

Agenda Item No: 14.3

AQUATIC DEVELOPMENT - SITE ASSESSMENT FINDINGS

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Purpose of Report

Council adopted the Aquatic Facility Plan, which recommended the development of a new District level aquatic and leisure facility in Kingston's central/south as a short-term priority. This report details the extensive site assessment process and the outcome of independent investigations into three shortlisted sites and recommends community engagement commences on the highest ranked site.

Disclosure of Officer / Contractor Conflict of Interest

No Council officer/s and/or Contractor/s who have provided advice in relation to this report have declared a Conflict of Interest regarding the matter under consideration.

RECOMMENDATION

That Council:

1. Release the site assessment outcome and rankings for the three shortlisted sites identified for a new aquatic development in Kingston's central/south;
2. Note that the privately owned Governor Rd/Wells Rd Mordialloc property is the highest ranked site for the new aquatic facility development and authorise officers to conduct further project due diligence on the Governor Rd/Wells Rd Mordialloc property;
3. Engage with the community on the site assessment process and outcomes via a comprehensive communications campaign, including three community information sessions scheduled for December 2021, January 2022 and February 2022;
4. Receive a report at a future Council Meeting detailing the community feedback received regarding the site assessment process, and the outcomes of the project due diligence on the Governor Rd/Wells Rd Mordialloc site; and
5. Determine that this report and this resolution be made publicly available in accordance with section 125(2) of the Local Government Act 2020.

1. Executive Summary

Council's endorsement of the Aquatic Facility Plan (Plan) in April 2021 (refer Appendix 1) affirmed Council's commitment to investing in intergenerational aquatic and leisure facilities for the Kingston community. The Plan provides a two-facility model for Kingston that supports the aquatic, health and wellbeing needs of a growing Kingston population, up to 220,000 people, that will service the community for the next 40-50 years. This model incorporates:

- A 'regional' level facility to the north that provides for the greater population needs of Kingston (currently serviced by Waves Leisure Centre); and
- A 'district' level facility to the central/south to extend the provision of aquatic and leisure facilities to the broader population.

Kingston's Leisure Centres have historically serviced over 800,000 visitations per year, reaching all members of the community through their various life stages. The centres provided

not only recreational and leisure opportunities, but also essential safety, aquatic education, wellbeing and social connections for the community. The former Don Tatnell Leisure Centre (DT) was a smaller 'local' level facility that was much loved by the community, however, was struggling to keep up with growing demand for aquatic and leisure services and accessibility.

With the closure of DT in February 2020 due to significant structural issues, the priority for Council, as set out within the Plan, was the commissioning of a new district level facility to the central/south of Kingston. In order to identify the most suitable site in the municipality for the new centre, the key principles outlined within the Plan, and supported by the community, were used to commence the site assessment and selection process.

The site assessment process commenced with a review of over 180 properties within the central and southern suburbs of Kingston. This included a mix of existing facilities, open space reserves, private industrial and commercial sites throughout Kingston. These locations were assessed using a range of criteria aimed at determining the suitability of the site for a district level facility. Throughout this multi-layered assessment process (refer section 3.3.1), sites were gradually ruled out that:

- were deemed too small to host a district level facility that includes a lap pool, learn to swim pool, gym and fitness area, spa and sauna and warm water exercise facilities;
- would result in the loss of valuable open space currently used by the community for parkland and/or existing sporting facilities;
- were located too close to residential homes and would therefore have a significant impact on neighbours;
- were located too far from activity centres and good transport opportunities;
- were outside of strong population catchment areas; and
- were subject to significant environmental constraints.

Following a number of briefing sessions with Councillors, the shortlisting process identified three potential locations for more detailed site investigations. These sites were:

- Walter Galt Reserve, Mordialloc (location of the former Don Tatnell Leisure Centre)
- Privately owned property at 1-7 Wells Rd Mordialloc (Governor Rd/Wells Rd site)
- Edithvale Common

As the Governor Rd/Wells Rd site is privately owned, maintaining the confidentiality of the shortlisted sites was essential at this stage of the assessment to avoid impacting any future negotiations around the property should it be deemed the preferred site.

To progress with the detailed site review, specialist consultants and contractors were engaged to assist Council in these investigations, which included soil, groundwater and geotechnical investigations, as well as feedback from architects and structural engineers on the constructability of an aquatic facility on the three shortlisted sites.

In September 2021, Councillors received a report, Aquatic Facility Site Feasibility Study (refer Appendix 2 for summary) from aquatic design specialists on the findings from the site assessment process. This report identified opportunities and constraints for each of the three shortlisted sites, allowing them to be ranked according to the environmental, cost and risk implications for constructing an aquatic facility.

The Governor Rd/Wells Rd Mordialloc site has been ranked as the most viable option for a future aquatic development. Situated just over 2km south of the former DT facility, this location has been assessed as providing strong connections to activity centres with good road, public transport (bus and rail), cycle and walking access, and investigations have shown the majority of the site as clean fill. As private land, however Council would be required to purchase this property at a market cost of \$14.6M.

Walter Galt Reserve was ranked second of the shortlisted sites predominantly due to the significant latent ground conditions at the site and the likely disruption to the operations of the Mordialloc Community Centre (MCC). The reserve's former use as a landfill site significantly restricts the construction footprint to the area currently used for the DT and the MCC. Construction of a district level facility within the existing footprint would not only require the relocation of the MCC away from the reserve, it would also be subject to significant construction challenges due to soil contamination and management of the surrounding landfill. Consultants estimate an additional \$10M would be required to construct the new facility within this footprint. Further costs to relocate the MCC, in the order of \$25M (estimated land purchase and construction costs), would also need to be considered. However, the MCC has strong connections to the local community and adjoining school, and with the lack of suitably sized available land nearby, the relocation of the MCC is not considered viable. Consultation with MCC regarding their future needs will form a key part of any future decision making for the Walter Galt site.

Edithvale Common presented the best opportunity for expanding aquatic provision further south, however detailed investigations revealed significant risks posed by flood events and rising sea levels that would require substantial engineering solutions to mitigate. Achieving the required flood mitigation response would not only be costly but would likely contradict requirements set out by Melbourne Water (MW) for the protection of the surrounding landscape, in particular the RAMSAR wetlands. Advice was sought and provided by MW which indicated significant environmental concerns would need to be addressed if an aquatic centre was to be constructed on the site. The close proximity to the RAMSAR wetlands, the high levels of flood inundation, and the likelihood that MW support for this development is unlikely to be achieved, Edithvale Common was no longer deemed a viable option for this aquatic development.

The future location of the new aquatic facility has generated significant community interest. Council is eager to release the outcomes of the detailed site investigations on the three shortlisted sites to the Kingston community. It became apparent that with the potential requirement for land acquisition, should the Governor Rd/Wells Rd location become the preferred site through the assessment process, it was important for Council to determine and negotiate with the landowner an agreed property acquisition value for the land prior to the three shortlisted sites information being made public.

As such, Council engaged the services of two independent property valuers and a probity advisor to support the determination of a fair and reasonable purchase value and process for the property. In early December 2021, the Option Deed was executed providing Council with the option to purchase the Governor Rd/Wells Rd property for an agreed value of \$14.6M at any stage up until 30 June 2022 (including land settlement transfer), following further due diligence and Council's consideration of community feedback.

It is important to note that the execution of the Option Deed does not tie Council to buying the land, it only secures a fixed price and Council's sole right to decide on purchasing before June 2022. Council would need to resolve at a future Council Meeting to proceed with the land purchase.

With the agreements in place, Council can now engage with the community and share the journey through the site assessment and selection process that was undertaken, and provide the information obtained for each site.

Also detailed within this report is the proposed communications strategy for engaging the community which includes a video message from the Mayor and Councillors, media release, direct mail, advertising, social media communications and a proposal to run three online community information sessions over three months. The information sessions will share the

steps taken by Council during the site assessment phase of the project and answer any questions the community may still have about the process or planning for the new centre. The information sessions will occur between December 2021 and February 2022, to allow our community plenty of time to receive and review the information and to prepare any questions they may have for Council. The community will also be able to contact the project team directly with questions should they be unable to attend an information session.

2. Background

The Aquatic Facility Plan that will guide the future provision of aquatic and leisure facilities within Kingston, was endorsed at the 26 April 2021 Council Meeting, with the following amended motion:

1. *Note the community consultation findings;*
2. *Adopt the revised Aquatic Facilities Plan as set as Appendix 1 subject to the plan being amended to emphasise Council's commitment to Waves Leisure Centre being the regional level facility in the northern part of the city; and*
3. *Remove any references in the plan that contribute to any ambiguity about the future of Waves.*

The Plan was updated to reflect this resolution and published on Kingston's website in May 2021.

As set out within the Plan, the short-term priority is the provision of a new district level aquatic facility to the central/south of Kingston, following a three stage process:

- STAGE 1 – Defining Service Provision (completed)
- STAGE 2 – Site Assessment and Selection (underway)
- STAGE 3 – Facility Design and Asset Management

An external sport and recreation planning consultant was engaged in 2020 to commence the site assessment and selection process, working with officers through the assessment of over 180 initially identified sites within Kingston. Councillors were briefed on the early outcomes of this assessment at a Councillor Information Session in mid-2020.

Subsequently, an architectural consultant was engaged to undertake a preliminary site feasibility review of the findings, focusing on three leading shortlisted sites to:

- Review the suitability of the sites for an aquatic development, by reviewing things such as catchments, transport options, traffic considerations, visibility, planning and amenity factors;
- Identify any considerations or risks associated with the shortlisted sites;
- Determine land suitability and mapping the position of a district level facility within the site constraints to determine potential impacts on the immediate and surrounding landscapes; and
- Consider an indoor stadium with identified facilities to the South of the municipality as per Council resolution No 11/2020 – Leisure Centre.

The outcomes of this initial review were presented to Councillors at a Councillor Information Session in April 2021, in which Councillors supported progressing with more detailed investigations on three shortlisted sites, being Walter Galt Reserve, Governor Rd/Wells Rd, Mordialloc and Edithvale Common, pending endorsement of the Aquatic Facility Plan which was considered and endorsed by Council at its 26 April 2021 Meeting.

To appropriately identify and document the risks and cost implications associated with the shortlisted sites and to determine their feasibility, the following information was gathered from specialist consultants and contractors on the three sites:

- Soil and groundwater investigations
- Structural and engineering reviews
- Melbourne Water advice
- Environmental review and assessment
- Ownership status
- Planning considerations and implications
- Discussions with neighbouring councils

The architects commenced a review of the detailed investigation outcomes and interim results were presented to Councillors in August 2021.

The final detailed investigations into the shortlisted sites were completed in early September 2021, and the architects were able to conclude the full review of the results and make recommendations based on the findings. This report was presented to Councillors in September 2021.

With the Governor Rd/Wells Rd site in Mordialloc identified as the highest ranked location for the new aquatic facility development, discussions were progressed with the owner of the property and a Heads of Agreement was executed on the 4 October 2021 with the Options deed executed in early December 2021, providing Council with the sole right to purchase this property up until 30 June 2022 (including land settlement transfer).

3. Discussion

3.1 Council Plan Alignment

Goal Healthy and inclusive - We are progressive, inclusive and prioritise the wellbeing of all members of our community.

