



# **VC Mitchell Park Project: Community Information Package**

March 2023

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## 1. INTRODUCTION

The concept of redevelopment of various facilities across VC Mitchell Park for multi-purpose sport, recreation and community benefits has been in the local public domain since at least 2009, when the Shire originally commissioned a study to investigate the opportunity (Master Plan 2009 – Attachment A). The funding environment to progress the significant redevelopment works from the State, Federal and Local Government (the Shire), however, was not favourable until a significant funding opportunity became available as a result of the State Government COVID Recovery Plan.

With a wide range of stakeholders, a complex procurement environment, quickly shifting economic conditions (i.e. materials and contracts price escalations), as well as being a relatively large Shire project, the project has garnered much attention locally. Concerns have included a lack of information made publicly available and that the project may not deliver the broadest possible range of multi-user facilities with the available funds.

As at March 2023, a Design and Construct contract to the value of \$8.51M has been awarded to Perkins Builders and an application submitted to the WA Treasury Corporation for a loan of \$2.9m over a 20 year term. The 'design' phase of the contract has 3 hold points or gateways with no contractual obligation to proceed beyond each hold point.

This package of information is provided to offer a consolidated overview of the project and includes information relating to:

- The history of the project
- The present status of the project
- Project details (e.g. finances, scope of works)
- Next steps and stages for the project.

As much information has been assembled in the time available, with a commitment being made to having a more open and inclusive process as the project proceeds. As information becomes available as much as possible will be released in a timely fashion.

## 2. BACKGROUND

In 2009, the Shire commissioned Jill Powell and Associates to develop the VC *Mitchell Park and Balingup Sports Master Plan*. Due to funding limitations at that time, most of the Master Plan recommendations (redevelopment and revitalisation) were considered as longer-term plans. Over late 2018 and early 2019, the Donnybrook Football Club (DFC) approached the Shire to discuss their plans for maintenance and renewal of the football club facility, chiefly using proceeds from the Club's Chris Sheehan Memorial Fund. On advice from the Shire, the DFC paused their planning whilst the Shire commenced conversations with the Department of Local Government, Sport and Cultural Industries (DLGSCI) in relation to partnership funding opportunities with the State Government. In mid-2018, the Shire secured funding from the DLGSCI to review and update the original Master Plan that was developed in 2009.

The stakeholders include, but are not necessarily limited to the following (some of which are not located on this precinct, but use the facilities):

- The wider Donnybrook Balingup community
- Donnybrook Recreation Centre
- Donnybrook Football Club
- Donnybrook Tennis Club
- Donnybrook Hockey Club – Ladies and Men
- Donnybrook Netball Association
- Donnybrook Basketball Club
- Donnybrook Cricket Club
- District High School
- Primary School
- The Shire of Donnybrook Balingup
- DLGSCI

There are numerous other stakeholders relating to sporting and community activities carried out within the precinct/region including, swimming, badminton, gym, volleyball, spin classes, athletics, dance, and gymnastics.

The renewed Master Plan 2020 (Attachment B) was presented to Council for consideration and was endorsed at the 27 May 2020 Ordinary Meeting of Council. Advice of the Council-approved Master Plan and (up to) \$3M funding commitment, was sent to the State Government in June/July 2020 and in August 2020, the Shire was advised it had been successful in securing a \$6M funding co-contribution to the project via the State Government's COVID Recovery Plan. As the funding commitment from the State Government was made available in an unexpected manner (not through a formal grant application), the normal process of developing a supporting business case had not been undertaken, albeit the Master Plan fulfilled many aspects of a normal business case.

A significant contributing factor to the Shire securing a grant of this magnitude was an in-principle commitment by Council (18 December 2019, Resolution Reference 216/19) to contribute up to \$3m to the project. While not a legal requirement of the allocation of COVID grants, there was a clear expectation on the part of Government that the Shire would make a contribution.

Between November 2020 and February 2021, a Project Team was established by the Shire, utilising early-release funding (\$250K) awarded by the DLGSCI. The Project Team included:

- Project Management
- Architect
- Quantity Surveyor
- Electrical Engineer
- Civil Engineer
- Structural Engineer
- Mechanical Engineer
- Fire Engineer / Certifier
- Lighting Engineer
- Hydraulic Engineer
- Geotechnical Engineer
- Land Surveyor.

A Stakeholder Reference Group (made up of sporting clubs) was established by the Council in May 2019 and operated up to July 2021. This Stakeholder Reference Group was discontinued by the Council, in July 2021, on the basis that the inception and planning phases of the project were completed.

