

The Future of Swimming Pools

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2026 STATEWIDE MUTUAL ANNUAL
RISK MANAGEMENT CONFERENCE



ROYAL LIFE SAVING
NSW | ACT | TAS



OUR VISION

More Australians enjoying
the water safely.

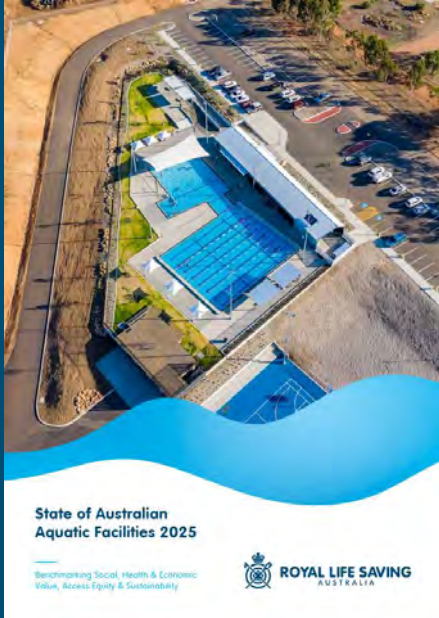
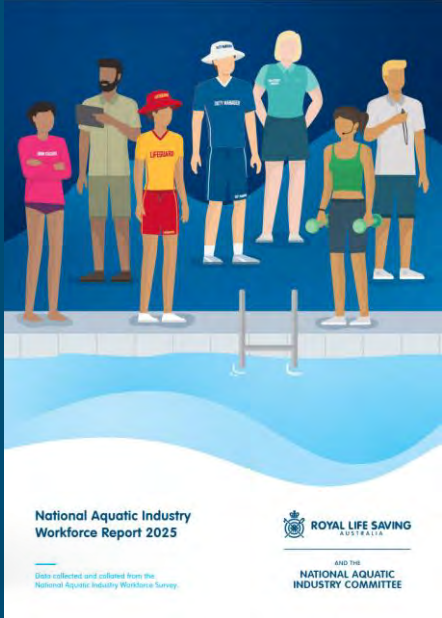
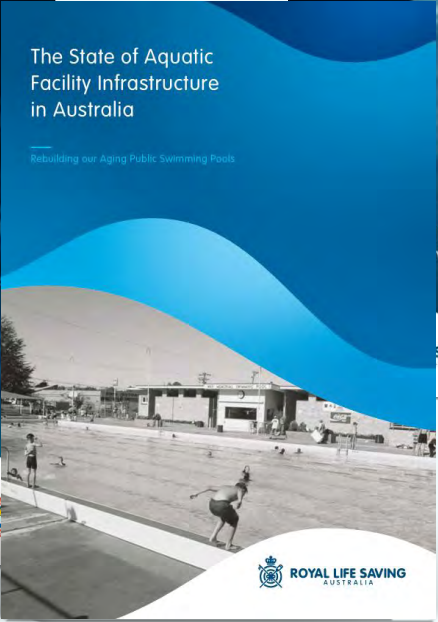


OUR PURPOSE

To lead efforts to reduce drowning and
increase swimming, water safety and
lifesaving skills since 1894.



Our Research Commitment across Decades



Social and Economic Value



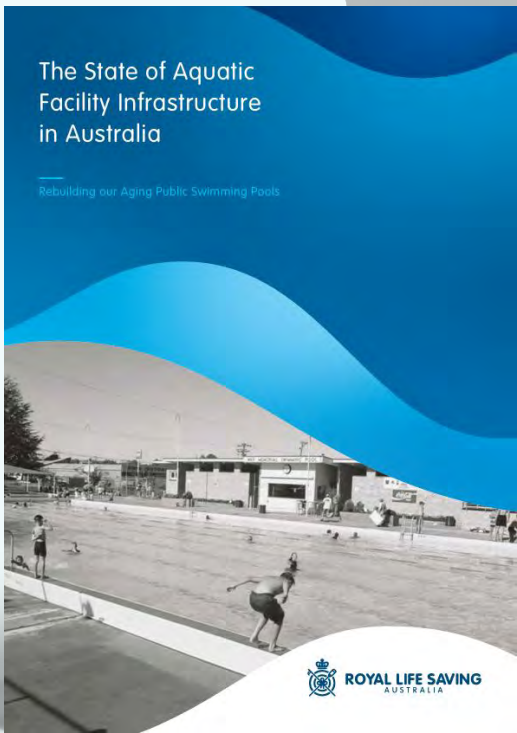
421 million visits
annually to 2,103 publicly
accessible aquatic facilities
across Australia



The social value of aquatic
facilities has increased to
\$12.84 billion per year,
up from \$9.1 billion in 2021,
and is inclusive of health,
social, and economic benefits



Each visit to an aquatic facility
generates \$30.50
in economic benefits, reflecting
improved health outcomes,
reduced healthcare costs, and
community engagement



Source: Royal Life Saving Society – Australia,
*State of Australian Aquatic Facilities 2025:
Benchmarking Social, Health and Economic
Value, Access Equity and Sustainability*

State/ Territory	Total No of aquatic facilities	No. outdoor pools	No. aquatic centres	No. swim schools/ other	% of Total Pools	Total annual visits
QLD	433	177	100	156	21%	86,753,083
NSW	620	307	107	206	29%	124,219,185
VIC	567	180	122	265	27%	113,600,457
WA	225	59	70	96	18%	45,079,546
NT	29	22	5	2	1%	5,810,253
SA	127	55	26	46	6%	25,444,900
TAS	75	30	12	33	4%	15,026,515
ACT	27	2	8	17	1%	5,409,546
National Total	2103	832	450	821	1	421,343,494

State/ Territory	Annual Social Value (\$) (inflation adjusted to Jan 25)	Annual Social Value - Average Facility (\$)
QLD	\$2,644,275,644	
NSW	\$3,786,260,737	
VIC	\$3,462,596,512	
WA	\$1,374,046,235	
NT	\$177,099,298	
SA	\$775,572,764	
TAS	\$458,015,412	
ACT	\$164,885,548	
National Total	\$12,842,752,144	\$6,106,872

8



Current State of the Sector



The average Australian public pool was built in **1968**



500 (40%) of public pools will reach the end of their functional lifespan by 2030



\$8 billion is needed to replace those 500 aging public pools



A **further \$3 billion** will be needed to replace facilities ending their lifespan by 2035.

Source: Royal Life Saving Society – Australia, *State of Australian Aquatic Facilities 2025: Benchmarking Social, Health and Economic Value, Access Equity and Sustainability*

Current State of the Sector

Aging public pools are predominantly servicing regional areas currently, who are inherently less likely to be positioned favourably to replace these assets when they expire shortly.

Increasingly councils are considering closing their pools.

Closing community pools is inherently very unpopular.

Source: Royal Life Saving Society – Australia, *State of Australian Aquatic Facilities 2025: Benchmarking Social, Health and Economic Value, Access Equity and Sustainability*

64%

of all renewal or new aquatic facility construction is currently **financed by local government** in Australia

77%

of aquatic facilities in regional areas are **publicly owned**

79%

of aquatic facilities located in areas with the lowest SEIFA decile are publicly owned.



NSW Critical

Drowning deaths in NSW mainly occurred at:

- **rivers or creeks (35%),**
- followed by beaches (19%),
- while swimming and recreating (22%).

Source: Royal Life Saving Society – Australia, *National Drowning Report 2025*, p. 72.

