

## Minutes of Goshen Common Council

9:30 a.m., March 17, 2023 Work Session about the Shanklin Pool  
*Schrock Pavilion, Shanklin Park, 411 West Plymouth Avenue, Goshen, IN*

### Council members:

Megan Eichorn (District 4)      Julia King (At-Large)      Doug Nisley (District 2)  
Donald Riegsecker (District 1)      Matt Schrock (District 3)      Council President Brett Weddell (At-Large)  
Absent: Gilberto Pérez, Jr. (District 5); Youth Advisor Karen C. Velazquez Valdes

### City staff present:

Deputy Mayor and Community Development Director Mark Brinson  
Superintendent of Parks & Recreation Tanya Heyde  
City Attorney Bodie Stegelmann  
City Director of Public Works & Utilities Dustin Sailor

### BACKGROUND:

Earlier this year, Mayor Stutsman notified Councilors that he would be convening a Council work session to discuss the status and future of Shanklin Pool, a public swimming pool in the City's Shanklin Park, 411 Plymouth Avenue. The work session was eventually scheduled for (and held) March 17, 2023.

Shanklin Pool is nearly 50 years old and has a bather capacity of 625 patrons. The pool is 7,500 square feet and has about 2,000 square feet dedicated to diving and slides. It has an open swimming area, a diving well, wading and toddler pools and seating areas. It also has a bathhouse, a mechanical building and a concessions building.

Over the years, the Mayor and City staff have notified Councilors that the pool, which had been renovated once before, needed extensive renovations or replacement.

In a March 14, 2023 memorandum to the Council, City Superintendent of Parks & Recreation Tanya Heyde set the stage for the March 17 work session by writing the following:

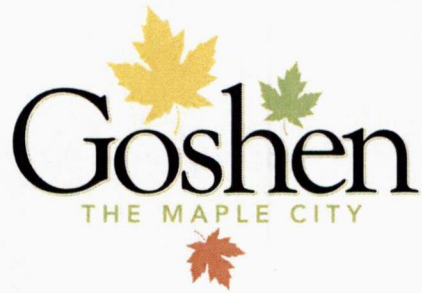
In the fall of 2022, the Park Department began working with a consultant, HWC Engineering (of Indianapolis), for master planning services for Shanklin Pool. HWC Engineering evaluated and reported on existing conditions to City staff and the Shanklin Pool Steering Committee. A second steering meeting consisted of evaluating preliminary concepts and cost estimates.

The Parks and Recreation Department looks forward to presenting the findings from the planning sessions to City Council for consideration that will assist the Department with administering next steps – preferred design, delivery methods, budget for improvements and business planning for the pool.

**NOTE:** A Council work session is open to the public, but no votes or official actions can be taken. For that reason, this work session consisted of solely of presentations and discussions

Mayor Jeremy Stutsman called the meeting to order at 9:31 a.m.





**1) Welcome and opening comments:**

**Mayor Stutsman outlined the work session goals** – to get a detailed report about the condition of Shanklin Pool, consider options for addressing the situation, learn about funding needs and have a preliminary Council discussion on how to proceed. **The Mayor stressed that no decisions would be made today.**

**Mayor Stutsman said Councilors King and Schrock have been serving on the Shanklin Pool Steering Committee** since last year and have participated in many discussions about the pool. He noted that City staff members have done a great job continuing to operate the pool. Still, he said it was time for a change. The **Mayor** said it was clear it would take a substantial amount of money to either renovate or replace the pool. Assuming either action was authorized by the Common Council, **Mayor Stutsman** said repairs or replacement would require that funding be provided from various sources. Although no decisions would be made today, the Mayor said he hoped to get an indication today what level of funding Councilors would be comfortable supporting. **Mayor Stutsman** said that he anticipates that major funding will be required for the City to continue operating a municipal pool. And whatever option is chosen, the Mayor said, will require closing the pool for at least a year.

**2) HWC Engineering presentation, City staff comments and discussion by Council and Mayor:**

**Jonathan Smith, a Senior Project Manager/Landscape Architect with HWC Engineering, gave a comprehensive presentation to the Council** using a 21-slide PowerPoint presentation, titled “Shanklin Park Pool Master Plan, Special Council meeting | Work Session, March 17, 2023” (**EXHIBIT #1**).

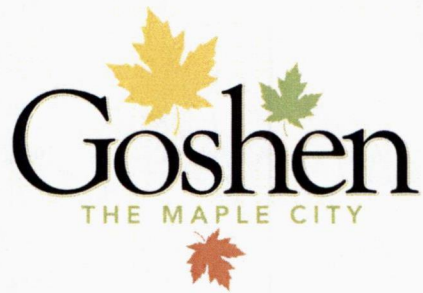
**In his presentation, Smith discussed:** how the master plan was developed; existing pool conditions; steering committee recommendations; pool attendance and current operations; preliminary concept development, three approaches and funding options; project delivery methods; schedule options and next steps.

During his presentation, Smith was assisted by **Cory Whitesell, Partner and Director of Planning and Landscape Architecture with HWC**. The **Mayor, Councilors and City staff asked questions and offered their viewpoints throughout the presentation.**

**Smith and Whitesell** guided the discussion forward using the PowerPoint slides.

**How the master plan was developed:**

- With City staff, the consultants inspected the pool, focusing on its current condition;
- Consultants met twice with the Steering Committee, whose members are: Mayor Stutsman, Councilors King and Schrock, Deputy Mayor Mark Brinson, Superintendent of Parks & Recreation Tanya Heyde, Park Maintenance Director Kevin Yoder, Director of Public Works & Utilities Dustin Sailor; and Lynn Morris, representing the Rotary Club of Goshen;
- The first meeting focused on the current pool conditions and the programming/activity desired at a renovated or new pool and the second meeting included a review of preliminary concepts and costs.



**Existing pool conditions:**

- Pool membrane (or liner, often made of PVC, polyvinyl chloride) is past its lifespan;
- Pool vessel concrete shows signs of wear;
- Pool gutter system needs upgrades/replacement;
- Mechanical and piping system needs upgrades;
- Filtration system needs upgrades in the wading and toddler pools;
- Concrete deck needs repairs/ replacements;
- Deck drainage needs repairs/ replacement;
- Pool slides are past their lifespan;
- Mechanical building needs upgrading to support a new system;
- Bathhouse has structural issues and needs improvements;
- Concessions building also has structural issues and needs to be rebuilt.