Direction support our community's physical wellbeing

Aquatic and leisure facilities are a focal point for the health and wellbeing of the local community. They attract all demographics and provide a safe and supervised environment for the community's exercise, rehabilitation, aquatic education, recreational and social needs. Kingston's leisure centres have traditionally welcomed over 800,000 visitations annually, from both the Kingston and surrounding municipalities.

3.2 Consultation/Internal Review

Aquatic facility developments attract significant community interest, and Kingston has seen strong community engagement from organised consultation activities and ongoing community feedback.

3.2.1 Communications Plan

A comprehensive Communications Plan has been developed that details project stakeholders, key messages, the communication approach, engagement, and advocacy requirements, as well as an evolving communications action plan.

Regular progress updates are provided via the project page on the website and through email to the 493 project subscribers, with the most recent update provided in late September 2021. In addition to regular updates, key project milestones will be widely promoted through Council's usual channels (social media, Kingston Your City magazine, media, website).

Community consultation will form a large part of this project along the journey. The IAP2 Public Participation Spectrum used in Council’s Community Engagement Policy will guide the different levels of community consultation undertaken, depending on the project stage.

Significant community consultation will be required during the design development phase, and once Council determines the location, a Community Reference Group will be created which will be in place throughout the project.

3.2.2 Community Engagement – Site Selection and Assessment

Aquatic facilities are highly valued amongst the Kingston community, and there is significant interest in the location of the new aquatic facility. Whilst the community has been informed that a site assessment process is being undertaken, there has been limited information provided regarding the shortlisted sites. This is namely due to the sensitivities around the inclusion of the privately owned site within the shortlist.

Having now entered into a formal agreement with the private property owner, which protects Council should it choose to purchase the site, it is recommended that Council commence a communications campaign to inform the community of the outcomes of the site assessment process. This includes the identification of the Governor Rd/Wells Rd site as the highest ranked site of the three shortlisted.

This communication aims to provide the community with detailed and objective information regarding the site assessment and selection phase of planning, and the resulting findings from this process, including:

- Identification of the three shortlisted sites which underwent detailed investigations by Council
- Summary of the pros on cons for each site as per the Aquatic Facility Site Feasibility Study
- Identification of Governor Rd/Wells Rd, Mordialloc as the highest ranked site from those shortlisted
- Details around the significant challenges faced with an aquatic development at the existing Walter Galt site
- Reasons for ruling Edithvale Common out as a viable option for the development
- Addressing a number of frequently asked questions regarding the aquatic facility development project
- Details regarding the next steps to be undertaken prior to confirmation of a preferred site for the new development; and
- The scheduling of community information sessions in December through February, to outline the site assessment process undertaken and to answer questions from the community.

Date	Message
13 December 2021	Council Meeting
14-17 December 2021	Public release of site assessment outcomes Meet with key stakeholders
20 December 2021	Community Information Session # 1
11 January 2022	Community Information Session # 2
3 February 2022	Community Information Session # 3

February/March 2022	Report to Council
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Whilst this stage of communication will focus on delivering the outcomes of the site assessment process, further information will be provided in early 2022 detailing opportunities for the community to have their say on what they would like to see in the new district aquatic facility. These future engagement activities will be consultative and collaborative, seeking community input and feedback on how they envisage future usage of the new aquatic centre.

3.3 Operation and Strategic Issues

3.3.1 Site Selection and Assessment Process

The site assessment and selection process commenced with a thorough review of over 180 possible locations for an aquatic facility development within Kingston. As a metropolitan Council, surrounded by the bay, wetlands and the green wedge, the search criteria considered existing facilities, open space reserves, and private industrial and commercial sites throughout Kingston.

The extensive site assessment process was conducted over a number of months, using a multi-layered system and criteria to assess this list of properties, ruling out those deemed unviable. This process resulted in a narrower group of sites for further assessment to determine their suitability for an aquatic development. Following the steps detailed below, three leading sites were identified:

- Step 1 Over 180 sites identified through a GovMap search of sites over the required 10,000m² in the central/south
- Step 2 Sites were ranked against the primary criteria of population, planning zones/overlays, transport access, catchments and ownership
- Step 3 The highest ranked sites were reviewed against the secondary criteria being existing uses, known site conditions, shape of the land. This ruled out sites such as schools, established businesses, established sports reserves, etc
- Step 4 Sites were further assessed for connectivity, proximity to activity centres, transport options, environmental impacts, proximity to residential areas and ownership/site values
- Step 5 Strategic briefings with Councillors were held throughout the assessment process, where several alternative site options were also raised and further assessed using the above criteria

In April 2021, the leading three sites from the assessment process were presented to Councillors and were supported to progress as shortlisted sites through further detailed site investigations.

These investigations included gathering the following information from specialist consultants and contractors:

- Soil, geotechnical and groundwater investigations
- Structural and engineering reviews
- Melbourne Water advice
- Environmental review and assessment

- Ownership status
- Planning considerations and implications
- Discussions with neighbouring councils

Independent aquatic specialists reviewed the data obtained from the above detailed investigations and the consulting architect documented the results in the Aquatic Facility Site Feasibility Study – Summary (refer Appendix 2).

3.3.2 Site Assessment and Selection Outcomes

Using the analysis of the data, including the geotechnical and contamination investigations, as outlined in the Aquatic Facility Site Feasibility Study – Summary (refer Appendix 2), the three shortlisted sites were ranked based on the environmental, cost and risk implications associated with an aquatic development at each site. The rankings are detailed within the table below:

RANK	NAME	SITE STRENGTHS	SITE CHALLENGES
1	Governor Rd/ Wells Rd, Mordialloc	<ul style="list-style-type: none"> • Close to public transport (rail/bus) and walking/bike trails • Access to major road network (Mordialloc Freeway) • No loss of open space • Strategic site adjoining Jack Grut Reserve • Walking distance to major activity centre • South of the existing location • Main road frontage with rear access • Close to local schools • Favourable land conditions • Good residential buffer • Good catchment area, reducing competition with Waves 	<ul style="list-style-type: none"> • Land will need to be purchased • Planning permit required • Flood overlay considerations • Narrow parcel of land for construction • Outside of 5km catchment for the south
2	Walter Galt Reserve Warren Rd, Mordialloc	<ul style="list-style-type: none"> • Council owned • Much loved former aquatic centre location • Local community support • Reasonable residential buffer • Reasonable catchment • Close to local schools and Mordialloc Community Centre (MCC) • Adjoins Walter Galt Reserve 	<ul style="list-style-type: none"> • Landfill implications outside the existing building footprint • High cost environmental and construction challenges • Risk of contaminating ground water during construction • Significant soil disposal costs due to soil classification (including existing footprint) • Long term structural implications • Likely further unknown latent conditions and costs within the existing footprint • Restricting build to the existing footprint would compromise district level facility design • Requires the relocation of the MCC • Competing catchment with Waves • Traffic congestion • Outside of 5km catchment for the south

RANK	NAME	SITE STRENGTHS	SITE CHALLENGES
3	Edithvale Common Edithvale Rd, Edithvale	<ul style="list-style-type: none"> • Council owned • Close to walking/bike trails • Access to major road network • Main road frontage • Reasonable residential buffer • Adjoining Edithvale Reserve • Expands offering further south 	<ul style="list-style-type: none"> • Safety risks - dangerous flooding implications • Environmental risks to RAMSAR wetlands • High water table and flood mitigation, impacts constructability • Unlikely to achieve Melbourne Water (MW) requirements and approval • Likely need to encroach on nearby sports facilities • Loss of open space and vegetation • Limited catchment with low growth potential • Traffic congestion

The information below provides a summary of the consultant's findings for each of the three sites.

Governor Rd/Wells Road, Mordialloc

Investigations confirm that the layout of the private industrial site at Governor Rd/Wells Rd, Mordialloc can accommodate a two-storey aquatic development. The site has been assessed as predominantly clean fill which will reduce construction and soil disposal costs. It is located walking distance to the Mordialloc activity centre and adjacent to the existing Jack Grut recreation reserve, providing good accessibility via nearby transport (train/bus) and walking/bike trails. Governor Rd also provides easy access to the new Mordialloc Freeway, reducing travel time to southern suburbs to approximately 12 minutes.

The site is not without challenges, the land is subject to inundation (LSIO) and the soil condition is rated as soft. These issues are not insurmountable, and advice indicates that this can be managed within the design development. Whilst currently zoned industrial, early planning advice has confirmed that an aquatic facility is a permitted use and will require a planning permit.

Governor Rd/Wells Rd Mordialloc is the highest ranked site, and acquisition will increase Council's strategic asset portfolio. The property acquisition cost is \$14.6M.

Walter Galt Reserve

Walter Galt Reserve is the current location of the Don Tatnell Leisure Centre (DT), and does present several advantages, being the site of the former aquatic facility, close to local schools and popular with the local community. There are, however, numerous challenges at this site. The reserve is built on a known landfill site, with significant latent site conditions that present prohibitive, environmental and construction challenges. The nature of the soil condition impacts constructability and presents a risk of leachates penetrating the ground water table. As a result, construction would require costly removal of the landfill within the construction footprint in order to construct the pools and the shallow footings for the

development. Environmental risks and extreme construction costs make building within the landfill area unviable.

With a significant portion of Walter Galt Reserve deemed not viable for construction due to landfill, the focus would shift to the existing Don Tatnell and MCC buildings footprint. Achieving a district level facility within this constrained footprint would be problematic, particular if seeking to expand the aquatic offering beyond the former 25m pool only. In order to achieve a district level facility, the MCC would need to be relocated away from the reserve and the new aquatics centre would still need to build slightly into the landfill area. Consultants have estimated that developing an aquatic centre on this site would incur an addition \$10M in construction costs to accommodate the latent site conditions.

Consultants have noted that the existing DT footprint also contains Category C contaminated soil, and that the damage from the long-term leak would require further structural engineering advice that could still lead to further costs associated with construction. As a result, engineers have indicated that the construction of an aquatic facility on the site presents significant environmental, cost and construction challenges, and should only be considered under exceptional circumstances. The potential for significant ongoing unforeseeable risks to occur for the new development is also high due to the latent site conditions.

The MCC has been established at this site for many years, with very strong connections to the site and to the community. The MCC also manages the basketball operations at Parkdale Secondary College and relocation of this community asset is not considered viable. There is currently no alternative location identified for the potential relocation of the MCC, and early cost estimates, taking into account current market values, indicate an estimated \$25M would be required to acquire suitable land for the Centre's relocation and construction. There is a lack of suitable available land nearby to achieve the necessary footprint. Consultation with MCC regarding their future needs will form a key part of any future decision making at the Walter Galt site.

Walter Galt Reserve is located the furthest north of the three shortlisted sites and encroaches on the existing Waves Leisure Centre catchment. This is likely to impact the feasibility of both Waves and the new facility once operational.

Edithvale Common

Edithvale Common was initially identified as the most suitable option for expanding service provision further south, as well as offering good connections to existing recreation facilities. It is however located within a major flood basin and its proximity to MW land and the RAMSAR wetlands raised several concerns and MW advice was sought. MW responded with a number of requirements that would need to be met before they would consider supporting a development on this site. These requirements are extremely onerous and would be difficult to achieve.

