from Friday 31 August 2018 to 28 September 2018, advertising material directed the community to review the master plan and complete a short survey at the 'Your Say Inner West' website. Advertising material included Facebook posts, advertising in the Inner West Courier newspaper, Tweets on Twitter and cover sheets (on copies of the master plan) in each of the Customer Service Centres.

During the exhibition period the online documents received 663 visits and 96 submissions. From the 96 submissions Council received over 93% support for the plans. Some respondents

provided comments and feedback. The feedback has been used to amend the plans so they better align with community sentiments.

A summary of key themes from the community include:

- Maintaining access to the baths throughout construction works
- Improved access into the baths from the pontoon
- Request for additional detailed business case to be undertaken
- Detailed geomorphic investigation undertaken prior to the import of additional sand
- Intensification of water polo usage was not supported

Most comments were positive and others reiterated processes that had already been completed in the development of the plans. The feedback was used to review and amend the draft master plan design strategies. The full list of submissions with Council's comments and listed requested amendments are included as ATTACHMENT 3.

CONCLUSION

The draft Dawn Fraser Baths Master Plan has been developed through a collaborative process to establish the values consistent with the views of the local community and stakeholders. This has been demonstrated through the high levels of support during the public exhibition process. The high level of community support and the amendments to the plans post exhibition to address community feedback has established a detailed 10 year plan that is consistent with the community vision and values.

ATTACHMENTS

1. [↓](#) Dawn Fraser Baths Master Plan Report
2. [↓](#) Community Engagement Report
3. [↓](#) Improving Dawn Fraser Baths - Community Engagement Response