**Site constraints:**

- The pool is in the Elkhart River floodplain, so any extensive work will require a permit from the state Department of Natural Resources;
- An electric utility easement limits expansion to the west
- Site grading limits the space for expansion.

**Programming desired by the Steering Committee:**

- **Target audience** – Children, parents, pre-teens, young adults and older adults;
- **300-500 kids a day** – Clubs, camps, field trips;
- **Inclusive features** are a need of the community;
- **Programming opportunities** – Movie nights, gathering/event space.

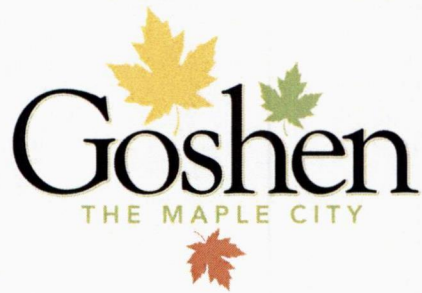
**Desired amenities:**

- Lockers/storage space;
- Shade options;
- Rentable cabanas/space;
- Slides;
- Beach entry with play feature;
- Toddler play features

**Undesired amenities:**

- Lap Pool;
- Diving well;
- Wave pool;
- Splash pad.





**Cory Whitesell of HWC** said a community pool can be designed to provide options for competitive and recreational swimming, but costs increase to provide both. He said Shanklin Pool hasn't been used for competitive swimming for many years and the current diving well is not deep enough. He said half of the pool is dominated by a slide, which can only be used by two people at a time. He said newer pools are shallow and have play features.

**Attendance and current operations:**

**Superintendent of Parks & Recreation Tanya Heyde** presented a chart showing the usage of the pool from 2018 through 2022. The chart showed daily admissions, pass visits, swim lessons, revenue and expenses (chart included in the PowerPoint presentation, **EXHIBIT #1**).

The chart showed that **daily admissions** at the pool were 8,858 in 2018, 10,432 in 2019, closed due to the COVID-19 pandemic in 2020, 7,066 in 2021 and 7,553 in 2022. **Revenue** was \$63,087 (with \$123,470 of expenses) in 2018, \$65,336 (with \$142,194 of expenses) in 2019, \$0 (with \$3,957 of expenses) in 2020, \$59,626 (with \$132,133 of expenses) in 2021 and \$74,392 (with \$163,228 of expenses) in 2022.

**Heyde** said the pool is open from Memorial Day through Labor Day and on August weekends. Citing the daily admissions statistics, Heyde said the pool is definitely used by the community. She conceded that pools aren't big money-makers for most cities, but are still community assets that serve many people.

**Jonathan Smith of HWC Engineering continued his presentation with a discussion of the three options for the renovation or replacement of Shanklin Pool.**

For each option, **Smith** described the work that would need to be done and the budget range. Smith also displayed detailed diagrams and color photographs (of other community pools) which showed what each option would look like when completed (available for viewing in the PowerPoint presentation, **EXHIBIT #1**).

**Preliminary Concept Development:**

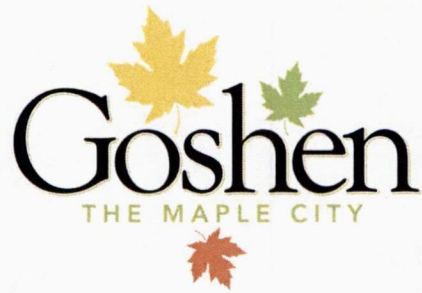
- **Option 1:** What can be done to the existing pool to bring it up to code and make it more functional?
- **Option 2:** What can be done within the existing footprint and with the existing structure?
- **Option 3:** What can be done if the City re-imagines the entire pool facility?

**Option 1 (bring pool up to code and make it more functional):**

1. Replace pool membrane and repair pool vessel concrete;
2. Upgrade and repair gutter system;
3. Upgrade and repair mechanical and piping system;
4. Provide upgraded piping for future slide improvements;
5. Upgrade filtration system at wading pools;
6. Replace and repair concrete deck as needed to meet code;
7. Upgrade and repair deck drainage as needed to meet code and operate as intended.

**Budget range: \$4-\$4.5 million**





**HWC Engineering (City's consultant) doesn't recommend repairing the pool as is for these reasons:**

- A repaired pool in its current configuration doesn't meet the needs of the community currently and into the future;
- There are too many unknowns with the pool to fully understand the current condition = HIDDEN COSTS;
- Repairing the pool would only expand its life by 10-15 years.

**Option 2 (improvements within the existing footprint and existing support buildings):**

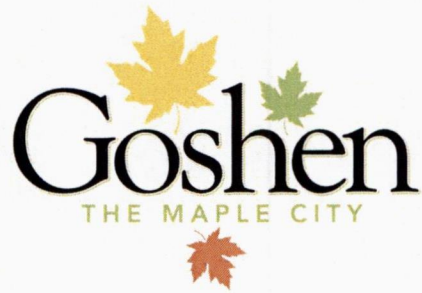
1. Pool deck of 18,990 square feet;
2. Beach entry/activity pool (42-inch depth, 10,035 square feet);
3. Slide tower;
4. Inclusive play feature;
5. Deck chairs;
6. Umbrellas;
7. Shade sails;
8. Café area;
9. Artificial turf/lounge area;
10. Cantilevered shade structure;
11. Cabanas;
12. Drop-off area;
13. Water walk play feature;
14. Basketball goals.

**Budget range: \$9-\$9.5 million**

**Option 3 (a re-imagination of the entire pool facility):**

1. Pool deck of 18,360 square feet;
2. Beach entry/activity pool (42-inch depth, 9,995 square feet)
3. Slide tower (two slides);
4. Play feature;
5. Deck chairs;
6. Umbrellas;
7. Shade sails;
8. Café area;
9. Artificial turf/lounge area;
10. Cantilevered shade structure;
11. Cabanas;
12. Drop-off area;
13. Entry plaza;





- 14. Admission/Concession building;
  - 15. Bathhouse;
  - 16. Mechanical building;
  - 17. Basketball goals;
  - 18. Water walk play feature;
  - 19. Toddler bay
- Budget range: \$12-\$12.5 million**

**Jonathan Smith of HWC Engineering displayed a series of color photographs of community pools in Indiana showing many of the features proposed for Goshen.** These included, interactive play features, slide towers, beach entries, water walk features, toddler play areas, inclusive play features, pool deck features, basketball goals, cabanas, an aquatic center entrance and a concession stand.