The site, which forms part of a flood mitigation response when subject to significant flood events and rising sea levels, presents limited excavation potential and would require the overall construction to be raised an estimated 1.5m. This flood mitigation response, however, would also likely contradict the requirements set out by MW for the protection of the surrounding landscape, in particular the RAMSAR wetlands. Expert advice indicates that Council would be unlikely to achieve the MW stated requirements in order to proceed with the development at this site.

Edithvale Common is therefore not recommended for this aquatic facility development.

3.3.3 Consideration of future use for the former Don Tatnell Leisure Centre site

Following the closure of the Don Tatnell Leisure Centre in February 2020, the site has been stabilised whilst we progressed the site assessment and selection process.

Once a site for the new aquatic centre is resolved, planning for the demolition of the existing Don Tatnell building will commence. The existing MCC will be retained. Consideration will then be given to future opportunities for this section of the reserve in consultation with the MCC and surrounding stakeholders.

The process would enable key stakeholders such as local residents, the MCC, sporting clubs and local schools the opportunity to have their say on the future of this area.

3.3.4 Project Planning Update

Alongside the detailed and extensive site selection process, work has progressed to set up the project and governance structure to support the new development once a site is confirmed. To ensure the project can proceed in a timely way, a strong project team is being put together to guide this significant project. This includes:

- The appointment of experienced project management consultant to support all aspects of project management such as development of a master program, budget preparation, design documentation, community consultation, value management and facility construction.
- The appointment of a probity consultant to advise Council on critical procurement activities, and to ensure fair and impartial decision making for this high value development.
- The pending appointment of experienced aquatic facility planners, who will be developing detailed and comprehensive business planning, inclusive of community consultation and financial modelling for the new development. This body of work will ultimately lead to the development of a facility concept plan for further community consultation.
- Planning for the creation of a Community Reference Panel that will provide a platform for regular and ongoing input and feedback from stakeholders, such as local business, clubs, community groups and schools, in addition to representatives from the wider community.

4. Conclusion

4.1 Environmental Implications

Environmental implications of the facility development were a key aspect of the site selection process, as detailed within the assessment. An environmental management plan will be developed for the site, once confirmed, ahead of the commencement of any works.

Environmental and sustainable design will also be a key aspect of the project and appropriate Council personnel and consultants will be involved at the relevant stages of project development.

4.2 Social Implications

Aquatic facilities attract users from all demographics, and broad reaching engagement targeting our diverse community will be essential in developing a facility that meets the needs of Kingston residents.

The detailed communication and engagement strategy has been developed to ensure clear and detailed information regarding the site assessment process and outcome, is provided to the community.

4.3 Resource Implications

The existing Capital Works budget includes a provision for early planning and site investigation works which are currently being undertaken.

A district level aquatic facility is likely to cost in the order of \$50M to build. The land purchase can be paid from cash on hand this financial year, and Council has capacity to borrow the \$14.6M next financial year to repay the use of cash on hand. Council can afford to service the loan repayments, and these would not impact Council's current planned capital works program or the delivery of other services.

Council will be debt free by the end of June 2022 and will be in a good financial position to borrow for this intergenerational community infrastructure. Borrowing for a \$50M facility will not require Council to exceed the rate cap.

The precise cost of the facility will be known when the scope of the facility has been finalised. If Council is successful in securing additional grant funding, this will be invested in the facility and therefore could increase the scope of the facility, or, Council may re-assess the use of its cash reserves to increase the scope of the facility. An advocacy strategy is being developed and we will be seeking financial support from both the State and Federal Government to assist with paying for this very important community asset.

4.4 Legal / Risk Implications

The Project Control Group (PCG) will be tasked with ensuring the project adheres to the relevant legislative and regulatory requirements.

In addition, a probity advisor has been appointed for the duration of the project. The probity advisor will advise on ongoing procurement and engagement, as well as potential private property matters through the site selection process.

A risk management framework has been developed for the planning aspect of this project and will be monitored and updated through the PCG.

Appendices

Appendix 1 - Aquatic Facility Plan - City of Kingston (Ref 21/321975)

Appendix 2 - Aquatic Site Feasibility Summary Report - Co-Op Studios (Ref 21/308896)

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AQUATICS FACILITY

PLAN

Revised Report (May 2021)



DISCLAIMER

Information contained in this document is based on available information at the time of writing. All figures and diagrams are indicative only and should be referred to as such. This is a strategic document which deals with technical matters in a summary way only.

ACKNOWLEDGEMENTS

The project team is extremely grateful for the support and guidance provided by the community, council officers, representatives of government agencies, and other peak bodies who gave freely of their time to provide input into the plan.

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SUMMARY

STATE OF PLAY

WHAT?

In early 2020, serious structural issues resulted in the closure of Don Tatnell Leisure Centre, one of two Council-owned facilities.

In addition to closure of the Don Tatnell facility, Council committed to investing in high quality aquatics and leisure facilities and receive a report identifying future opportunities, inclusive of a funding strategy, for the delivery of aquatic and leisure facilities that meets the current and future needs of the Kingston community.

A three-stage process is proposed to ensure an outcome that meets the current and future needs of our community.

The Aquatics Facility Plan focuses on 'Stage 1 – Defining Service Provision' and will provide the overarching strategic response for the provision of aquatic facilities in Kingston.

Future stages include a robust 'Stage 2 – Site Assessment and Selection' process, and 'Stage 3 – Facility Design and Asset Management'.

WHY?

We know that changes in population, societal norms and lifestyle choices are significantly altering user choices, and our future planning needs to ensure that we continue to support our community accessing the facilities and services that they want, when they want, and how they want.

Trends in participation show a softening in demand for organised sport and a significantly increased demand for opportunities to participate in general physical activity for improved health outcomes. We also know that Kingston's population is growing and gradually ageing.

This is in combination with the understanding that less than one-third of the population meets the recommended weekly physical activity levels, and over half of our population is overweight or obese.

This highlights a need to reconsider how our aquatic facilities can change to better support the shifting demands of our community.

WHERE?

Given the geographical shape of Kingston, the location of more than ten facilities in neighbouring councils plays as important a role as our own two facilities in defining the service needs of the Kingston community.

We know that Don Tatnell had a strong membership base for its size and condition, with a particularly strong learn to swim program and uniquely local catchment profile. While Waves has a similarly strong membership base, utilising its location to the northern boundary of our municipality to capture an extended market beyond Kingston's boundaries.

However, there is a pocket of the municipality that borders the central/southern suburbs that could be better served, recently reinforced by the closure of Don Tatnell. Our planning aims to be cognisant of the range of facilities on offer, minimising duplication but maximising access.

WHO?

Council has undertaken a series of stakeholder engagement activities, ranging from case studies and engagement with peak bodies, to existing member and resident surveys.

This has provided important industry insights such as the increased demand for access to warm water pools for therapy and rehab, the growth of aquatic education programs, a trend for the development of multi-functional spaces, and a renewed focus on health and wellbeing offerings.

This context is vital in assisting the future planning of aquatic facilities in Kingston and will continue to be reviewed and built upon.

OUR GAME PLAN

HOW?

Council has the unique opportunity to reimagine service provision in Kingston. A set of principles have been developed to guide Council's planning, focusing on equitable access and maximising functionality:

PRINCIPLE	DESCRIPTION
1. PROVIDE ACCESS FOR ALL	Aim for all members of the Kingston community to have access to suitable aquatic and leisure services within a 5km primary catchment zone.
2. MAXIMISE USER MARKET	Maximise user potential by locating facilities in high/growth population areas and/or low existing facility provision areas of Kingston.
3. REDUCE FACILITY COMPETITION	Ensure facility locations consider the primary (5km) and secondary (10km) catchment zones of existing facilities both within and external to Kingston.
4. MINIMISE SERVICE DUPLICATION	Provide a varied and diverse range of aquatic facilities that deliver improved health and wellbeing outcomes to the Kingston community now and into the future.

In order to appropriately enact these principles and ensure Council continues to serve the needs of our community now and into the future the following approach is recommended:

Two facility model, incorporating:

1. A 'Regional' level facility to the north that provides for the greater population needs of Kingston; and
2. A 'District' level facility to the central/south that extends the provision of aquatic and leisure facilities to a broader population.

The two-facility regional and district model is forecast to provide for up to 220,000 people, providing suitable opportunity to scale as Kingston grows.

The sheer volume of the current and future population that exists in the north of the municipality warrants the provision of a regional level facility, albeit needing to be cognisant of not duplicating services currently offered by other nearby competing facilities. The existing strong membership of Waves highlights the demand for a facility that caters to Kingston's north.

However, as previously noted there is a pocket of the municipality that borders the central/southern suburbs that could be better served. Don Tatnell's former membership base, particularly its strong learn to swim program, highlights a demand for services in this area.

As such, the proposed development of a 'district' level facility that extends the provision of aquatic facilities further south, in combination with the

regional facility to the north, will help to ensure the entire Kingston community has ongoing access to vital services that support its health and wellbeing.

WHEN?

There are a number of options for Council to consider in its delivery approach for providing aquatic facilities to the Kingston community, including the number of facilities, size of facilities, facility components and possible locations.

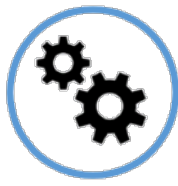
However, Council has the opportunity to create a new generation of aquatic facilities in Kingston and these actions cannot be delivered without fundamental change and substantial funding.

To focus efforts, it is recommended that Council:

1. Commission the development of a new 'district' level central/south facility in Kingston in the short-term; and
2. Redevelop Waves as the current 'regional' level facility to the north as a medium-to-long term action

While there are several complex issues to resolve, Council has the obligation to pursue a sustainable funding model. There are a number of funding options for Council to consider including:

- Debt/loan borrowings
- Grants and contributions
- Proceeds from the sale of assets
- Delivery partnerships
- Other general income sources
- Developer contributions.



WHAT?

ABOUT THIS PLAN

In early 2020, serious structural issues resulted in the closure of Don Tatnell Leisure Centre, one of two Council-owned facilities. Council understands the importance of this facility to the local community and is now focusing on planning a new aquatic facility in Kingston. The project will be a major investment for Kingston and will follow a thorough process to ensure an outcome that meets the current and future needs of our community.

DISCUSSION PAPER

Since 2014/15 Council has been undertaking investigations and reviews into the operations of the Don Tatnell Leisure Centre (DT) and Waves Leisure Centre (Waves). In 2019, it was recognised that an overall analysis should be undertaken to provide a clear direction for council moving forward, culminating in the development of a Leisure Centres Discussion Paper.

Detailed investigations were undertaken in the form of literature reviews, trend identification, market analysis, facility performance reviews, and capital development options. The findings highlighted the need to review the current Kingston service delivery model to ensure Council meets the needs of the community now and into the future.

DON TATNELL CLOSURE

In developing the Discussion Paper, onsite investigations were undertaken at DT in late 2019 to assess the condition of the building and assets. These investigations identified numerous structural issues that posed a significant public safety risk. At an initial estimated cost of \$19m, they would require the Centre's closure for a minimum of 40 weeks to complete.