85%

Male



27%

Born overseas



129

Drowning Deaths
in 2024/25

↑ 30%
increase

99

10-Year
Average

1.52

2024/25
Fatal Drowning Rate
per 100,000

↑ 22%
increase

1.25

10-Year Average
Fatal Drowning Rate
per 100,000

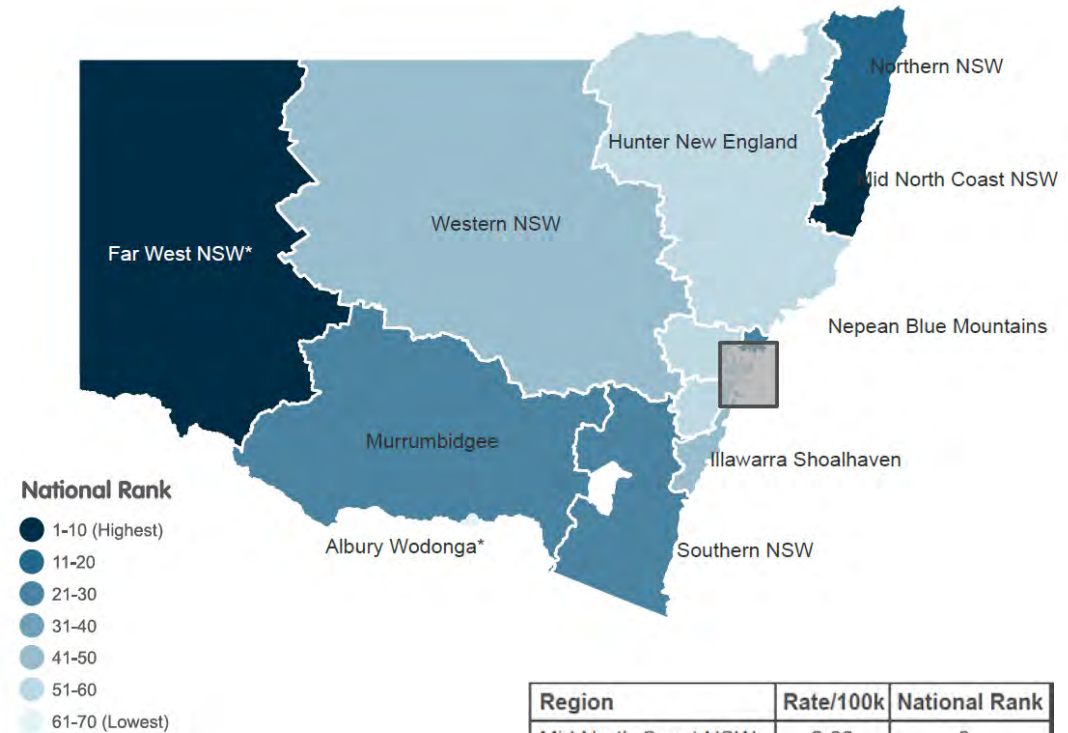


Regional Crisis

Drowning deaths in NSW occur primarily in regional NSW:

- **Mid North Coast NSW** holds the highest rate of drownings of 2.66 per 100,000
- **Far West NSW** holds the second highest rate of drownings of 2.51 per 100,000

Source: Royal Life Saving Society – Australia, *National Drowning Report 2025*. pg 69



Region	Rate/100k	National Rank
Mid North Coast NSW	2.66	9
Far West NSW*	2.51	10
Northern NSW	2.3	14
Southern NSW	1.72	21
Murrumbidgee	1.68	22
Central Coast NSW	1.49	28
Western NSW	1.17	42
Illawarra Shoalhaven	1.16	43
Sydney	1.13	45
South Eastern Sydney	1.12	47
Hunter New England	1.04	51
Nepean Blue Mountains	1	53
South Western Sydney	0.94	54
Northern Sydney	0.89	57
Western Sydney	0.87	58
Albury Wodonga*	0.57	69



Our Children's Swimming Ability

Royal Life Saving has long held concerns that many children:

- **miss out** on learning to swim and survive,
- **fall well below National Benchmarks** for Swimming and Water Safety before leaving primary school,

making them vulnerable to drowning when exposed to hazards in rivers and at beaches as teenagers, and throughout their lifespan.

Source: Royal Life Saving Society – Australia,
Children's Swimming & Water Safety Skills: Teacher and Parent Perceptions. Pg 4–5



48% of year 6 students cannot swim 50 metres and tread water for 2 minutes.



40% of year 7-10 students cannot achieve the National Benchmark for primary school students.



After year 7 there is little improvement in swimming ability.



84% of year 10 students cannot swim 400 metres, the National Benchmark for 17 years.



Our School System

- School programming is **under pressure**
- Swimming carnivals rapidly becoming **for squad kids only**
- With schools and parents increasingly under pressure financially, **costs are a key barrier** in providing swimming lessons.

Source: Royal Life Saving Society – Australia,
Children's Swimming & Water Safety Skills: Teacher and Parent Perceptions. Pg 4–5



31% of schools do not offer a learn to swim program.

The three top reasons for schools not offering a learn to swim program are:

54%

cost of lessons

48%

limited staff resources or capability

36%

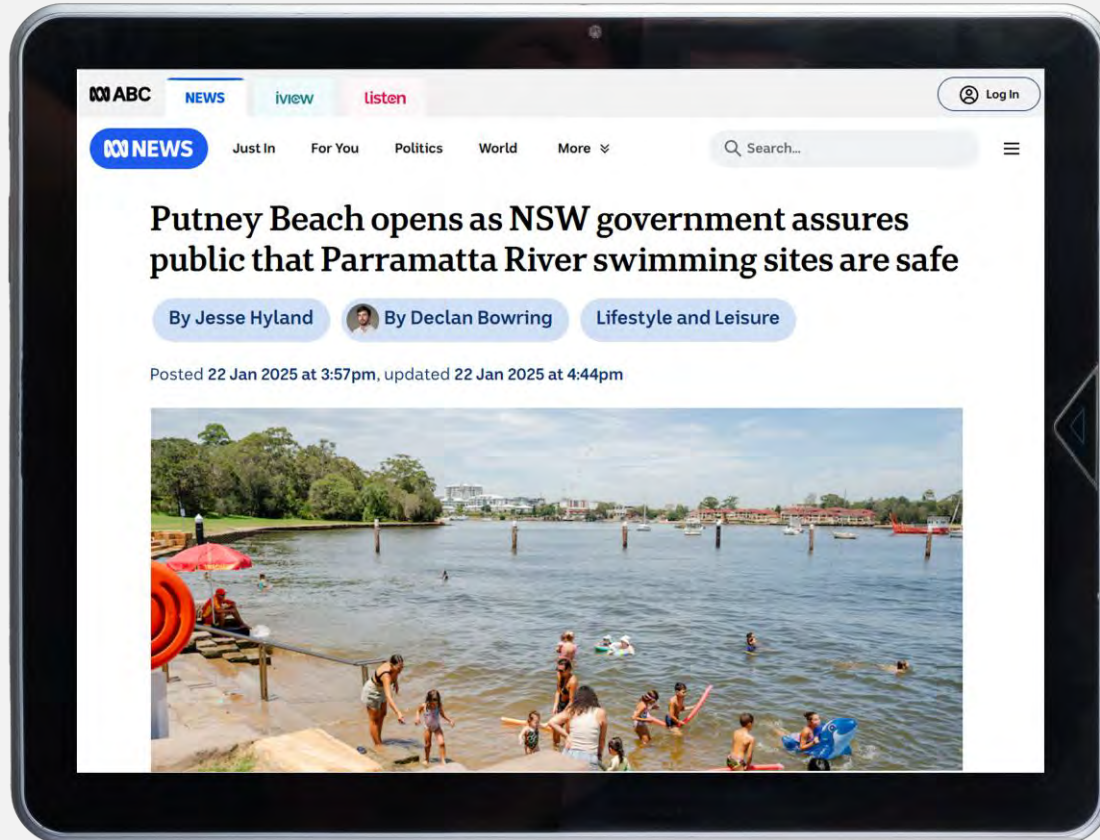
lack of time



One in four schools do not conduct a school swimming carnival. 55% indicated that low swimming skills of students are a leading reason for not conducting swimming carnival.