**Funding options:**

**Superintendent of Parks & Recreation Tanya Heyde provided an overview of options to pay for the project:**

- Grants
- Land & Water Conservation Fund Grant
- Community Investment Grant
- Fundraising
- Bonds
- Indiana Regional Economic Acceleration and Development Initiative (READI) funds

**Mayor Stutsman** said he has had preliminary discussions about the pool project with the Community Foundation of Elkhart County. While he said staff members didn't make any commitments, they appeared to like the concepts. He said the City would have many funding options.

**Mayor Stutsman** said Goshen has a community pool because of the fund-raising efforts by the Rotary Club. The club funded the construction and renovations of the pool, which is why a Rotary representative is on the steering committee. He said club members want to help with fundraising.

**Council President Weddell**, a Rotary member, said the club wants to help with fundraising, but doesn't have the resources to be a major funder.

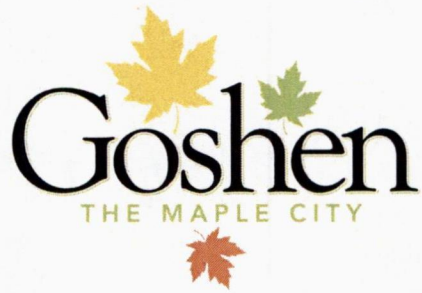
**Councilors Eichorn, Weddell and Riegsecker** commented on the funding options as well as the costs of maintenance.

**Mayor Stutsman** said he also was exploring the possibility of collaborating with Goshen College on an Eli Lilly Foundation grant that could pay for at least part of the pool project.

In response to questions about the value of pools, **Jonathan Smith** and **Cory Whitesell** said South Bend and Elkhart recently completed major pool projects and that communities still want children to learn how to swim.

**Council President Weddell** said he could not imagine Goshen not having a city pool. **Mayor Stutsman** agreed, saying a pool contributes to Goshen's quality of life and he "would hate to see us lose one of our amenities." Council President Weddell said there is value in outdoor recreation, especially for children.





**Mayor Stutsman** when the City had to close the pool early, staff members were “flooded with calls” from residents. He added that the pool is a great resource for the community on hot days.

**Project delivery methods:**

**Jonathan Smith of HWC Engineering** described four methods the City could use to complete the pool project:

- General Contracting (GC)
- Construction Management (CM)
- Construction Management At Risk (CMc)
- Build-Operate-Transfer (BOT)

**Cory Whitesell of HWC Engineering** said he understands that many elected officials are frustrated when projects approved to cost \$12 million end up costing \$14 million. So, he said a growing number of communities are using new methods of keeping tighter controls over costs. So, he recommended Goshen consider project management.

**Two schedule options:**

**Smith** described two potential timetables for completing the one-year pool renovation or replacement process.

**2025 Opening – Memorial Day**

- Start design by late spring/ early summer 2023;
- Bid in spring of 2024;
- Pool closed for 2024 season.

**2026 Opening – Memorial Day**

- Start design by late spring/ early summer 2024;
- Bid in spring of 2025;
- Pool closed for 2025 season.

**Why it is critical to start the project early:**

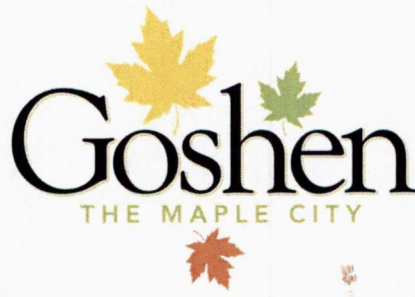
- The existing pool is in a floodway and will need to be approved by state Department of Natural Resources before construction starts;
- This is typically a 6-month minimum process.

**Next steps:**

**Smith outlined the Council’s next step on the pool renovation/replacement:**

- Select a preferred design direction;
- Determine the delivery method that is best for the City;
- Determine the operating budget for improvements – Plan for the future;
- Confirm the business plan for the pool.





**Cory Whitesell** said HWC could work out a schedule to open a new pool in 2026, but the design process would need to begin soon. **City Director of Public Works & Utilities Dustin Sailor** concurred with that opinion. **Mayor Stutsman** said that to open a new pool in 2025 would require an even more accelerated timetable. **There didn't appear to be a consensus among Councilors about how quickly to proceed. However, there seemed to be more interest in a 2026 pool opening.**

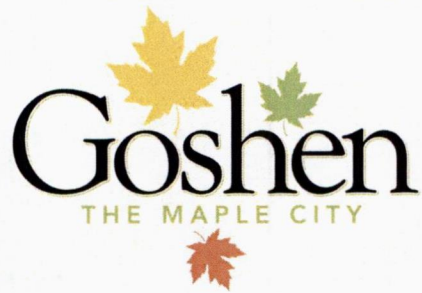
**Councilors and Mayor Stutsman made many comments about the condition of the pool, the options to repair or replace it and the funding options. Among the key issues discussed or points made:**

- Eliminating water play features could reduce the cost of the renovation/replacement by \$1 million.
- The pool infrastructure must be replaced and doing so for a new pool will be a known cost, but the cost to improve the infrastructure for Option #1 is not as certain because until work begins, it's not possible to know how extensive the infrastructure has degraded over the year and the replacement costs.
- The cost of all-new infrastructure for the size of a pool proposed for Goshen would be about \$7 million.
- Some of the play features would have multi-generational appeal.
- It is tricky to design play areas for teens because teens mostly just want areas to hang out.
- The pool capacity for Option #3 would be about 1,000 bathers.
- The bath house and bathrooms would also be used by general Shanklin Park visitors.
- Because the pool is in the flood plain, Option #3 would have the same basic footprint as the current pool.
- Replacement of the pool, as proposed in Option #3, begs the question of whether it would make more sense to relocate the pool to a new location and avoid some of the current challenges in Shanklin Park, including being located in the flood plain and being constrained by the electric utility easement.
- However, steering committee members determined that another site would likely be more expensive to develop and pose other challenges. A new site would need connections to water and sewer systems as well as parking, and providing this infrastructure would be expensive. In addition, the current site has parking and close access for City staff.
- There was affirmation for designing a pool for family fun as opposed to competitive swimming.
- Engineers have determined that renovating or rebuilding the pool in the same location would not be risky in terms of the flood plain issue. It would be well above the river's flood stage.
- Although the consultants have made their best cost estimates, they warned that the final costs could rise.