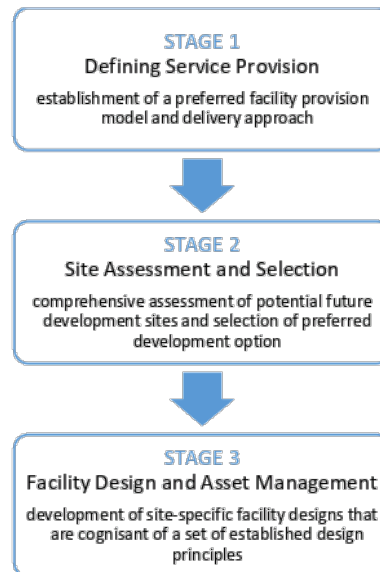
At the 24 February 2020 Council Meeting the following resolution was carried:

That Council:

1. Commit to investing in high quality aquatics and leisure facilities and receive a report identifying future opportunities, inclusive of a funding strategy, for the delivery of aquatic and leisure facilities that meets the current and future needs of the Kingston community;
2. Note the Don Tatnell Leisure Centre has reached the end of its useful life and agree to close the facility immediately;
3. Support the transition of members and users at the Don Tatnell Leisure Centre to the Waves Leisure Centre, Highett (where possible);
4. Invite members, community, stakeholders, and interest groups to attend community information sessions on these Council resolutions; and
5. Continue to investigate and report upon structural and building conditions at Don Tatnell Leisure Centre.

AQUATICS FACILITY PLAN

In order for Council to progress planning, the following three stage process is being applied:



The *Aquatics Facility Plan* (the Plan) focuses on 'Stage 1 – Defining Service Provision' and will provide the overarching strategic response for the provision of aquatic facilities in Kingston.

The Plan delivers the following:

1. Principles of provision
2. A preferred service provision model
3. A recommended delivery approach



WHY?

STRATEGIC DRIVERS

Council acknowledges that Kingston is just one of many providers of sport, recreation, and aquatic services. We know that changes in population, societal norms and lifestyle choices are significantly altering participation, and our future planning needs to ensure that we continue to support our community accessing the facilities and services that they want, when they want, and how they want.

PLANNING CONTEXT

SPORT 2030 is Australia's first national sports plan, underpinned by the priority of 'More Australians, more active, more often' and reducing inactivity by 15%. It advocates a change in the definition of sport to be broadened to include all forms of physical activity, reflecting changing trends in participation.

ACTIVE VICTORIA provides a strategic framework for sport and recreation in Victoria, highlighting that time and lifestyle pressures mean Victorians are looking for more flexible options that better fit their circumstances and that more participate in active recreation than in organised sport.

Our **COUNCIL PLAN** includes a commitment to providing equitable access to services and facilities for all community members, irrespective of background and ability, while promoting an active, healthy and involved community, by focusing on ensuring the delivery of affordable aquatic services that are well utilised by a diversity of people.

The **KINGSTON PLANNING SCHEME** notes a key objective 'to promote a diverse range of social and recreational opportunities which provide for the changing leisure needs of the municipality's current and future population' by focusing on ensuring that the location of existing and proposed facilities is appropriate to current and projected needs.

Kingston's **PUBLIC HEALTH AND WELLBEING PLAN** focuses on increasing participation in physical activity, community activities and volunteering; improving community safety, social cohesion and reducing social isolation; while ensuring facilities, services and open spaces are accessible.

Council's **SPORT AND RECREATION STRATEGY** articulates a vision to provide a wide range of facilities that cater for different levels of abilities and needs, ensuring that they are accessible to and encourage people of all ages, genders, abilities and cultural backgrounds. In doing so, it promotes multi-use venues while ensuring financial viability and cost effectiveness of facilities.

PARTICIPATION TRENDS

- Trends in participation show a softening in demand for organised sport and a significantly increased demand for opportunities to participate in general physical activity for improved health outcomes.
- Participation rates in aerobics, running and walking, along with gym memberships, have all risen sharply over the past decade, while participation rates for many organised sports have held constant or declined.
- Walking, fitness/gym, and jogging/running make up 44% of all recorded activity.
- Typical aquatic centre activities such as fitness/gym and swimming are both in the top four participated in activities for adults, while yoga and Pilates are seventh and twelfth, respectively. Swimming is the highest participated in activity for children.

POPULATION INSIGHTS

- Kingston's population is projected to increase by more than 22,000 people by 2036 - largely driven by growth along the Nepean Highway in the north (Moorabbin, Highett, Cheltenham, Mentone).
- The population in the traditionally 'active' age range of 0-49 years is forecast to grow by nearly 9,000 people by 2036.
- However, there is an overall ageing of the population with those aged over 50 years forecast to grow by more than 12,000 people.
- Less than one-third of the Kingston population meets the recommended weekly physical activity levels.
- Kingston residents spend on average 4:37 hours sitting at work on a usual day.
- Just over half (57%) of our population is overweight or obese.



WHERE?

OUR FACILITIES

Given the geographical shape of Kingston, the location of more than ten facilities in neighbouring councils plays as important a role as our own facilities in defining the service needs of the Kingston community. Our planning aims to be cognisant of the range of facilities on offer, minimising duplication but maximising access.

EXISTING FACILITIES

- WAVES is over 20 years old and needs continued investment to ensure it remains fit for use.
- It has an estimated renewal cost of \$10-12m, to maintain the existing facilities.
- In 2018/19 it posted a net operating loss of nearly \$300,000, whilst servicing over 500,000 attendances, nearly 1,800 members and almost 2,000 learn to swim enrolments.
- More than 40% of its members come from Cheltenham and Highett, and it is worth noting that 11 out of its top 20 member suburbs are from outside of Kingston, in neighbouring Bayside and Glen Eira.
- The suburbs of Moorabbin, Highett, Cheltenham, and Mentone are projected to see significant growth by 2036.
- Don Tatnell Leisure Centre in Mordialloc was a 40year old facility that was closed due to structural issues in 2020.

PLANNING GUIDELINES

- Industry trends suggest 75-85% of a facility's members come from a 0-5km primary catchment area, while 15-25% come from a secondary catchment area of 5-10km.
- These catchments will be influenced by the range and quality of facilities/ services offered, natural and built barriers (i.e. freeways), travel times, and availability of competing facilities.
- Aquatics and Recreation Victoria provide the following guidelines for facility provision; rural (<10,000 population), local (10-40,000), district (40-70,000), major (70-100,000) and regional (100-150,000).
- The key differences between the types include the inclusion of gym facilities at the local level, separable program and leisure pools at district level, increased size and additional amenities at major level, and the inclusion of a 50m pool and attractions (slides etc.) at regional level.

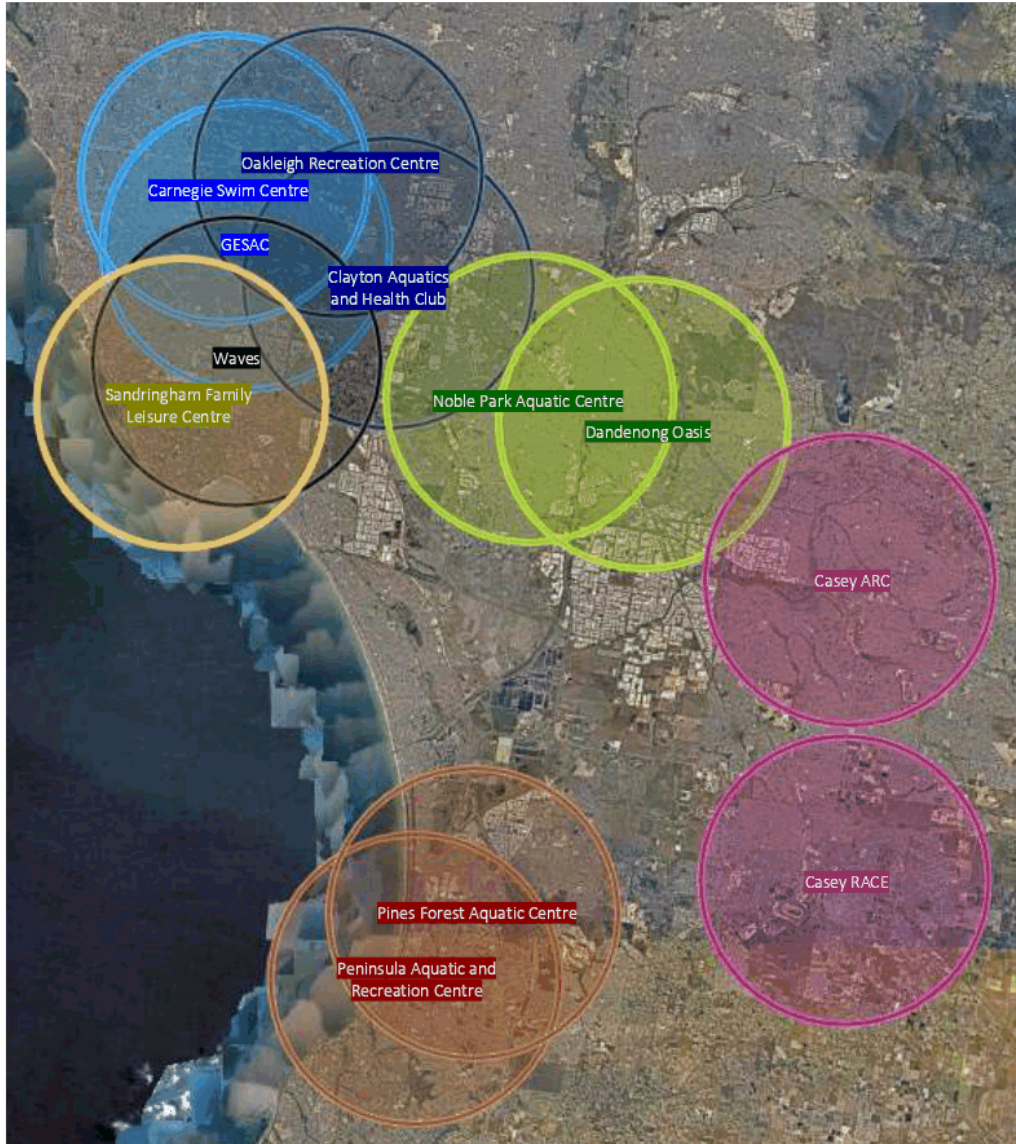
FACILITY PROVISION

- There are 10 aquatic facilities within Kingston (including school and commercial facilities).
- An additional 10 council-owned aquatic facilities in neighbouring municipalities.
- There has been a proliferation of commercial gyms and swim schools in Kingston.
- 5 aquatic facilities are within the primary catchment (0-5km) of Waves, with a further 8 facilities within the secondary catchment (5-10km).
- The previous Don Tatnell facility had 5 aquatic facilities within its primary catchment (0-5km) are, with a further 3 facilities within the secondary catchment (5-10km).

PROVISION LEVELS

- Kingston's current (165,000) and future (187,000) population suggests there is demand for at least two facilities, their size being dependent on location and catchment.
- Given the geographical shape of Kingston, the location of facilities in neighbouring councils plays an important role in defining the service needs of the Kingston community.
- Kingston is well supported by two of the latest regional centres at its north (GESAC) and south (PARC), and impending upgrades to facilities in the east (NPAC) and west (SFLC).
- When reviewing existing facility locations, there appears a residential pocket that borders the central/southern suburbs that could be better served, reinforced by the closure of Don Tatnell.
- In planning for new facilities, the aim would be to service the widest possible catchment, whilst reducing overlap with competing facilities.
- Where population catchments overlap, consideration should be given to providing complementary rather than competing services.