Activation of Our Rivers



⚠ Low Cost – High Risk



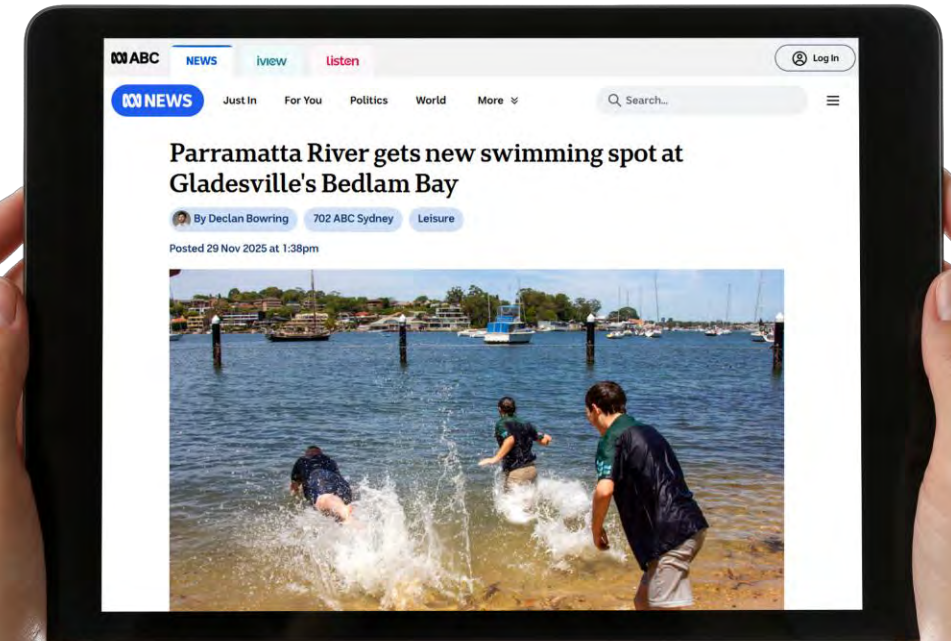
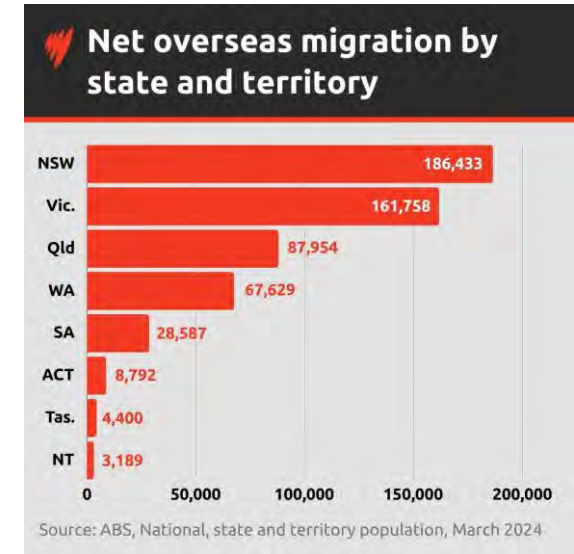
35%

Fatal Drownings in NSW Rivers



27%

Born Overseas



The Perfect Storm

Aquatic Participation Delivers Enormous Value –
Yet the Pressures Facing the Sector are Immense



Demand is high. Value is proven. Risk is rising. Infrastructure and capability must keep pace.

Challenging the Perfect Storm

Meeting Risk, Inequity and
Infrastructure Pressure Head-on



Leadership, investment and action
can turn pressure into prevention.

Learning to Swim Starts in a Pool

But we are facing an aquatic infrastructure crisis.

Pools are the foundation of water safety, participation and community wellbeing, yet ageing facilities, rising costs and limited access are putting that foundation at risk.



No pool =
no pathway to
swim proficiency



Infrastructure underpins
participation, equity and
prevention.



Public Swimming Pools Deliver More Than Water Safety



1. Social & Community Value

Places for connection, inclusion, family recreation and community participation



2. Economic Value

Support local jobs, activate precincts, attract visitors and generate community value.



421
million

annual aquatic visits



\$12.84
billion

estimated social value



3. Health & Wellbeing

Support physical activity, rehabilitation, mental health, active ageing and lifelong fitness



4. Learning to swim starts here

Pools play an essential role in water safety education, school swimming and lifelong water proficiency.



Activities supported in public pools



Learn to swim



Lap swimming



School programs



Aqua fitness



Rehabilitation



Family recreation



Squad training



Water safety education



Community events

Remember...



The average Australian public pool was built in **1968**



\$8 billion is needed to replace those 500 aging public pools

Source: Royal Life Saving Society – Australia, *State of Australian Aquatic Facilities 2025: Benchmarking Social, Health and Economic Value, Access Equity and Sustainability*



500 (40%) of public pools will reach the end of their functional lifespan by 2030



A **further \$3 billion** will be needed to replace facilities ending their lifespan by 2035.

Pool Cost Shock

The headlines are telling the story – redevelopment costs are escalating.

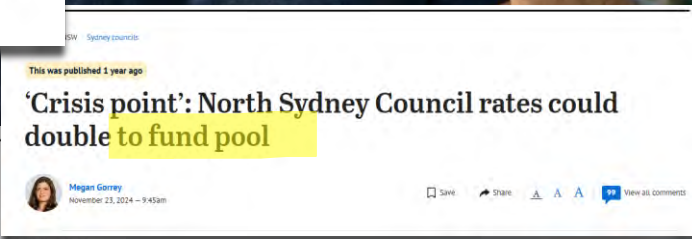
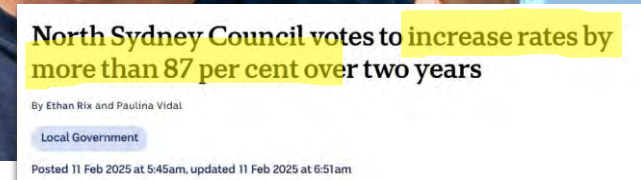
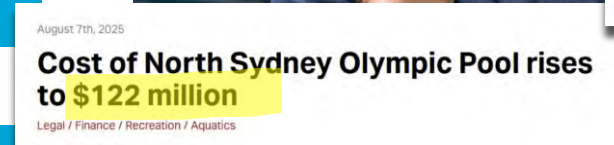
North Sydney	\$122M
Council rates increase over 2 years	+87%

Parramatta	\$88.6M
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Epping / Richmond / Broader Warning Signs

Richmond Pool: budget blowout	\$43M
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Epping Pool: Cost for Short-Term Reopening	\$13M
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Pressure on the NSW State Budget

A Constrained Fiscal Environment Shaped by Inflation, Service Demand and Budget Discipline



Inflation Pressure



Households & Businesses Under Strain



Competing Service Demands



Prudent Budget Discipline



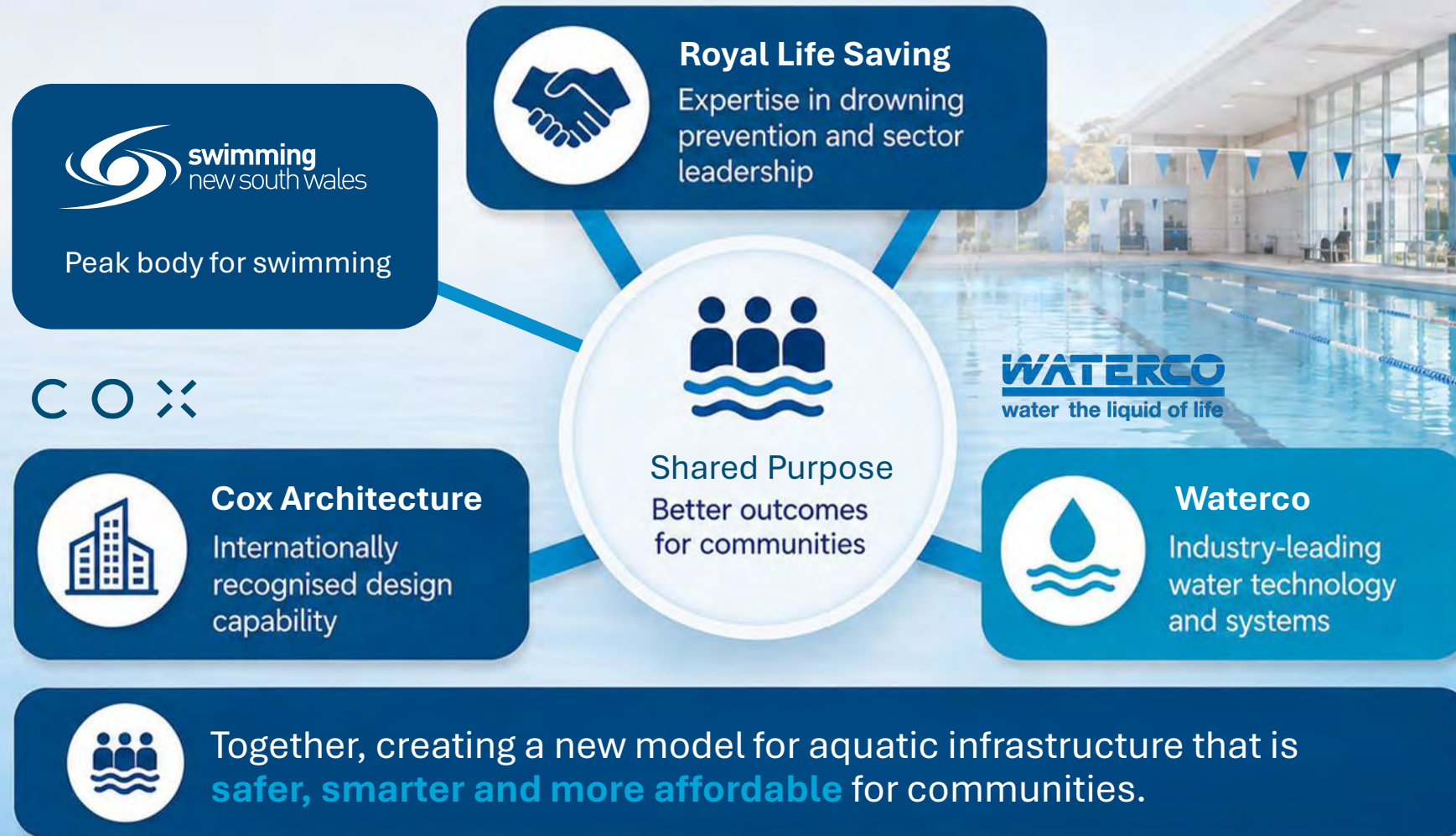
With inflation continuing to put households and businesses under pressure, the need for a prudent budget approach remains.