**After Smith concluded his presentation, Mayor Stutsman and Councilors discussed next steps. Mayor Stutsman said the project would be at a standstill until a majority of Councilors indicated support for the project. He asked if any Councilor would oppose a major renovation of the pool. There were no responses.**

**Based on the remarks made, there appeared to be an emerging consensus among Councilors that it made sense to keep the pool in Shanklin Park and to opt for a replacement of it assuming funding could be arranged that didn't pose an undue burden on taxpayers.**





There also appeared to be Council support for Option #3. There were varied options on the best ways to pay for a new pool, including less interest in issuing a bond or incurring debt.

Mayor Stutsman said that if the Council was interested in supporting Option #3, it would be prudent to expect it would ultimately cost closer to \$14-15 million.

Mayor Stutsman said he had heard enough Council support today for the pool renovation/replacement to justify having City staff continuing to work on the project. He also said he would continue to explore options for funding the project.

There was no further substantive Council discussion.

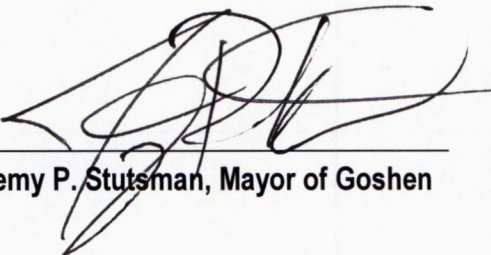
### 3) Adjournment

Mayor Stutsman adjourned the work session at 11:03 a.m.

**Note:** The work session was open to the public, but no public comments were invited or offered because it wasn't a regular Council meeting and no votes were taken. Reporters from the *Goshen News* and *Elkhart Truth* attended the work session and wrote news stories about it, which were published March 18, 2023.

**EXHIBIT #1:** Color printouts of a 21-slide PowerPoint presentation, titled "Shanklin Park Pool Master Plan, Special Council meeting | Work Session, March 17, 2023," prepared and presented by Jonathan Smith, a Senior Project Manager/Landscape Architect with HWC Engineering, at the Common Council's work session on March 17, 2023.

APPROVED:

  
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Jeremy P. Stutsman, Mayor of Goshen

ATTEST:

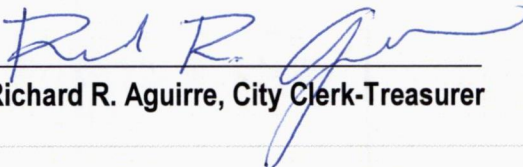
  
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Richard R. Aguirre, City Clerk-Treasurer



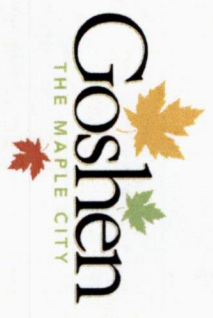
EXHIBIT #1



# Shanklin Park Pool MASTER PLAN

Special Council Meeting | Work Session

March 17, 2023





# AGENDA

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- How was this plan developed?
- Existing Conditions Analysis
- What we heard so far
- Attendance & Current Operations
- Preliminary Concept Development
- Funding Options
- Project Delivery Methods
- Schedule Options
- Next Steps





# How was this plan developed?

- **Existing Conditions Analysis**
  - Walkthrough and review of existing conditions with park staff
- **Lead by a Steering Committee**
  - Steering Committee Meeting 1
    - Review existing conditions and confirm program
  - Steering Committee Meeting 2
    - Review preliminary concepts and costs
- **Steering Committee Members**
  - Jeremy Stutsman, Mayor
  - Mark Brinson, Deputy Mayor, Community Development
  - Tanya Heyde, Park Superintendent
  - Kevin Yoder, Park Maintenance Director
  - Dustin Sailor, Director of Public Works
  - Julia King, City Council At-Large
  - Matt Schrock, City Council District 3
  - Lynn Morris, Rotary Club of Goshen