The purpose of the engagement of a project team was to:

- Commence planning and design works in more detail, based on the approved 2020 Master Plan.
- Conduct additional stakeholder consultation, captured in a Functional Brief (Attachment C).
- Use the Functional Brief to inform a tender for issue to the market.

The tender was publicly released between 2 June and 13 July 2022, however, no compliant tenders were lodged. Following provisions of the Local Government Act 1995, the Shire then sought direct tenders from south west construction companies who expressed an interest in the project during the advertised tender period (but did not lodge tenders). These contractors included Perkins Builders and Smith Constructions, with Perkins Builders being selected as the preferred contractor.

To manage project risk, mainly in relation to cost escalations, a staged approach was developed with Perkins Builders, with the Shire maintaining no obligation to proceed with construction should it deem the project risk too high at any of the pre-determined 'hold points'.

### 3. PROJECT OBJECTIVES

The VC Mitchell Park Master Plan (May 2020, page 6) identified the following broad objectives for the project:

	<b>Project Outcomes</b>	<b>Benefits</b>
<b>Service Provision</b>	<ul style="list-style-type: none"> <li>• Increased service provision.</li> <li>• Building on sustainability initiatives.</li> <li>• Collaboration between community, sports clubs and service providers.</li> </ul>	<ul style="list-style-type: none"> <li>• Increase in community programs in the area.</li> <li>• Increased accessibility to sports programs in the area.</li> <li>• Increased community pride and sense of belonging.</li> <li>• Sustainability of local service providers, and/or community and sports organisations to meet existing service demands and establish additional programs &amp; services.</li> </ul>
<b>Filling need of sports clubs and associated programs</b>	<ul style="list-style-type: none"> <li>• Increased utilisation capacity</li> <li>• To consider the need for the continuous use of the precinct during the implementation of the Master Plan</li> </ul>	<ul style="list-style-type: none"> <li>• Increase in opportunity to participate in a number of sports.</li> <li>• To enable continued use of the facilities through development and minimising disruption to community access.</li> </ul>
<b>Accessibility</b>	<ul style="list-style-type: none"> <li>• Improve accessibility throughout precinct for all community members.</li> </ul>	<ul style="list-style-type: none"> <li>• Continued and improved access for physical activity opportunities.</li> </ul>
<b>Employment opportunities and economic benefits</b>	<ul style="list-style-type: none"> <li>• Increased employment opportunities through construction phase and once operational.</li> <li>• Value adding to the existing economic activity &amp; production.</li> </ul>	<ul style="list-style-type: none"> <li>• Construction – potential for increased job opportunities for local construction industry.</li> <li>• Increased staffing opportunities to service new facilities.</li> <li>• Increased local skill base and career opportunities / pathways for local community.</li> </ul>
<b>Environment</b>	<ul style="list-style-type: none"> <li>• Integration of ESD initiatives in the design of buildings and facilities.</li> </ul>	<ul style="list-style-type: none"> <li>• Consideration of effective building design, materials, fixtures and fittings to minimise ongoing operations.</li> </ul>

The Tender documentation (June/July 2022) further identified project objectives, as follows:

<p>Key Design and Project Objectives:</p> <ul style="list-style-type: none"> <li>• Rejuvenation of sport and recreation facilities within the Shire.</li> <li>• Opportunity for shared-use community facilities and events in the VC Mitchell Park precinct.</li> <li>• Deliver broader social, health and economic benefits to the local community.</li> </ul> <p><b>Community Hub Development</b> - To fully utilise the synergies, advantages and benefits of co-locating a variety of sport, recreation and community activities within a single, integrated precinct. To create:</p>
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- New passive recreational facilities/amenities and initiatives.
- Indoor and outdoor events space.
- Consideration for improved sports facility usage through sports lighting and other services infrastructure (pending budget availability).
- Flexible community-use space.

To prioritise flexibility in the accommodation of the stated needs of the various sporting clubs and community organisations as stated within the Functional Brief and Master Plan.

**Sport Club Growth** – to support the growth requirements of sporting clubs in the region through improved facilities, allowances for growth in numbers as the region expands as well as ability to support increased divisions such as State competitions.

**Ageing Infrastructure** – to facilitate identified functional shortcomings with the existing ageing amenity and capacity, and to consider resolution of existing technical faults within the precinct in the context of the Master Plan. This includes replacement of aged and inefficient services infrastructure to and within the site.