– Daniel Mookhey, Treasurer

The challenge: balancing fiscal restraint with growing community expectations

A New Collaboration

Stronger Together For Greater Impact

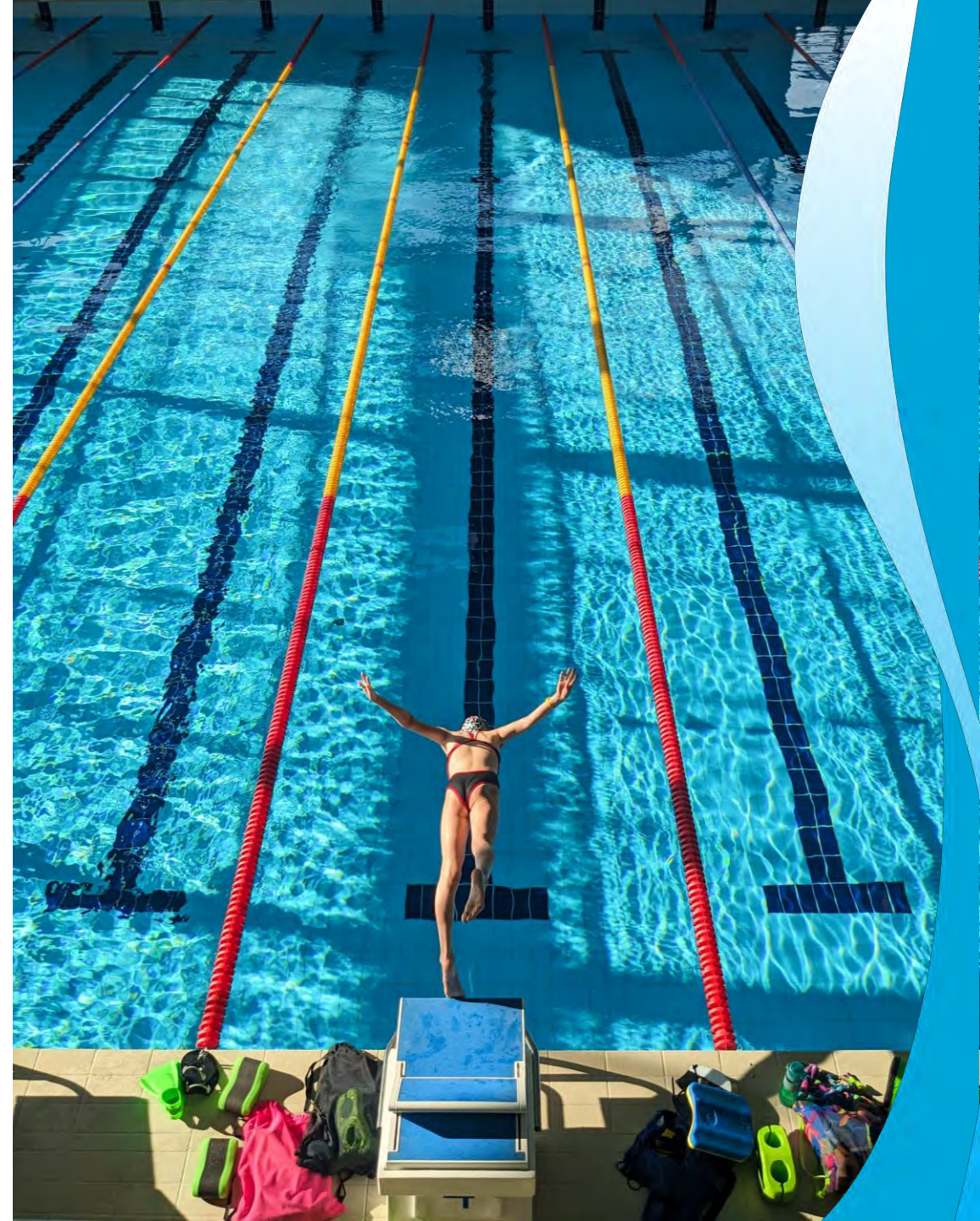


Infrastructure Higher Level Vision

Our vision is not about designing “a pool.”

It is about designing a system—a modern aquatic ecosystem capable of supporting communities for decades to come.

- More adaptable
- More financially sustainable
- More connected to natural environments
- More environmentally responsible
- More accessible and inclusive
- More responsible to demographic and climate change.



Competing Demands

We must develop a sector-wide mindset that anticipates and responds to emerging issues...but we can't predict what we need in 50 years!



Competition Pool



Learn to Swim



Water Polo



Learn to Swim



Lap Swimming



Water Aerobics



Focusing on Benefits

There is **so much value** beneath the surface.



The social value of aquatic facilities has increased to **\$12.84 billion per year**, up from \$9.1 billion in 2021, and is inclusive of health, social, and economic benefits





ROYAL LIFE SAVING
NSW | ACT | TAS

Our Solution: Modular

It's not new!



Factory-built homes could spark Australia's industrial resurgence, Labor think tank says

By business reporter Gareth Hutchens

Housing Policy

Posted 25 Jul 2026 at 8:00am, updated 25 Jul 2026 at 10:14am



Benefits of Modular

- Scalable to Local Community needs.
- Cost reduces with repeated use of the system over time.
- Latest 'plug and play' energy efficient technology gets regional faster
- Fast to install on site with high precision quality from the factory.
- Engineered in detail. Anchored in safety and community benefit.
- Future focused, once system is established easier to roll out to the next site



Modular Construction Advantages

A smarter delivery model for contemporary aquatic infrastructure

1  **Approved kit of parts**
Streamlines design and reduces consultant fees project by project

2  **Factory assembly**
Avoids site productivity delays caused by rain, heat and wind

3  **Safer, cleaner delivery**
Less waste and less downtime from injuries in a controlled factory environment

10-30%
potential construction cost savings

4  **Lower whole-of-life cost**
Better quality control can reduce maintenance and lifecycle costs

5  **Continuous improvement**
Lessons learned can be fed back into future designs, reducing cost and improving quality

6  **Automation potential**
Robotics and factory automation can reduce labour costs over time

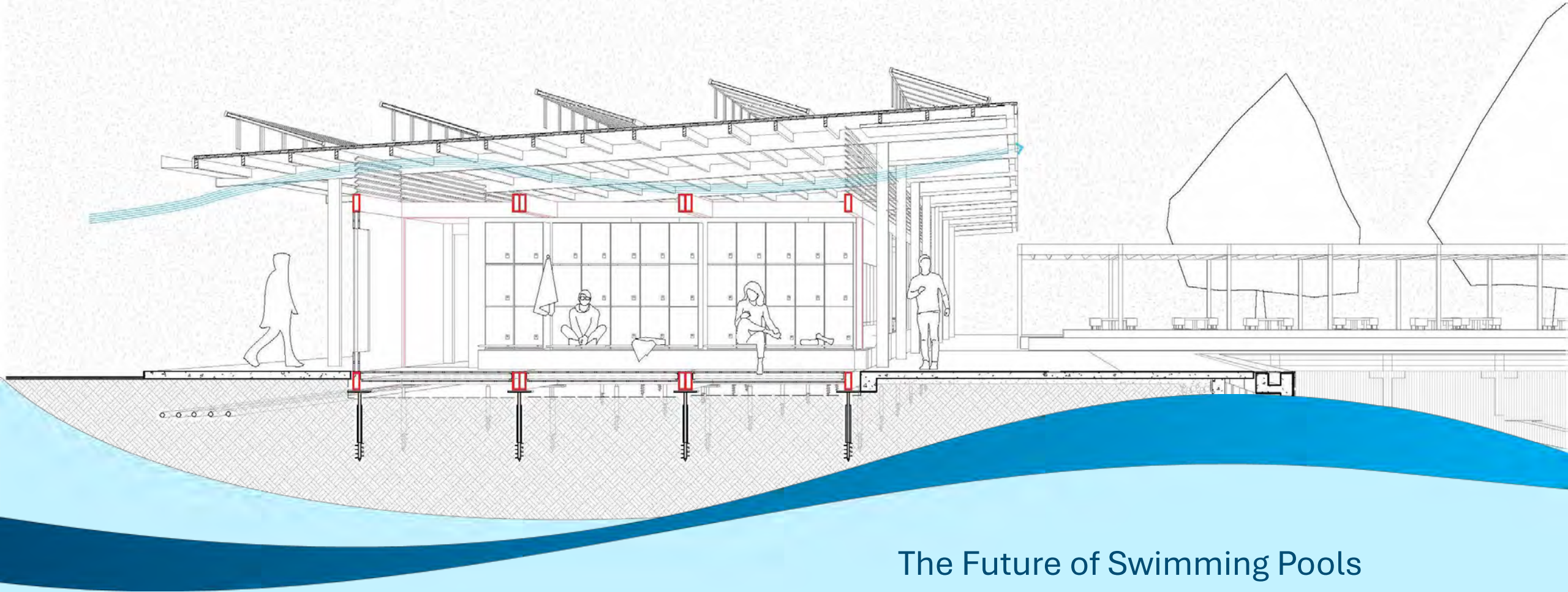
7  **Faster and more repeatable**
Standardised manufacturing supports efficiency and delivery consistency



