

**SY048-04/19 YORK SWIMMING POOL - FACILITY CONDITION REPORT AND UPGRADE PLANS**

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<b>Author:</b>	<b>Paul Martin, Chief Executive Officer</b>
<b>Authoriser:</b>	<b>Paul Martin, Chief Executive Officer</b>
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<b>Appendices:</b>	<b>1. Facility Condition Assessment</b>

**NATURE OF COUNCIL'S ROLE IN THE MATTER**

Executive

**PURPOSE OF REPORT**

This report presents Council with the Facility Condition Assessment of the York Memorial Swimming Pool and seeks direction from Council as to the next steps in the planned upgrade of the pool.

**BACKGROUND**

Council has included in its Corporate Business Plan has the following action relating to the York Memorial Swimming Pool (Pool):

- *Memorial Swimming Pool Refurbishment – Stage 2 – new plant room, pipework, drainage, concourse, lighting.*

The 2018/19 Financial Year is identified as a year of planning with \$75,000 included in this year's budget to undertake this planning. 2019/20 is identified as the year the project is delivered for a proposed budget of \$780,000. In the Long Term Financial Plan this is proposed to be funded by the following:

- \$250,000 Shire funds from Reserve. These funds were placed into the Building reserve for this purpose in the 2017/18 financial year.
- \$250,000 grant proposed to be sourced from the Community Recreation Sporting Facilities Fund from the State Government. The next round of this funding program occurs in September. The requirements of the funding are discussed later in the report.
- A proposed loan of \$280,000 in the 2019/20 financial year.

At the Council meeting in February 2018 when Council adopted the outcomes of the Minor Strategic Review, a revised Long Term Financial Plan was presented. This included an allocation for a more significant scope of works including a budget expenditure of \$250,000 in 2022/23 and \$250,000 in 2023/24 for the Children's Pool as Stage 3. Both of these amounts are required to be supported with 1/3 funding from grant sources with the Shire contributions funded by loan proceeds.

Following a Request for Quotation process, LUCID Consulting Australia was engaged to undertake the following scope of works as part of the planning for the project at a cost of \$60,000:

**DESIGN PHASE**

- *Engage with the community and key stakeholders to ensure needs and expectations of the Shire and the community are incorporated. Engagement will commence at the start of the project and will be ongoing throughout the project.*

- *Conduct site inspection and due diligence reporting for the existing facility from the perspective of:*
  - *Mechanical, electrical and hydraulic services*
  - *Pool filtration / circulation, including compliance to WA Health guidelines*
  - *Building fabric*
  - *Compliance to WA Health guidelines*
- *Review of existing infrastructure in terms of capacity to support the redevelopment works.*
- *Preparation of a detailed due diligence report summarising the findings of inspections. Report will include an Asset Management Plan, summarising recommended upgrade works (with costs) for review and comment by the Shire.*
- *Preparation of redevelopment concepts for review by the Shire, based on the finding of the due diligence assessment and feedback on the Asset Management plan. Concepts to include preliminary drawings, proposed scope of works and estimated costs.*
- *Preparation of business cases and equipment options reports for key aspects of the project (such as pool heating options) to allow the Shire to select preferred upgrade works.*
- *Following community engagement and Shire feedback, progress concept designs to a level of detail sufficient to allow the Shire to Tender the project. Deliverables to include:*
  - *Preparation of detailed drawings for architectural, pool and building services scope of works*
  - *Preparation of detailed specifications for architectural, pool and building services scope of works*
- *Prepare pre-tender cost estimates*

#### PROJECT DEVELOPMENT PHASE

- *Following detailed community and stakeholder engagement, preparation of a consolidate Feasibility Report for the proposed concept, including:*
  - *Needs Analysis*
  - *Feasibility assessment and business case for redevelopment*
  - *Asset Management Plan*
  - *Recommended scope of works and summary of proposed concept*
  - *Recommended project plan for execution of works*
  - *Estimated costs*

The scope is now approximately halfway through the Design Phase as outlined below with the completion of the Condition Assessment Report, a copy of which is attached at Appendix 1 for Councillors reference.

This report is the result of a review of the facility by consultants and provides detailed information on the condition, works required and estimated costs. This information forms, along with the scope outlined above, the basis for a funding application for upgrading of the pool.

However, given the findings in the report, Officers are seeking direction from Council prior to the consultants undertaking design, community engagement and preparation of the Business Case.

#### **COMMENTS AND DETAILS**

From the costings table on page 11 and 12 of the report Officers consider at this early stage in the project planning, that the following scope of works broadly needs to be undertaken (noting there may be some minor items not required):

• Priority 1 items:	\$306,000
• Priority 2 items:	\$385,000
• Construct new disabled facilities (also identified in the access and inclusion audit recently completed):	<u>\$30,000</u>
○ <b>Sub Total</b>	<b>\$721,000</b>

Addressing these two sets of priority items would be within the budget allocation contained in the Corporate Business Plan.