**Sustainability** – To develop facilities that are operationally sustainable through co-location, multiuse and multipurpose and energy efficient facilities. This will include consideration for environmental sustainability and particularly where the initiatives support the longer-term efficiency and operational costs for the precinct.

**Accessibility** – Community facilities should be designed to comply with the principles of universal access and inclusion design by facilitating access to and use of the facility and its spaces by all individuals and groups, of all abilities.

#### 4. PROJECT TIMELINE

	Stage	Milestone	Date
Past	Concept Initiation	<ul style="list-style-type: none"> <li>DFC approach Shire in relation to long term future of facility</li> </ul>	Late 2018/early 2019
		<ul style="list-style-type: none"> <li>Shire secures DLGSCI grant (\$12K) to review 2009 Master Plan (Shire co-contributes \$25K to review costs).</li> </ul>	April 2019
	Due Diligence	<ul style="list-style-type: none"> <li>Stakeholder engagement, including potential sports user groups, State Government, other local governments.</li> </ul>	May 2019 – May 2020
		<ul style="list-style-type: none"> <li>Council provide in-principle support for \$3M (loan) contribution to the project, on the basis of leveraging \$6M from the State Government.</li> <li>Council instructs CEO to seek State Government funding as per Council resolution.</li> </ul>	December 2019
		<ul style="list-style-type: none"> <li>Council approve Master Plan and reconfirms request to CEO to seek funding from the State Government.</li> </ul>	May 2020
		<ul style="list-style-type: none"> <li>State COVID Recovery Plan is announced, with \$6M allocated to Shire.</li> </ul>	August 2020
		<ul style="list-style-type: none"> <li>DLGSCI approve early funding access to Shire for \$250K (to be deducted from \$6M grant)</li> </ul>	October/November 2020
		<ul style="list-style-type: none"> <li>Shire engages project team</li> </ul>	November 2020 – February 2021
		<ul style="list-style-type: none"> <li>Functional Brief</li> <li>Sketch Plan</li> <li>Stakeholder consultation</li> <li>Community information sharing</li> <li>Request for Tender development</li> <li>Quantity Surveyor pre-tender estimate</li> <li>Council briefing and approval</li> </ul>	March 2021 – September 2021
	Concept Planning	<ul style="list-style-type: none"> <li>WATC Funding Application / Approval</li> <li>Council Briefing and Approval</li> </ul>	September 2021 – December 2021
	Governance Model Review	<ul style="list-style-type: none"> <li>Facility Management Model review and recommendations</li> </ul>	March 2022
	Request For Tender	<ul style="list-style-type: none"> <li>Tender issued to market</li> <li>Tender response period</li> <li>EOI Commercial Consultation issued to market</li> <li>Council Approval – preferred contractor nominated</li> </ul>	June 2022 – August 2022
	Preferred Contractor Negotiation	<ul style="list-style-type: none"> <li>Engagement with Preferred Contractor</li> <li>Negotiation with Preferred Contractor</li> <li>Draft Offer and Contract Documents</li> <li>Council Approval - Award</li> </ul>	August 2022 – November 2022
	Present	Design Phase – Hold Point 1	<ul style="list-style-type: none"> <li>Contractor appointed</li> <li>Schematic design development</li> </ul>



		<ul style="list-style-type: none"> <li>• Council/Commissioner presentation and Approval</li> </ul>	
<b>Future</b>	<b>Design Phase - Hold Point 2</b>	<ul style="list-style-type: none"> <li>• Design Development</li> <li>• Council/Commissioner Presentation and Approval</li> </ul>	April 2023 – June 2023
	<b>Design Phase - Hold Point 3</b>	<ul style="list-style-type: none"> <li>• Construction Documentation 80%</li> <li>• Finalise Construction Budget – Fixed Lump Sum</li> <li>• Council/Commissioner Submission and Approval</li> </ul>	June 2023 – September 2023
	<b>Construction Documentation and Construction Phase</b>	<ul style="list-style-type: none"> <li>• Construction Documents 100%</li> <li>• Demolition</li> <li>• Construction</li> </ul>	October 2023 – December 2024
	<b>Liability Period</b>	<ul style="list-style-type: none"> <li>• Defects Liability Period</li> </ul>	December 2024 – December 2025

## 5. PRESENT STATUS AND NEXT STEPS

Currently, the Shire and nominated contractor (Perkins Builders) are developing detailed designs and costings for the project, in a number of staged steps (termed project ‘hold points’). In light of rapidly changing costs for projects of this nature, this risk mitigation measure was introduced whereby three contractual ‘hold points’ are required, as follows:

Hold Points	Description	Anticipated Timeline
Design Phase – Hold Point 1	Contractor Appointed Schematic Design Budget Update Council/Commissioner approval to move to Hold Point 2	January 2023 – to April 2023
Design Phase - Hold Point 2	Design Development Budget Update Council/Commissioner approval to move to Hold Point 3	April 2023 – June 2023
Design Phase - Hold Point 3	Construction Documentation 80% Finalise Construction Budget – Fixed Lump Sum Council/Commissioner approval to proceed to construction	June 2023 – September 2023

At each ‘hold point’, the Shire must determine if it is still comfortable to proceed with the project. Once reaching a ‘hold point’, there is no contractual obligation for the Shire to proceed any further (e.g. if it deems project risk too high or if it deems value for money cannot be achieved) and the cost outlay is capped at the pre-agreed costs to reach that ‘hold point’.

Presently, the Shire is considering moving from Hold Point 1 to Hold Point 2, which will require a decision of the Council (Commissioner). To aid the decision-making process, it is proposed to engage the services of an external/independent professional to undertake the following due diligence:

- Review further opportunities to achieve best value for money, including where cost savings may be achieved.
- Identify opportunities to further refine the design to maximise the multi-purpose nature of the facility in line with the Master Plan, Financial Assistance Agreement obligations and stakeholder aspirations.
- Develop a consultation/governance model to support improved Stakeholder consultation and engagement.
- Identify optimisation of the use of shared facilities.

## 6. PROJECT FINANCES

Project funding sources are as follows:

DESCRIPTION	SOURCE	AMOUNT	NOTES
Financial Assistance Agreement (FAA) 1 DLGSCI Funding	State Government	\$250,000	Expended. Acquitted.
Financial Assistance Agreement (FAA) 2 DLGSCI Funding	State Government	\$5,750,000	FAA contract endorsed by DLGSC. Awaiting Ministerial signing (expected by mid March 2023).
WA Treasury Corporation Borrowings (Loan)	Shire	\$2,900,000	Loan application lodged 9 February 2023.
Proceeds of land sale (lots 3 and 4 Bridge Street, Donnybrook) to WaterCorp	Shire	\$100,000	Loan application reduced from \$3m to \$2.9m.
Hockey Pitch – Insurance Claim (stolen turf)	Shire (insurance)	\$41,229	Expended. Acquitted.
Hockey Pitch – Trust Fund – Cash in lieu of POS – Donnybrook (Mead Street land sales)	Shire	\$188,457	Expended. Acquitted.
Hockey Pitch – Trust Fund – Cash in lieu of POS – Donnybrook (General)	Shire	\$20,314	Expended. Acquitted.
Reserve – Land Development	Shire	\$250,000	Confirmed.
<b>PROVISIONAL TOTAL</b>		<b>\$9,500,000</b>	Funding available without DFC and WAFC contribution
WAFC Grant – Female Changerooms/Other	WA Football Commission	\$120,000	To be confirmed.
Donnybrook Football Club (DFC) Contribution	Donnybrook Football Club	\$250,000	To be confirmed.
<b>ANTICIPATED TOTAL</b>		<b>\$9,870,000</b>	Funding available with DFC and WAFC contribution
LED Lighting replacement VC Mitchell Park Oval (co funded by Donnybrook Football Club)	Donnybrook Football Club	\$50,000	Shire to determine if DFC contribution to LED lighting can be offset against the proposed \$250k contribution.
LED Lighting replacement VC Mitchell Park Oval (co funded WA Football Commission)	WA Football Commission	\$50,000	WAFC Funding to LED lighting will not be offset against proposed \$250k contribution by DFC.

Project expenditure to date, including incurred costs and committed costs, includes:

Expenditure Items	
Project Management (including variation and geotechnical services)	\$102,977.54
Architect engagement including sub-consultancy	\$79,784.50
Electrical Engineer	\$15,100
Quantity Surveyor	\$22,920

Hydraulics Engineers	\$28,185
Feature site survey	\$7,950.00
Hockey pitch early works package (minor civil works)	\$2,055.00
Anna Dixon Consulting (governance/management model)	\$11,200
Expression of Interest advertising	\$113.64
Geotechnical investigations	\$9,657
BCE site surveying	\$7,950
Administration and documentation	\$3,037.74
Design and construction of synthetic turf hockey pitch	\$251,561
Hold Point 1 contract value	\$147,194
Project management costs Hold Point 1	\$13,636
<b>Total expenditure and commitments to date</b>	<b>\$703,321.42</b>