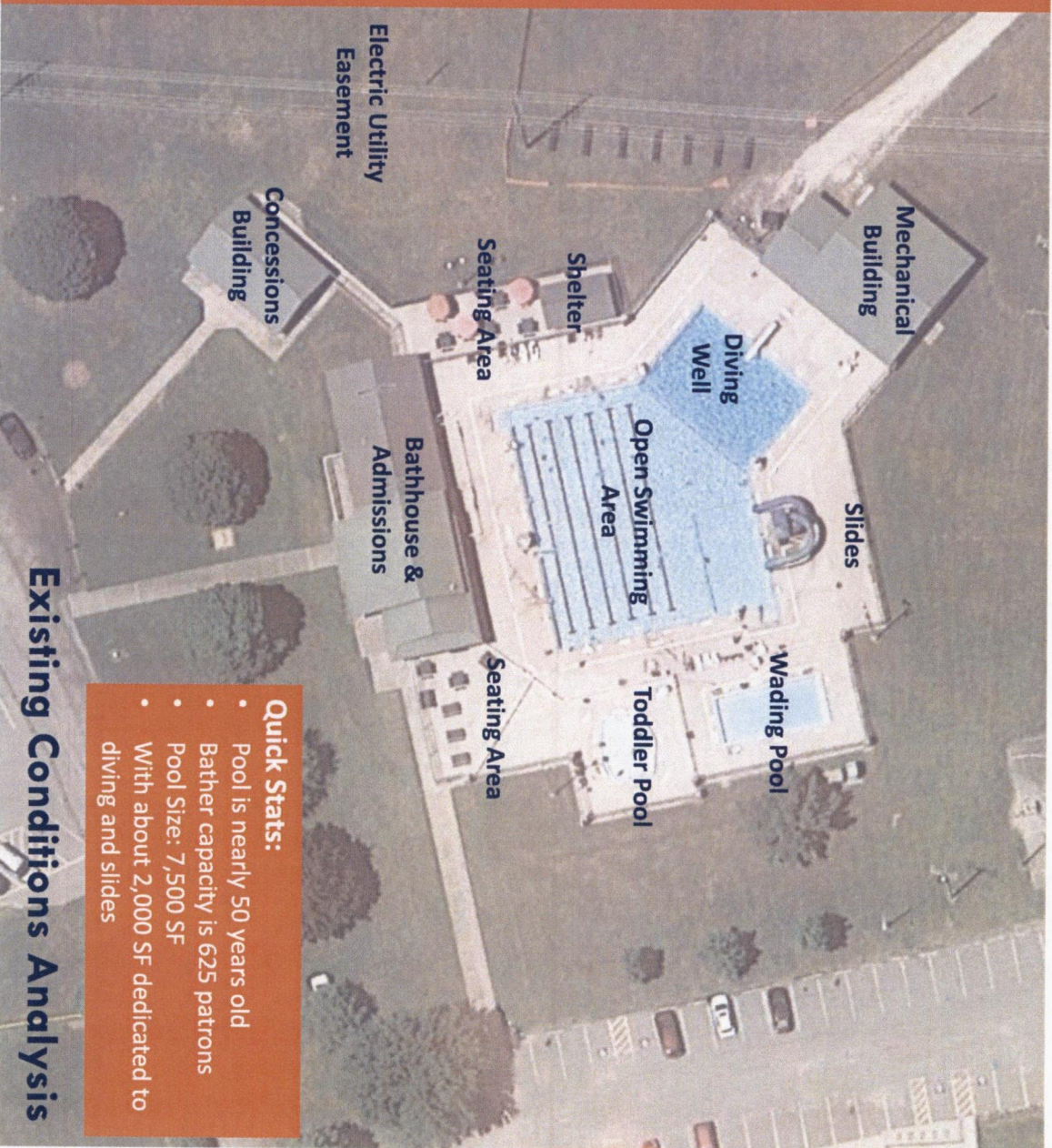


## Existing Conditions

- Pool membrane is past its lifespan
- Pool vessel concrete shows signs of wear
- Pool gutter system needs upgrades/ replacement
- Mechanical and piping system needs upgrades
- Filtration system needs upgrades in wading and toddler pools
- Concrete deck needs repairs/ replacements
- Deck drainage needs repairs/ replacement
- Pool slides are past their lifespan
- Mechanical building needs upgrading to support a new system