However, there may be some other improvements that Officers consider the community might like to see included in the scope. These include;

• Construct new disabled access ramp with handrails and stairs:	\$225,000
• Replace perimeter fence	\$80,000
• Removing pool gutter system including damaged coping and replace with wet deck. This would ensure the issues associated with the copings are addressed long term. It would result in a reduction in one of the priority items regarding copings.	\$350,000
• Heating of the pool. This is not costed in attached report however, the consultants provided this high-level costing estimate.	<u>\$200,000</u>
○ <b>Sub Total</b>	<b>\$855,000</b>

Therefore, the total project cost at this stage could be: **\$1,576,000**

This is clearly more than the budgeted amount in the Corporate Business Plan of \$780,000. If Council was to commit to this higher project budget, funds would need to be sourced from another project or additional grant funding.

Officers have included the construction of disabled facilities to access the complex, which was recently identified in the access and inclusion audit, as being part of the essential scope of the project. The construction of a disabled access ramp with handrails may not be required if the hoist chair is operational and availability promoted.

Whilst the consultants have indicated they can complete the remaining scope of their consultancy by the 30 June, they have raised the following points which Officers have determined Council needs to consider prior to progressing:

- The continued leaking of the pool needs to be fully understood to finalise the scope of works prior to design being undertaken.
- The costings to undertake the priority 1 and priority 2 items expend the entire project budget and undertaking community consultation may raise expectations which may not be able to be funded.

These matters are explained further below.

**Leaking and potential sinking of Pool**

Whilst some improvements to pipe work at the pool have been undertaken in the last 2 years, the pool continues to leak water. Whilst the consultants have advised they have some ideas of the location of the leak, this needs to be confirmed. The leaking may also be causing the pool to sink on one side. This is evident by the outflow of water from the pool body mainly going down one side of the pool.

Previous testing has indicated that the pool bowl is sound.

The extent of any sinking and leaking needs to be determined as this may directly impact upon the scope of any works to be undertaken. This scope of works need to be known prior to any design commencing.

Although unlikely, and not being advocated by Officers at this time, if the leaking and sinking cannot be resolved Council may need to consider the merits of investing further funds into this current facility.

To understand the extend and location of the leaking and if any subsidence is occurring the consultants are recommending the following actions be undertaken:

○ Undertake dye testing of the 50m pool expansion joints and pressure test pipe work.	\$8,000
○ CCTV inspection of the 50m pool centre channel	\$3,500
○ Obtain geotechnical investigation	<u>\$15,000</u>
<b>Total</b>	<b>\$26,500</b>

These costs are currently unbudgeted and will therefore require additional funding from Council.

It has been suggested that more than one geotechnical assessment is required over a period of time to identify if there is any subsidence.

Whilst Officers are not advocating for construction of a new pool, it is important for the Shire and will be equally important for the funding bodies to ensure that the cause of the leaks are known and can be fixed and the pool is not subsiding prior to expending funding on upgrades and renewal.

It is also important this information is known prior to progressing with further consultation, planning and design of the upgrades.

### **Managing Community Expectations**

Whilst Officers are supportive of undertaking consultation and engagement as a rule, on this occasion Officers consider Council needs to make a decision regarding if this should be undertaken given the draft project scope and costing estimates essentially utilise all of the allocated budget for the project.

The risk is that the expectations of the community are raised beyond what Council can reasonably deliver upon.

Officers have sought advice from the Department of Sport and Recreation, who manages the CSRFF funding program which requires consultation to be undertaken, on this matter who have advised the following:

- The geotechnical study should be undertaken to understand the location and extent of the leakage to inform detailed design which is required for any funding application. A funding application would be most unlikely to succeed if it were based on a 'subject to geotechnical investigation' clause.
- Council should determine whether it would be worthwhile investing in 'nice to have' items such as a new wet deck and potentially, solar heating to meet community expectations.
- Recommendation is to undertake the necessary investigations to determine the true scope of works and to allow detailed design before making an application for funding. The Shire could potentially apply to the smaller rounds of the CSRFF for discreet projects.

### **In Summary**

The current detailed condition report and costed scope of works is a milestone in the planning for the upgrade of the Pool and represents more detailed information than the Shire has ever had on this project.

The engagement of the current consultant could continue and be finished by the 30 June 2019 as planned and budgeted, however this would not provide appropriate understanding of the potential geotechnical and leakage issues and therefore would be somewhat uninformed.