The Shire's proposed loan from WA Treasury Corporation is as follows:

Loan Amount	\$2,900,000
Term	20 Years
Repayments	40 Semi Annual
Interest Rate	4.6499%
Total Principal Repayments	\$2,900,000
Total Interest Repayments	\$1,585,816
Total Govt Guarantee Fee	\$238,833
Total Cost of Loan	\$4,724,649

A copy of the loan application (February 2023) is attached to this package, and was prepared in accordance with WA Treasury Corporation guidelines. The power for Local Governments to borrow money is covered in section 6.20 of the Local Government Act 1995. As the proposed loan was adopted in the 2022/23 Annual Budget, there is no statutory requirement to advertise the loan. The adopted Annual Budget for 2022/23 contains budgeted repayments of \$43,919 principal, \$76,380 interest and \$10,471 in Government Guarantee Fee (GGF) making a total of \$130,770. The basis of this is that there would only be 1 repayment in the 2022/2023 Financial Year. For clarity the GGF reduces in accordance with the outstanding principal balance over the term of the loan. The adopted Long Term Financial Plan 2022 – 2042 contains annual fixed repayments of principal and interest of \$209,334 and the reducing GGF over the term of the Loan.

Impact on Rates over next 10 years:

	1	2	3	4	5	6	7	8	9	10
	2022-23	2023-24	2024-25	2025-26	2026-27	2027-28	2028-29	2029-30	2030-31	2031-32
Rates	6,599,410	7,028,372	7,450,073	7,897,077	8,331,417	8,747,987	9,185,386	9,644,655	10,126,888	10,430,695
Loan Repayment P, I and GGF	123,351	244,830.8	244,095.6	243,386.2	242,642.4	241,907	241,042.7	240,187.6	239,292.3	238,398.2
% of Rates	1.87%	3.48%	3.28%	3.08%	2.91%	2.77%	2.62%	2.49%	2.36%	2.29%

Additional General Financial Assistance Grant	60,000	61,200	62,424	63,672	64,945	66,244	67,569	68,924	70,299	71,705
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funding - indexed at 2%										
% of Rates	0.91%	0.87%	0.84%	0.81%	0.78%	0.76%	0.74%	0.71%	0.69%	0.69%

Net Impact on Ratepayer	0.96%	2.61%	2.44%	2.28%	2.13%	2.01%	1.89%	1.78%	1.67%	1.60%
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**NOTES:**

- Rates from 2022-23 - Adopted Budget Years 2-10 LTFP
- Loan Repayments based on indicative quote provided
- Additional General Financial Assistance Grant funding from 2022/23 of \$60,000

Recurrent costs for the redeveloped facility will chiefly relate to building asset maintenance, with the tenant/s to be responsible for minor and day-to-day maintenance, as applies to Shire-leased facilities across the district. As the proposed new facility is replacing existing facilities, new asset maintenance costs are offset by the demolition of the older facilities. Until the final building design is complete (Issued for Construction drawings), the Shire will apply industry standard averages for asset maintenance costs.

SPM Assets ([www.spmassets.com](http://www.spmassets.com)) recommends the following industry averages when considering lifecycle costs:

- **Operating (0.5%):** Includes power, water, waste disposal, insurance, rates, and property/lease management charges.
- **Maintaining safety (0.3%):** Complying with building codes through regular inspections, and servicing of essential plant and equipment.
- **Maintaining a healthy environment (0.2%):** Cleaning, pest control, and security.
- **Tenant expectations (0.5%):** Reactive or responsive works and maintenance. This increases as the building ages. The level of reactive expenditure is largely driven by the asset management policies and procedures that the governing body commits to.
- **Extending the life (0.3%):** Planned preventative maintenance, including gutter cleaning, wash downs, replacing air conditioning filters, and general scheduled maintenance work that's often determined by the Facility Management Team or the facility management service provider.
- **Sustainability (1.5%):** Component renewals and replacement, and room/building refurbishments. Budgeting 1.5% is at the higher end for a building that may demand a higher level of service standard, including heritage buildings. Consider this as a 'sinking fund', and associated financial policies will determine how this is accounted for and managed.

In future years, the percentages would be based on the updated capital replacement cost of a building, rather than the initial build cost.

## 7. PROCUREMENT

At its March 2022 Ordinary Meeting, Council approved the release of a Request for Tender (RFT) for the VC Mitchell Park project. The RFT was developed in consultation with an external professional Project Manager and the WALGA Procurement Services team and was released via the Tenderlink portal for a six-week period between 2 June and 13 July 2022.