Standardisation, factory precision and repeatability can reshape the economics of aquatic infrastructure.

Practical Solutions

Engaging design, community and sustainability.



The Future of Swimming Pools

Prefabricated Modular Construction

Modular design and construction will be employed across two main areas — the pool itself and the buildings that provide support to users and staff.



Prefabricate

Transport

Install

- **Modular pool systems** can be quickly deployed across new or existing NSW facilities.
- **Precision manufacturing and standardisation** improve durability, consistency and economies of scale.
- **Prefabrication reduces construction time**, helping communities access facilities sooner.
- **Modular supporting buildings** such as change rooms, cafés and administration spaces can be scaled to suit different community needs.
- **High-quality, resilient design** delivers long-term performance, construction efficiency and a better user experience.

Meet the Needs of Community

25m Community Pool



More affordable



Faster to deliver



Best fit for most communities



VS



50m Competition Pool



50m pools are increasingly expensive and should be reserved for **specific locations and identified needs**.

Prioritise 50m facilities for major growth centres, regional hubs, high-demand competition use, or where strategic network planning justifies the investment.



Higher capital cost



Higher operating cost



Best for strategic locations only



Default community model: **25m**

Strategic exception: **50m**

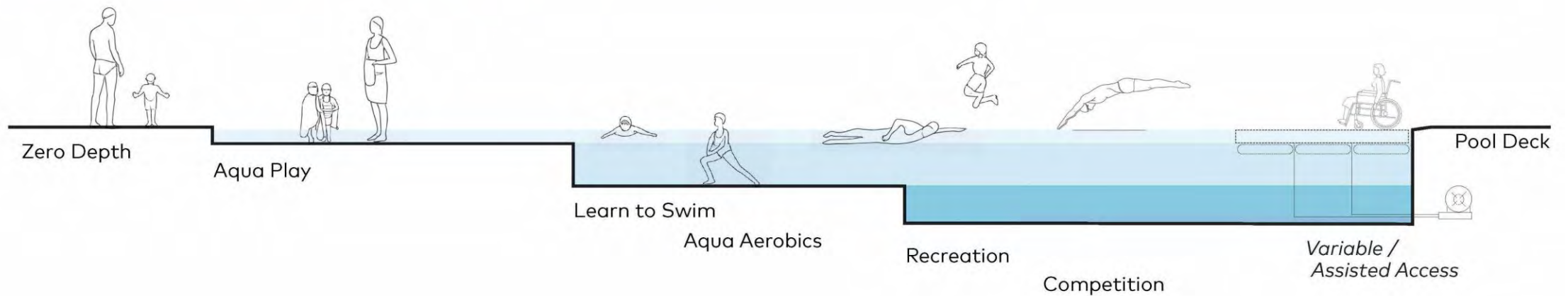


CITY COUNCIL
STRONG COMMUNITY. BRIGHT FUTURE.

Australia is the Clear Outlier

Country	Approx. 50m pools	Population per 50m pool	Compared with UK
Australia	~800	1 per 32,000	17 x as many pools
Japan	~280	1 per 439,000	6 x as many pools
United Kingdom	46	1 per 1.51 million	Baseline

Flexibility and Adaptability



Fabricated Pools

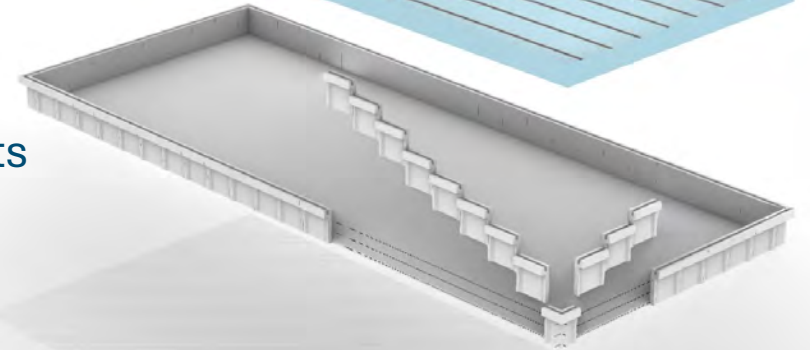
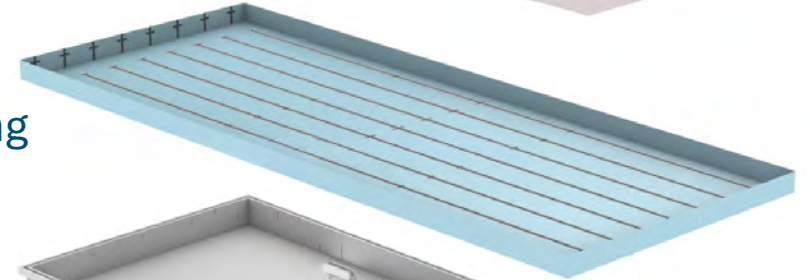
Precision and speed,
exploring new methods

