Ordinary Meeting of Council
24 June 2008

Wollongong City Council

ITEM II

REF: CM102/08

NORTH WOLLONGONG BATHERS PAVILION
Report of Manager Commercial Projects and Property (PC) 4/06/08 05.03.01.002

PROGRAM Economic Growth
FUNCTION Commercial Property
STRATEGY Develop a strategic approach to managing Council’s property and land holdings to foster economic growth as well as commercial returns to Council

PRECIS
A report was submitted to Council’s General Meeting on 23 April 2008 outlining the status of the proposed redevelopment of the North Beach Bathers Pavilion. At that meeting, Council sought a further report reviewing options for future development of the Bathers Pavilion.

This report addresses that request.

RECOMMENDATION
1. Council endorse the preparation of the development of design concept for the Bathers Pavilion.
2. A further report be submitted following the development of design concept, business plan and completion of community consultation.

BACKGROUND
As reported to Council in April 2008:

- Early in 2002, Council called for Expressions of Interest for the redevelopment of the North Beach Bathers Pavilion.
- In December 2002, Pavilion Enterprises Pty Ltd were invited to lodge a development application.
- December 2004, Pavilion Enterprises Pty Ltd lodged a development application.
- June 2005, Bathers Pavilion gazetted as listed on State Heritage Register.
- January 2008, Development Application determined by refusal.
- April 2008, Council withdraws invitation to Pavilion Enterprises Pty Ltd to develop.

Council at its April 2008 meeting sought a further report reviewing options for future development of the Bathers Pavilion.

In considering an alternative development of the building in line with the Conservation Management Plan, there are a number of issues that need to be addressed:

1. The refurbishment of the existing building structure

   A detailed assessment of the cost to simply renovate the Bathers Pavilion has not been undertaken. The original use of the bathers pavilion provided extensive screened change
facilities which were removed in the 1960s when the facility was refurbished to the current open plan.

The Conservation Management Plan identified a range of matters that required attention. A refurbishment plan would include the following:

i. Refurbishment of the open space change areas - cost dependant upon the nature of the space (open/screened) and quality of the refurbishment;

ii. Refurbishment of the existing toilet facilities and improvement to accommodate disability areas and parents’ change room;

iii. Replacement of electricity, water and sewer and provision of communication infrastructure to the lifeguard office and provision of change/toilet facilities for the lifeguards;

iv. Refurbishment of windows, fascia and guttering on the building;

v. Cleaning of internal and external surfaces and re-painting of brickwork;

vi. Repairs to brickwork, where cracked, and repointing; and

vii. Provision of adequate lifeguard storage space (currently stored under the building and does not meet Occupational Health & Safety standards).

These matters have not been costed separately as a range of base assumptions require clarification to establish a clear scope of works. In consultation with Council’s Construction Manager Buildings in March 2007, these works were estimated between $600,000 and $800,000.

2 Demolition of the external toilets behind the Pavilion and widening of the shared pathway

A shared cycle/pedestrian way travels behind the Pavilion and is very tight at the northern end of the building. This creates a “pinch point” with a level of risk that is considered to be above what would normally be acceptable. The Draft Management Plan 2008/09 proposes to address this matter. The demolition of the external facilities with provision of toilets and change rooms within the Pavilion would assist in addressing this matter.

3 Adaptive re-use of the Bathers Pavilion

In addition to the provision of toilets and change rooms, there is the opportunity to establish a less intensive single storey café/kiosk. This would provide a future income stream to assist with the maintenance and preservation of this heritage building.

At this point, design and costs have not been completed. The design would need to take into consideration the Conservation Management Plan and be conducted in consultation with the NSW Heritage Office.

PROPOSAL

It is proposed that a design brief be issued to prepare a concept plan to:

1 Refurbish the existing building structure in line with the recommendations of the Conservation Management Plan;

2 Provide a design for a single storey adaptive re-use of the Bathers Pavilion that includes:
   - Internal toilets and change rooms;
   - Improved accommodation for the lifeguards;
   - Addressing the storage needs of the lifeguards;
   - Provision for a café/kiosk in the building.
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- Demolition of the existing external toilets and undertake widening between the northern end of building and the existing retaining wall.

3 On completion of the design, have a quantity surveyor assess the costs of the works outlined above.

4 On receipt of the quantity surveyor’s report, complete a business plan for the redevelopment in line with the Department of Local Government guidelines; and

5 Submit a further report to Council in October 2008 including the business plan and a proposed funding strategy.

CONSULTATION AND COMMUNICATION

There has not been any community consultation in respect to this recommendation. It does appear from public comment that there is some support for a low intensity adaptive re-use proposal. It is proposed that community consultation will be undertaken when the design concept is completed.

Also, whilst the NSW Heritage Office has provided guidelines for a two storey development, in the early discussions with officers of the Heritage Office they indicated a preference for a single storey development.

PLANNING AND POLICY IMPACT

If adopted, this recommendation would meet Department of Local Government guidelines for Capital Expenditure Projects.

RISK ASSESSMENT

There is minimal risk to Council if this recommendation is adopted.

FINANCIAL IMPLICATIONS

The development of a business plan (including design and quantity survey) is estimated at $20,000. This can be funded from the current operational budget.

On development of a business plan and identification of costs, a Funding Allocation Proposal will be submitted for consideration of capital allocation.

CONCLUSION

The development application for a two storey development has been refused. There was strong community opposition to the proposal. The refurbishment of the building as a bathers pavilion would involve a substantial capital investment and ongoing costs to maintain.

The adaptive re-use of the building as a single storey redevelopment will involve a capital investment that will not meet commercial returns, but will provide ongoing income to ensure future maintenance and preservation of the building.
This report provides Administrators with all the relevant information and is correct at the time of writing. This information has been relied upon in preparing the report and its recommendations. Signed by:

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<tbody>
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ATTACHMENTS

There are no attachments for this report.