- Bathhouse needs improvements
- Concessions building needs rebuilt

## Site Constraints

- Pool is in the floodway – permitting required
- Electric utility easement – limits expansion to the west
- Site grading – limits expansion



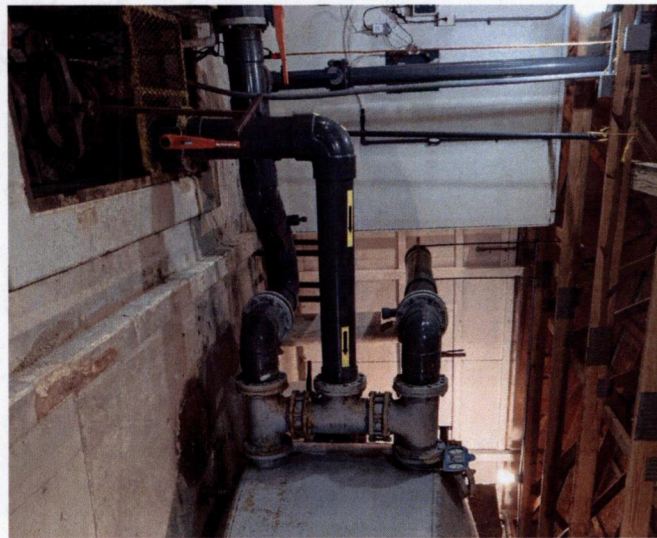
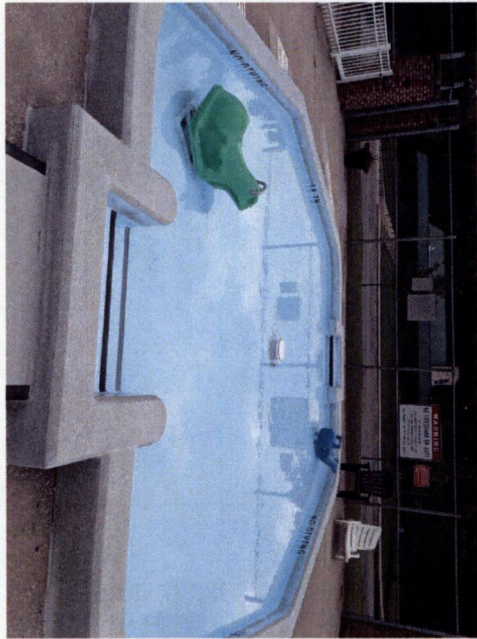
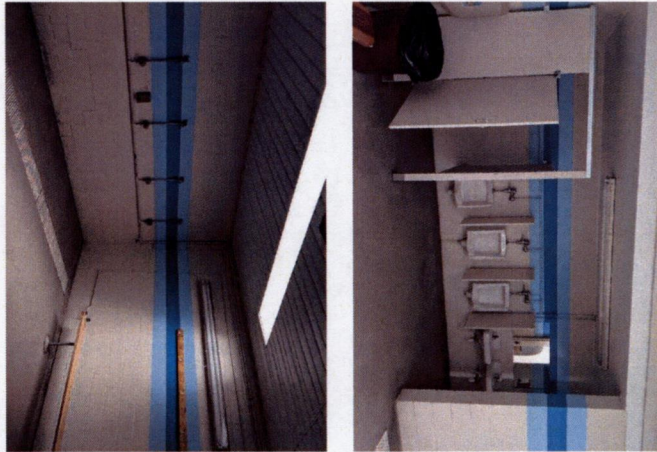
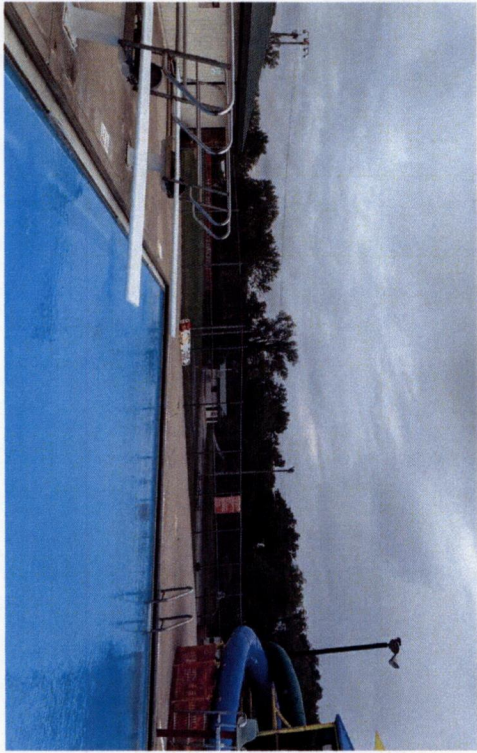
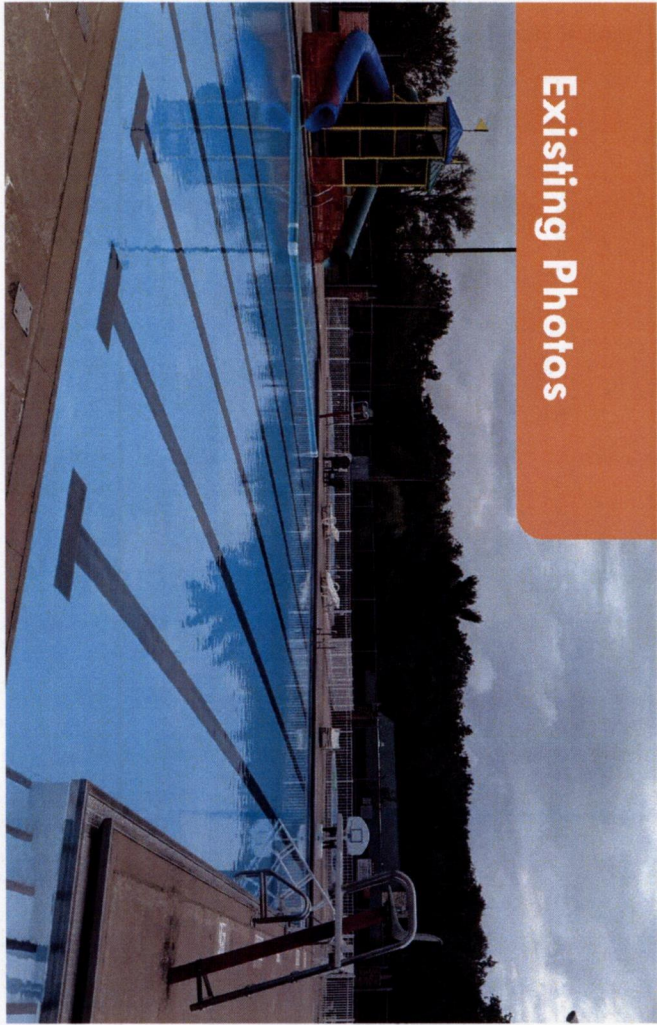
## Quick Stats:

- Pool is nearly 50 years old
- Bathing capacity is 625 patrons
- Pool Size: 7,500 SF
- With about 2,000 SF dedicated to diving and slides

## Existing Conditions Analysis



Existing Photos





# **Program Confirmation from the Steering Committee**

- **Target Audience** – Children, Parents, Pre-teens, Young Adults, and Older Adults
- **300-500 Kids a Day** – Clubs, Camps, Field Trips
- **Inclusive Features are a need of the community**
- **Programming Opportunities** – Movie Night, Gathering / Event Space





# Program Confirmation from the Steering Committee

## Desired Amenities

- Lockers / Storage Space
- Shade Options
- Rentable Cabanas / Space
- Slides
- Beach Entry with Play Feature
- Toddler Play Features

## Undesired Amenities

- Lap Pool
- Diving Well
- Wavepool
- Splashpad





# Attendance & Current Operations

	2018	2019	2020	2021	2022
Daily Admission	8858	10432	Closed COVID	7066	7553
Pass Visits	3300	3871		2200	3267
Swim Lessons	234	191		222	246
Revenue	\$63,087	\$65,336		\$59,626	\$74,392
Expenses	\$123,470	\$142,194	\$3,957	\$132,133	\$163,228





# Preliminary Concept Development

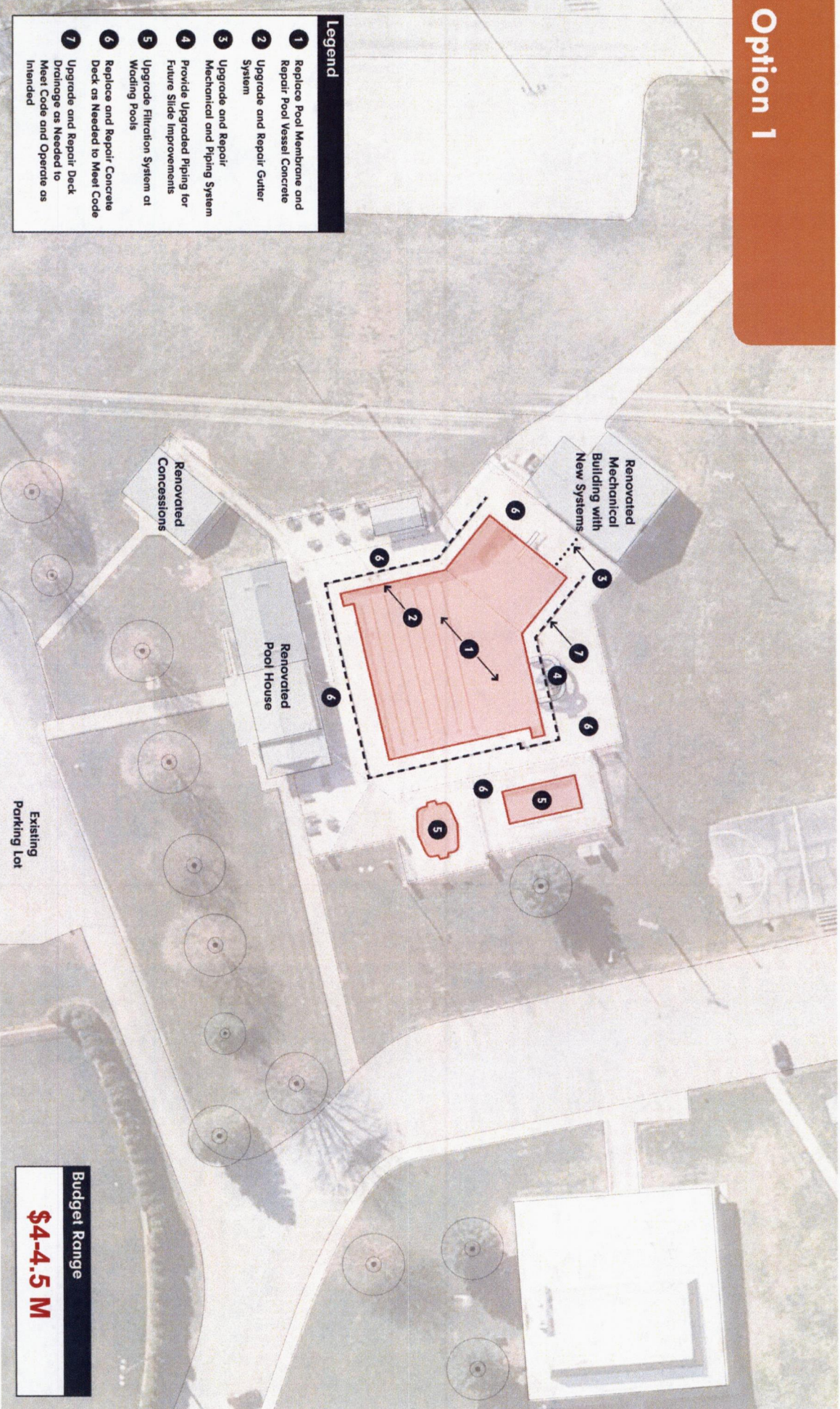
## Option 1

- What can be done to the existing pool to bring it up to code and make it more functional?





# Option 1





# Why we don't recommend just repairing the pool as is.

- A repaired pool in it's current configuration **doesn't meet the needs of the community** currently and into the future
- There are **too many unknowns** with the pool to fully understand the current condition = **HIDDEN COSTS**
- Repairing the pool would only expand the life by **10-15 years**





# Preliminary Concept Development

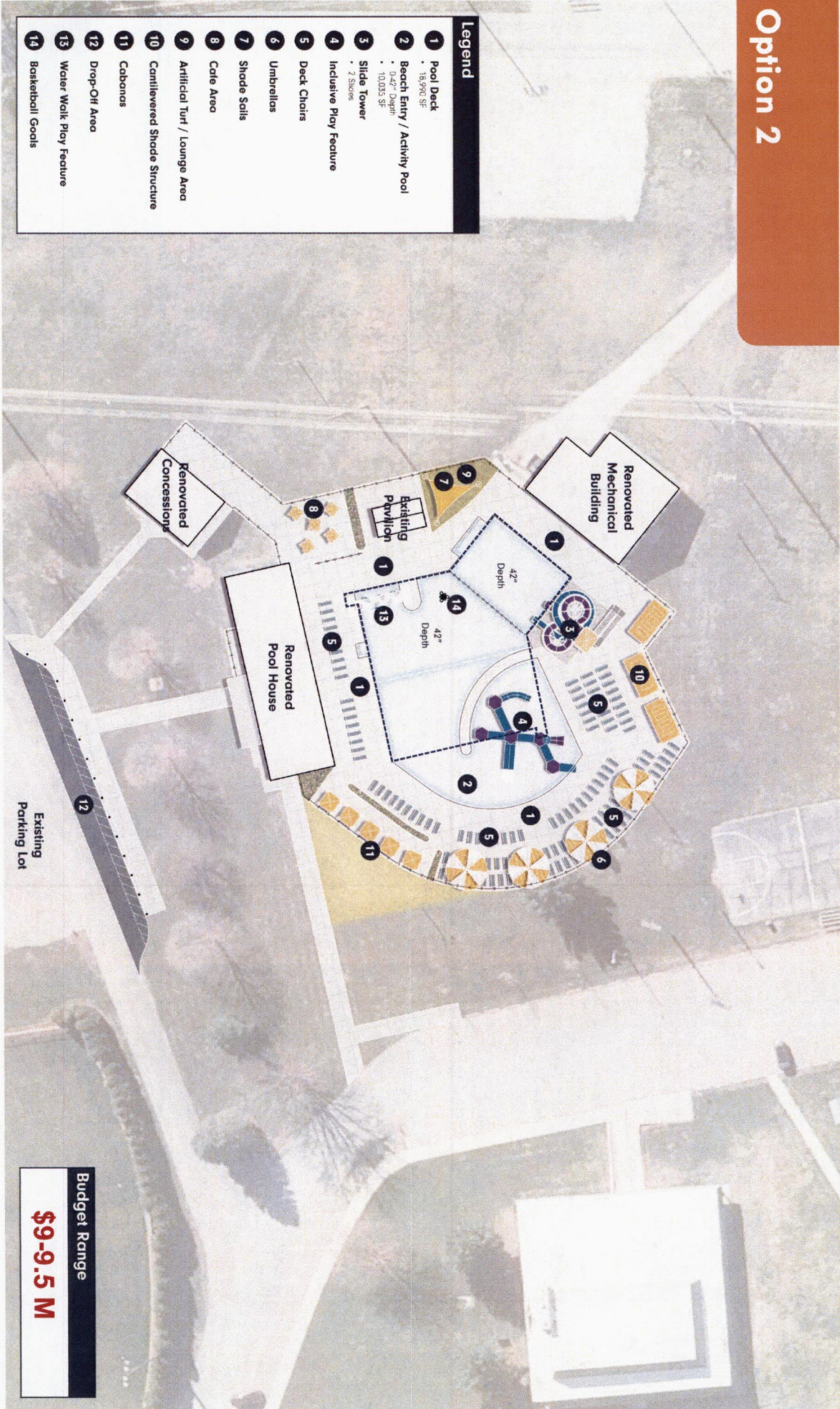
## Option 2

- What can be done within the existing footprint and with the existing support buildings?





# Option 2



- Legend**
- 1 Pool Deck
    - 18,990 SF
  - 2 Beach Entry / Activity Pool
    - 10,027 Depth
    - 10,025 SF
  - 3 Slide Tower
    - 2 Slides
  - 4 Inclusive Play Feature
  - 5 Deck Chairs
  - 6 Umbrellas
  - 7 Shade Sails
  - 8 Cafe Area
  - 9 Artificial Turf / Lounge Area
  - 10 Cantilevered Shade Structure
  - 11 Cabanas
  - 12 Drop-Off Area
  - 13 Water Walk Play Feature
  - 14 Basketball Goals

**Budget Range**  
**\$9-9.5 M**



# Preliminary Concept Development

## Option 3

- What can be done if we reimagine the entire pool facility?