Therefore, Officers are proposing the following:

- Place on hold the current scope of the works being undertaken by the consultants. This may either involve concluding the current engagement or putting it on hold. It is noted that the Shire has only paid for services provided to date.
- The Shire's Infrastructure team undertake the above-mentioned testing and geotechnical investigation as recommended over the coming months at a further cost of \$30,000.
- Once completed, present a report to Council with recommendations.
- Depending upon the outcome of this investigation and direction from Council, resume design and finalise project planning.

However, it should be pointed out this will mean that the upgrade of the Pool is postponed 12 months as the Shire would not be in a position to apply for funding in the September 2019 round.

## **OPTIONS**

- The consultants could progress with the remainder of the scope of their engagement. This would position the Shire well to apply for funding in the September round of CSRFF. However, this would include community consultation which may raise expectations further with limited understanding of the full scope of works required to mitigate the leaking and subsidence. Furthermore, a CSRFF application is unlikely to be successful without detailed design to support the application.
- Council could choose to terminate the remainder of the initial project and use the remaining funds to undertake the investigations required. This option means that a new Request for Quotation process will need to be undertaken to complete community consultation, detailed design and project development in the 2019/20 FY.

Officers are proposing that the current scope of works is placed on hold until such time as the necessary geotechnical investigations can be completed and a detailed scope of works can be developed to support a robust grant application with the highest likelihood of success.

## **IMPLICATIONS TO CONSIDER**

### **Consultative**

Department of Local Government, Sport & Cultural Industries  
LUCID Consulting

### **Strategic**

Councils Corporate Business Plan includes the following action:

- Memorial Swimming Pool Refurbishment – Stage 2 – new plant room, pipework, drainage, concourse, lighting.

Planning to occur in the 2018/19 FY

Delivery to occur in the 2019/20 FY

If this project is delayed it may provide an opportunity to consider the scope of the project alongside other projects as part of the Major Strategic Review planned for the 2019/20 financial year.

### **Policy Related**

Nil.

### **Financial**

The 2018/19 Financial Year is identified as a year of planning with \$75,000 included in this year's budget (GL 112302) to undertake this planning. The accepted quotation amount was \$59,091 plus GST. To date \$24,750 plus GST has been paid to the consultants.

Officers are recommending a further \$30,000 is required to undertake unforeseen investigation required. With \$15,000 remaining of the budget allocation, officers are requesting that Council

allocates another \$15,000 to provide the necessary funds. It is proposed that these funds are sourced from organisational savings.

2019/20 is identified as the year the project is delivered for a proposed budget of \$780,000. In the long term financial plan this is proposed to be funded by the following:

- \$250,000 Shire funds from Reserve. These funds were placed into the Building reserve for this purpose in the 2017/18 financial year.
- \$250,000 grant proposed to be sourced from the Community Recreation Sporting Facilities Fund from the State Government. The next round of this funding program occurs in September to which Officers are hoping to be ready to apply. The requirements of the funding are discussed later in the report.
- A proposed loan of \$280,000 in the 2019/20 financial year.

### **Legal and Statutory**

Any works undertaken at the Pool will need to have appropriate approvals and be compliant with relevant legislation.

### **Risk Related**

There are reputational and financial risks to the Shire if;

- community expectations are not managed; and
- the full scope of works is not determined prior to seeking grant funding.

These risks are considered *High (12)*.

### **Workforce**

The organisation has limited capacity to deliver upon major projects. Officers consider that organisational resources may be stretched if more than one major capital project (in addition to the roads and transport capital program) is required to be delivered in a financial year without external assistance being sought.

### **VOTING REQUIREMENTS**

**Absolute Majority: Yes**

**RESOLUTION****100419****Moved: Cr Pam Heaton****Seconded: Cr Jane Ferro****That Council:**

- 1. Places on hold the preparation of designs, community consultation and the business case for the swimming pool upgrades proposed to be completed by 30 June 2019.**
- 2. Requests the Chief Executive Officer to undertake further investigation into leaking of the pool and potential sinking by:**
  - (a) Undertaking dye testing of the 50m pool expansion joints and pressure test pipe work.**
  - (b) CCTV inspection of the 50m pool centre channel**
  - (c) Obtaining geotechnical investigation**
- 3. Approves the budget amendment of \$15,000 to facilitate the additional unbudgeted investigation to take place, noting that these funds will be sourced from organisational savings.**
- 4. Requests a report on the outcomes of the above investigation including recommendations to be presented to Council to seek further direction on the project.**
- 5. Notes that this additional investigation will likely result in the Shire being unable to submit a CSRFF application in September 2019.**

***CARRIED BY ABSOLUTE MAJORITY: 5/0***