Figure 1. Council owned aquatic centres: 5km catchment area





WHO?

STAKEHOLDER ENGAGEMENT

Council has undertaken a series of stakeholder engagement activities, ranging from case studies and engagement with peak bodies, to existing member and resident surveys. This all provides important context to assist the future planning of aquatic facilities in Kingston and will continue to be reviewed and built upon.

ENGAGEMENT ACTIVITIES

- **Case study research**
Consultation with Council representatives of aquatic facility developments, including Mornington Peninsula, Glen Eira, Frankston, Hume, Inner West (NSW) and Cockburn (WA).
- **Industry body engagement**
Consultation with relevant industry bodies including Aquatics and Recreation Victoria (ARV), Life Saving Victoria (LSV) and Sport and Recreation Victoria (SRV).
- **Existing member surveys**
An existing 'Kingston Active' member survey was conducted in 2016 and May 2019.
- **Resident survey**
A telephone resident survey has previously been conducted. Re-confirming these findings is a key part of future consultation activity.
- **Community Consultation**
The draft Aquatic Facility Plan was released for community consultation in July 2020.

KEY INSIGHTS

FACILITY TRENDS

- A gradual ageing of the population is leading to increased demand for access to warm water pools for therapy and rehab exercise.
- Traditional facility revenue streams have been replaced by aquatic education programs underpinned by dedicated learn to swim pools, and increasingly by water play areas.
- The industry is experiencing progressively higher customer experience and service quality standards, combined with an increased focus on flexibility, variety, and affordability.
- This has seen a trend for the development of multi-functional spaces that provide a range of ancillary services to the customer while varying income streams for facility managers.
- Ancillary services now commonly provided:
 - Food and beverage (cafés etc.)
 - Wellness/ allied health (physio, chiro etc.)
 - Health and beauty (hair salons etc.)
 - Entertainment (arts centres, libraries etc)

MARKET TRENDS

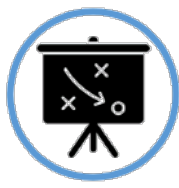
- Increased competition from private health and fitness operators. The advent of low-cost 24/7 operations eroding market share.
- A fragmentation of the market, with significant growth in smaller boutique operators such as boot camps, F45, yoga etc.
- New commercial providers entering the learn-to-swim market to capitalise on increased demand for swimming lessons.
- Significant investment in new and refurbished facilities lifting the quality and range of services provided, and user expectations.

MEMBER FEEDBACK

- More than 90% use a facility at least once a week, with nearly half (45%) 2-4 times a week.
- Most (46%) visit between 9am-midday.
- Nearly three quarters (75%) attend for general fitness, while 23% attend for learn to swim and 21% for relaxation.
- The services identified for improvement were fees and charges (26%) and too crowded (20%), while facilities identified for improvement were change rooms (48%), and air quality (15%).
- The variety of memberships (40%), increased fitness program space (24%), and health related services (23%), were the areas identified that would encourage more use.

RESIDENT VIEWS

- The leading reason for not using a centre was lack of interest (27%), utilising beaches (15%), too busy, and not liking swimming (both 14%).
- The majority visited between 9am and midday (33%), while most indicated that they used a facility less than monthly (30%).
- The main reasons for choosing a centre was proximity to home (55%), good facilities (14%) and the range of pools available (10%).
- The majority (67%) indicated that they would like to make greater use of aquatic facilities.
- The most highly identified priority areas for the future were improved health and fitness classes, improved gym/ weight facilities, and membership packages/ discount offers.



HOW?

THE STRATEGY

Council has the unique opportunity to reimagine service provision in Kingston. A set of principles have been provided to guide Council's planning, focusing on equitable access and maximising functionality while a two-facility model is proposed to enact these principles, ensuring Council continues to serve the aquatic facility needs of our community now and into the future.

PRINCIPLES

The following principles are proposed to assist Council in defining its service levels with respect to the provision of aquatic and leisure facilities.

1. Provide access for all

Aim for all members of the Kingston community to have access to suitable aquatic and leisure services within a 5km catchment zone.

2. Maximise user market

Maximise user potential by locating facilities in high/growth population areas and/or low facility provision areas of Kingston.

3. Reduce facility competition

Ensure facility locations consider the primary (5km) and secondary (10km) catchment zones of existing facilities both within and external to Kingston.

4. Minimize service duplication

Provide a varied and diverse range of aquatic facilities that deliver improved health and wellbeing outcomes to the Kingston Community now and into the future.

PROVISION MODEL

For Council to appropriately enact the above principles, the following approach is recommended:

Two facility model, incorporating:

1. A 'Regional' level facility to the north that provides for the greater population needs of Kingston; and
2. A 'District' level facility to the central/south that extends the provision of aquatic and leisure facilities to a broader population.

RATIONALE

Utilising industry planning ratios, the two-facility regional and district model is forecast to provide for up to 220,000 people. As Kingston's population is forecast to grow to more than 187,000 people, this provides suitable opportunity for growth.

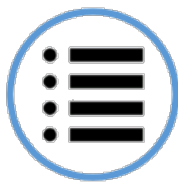
Given the geographical shape of Kingston, the location of facilities in neighbouring councils plays an important role in defining the service needs of the Kingston community.

Kingston is well supported by two of the latest regional facilities at its north (GESAC) and south (PARC), and impending upgrades to facilities in the east (NPAC) and west (SFLC).

The sheer volume of the current and future population that exists in the north of the municipality warrants the provision of a regional level facility, albeit needing to be cognisant of not duplicating services currently offered by other nearby competing facilities. The existing strong membership of Waves further highlights the demand for a facility that caters for the north of our municipality.

However, there is a pocket of the municipality that borders the central/southern suburbs that could be better served, recently reinforced by the closure of Don Tatnell. Don Tatnell's former membership base, particularly its strong learn to swim program, highlights a demand for services in this area.

As such, the proposed development of a 'district' level facility that extends the provision of aquatic facilities further south, in combination with the existing regional facility to the north, will help to ensure the entire Kingston community has ongoing access to vital services that support its health and wellbeing.



WHEN?

IMPLEMENTATION PLAN

There are a number of options for Council to consider in its delivery approach for providing aquatic facilities to the Kingston community, including the number of facilities, size of facilities, facility components and possible locations. However, Council has the opportunity to create a new generation of aquatic facilities in Kingston and these actions cannot be delivered without fundamental change and substantial funding from Council.

DELIVERY OPTIONS

To assist in focusing Council's efforts in the short-to-medium term, the following approach is recommended:

1. Commissioning the development of a new 'district' level Central/South facility in Kingston (short-term action)

and

2. Redeveloping Waves as the current 'regional' level facility to the north (medium-term action)

Council's decision making will remain cognisant of future population growth, trends, and infrastructure investment within the municipality.

FUNDING

The total cost for the new 'district level' aquatic and leisure centre is estimated to be in the order of \$40-50 million, however, there are considerable variations that may occur including things such as soil remediation at the existing Don Tatnell site, land acquisition should an alternative privately owned site be preferred, and the final makeup of facility components.

Whilst there are several complex issues to resolve, Council has the obligation to pursue a sustainable funding model so that our community can continue to benefit from the many positive health and wellbeing outcomes that are associated with fit-for-purpose aquatic facilities.

There are a number of funding options for Council to consider:

Debt/loan borrowings

- Where appropriate, Council may utilise debt to fund capital expenditure
- Subject to it fulfilling agreed economic, social, or environmental benefits and not affect existing recurrent operations and/or cash flows

Grants and contributions

- Council actively pursues grant funding and other contributions to assist in the delivery of services and facilities

Proceeds from the sale of assets

- Council continually reviews its asset base
- Assets may be rationalised where they are deemed as either under-utilised, are surplus to requirements, or may no longer meet the service expectations of our community

Delivery partnerships

- Where Council and key partners (such as schools, private developers, or other councils) collaborate to deliver a new facility

Other general income sources

- Council may look to investigate and generate other alternate sources of revenue, as determined by Council

Developer contributions

- Collected from development in relevant areas
- Not be suitable for funding all actions

This Aquatics Facility Plan is based on the detailed Leisure Centre Discussion Paper December 2019. The Discussion Paper provides context and data for analysis purposes. It does not form part of the Aquatic Facility Plan but has been instrumental in informing Council's strategic intent for the planning of aquatic facilities and services.



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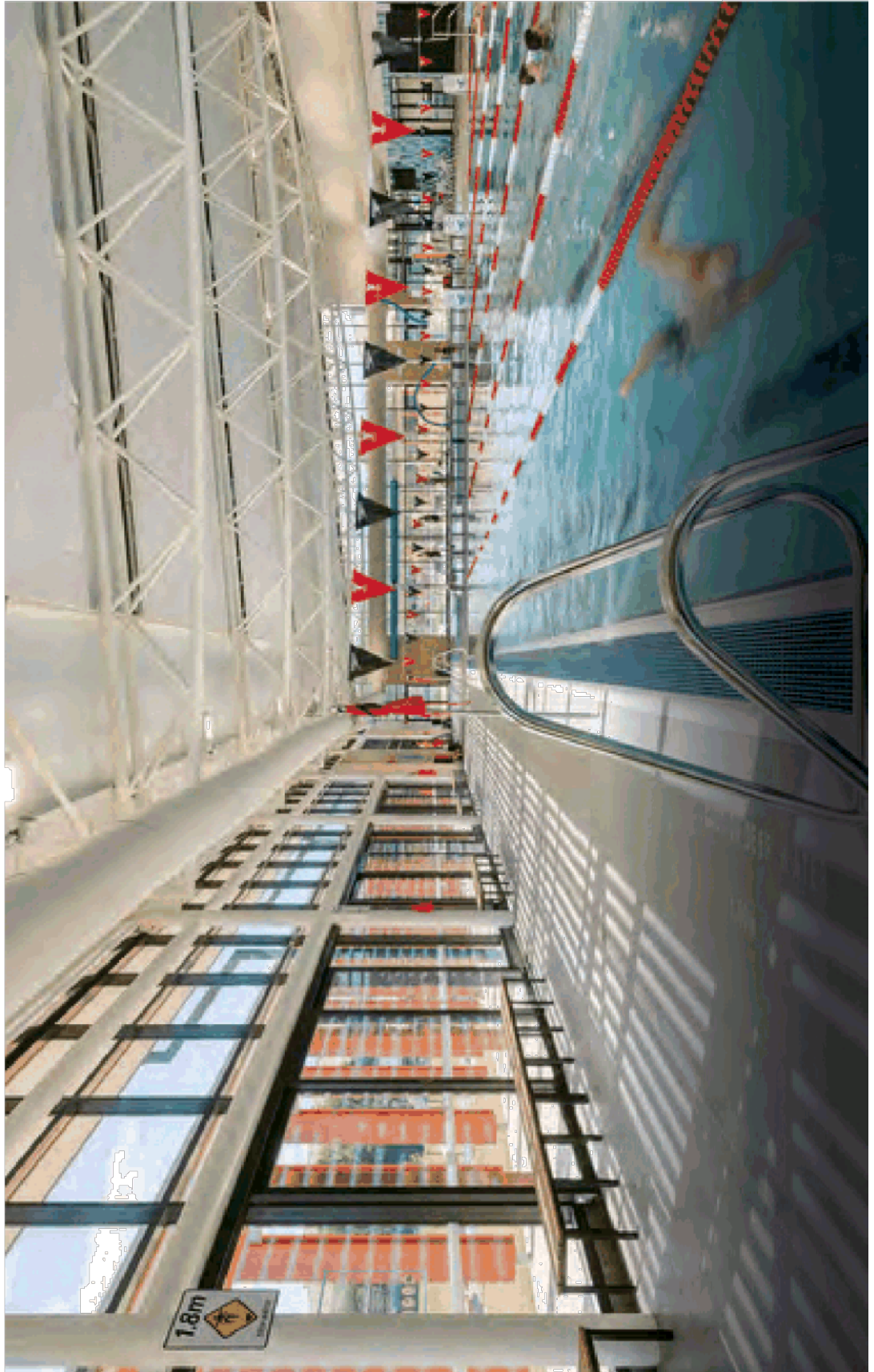
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KINGSTON CITY COUNCIL
AQUATIC FACILITY
FEASIBILITY STUDY
REPORT 01/C
07/09/2021