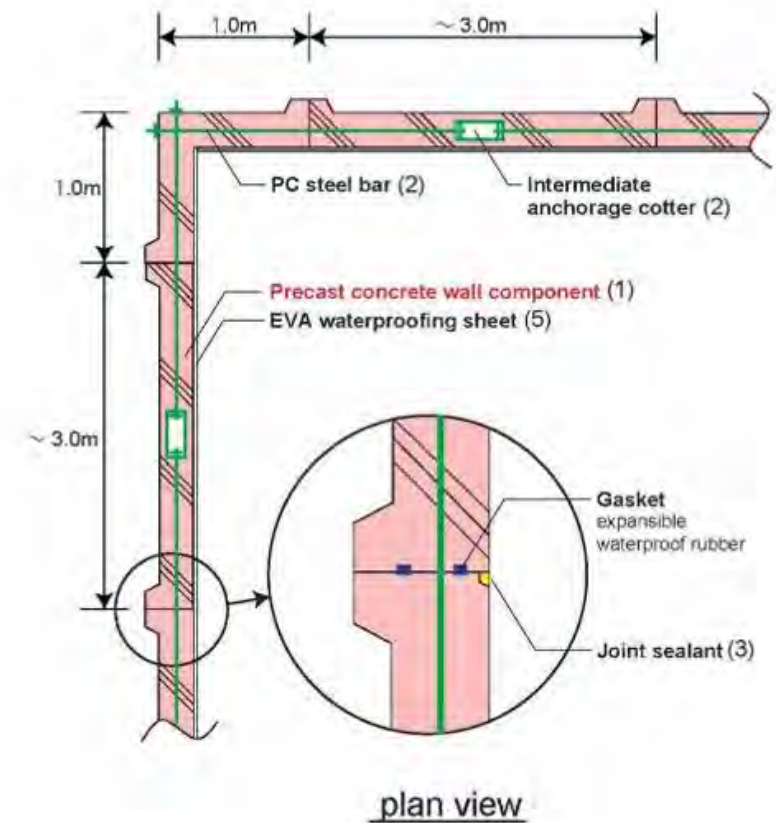
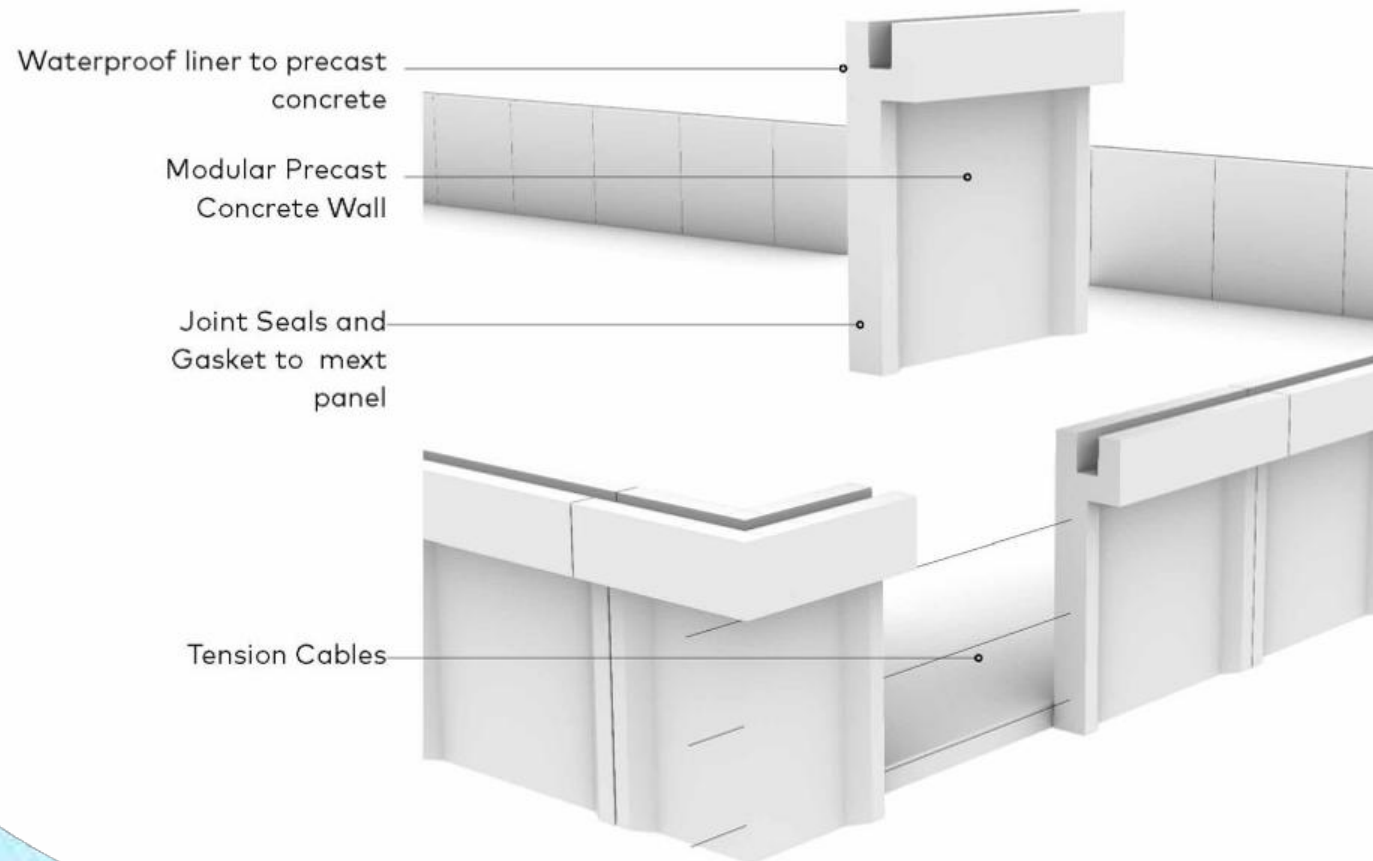
Pool Deck

Waterproof Lining

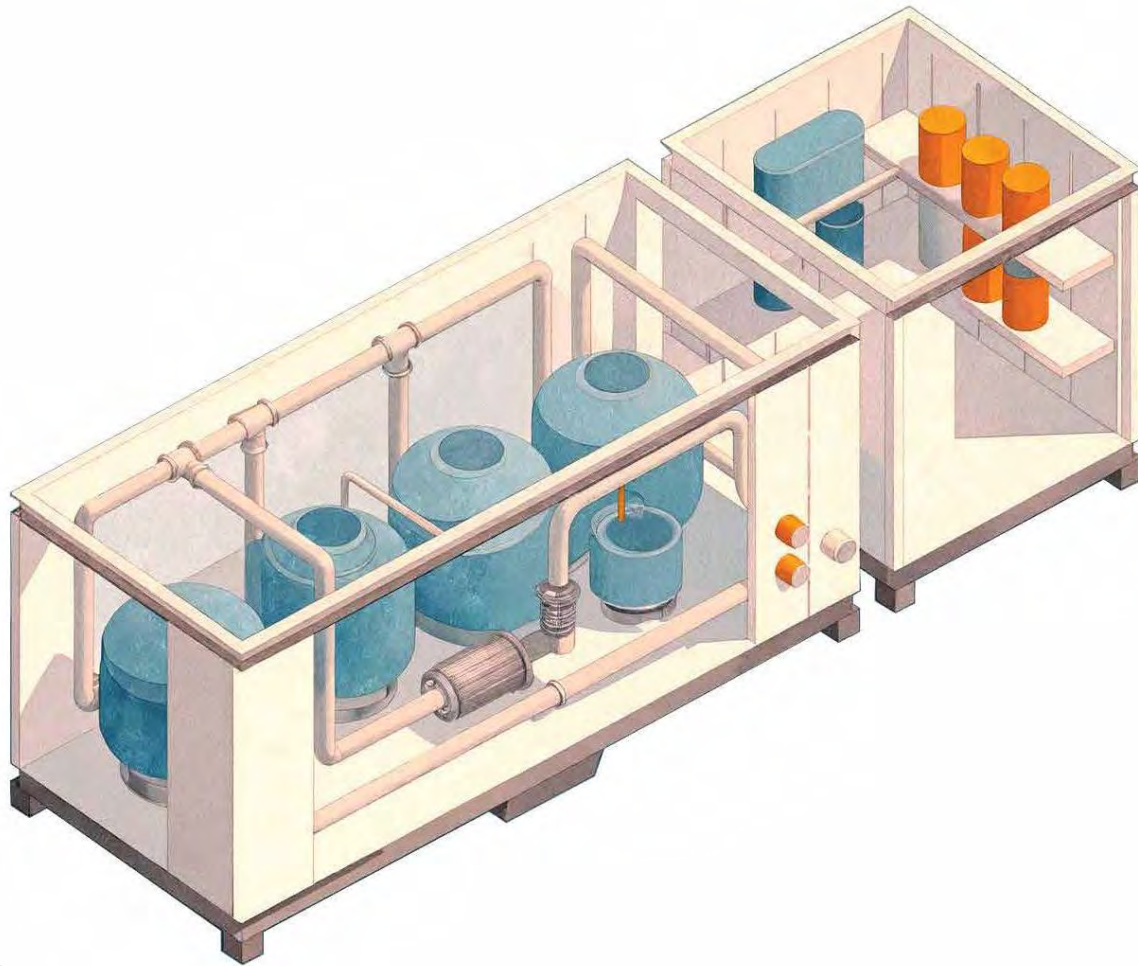
Pool Wall Kit of Parts

Pool Base





Fabricated Pools



1

**Containerised
Pre-Plumbed Water Plant**

2

Modern Disinfection

3

**Automation and
Monitoring of Treatment**

Smart Plant

Modern Procurement and Operation

Remote Monitoring of Pool Water Quality

Real-time visibility, faster response and stronger operational control



1. Real-time data

Continuous monitoring of pH, chlorine, temperature and water balance.



2. Faster response

Instant alerts help operators act before issues escalate.



3. Compliance & safety

Supports healthier water and stronger record keeping.



4. Operational efficiency

Reduces manual testing burden and enables proactive maintenance.



Sensors in pool

Continuous data collection



Cloud platform

Secure storage & analytics



Live dashboard

Anywhere, anytime access



Actionable alerts

Notify, respond & resolve



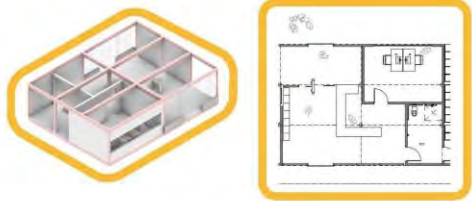
Smarter monitoring supports **safer, cleaner and more efficient** aquatic operations.



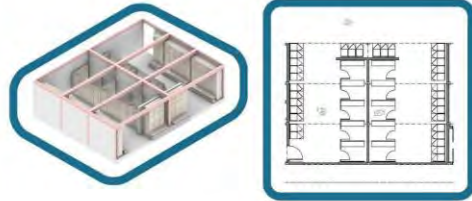
BETTER DATA. BETTER WATER.