# Option 3



- Legend**
- 1 Pool Deck  
• 18,360 SF
  - 2 Beach Entry / Activity Pool  
• 0-42" Depth  
• 9,995 SF
  - 3 Slide Tower  
• 7 Slides
  - 4 Play Feature
  - 5 Deck Chairs
  - 6 Umbrellas
  - 7 Shade Sails
  - 8 Cade Area
  - 9 Artificial Turf / Lounge Area
  - 10 Cantilevered Shade Structure
  - 11 Cabanas
  - 12 Drop-Off Area
  - 13 Entry Plaza
  - 14 Admin/Concessions
  - 15 Bathhouse
  - 16 Mechanical Building
  - 17 Basketball Goals
  - 18 Water Walk Play Feature
  - 19 Toddler Bay

Existing  
Parking Lot

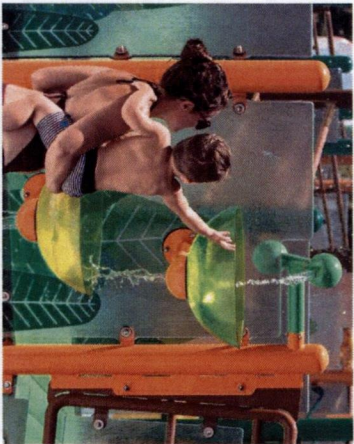
**Budget Range**  
**\$12-12.5 M**



# Precedent Imagery



Overview with Deck Features and Activity Pool Configuration



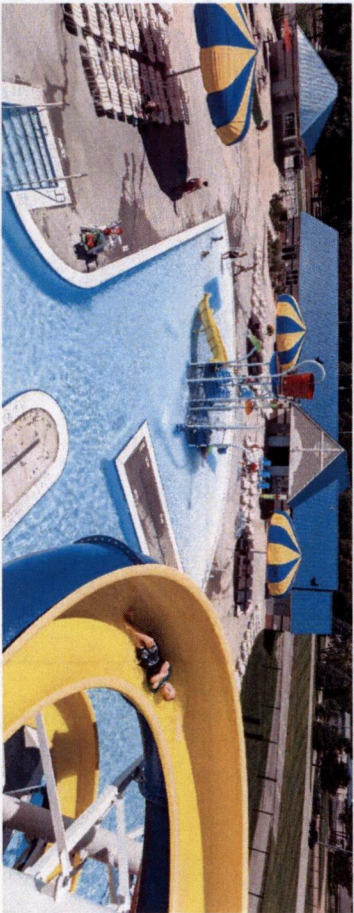
Interactive Play Features



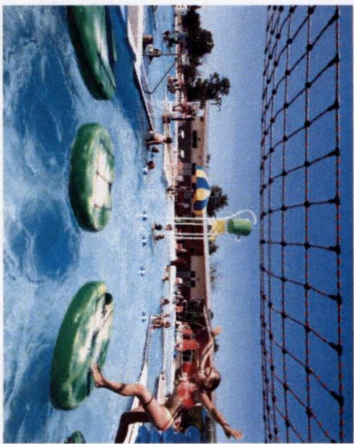
Slide Tower



Spray Features in Beach Entry



Beach Entry Play Feature



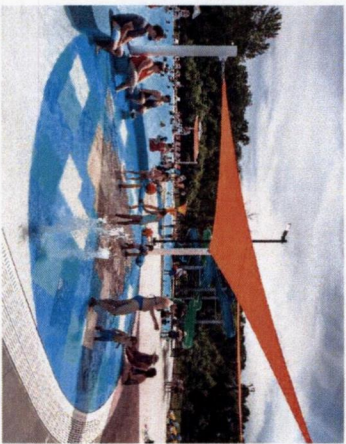
Water Walk Play Feature



Inclusive Play Feature at Beach Entry



Inclusive Play Structure - Entry from Pool Deck



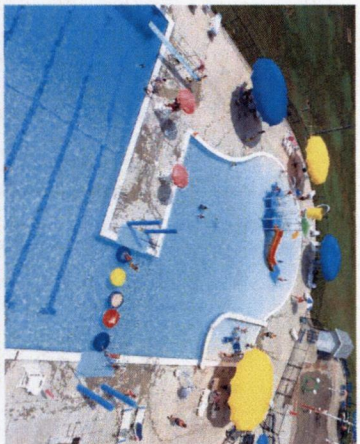
Toddler Play Area



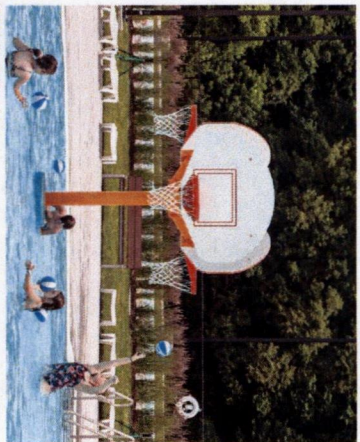
# Precedent Imagery



Overview with Deck Features and Activity Pool Configuration



Overall Activity Pool Layout with Play and Deck Features



Basketball Goals



Slide Tower and Open Swim Area in Activity Pool



Beach Entry



Pool Deck Features



Aquatic Center Gateway



Concession Stand



Cabanas



# Funding Options

- **Grants**
  - Land & Water Conservation Fund Grant
  - Community Investment Grant
- **Fundraising**
- **Bond**
- **READI Funds**





# Project Delivery Methods

- **Identifying a Project Delivery Method that works for the City.**
  - General Contracting (GC)
  - Construction Management (CM)
  - Construction Management At Risk (CMc)
  - Build-Operate-Transfer (BOT)





# Schedule Options

- **2025 Opening – Memorial Day**
  - Start design by late spring/ early summer 2023
  - Bid in spring of 2024
  - Pool closed for 2024 season
- **2026 Opening – Memorial Day**
  - Start design by late spring/ early summer 2024
  - Bid in spring of 2025
  - Pool closed for 2025 season

## Critical Path

- Existing pool is in a floodway and will need to be approved by **DNR** before construction starts
- This is typically a **6 month minimum** process





## Next Steps

- **Select a Preferred Design Direction**
- **Determine Delivery Method that is best for the City**
- **Determine Operating Budget for Improvements - Plan for Future**
- **Confirm Business Plan for Pool**