FEASIBILITY STUDY

KINGSTON CITY COUNCIL
AQUATIC FACILITY



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Plan Overlay: Edithvale Common

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Summary of Co-op's Findings
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CO-OP

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City of Kingston Council

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CO-OP | Aquatic and Dry Fitness Facility



City of KINGSTON

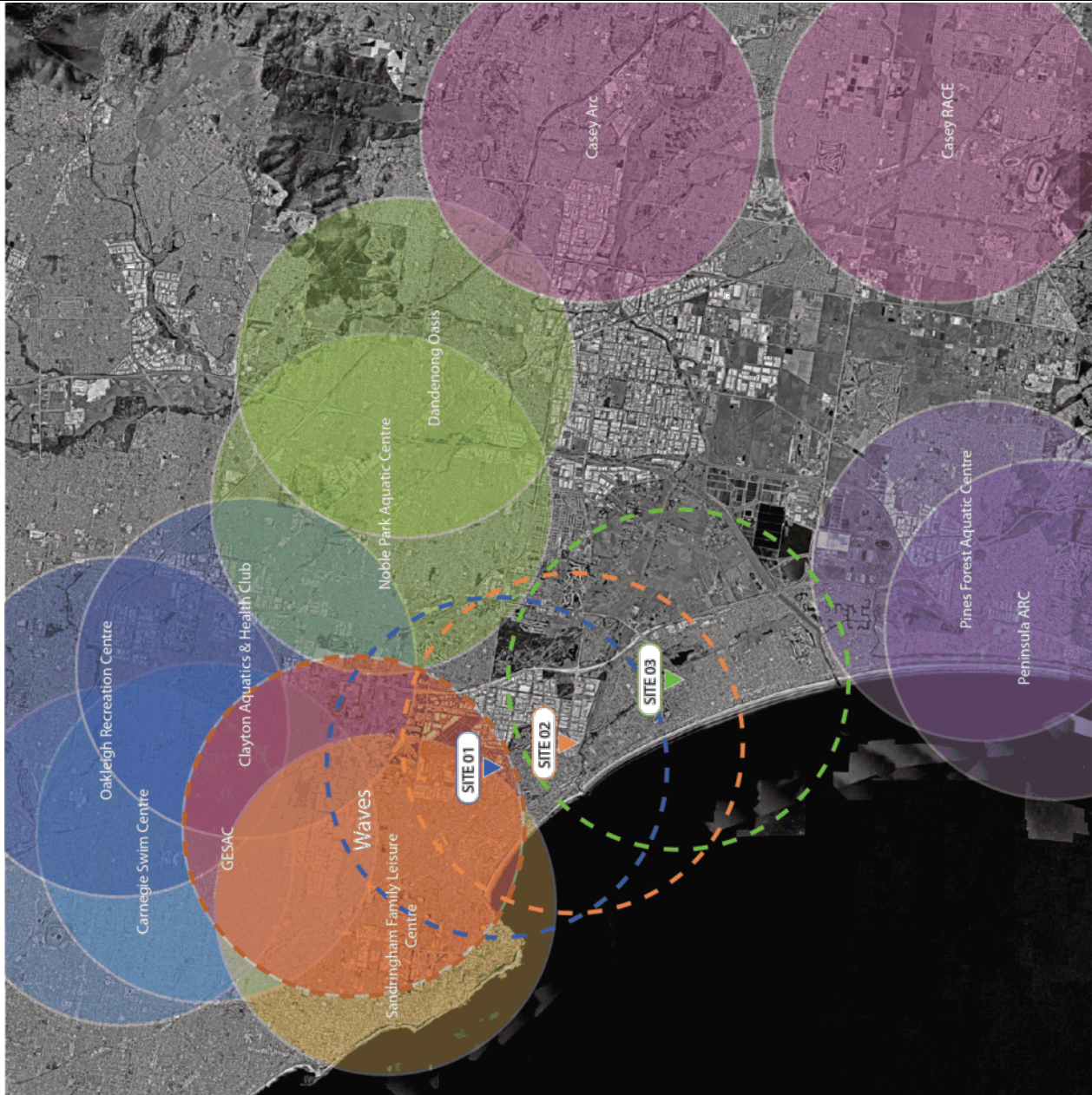
CO-OP

CO-OP STUDIO PTY LTD

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Feasibility Study | 2



01: Council Owned Aquatic Centres - 5km Catchment Areas

BACKGROUND

Brief & Context

The following background information is sourced from City of Kingston's "Kingston Aquatic Facility – Site Feasibility Brief", dated September 2020.

In early 2020 Council committed to investing in high quality aquatic and leisure facilities and requested a report identifying future opportunities, inclusive of a funding strategy, for the delivery of aquatic and leisure facilities that meet the current and future needs of the Kingston community. This decision was made following the closure of the Don Talmell Leisure Centre in Mondriac, due to serious structural issues.

With the planning and development of aquatic and leisure facilities, a three-stage process was proposed to ensure an outcome that meets the current and future needs of our community. An Aquatics Facility Plan has been prepared, focussing on 'Stage 1 – Defining Service Provision' and is intended to provide the overarching strategic response for the provision of aquatic facilities in Kingston.

The Aquatics Facility Plan outlines a set of principles to guide Council's planning, focusing on equitable access and maximising functionality including:

- Provide access for all,
- Maximise user market,
- Reduce facility competition, and
- Minimise service duplication.

To guide the enactment of the above principles, the Aquatics Facility Plan recommends implementing a two facility service model, incorporating a Regional level facility to the north that provides for the greater population needs of Kingston; and a District level facility to the central / south that extends the provision of aquatic and leisure facilities to a broader population.

Waves Leisure Centre in Highett currently meets the needs of the Regional facility to the North. To assist in focusing efforts for the next stage of the new aquatic and leisure centre, the Aquatics Facility Plan prioritises the development of a new District level facility in the City's central / south area.

Community support for Council's investment into aquatic facilities and the above principles, is strong, therefore following finalisation of 'Stage 1', the focus now shifts to 'Stage 2 – Site Assessment and Selection' and the preparation for the future 'Stage 3 – Facility Design and Asset Management'.

Council officers have completed an extensive review of possible locations for a new District level facility with the central / south areas of Kingston.

SCOPE OF REPORT

Shortlisted Sites

In October 2020, Council appointed CO-OP Studio to reviewing the feasibility of three (3) shortlisted sites for the construction of an indoor aquatic and recreation facility.

The aim of the project is to obtain expert advice and guidance to:

- Determine the suitability of the shortlisted sites for an aquatic development;
- Identify any considerations or risks associated with the shortlisted sites;
- Map the position of the development within the site to determine the potential impact on the immediate and surrounding landscapes / properties.

The key objective of this piece of work is to determine the feasibility of the selected sites for the future construction of a District level aquatic and recreation facility.

The review will include:

- Site size and ability to accommodate the facilities requirements and supporting infrastructure as per a District level facility;
- Compatibility of the site with the proposed facility usage;
- Financial modelling for facility construction on each site, including high level construction costs;
- Identify barriers to construction for the identified site such as topography, access, ground conditions, constructability, environmental risks-etc.;
- Traffic management considerations.

This report summarises findings identified in Council's site suitability research, and responds to the specific site selection requirements noted above. We note that the Site Feasibility assessment undertaken by CO-OP Studio is based on analysis of specialist reports and brief site inspectors.

Additional Investigations

In July / August 2021, Council extended CO-OP Studio's engagement to update this Study to reflect more extensive site investigations undertaken by Council, EHS Support and JJ Ryan covering each of the subject sites. These further investigations include:

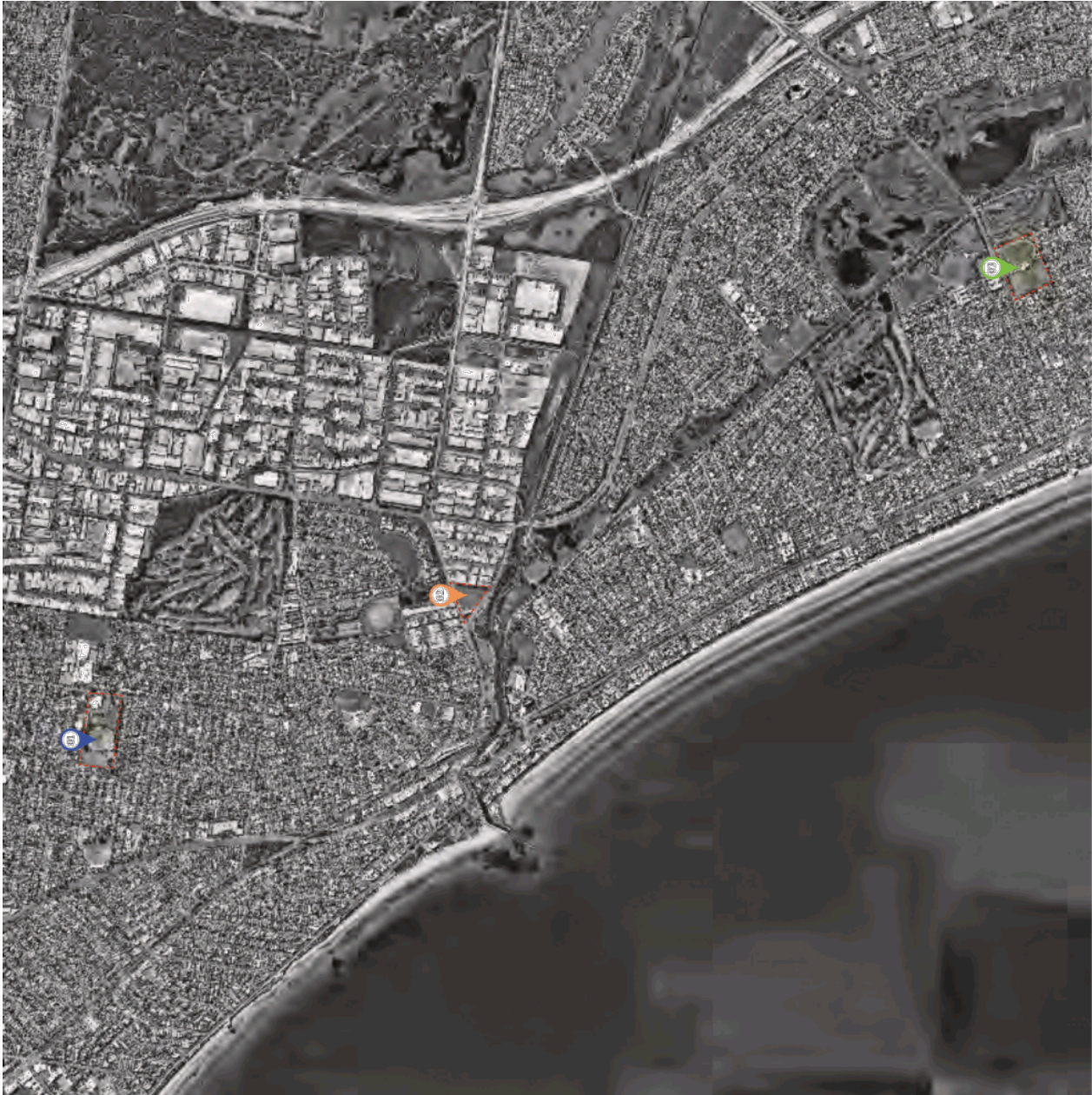
- soil testing and analysis
- groundwater assessment
- gas monitoring
- structural review