Kit of Parts

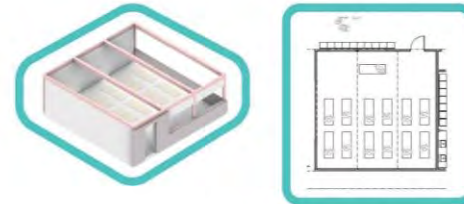
Add as the community matures
and when finance is available



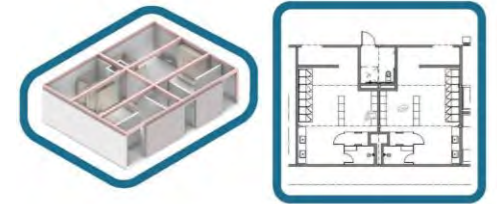
Reception / Office



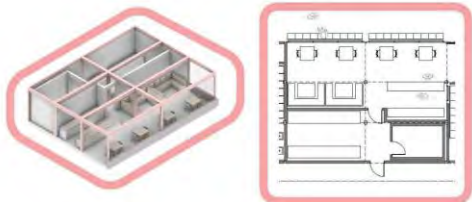
Unisex change



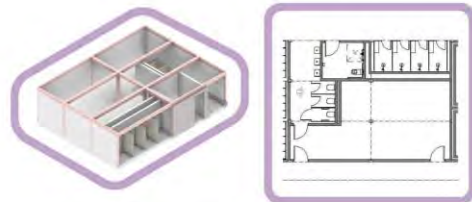
Fitness Studio/ Gym



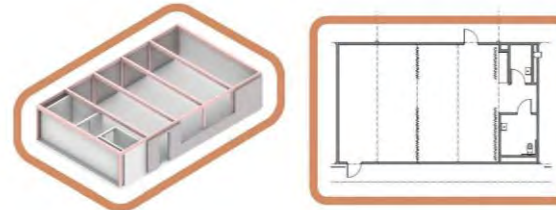
Gendered Change



Cafe/ Kitchen



Showers / Toilets



Community Hall



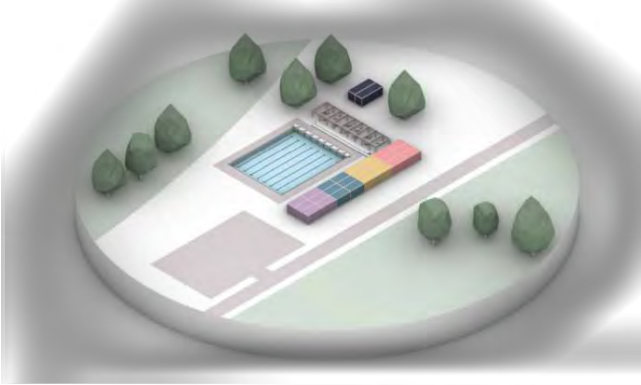
Sauna / Steam

Configuration Options

1

Small – 25m

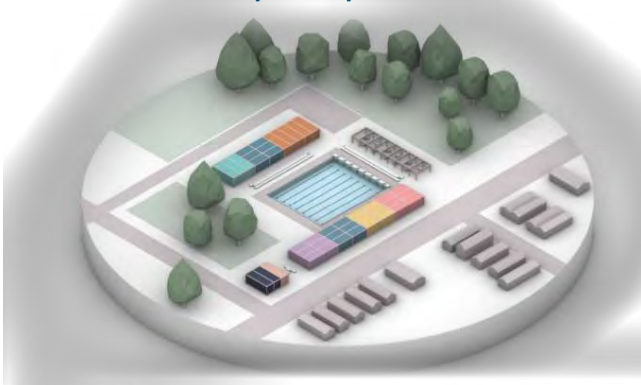
Outdoor pool configuration



2

Medium – 25m

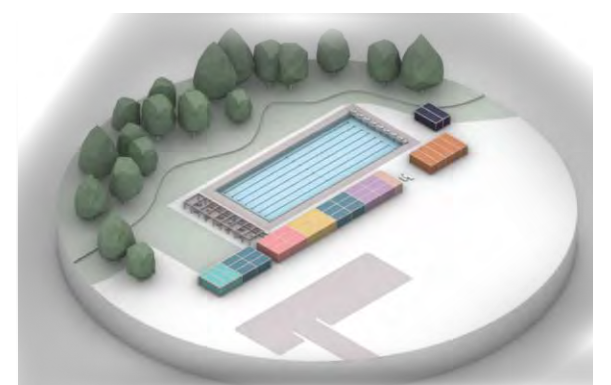
Outdoor pool pack



3

Large – 50m

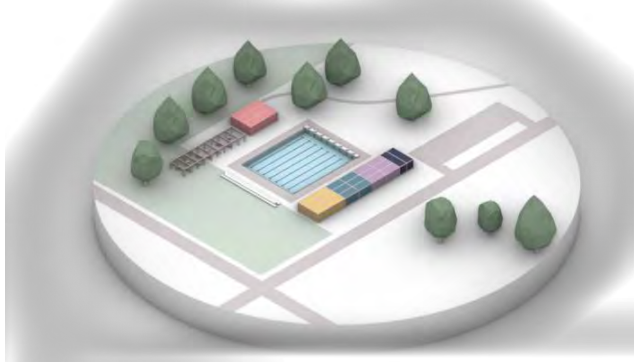
Outdoor pool linear configuration



4

Small – 25m

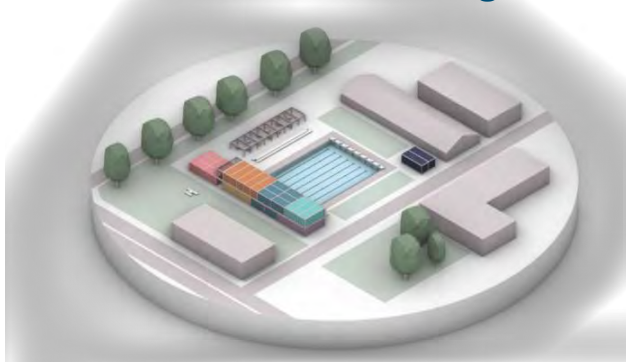
L-Shaped configuration



5

Medium – 25m

Double stacked configuration



6

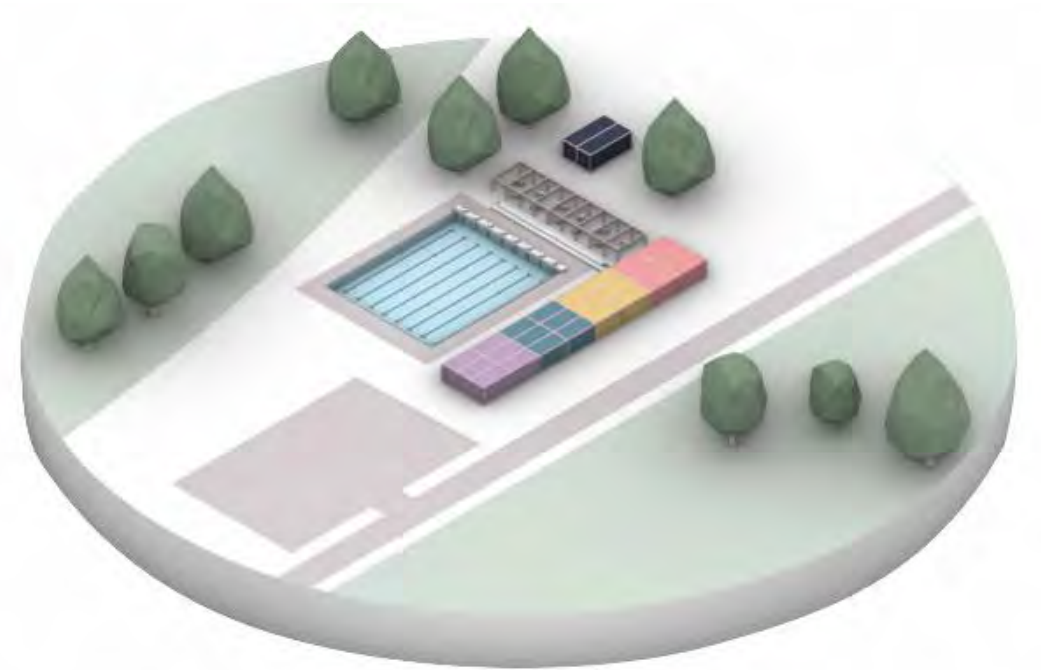
Large – 50m

Outdoor addition to existing indoor facility



EXAMPLE

A Small Community Pool



Showers/
Toilets

Unisex