The RFT was downloaded by 31 separate people/organisations.

Preliminary market feedback on the RFT in the first four-week period signalled a scenario in which no tenders (or compliant tenders) may be lodged. That market feedback included:

- Three prospective proponents advised that they would not be tendering.
- No tenders were lodged to the four-week date (noting two weeks still to run to due date).
- There were no requests for clarification via the tender portal.
- There were no participants in the non-mandatory site visit.
- There were no participants in the non-mandatory online briefing.

In accordance with the *Local Government (Functions and General) Regulations 1996* (the Regulations), in the event that no tenders are received (or no compliant tenders or no value for money tenders), the Local Government may enter into direct market negotiations with a supplier/s for the tendered goods or services, rather than re-tender. This provision is open for a period of six months, after which the Local Government must re-commence the tender process.

Anticipating this possible scenario and seeking to expedite options and solutions for the project and for Council, an Expression of Interest (EOI) Commercial Consultation process was undertaken in order to identify potential contractors willing to engage in further commercial due diligence and negotiation with the Shire for the project works.

Following advice from WALGA, the EOI Commercial Consultation was prepared as a market consultation exercise, rather than the formal EOI tender process established under the Regulations (note: the EOI Tender process under the Regulations is for the purpose of developing a 'restricted field of tenderers', rather than an open market tender).

The EOI Commercial Consultation document was released for two weeks, concluding at the same date as the RFT (13 July 2022 at 4pm), and requested respondents to address seven selection criteria, as follows:

1. Demonstrated capability.
2. Demonstrated capacity.
3. Proposed procurement methodology.
4. Proponent preliminaries and margins.
5. Demonstrated delivery of three projects.
6. Financial capacity / bank guarantees.
7. Additional information.

Two EOI's were lodged, both by south-west based construction companies, with only one addressing the Selection Criteria. To ensure the process of selecting a proponent (construction company) for the Shire to direct contract with was a public, open opportunity, it was advertised in the West Australian newspaper, the South Western Times newspaper, the Shire website and the Shire Facebook page.

Conducting the EOI Commercial Consultation process concurrently with the RFT was undertaken in order to be agile and adaptable in a complex and quickly changing procurement environment, within the bounds of Local Government legislation.

Due diligence on the EOI Commercial Consultation process was undertaken, with advice from WALGA and DLGSCI, to ensure it met legislative processes, and funding body agreement.

On the basis that no tenders were received, and that one of the two EOI Commercial Consultation responses did not address the Selection Criteria, it was recommended that the Shire engage in further due diligence and negotiation with the preferred contractor (Perkins Builders), with a report and recommendation to Council.

At its 16 November 2022 Special Meeting, Council resolved to move forward with contracting Perkins Builders, adopting the 'hold point' methodology.

## 8. SCOPE OF WORKS

Via the available project funding, the Shire has sought to deliver the broadest possible benefit to all sporting groups and the community across the precinct, recognising that not all of the Master Plan elements can be delivered in the initial stage. With limited funding available, prioritisation for delivery of Master Plan elements is required. Priorities for delivery in Stage 1 include:

- Developing and upgrading supporting servicing infrastructure (which will also underpin future stages of development).
- Redeveloping the 'old' football club facilities into a contemporary and multipurpose sport and community building, over two levels.
- Expanding and upgrading the tennis club building.
- Development of the synthetic hockey pitch and lighting (completed).
- Renovation and improvements to Donnybrook Recreation Centre (completed).

Assisting to guide prioritisation of elements for Stage 1, a Project Functional Brief (Attachment C) was developed in consultation with sports user groups in March 2021. The Functional Brief established the following Design Principles (page 32) for the project:

- Develop the Precinct as a "Community Hub"
- Utilise local vernacular aesthetics
- Maximise multi-purpose and shared uses
- Co-locate compatible user groups
- Broaden the involvement of other potential user groups across the Community
- Maximise universal design across the Precinct
- Maximise accessible design across the Precinct
- Design for crime prevention and public safety
- Design for health and safety of all users
- Maximise functionality for all users at all levels of sport (social – competitive)
- Keep pedestrian and vehicular networks simple and logical
- Aim for "smart" expenditure and value for money without compromising quality and functionality
- Maximise local content through specifications and tender conditions
- Utilise local and regional construction methodologies to "keep it simple"
- Design to minimize maintenance where possible.