Updates include summaries of findings of additional investigations, and the updating of cost plans to reflect the more detailed site condition information gathered. Cost plans have also been updated to reflect current construction market conditions - costs included reflect 2021 prices.

Reference material includes:

- Water Gait Soil and Groundwater Investigation, EHS Support dated 6 September 2021
- Wells Road Soil and Groundwater Investigation, EHS Support, dated 8 September 2021
- Ground conditions memorandum, JJ Ryan Consulting Pty Ltd, dated 26 August 2021.

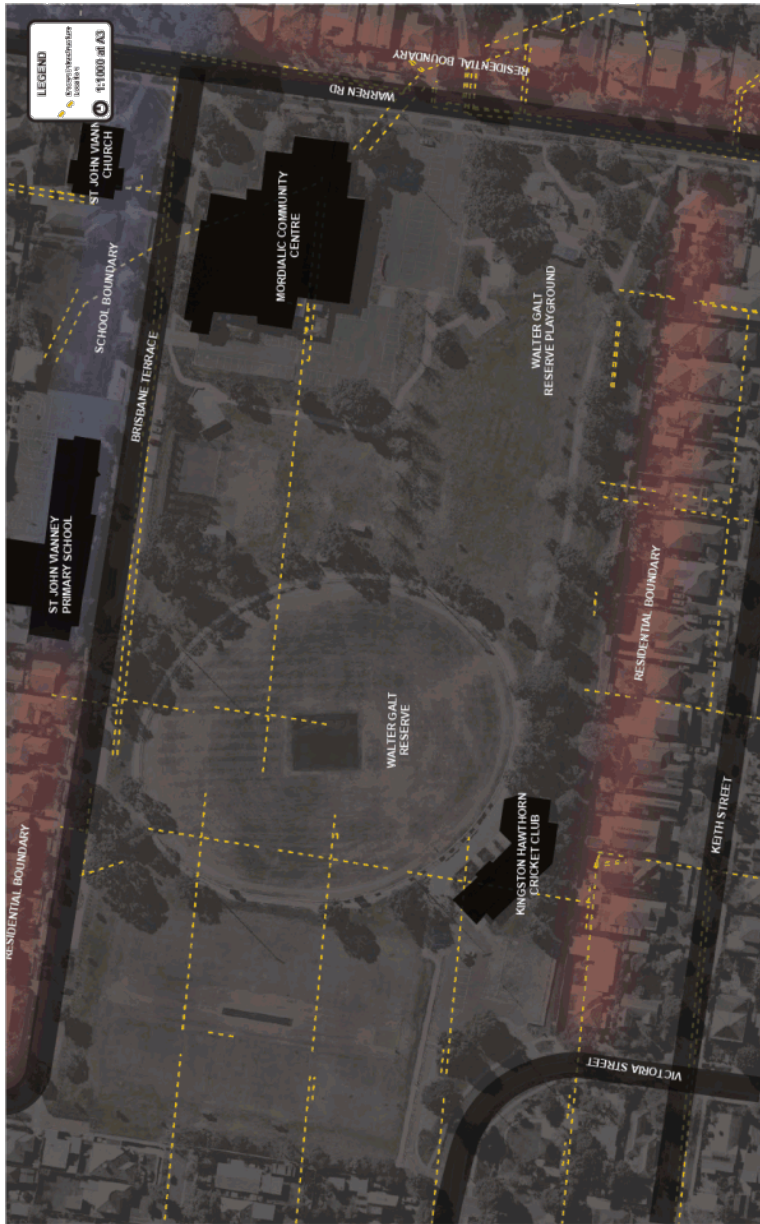
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01: Proposed Aquatic Facility Locations

LOCATION 1

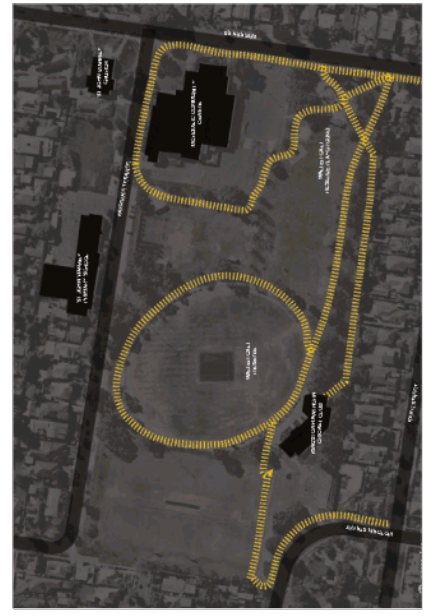
Walter Galt Reserve, Parkdale



01: Site Opportunities & Threats



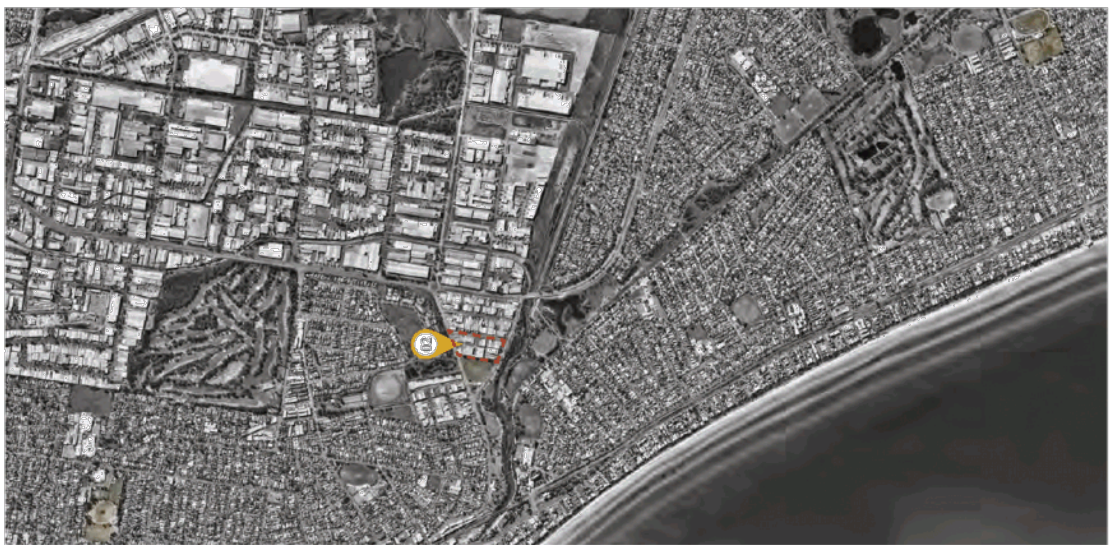
02: Site Accessibility & Circulation Routes - Vehicular



03: Site Accessibility & Circulation Routes - Pedestrian



LOCATION 2
1-7 Wells Rd, Mordialloc



01: Site Opportunities & Threats



02: Site Accessibility & Circulation Routes - Vehicular



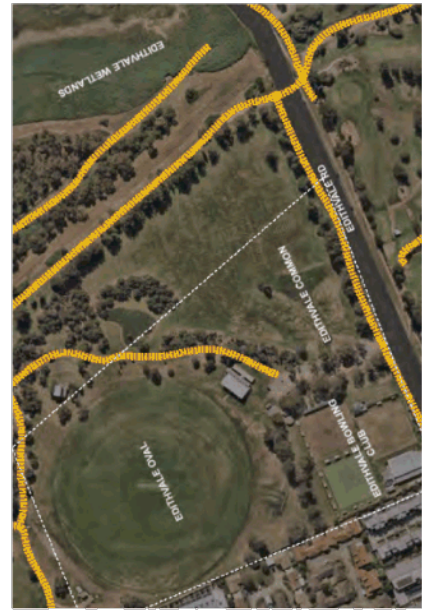
03: Site Accessibility & Circulation Routes - Pedestrian



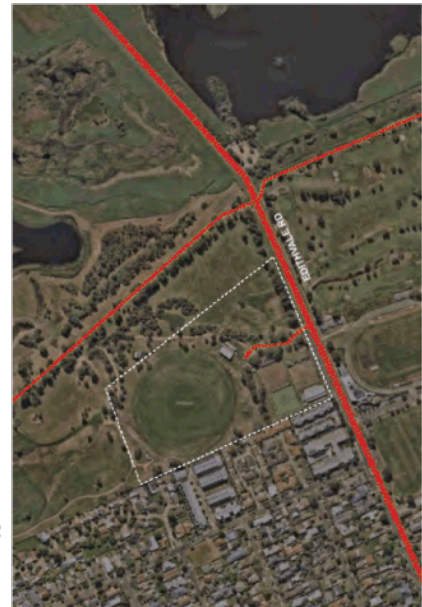
Feasibility Study | IS



01: Site Opportunities & Threats



03: Site Accessibility & Circulation Routes - Pedestrian



02: Site Accessibility & Circulation Routes - Vehicular

LOCATION 3

Edithvale Common, Edithvale



CO-OP | Aquatic and Dry Fitness Facility



SUMMARY OF FINDINGS - PRELIMINARY ASSESSMENT BY COUNCIL

The following table summarises the outcome of preliminary investigations undertaken by Council, including analysis of facility catchments, site suitability, connectivity and accessibility, land use implications, general amenity and the like.

KINGSTON CITY COUNCIL

The following sites have been short-listed by Council following a broad review of available sites across the municipality.

- Site 1: Weller Gait Reserve, 115 Warren Road (corner Brisbane Terrace), Mordialloc (site of existing 'bun' tennis Leisure Centre)
- Site 2: 1-7 Wells Road, Mordialloc
- Site 3: Edithvale Common, 109 Edithvale Road, Edithvale

LEGEND

- Favourable
- Investigate Further, May impede development
- Significant impediment(s) to development identified.