In addition to the above Design Principles, the Functional Brief identified (page 32) the following Functional Zones for the precinct:

- Key Nodes:
  - Recreation Centre
  - Multi-purpose Sports Club rooms at Recreation Centre
  - Multi-Purpose Sports Pavilion (co-located Football and Tennis Clubs)
- Outdoor Spaces:
  - Oval
  - Tennis Courts
  - Netball / Basketball Courts
  - Hockey Practice Field
  - Multi-purpose Field



- Ancillary Elements:
  - Carparks and access roads
  - Pedestrian Linkages
  - General landscaped and bush areas
  - Sports Field lighting
  - Sub-station
  - Bore(s)
  - Fire tanks and pumps
  - Fences and gates
  - Ticketing boxes
  - Service areas

The Functional Brief also captures user group functional expectations from the project (pages 9 – 17), acknowledging that not all expectations can be met.

The scope of works for each element of Stage 1 of the project is detailed further below.

### ***Demolition Works***

Includes demolition of Donnybrook Football Club clubhouse and changeroom, as well as the ‘Away Team’ changeroom facility. Some additional minor/incidental demolition works may be required (e.g. kerbing, asphalt, landscaping surrounding facilities).

### ***Infrastructure***

Upgrades to reticulated services including power, communications, water, sewer and fire service infrastructure. Upgrades to drainage, paths and precinct lighting (excludes playing surface lighting).

### ***Pavilion 1: New multipurpose sport and community building (incorporating football clubrooms)***

A two storey facility, over much of the same footprint as the existing football club building, comprising:

Lower level:

- Sporting changerooms and warm-up room
  - Public toilets
  - First aid room
  - Umpire change facilities
- Service areas
  - Grounds maintenance staff office
  - Canteen with lift and stairs to upper levels
  - New seating plats overlooking the oval.

Upper level:

- Function room
  - Sports bar
  - Bar and kitchen with associated stores and services areas
- Public toilets
  - Secure storage room
  - Multiple-purpose rooms (meetings etc)
  - Lobby with lift and stairs to lower level.

A key consideration as part of the development of the design was to provide connection between the various levels of the site and integrate the sporting clubs and users as far as possible. Options were considered during the design phase for a single storey solution with the view to reducing cost, however this was not pursued on the basis that the single storey building would not provide the connectivity to the middle and upper levels through a horizontal connection which was a driver of the Master Plan.

The intention is to provide a sense of arrival or entry to the Precinct through a combined entry point to Pavilion 1 and 2. This will assist in wayfinding as well as accessibility which would be more problematic with a single storey building and the level differences.

With the preferred scenario being the two storey solution, Pavilion 2 upper level provides a link to Pavilion 1 and the greater VC Mitchell Park sporting precinct with linked paths for access.

The Pavilion 1 ground level is primarily sports operations with facilities to support football, soccer, cricket, baseball, athletics etc. The facilities also cater for male and female use with lockable shower cubicles and ability to separate change rooms. Public conveniences are provided and include Universal Access Toilets with family friendly 'changing rooms'.

The upper level is proposed to be serviced with stairs and a lift for access from ground level, providing options for the ambulant and those with ambulant disabilities. Pavilion 1 includes a commercial kitchen and bar that is able to service separate function rooms concurrently or separately. The function room is a multi-purpose space with capacity for up to ~200 persons. This room will include provision for audio visual presentations, bands, conferences, training, expo's and the like. Events including but not limited to weddings, funerals, presentation nights, industry awards, school balls, e-sports, bingo etc. will be accommodated in this space. The bar has additional capacity for up to ~100 persons that can be open to or closed off from the function room space.

### ***Pavilion 2: Tennis club building***

The existing tennis club building is proposed for expansion and renovation, incorporating:

- Additional toilet and changeroom facilities
- Roof renovation with new roof insulation
- New terrace and steps to tennis court
- Building façade improvements
- New feature entry

### ***Synthetic Hockey Pitch (completed)***

Synthetic turf training pitch (not full size) with fencing and lighting.

### ***Donnybrook Recreation Centre (completed)***

Recent (last ~2 years) works to the Donnybrook Recreation Centre include:

- Resurfacing the pool.
- Roof replacement to specific areas.
- Refurbishment of multi-purpose room.
- Renewal of pool side doors.
- Additional doors to foyer and courts.
- Gym flooring renewal.
- New flooring and painting to foyer, office and kiosk.
- New kiosk bench tops.
- New LED lighting to foyer, office and multipurpose room.
- Painting to pool brickwork and steelwork.
- New ceiling to pool, foyer and kiosk.
- Plant and machinery replacement.
- New pool covers and rollers.