	Site 1 Weller Gait Reserve	Site 2 Wells Road	Site 3 Edithvale Common
Catchment	Reasonable catchment area. Some restrictions due to Moorabbin airport and industrial areas.	Reasonable catchment area. Growth and development expected in the local area.	Reasonable catchment area for local size facility, however limited for district level facility (bordered by the bay to the east and vacant land to the west).
Land Suitability	Damage at the existing site, former landfill, soil contamination identified to be Cat C to up to 4m below existing ground surface - significant costs for removal / disposal of contaminated soil and significant costs identified for structural solution and importation of clean fill.	Area prone to flooding, however, as an industrial site preferable consideration may be made for flood management. No soil contamination detected in testing, though soft soil profile requires piers / piled footings.	May suit stadium better than aquatic, as users more likely to travel further for stadium. Area prone to flooding, high water table may prevent excavation for pool. Authority investigations have determined that development on this site will not be supported by Melbourne Water.
Site Area & Spatial	Limited construction area due to landfill and existing Mordialloc Community Centre (MCC). An expanded service offering would require future MCC development.	Ample space for development, zoned industrial so would require planning advice.	Ample space for development, however, may require relocation of existing users, and remove current open space. AQUATIC & STADIUM POTENTIAL.
Connectivity & Visibility	Whilst visibility of the sight is good with the adjoining facilities. Warren Rd is heavily congested and is not suited to large volumes of traffic.	Good connections with walking trails, adjoining reserves and not too far from strong activity centre close to Mordialloc by-pass.	Authority investigations have determined that development on this site will not be supported by Melbourne Water.
Compatible Use	Good connections with local schools, close to minor activity centres. Assumes removal of MCC.	Size of site would allow potential for inclusion of other community facilities e.g. calisthenics and/or community groups.	Good connections with recreation reserve and children's centre, though not close to an activity centre.
Amenity	Reasonable buffer to residential amenity, however increased traffic could cause concerns to local residents within Brisbane Terrace.	Good buffer to residential amenity.	Reasonable buffer to residential amenity, however areas within the reserve that are close to residential that would need to be considered.
Commercial & Opportunities	Located towards the north within the Waves catchment. Several private gym and learn to swim operators within the immediate area competing for same users.	Some encroachment with the Waves catchment, several private gym and learn to swim operators within the immediate area competing for same users.	Limited competition within the area, however likely a result of poor catchment.
Environmental	Minimal impact on the environment if within the existing footprint, however significant gum trees adjoining the current facility which would need to be considered. Some risk of leachate from contaminated fill entering groundwater where footings penetrate natural material beneath fill.	No existing vegetation to be considered. Evidence of minor contamination at the Site.	Dependant on the chosen location, likely impact on vegetation and the neighbouring wetlands if position closer to this area.
Ownership	Council owned land.	Privately owned property. Owner open to property sale.	Council owned land. Possible use of Melbourne Water land also.
Planning	Existing use. GRZ3, PPRZ, is a current SBO.	IN1Z, PPRZ, RDZ2, RDZ2, LSIQ.	RDZ1, GRZ3, SUZ1, PPRZ, LSIQ, ESQ1.
Proximity to Schools	Parkdale Secondary, St. John Vianney and Parkmore Primary all within walking distance.	Currently zoned industrial, initial advice suggests it would require planning permit, not necessarily a re-zoning application. Mordialloc College, Mordialloc Beach Primary and Yarrabah School within proximity.	Authority investigations have determined that development on this site will not be supported by Melbourne Water. Edithvale Primary nearby, however limited number of schools within catchment.
Access	Poor bus and train access.	Good bus and train access, and walking bike trails.	Reasonable access to the train.



CO-OP | Aquatic and Dry Fitness Facility

SUMMARY OF FINDINGS - FURTHER INVESTIGATIONS

The following table summarises the outcome of further investigations, including facility layout modelling by CO-OP Studio, and geotechnical and environmental testing, gas monitoring and structural analysis undertaken by specialist consultants.

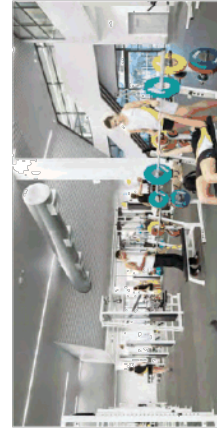
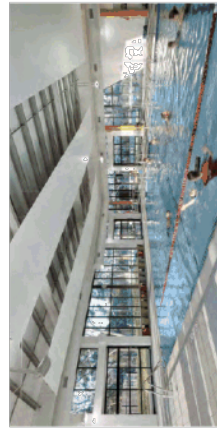
CO-OP STUDIO

The following sites have been short-listed by Council following a broad review of available sites across the municipality.

- Site 1: Walter Galt Reserve, 115 Warren Road (former Brisbane Terrace), Mordialloc (Site or existing Don Tameil Leisure Centre)
- Site 2: 1-7 Wells Road, Mordialloc
- Site 3: Edithvale Common, 109 Edithvale Road, Edithvale

LEGEND

- Favourable
- Investigate Further. May impede development
- Significant impediment(s) to development identified.



	Site 1 Walter Galt Reserve	Site 2 Wells Road	Site 3 Edithvale Common
Site Area	Approx. 5,000sqm (existing footprint) - constructing within the existing footprint is likely to compromise functional planning and consequently operational efficiency, however, extending beyond existing footprint will incur significant cost.	14,837 sqm	Approx. 10,000 sqm site development envelope.
Site Characteristics	Rectangular site (approx. 180 x 350m), orientation east-west. Existing facility site approx. 80 x 60m. Access potential from both Warren Road and Brisbane Terrace, school across Brisbane Terrace to the north, residential area across Warren Road to the east, playground and residential area to the south, sports fields to the west. Nominally 10m above sea level.	Rectangular site (approx. 60 x 200m), orientation north-south. Main access from Governor Road to the north, light industry to the east, Jack Gnut Reserve (playing field) to the west, Mordialloc Creek to the south. Nominally 3m above sea level	Rectangular site (approx. 150-210 x 250m), orientation north-south. Existing bowling club site approx. 100 x 100m. Access from Edithvale Road, community facility across Edithvale Road to the south, residential area to the west, recreation reserve to the north, Edithvale Wetlands to the east. Nominally 0-1m above sea level requiring any development to be raised above natural ground level to mitigate risk of flooding, which will in turn, exacerbate risk of flooding on adjoining sites.
Facility Layout	Generous site, however presence of contaminated fill means that development area is limited to existing footprint, as extending beyond existing footprint will incur significant cost. Preferred arrangement would provide access via Warren Road in an attempt to limit traffic congestion likely to result due to adjoining schools and increased facility capacity.	Narrow site configuration limits development to the two storey model, with preference for facility entry and car parking to the north (Governor Road). Capacity for some parking to the south. Orientate aquatic components to western side of site to interface with existing recreation reserve.	Generous space for facility development, including ground level aquatic facility, or larger recreation facility with up to four highball courts and dry fitness provision on a mezzanine level above change rooms. Providing activation to Edithvale Road would require a southern orientation for aquatic areas in the larger facility model or may require encroachment onto Melbourne Water land or into the Bowling Club site.
Ground Conditions	Sand / silt / clay in area of existing facility (eastern end of reserve), underlying sandstone in western end of reserve. Site noted to be former waste disposal site, fill identified to be Cat C to up to 4m below existing ground surface - significant costs for removal / disposal of contaminated soil and significant costs identified for structural solution and importation of clean fill. Extremely low likelihood of acid sulfate soil.	Limited contamination identified in testing, soil rated as clean fill suitable for re-use on site or elsewhere. Soils rated as soft, recommend piers / pile footings. High likelihood of acid sulfate soil / coastal acid sulfate soil.	Geotech undertaken for proposed light towers to bowling greens: approx. 1.5m of fill over loose sand. Likely requirement for bored piers / piles. Sand / silt / clay across reserve. Dunes of siliceous sands, areas of leached sands. Swampy plains with sandy ridges closer to wetlands. High likelihood of acid sulfate soil / coastal acid sulfate soil.
Construction Implications	Deteriorating ground conditions due to long-term water leaks and subsequent erosion within existing footprint may impact structural solution for new development. Complex footing system required beyond existing footprint requiring removal of contaminated fill. Footing system may penetrate natural material beneath fill, risking leachate contamination of ground water.	Likely that bored piers / piles required and strategy to deal with acid sulphates.	Build-up of levels (by approx. 1.5m) required to resolve flooding risk - likely to impact adjacent sites.
Known Risks	Former Waste Disposal Site. 'Cultural Heritage Sensitivity Area'.	'Land Subject to Inundation' overlay. 'Cultural Heritage Sensitivity Area'.	'Environmental Significance Overlay' due to adjacent RAMSAR wetlands. 'Land Subject to Inundation' overlay. Current (2009) inundation to 1-in-100 year storm tide level, development on this site not supported by Melbourne Water. 'Cultural Heritage Sensitivity Area'.
Suitability of Site	Site not suitable for Development.	Site suitable for Development	Site not suitable for Development

RECOMMENDATION

CO-OP Studio has undertaken a high level analysis to determine the suitability of each of the subject sites. Each of the sites offers opportunities and constraints.

The Edithvale Common site, while offering generous space and connection to open space, is significantly constrained by the risk of flooding, particularly with anticipation of rising sea levels and increased heavy rain events. While consideration can be given to raising the level of the facility to in part mitigate this risk, the on-flowing compromise to facility access, to integration into the surrounding precinct, and the impact on adjoining RAMSAR wetlands would be significant. Authority advice received indicates that Melbourne Water will not support development of this site. This site is therefore removed from further consideration.

The existing Don Taimell Leisure Centre site, at Waller Gait Reserve, has advantages in that it is adjacent to a broader recreation offering, is an existing aquatic facility site and is valued as such within the community. The site, however, is known to be contaminated and is adjacent to a former refuse disposal site, which will require removal and disposal of significant material and will require significant in-ground structure adding prohibitive cost to any development. We note, too, that the facility is within a residential area and that a redevelopment will bring increased traffic and noise which is likely to have an impact on local amenity. It is important to note that the site also encroaches on the Waves Leisure Centre catchment. The identified environmental risks and associated prohibitive cost of construction result in this site not being recommended for development. To add complexity, the replacement of the Mordialloc Community Centre must also be considered to accommodate a future aquatic facility.

The Wells Road Site appears to offer the most appropriate characteristics to accommodate a future aquatic facility. It is accessible from both the north and south which enables separation of community and service access, it is adjacent to an existing recreation reserve and does not require the loss of open space, it is comparatively remote from residential areas and it is within reasonable proximity of public transport and the Mordialloc activity centre.

Its narrow configuration, however, limits future expansion without encroaching into the adjacent recreation reserve. Similarly, its narrow configuration will require any aquatic facility development to be constructed over two levels to accommodate dry fitness spaces, although, this is not uncommon among similar contemporary aquatic facility developments.

Of the three sites assessed, it is recommended that the Wells Road site is the preferred site for development of Council's district level aquatic facility.





FEASIBILITY STUDY

KINGSTON CITY COUNCIL AQUATIC FACILITY