As part of Hold Point 1, the Shire is reviewing a Schematic Design Report, being prepared by the contractor (and nominated architects). The Schematic Design Report will provide a 'fine grain' level of detail in relation to the scope of works, and will be made publicly available as soon as completed.

## 9. FACILITY GOVERNANCE MODEL

At its March 2022 Ordinary Meeting, Council received a report on governance and management model scenarios for the new facility (Options Analysis – VC Mitchell Park, Anna Dixon Consulting, Attachment D) and endorsed, in principle the 'Blended Management Model', detailed as follows (page 34 of the attachment):

### **1. Blended Management Model – Shire & Key User Club; Venue Hire Model**

Under this model, the Shire would manage bookings of the Sports Ovals and all leases, licences, seasonal bookings and casual hire using the existing processes and systems. Each of the sporting clubs would continue to operate out of their existing facilities as they currently do.

The Key User Club (suggest Donnybrook Football Club) would take responsibility for operational management of Multi-Function Community Room 1. The Club would utilise the space for its own purposes, as well as taking responsibility for managing hiring out to other user groups and third-parties. The Club would be responsible for providing access to venue hirers, cleaning after use by the club and hirers and any other outgoings. The Club would collect the fee for hiring the space, as well as potentially offering catering and event services, offering them the ability to generate additional income to cover any costs associated with managing the space and potentially employ staff to assist in delivering some aspects of service (for example, cleaning or bar staff) to reduce the demand on volunteers.

The Key-User Club might leverage the opportunity of having access to this space to run events or offer some form of limited dining (for example, casserole nights, quiz nights, family friendly activities) to raise funds and activate the space.

It is suggested that the Shire should work with the Club to negotiate a fair price for a lease agreement that is returned to the ongoing maintenance and renewal of the building, and depending on the Club's intentions to leverage the opportunity to engage in revenue generation, a percentage of profits may be negotiated as part of this lease fee.

It is recommended that the Shire either develops or supports the Club to develop an online presence for the space, ideally including a quality online booking system to reduce the administrative burden on volunteers (and improve the customer experience to increase follow through on bookings).

The other clubs at the precinct would continue to use their spaces in line with how they are currently doing so.

As the project proceeds, further work on the proposed governance model will be required. Relationships will need to be re-set in order to optimise the multi-user/multi-purpose nature of the facility.

## 10. FUTURE STAGES

The VC Mitchell Park Master Plan (2020) identifies a variety of new and redeveloped facilities across the precinct. With the cost to deliver all elements of the Master Plan far exceeding the presently available (capped) funding, the Shire has prioritised the delivery of some new/redeveloped facilities, and de-prioritised others, through a staging approach. For this present stage (2023-2024), the priority has generally been placed on:

- Developing and upgrading supporting servicing infrastructure (which will also underpin future stages of development);
- Redeveloping the 'old' football club facilities into a contemporary and multipurpose sport and community building, over two levels;
- Expanding and upgrading the tennis club building; and
- Development of the synthetic hockey pitch and lighting (completed).

The timing and funding scenarios for future stages of development of the precinct as per the Master Plan are unknown, with no clear 'road map' as to when they may be provided.

The Shire will need to plan and pursue opportunities for 'completion' of the precinct, including:

- Recreation Centre:
  - additional multipurpose court/s (internal/external).
  - Administration, meeting and club space/facilities.
- Rectangular grass field (multi-purpose e.g. soccer, rugby, events, training ground).
- Associated precinct parking modifications.
- Coordinated precinct entry points.
- Playing surface lighting (e.g. tennis courts).
- Landscaping and children's play areas.

Funding considerations for future stages of delivery include:

- State or Federal Government grant funding - unlikely in the short-medium term given the current government investment of \$6M in the precinct.
- Third party grant funding (e.g. LotteryWest) – LotteryWest generally doesn't invest in sport and recreation facility development as it is seen as a State/Local government responsibility. LotteryWest funding may be secured for 'value add' elements of the precinct that are not sport and recreation specific (e.g. playgrounds).
- Future Borrowings – this would be unlikely in the short-medium term given other potentially more pressing needs that are not sport related.
- Shire cash-backed Reserve funds – whilst the Shire has approximately \$5.2M in cash-backed Reserves, this funding is pre-allocated to other specific purposes (e.g. rehabilitation of waste management facilities) and careful consideration would be needed before utilising these funds.
- Property sales – selling 'lazy' property assets (e.g. vacant land) owned by the Shire can be considered, however, there are minimal opportunities for this, with modest revenue opportunities only.