change

Reception/
Office

Café/
Kitchen

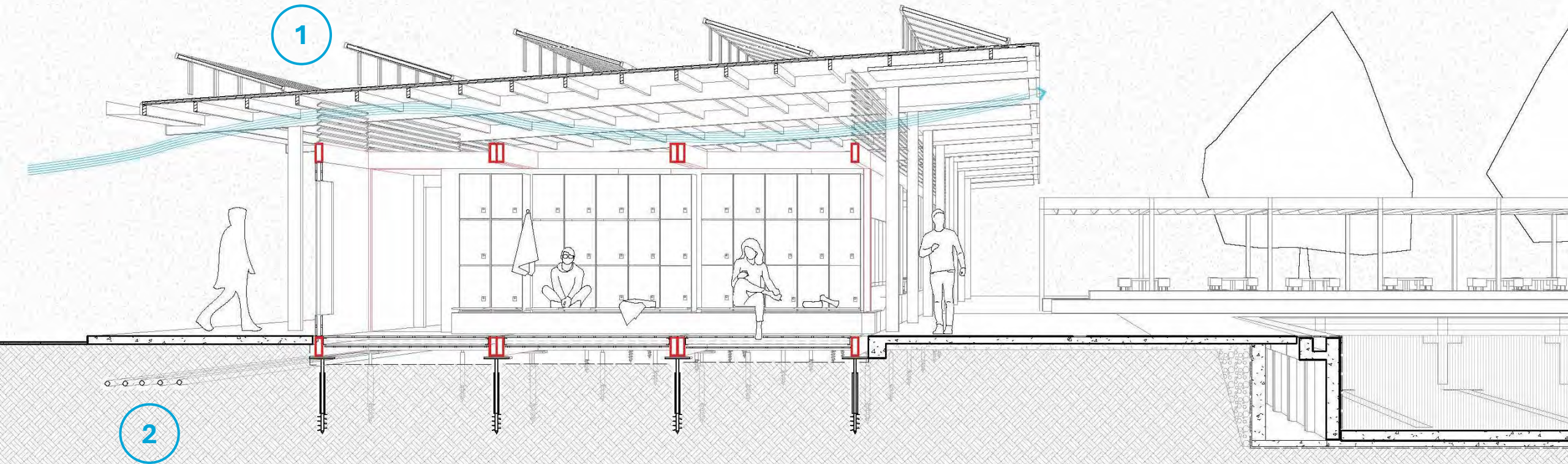
Pool
Plant

Community Hub

A place to meet and engage.
Not just a pool.



Sustainability



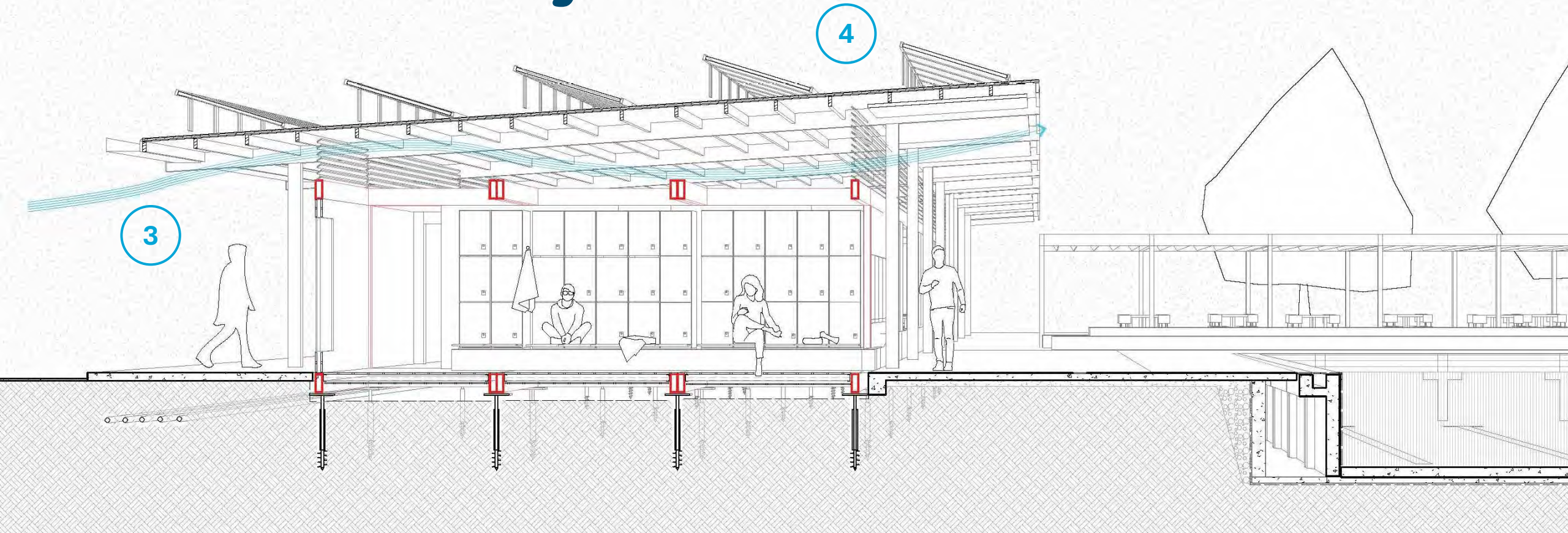
1

Maximising Rooftop Solar

2

Earth as Energy Source

Sustainability



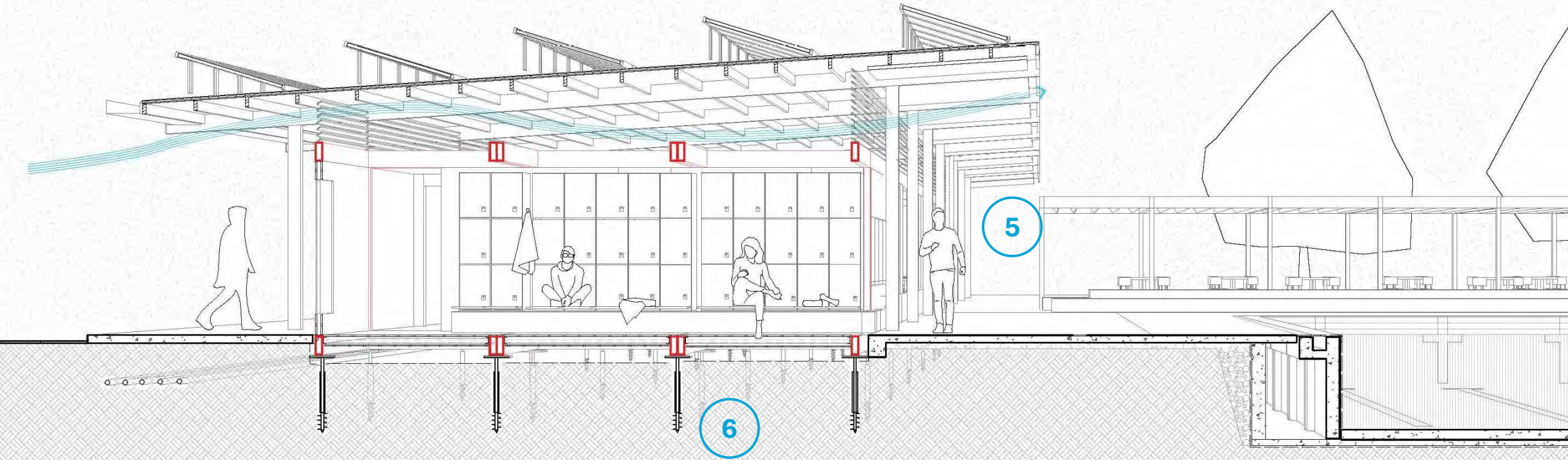
3

Natural Ventilation for
Great Indoor Air Quality

4

Best Solar
Orientation

Sustainability



5

Community and
Regional Identity

6

Simplified Site
Preparation

More Than a Pool

Catering for All User Types
and Needs



Developing a Pattern Book Approach

A standardised design toolkit to accelerate delivery, improve quality and reduce cost



A pattern book creates a repeatable pathway from concept to delivery.

The Numbers

Working with WT Partnership



25m Modular Pool Cost Comparison

NSW Modular Aquatic Exercise | Order of Cost Estimate | Q1 2026 Rates | Excl. GST





25m Outdoor Pool Facility



\$14.928M
Total design & construction
cost (excl. GST)

+ \$3.156M
optional items

 **More affordable baseline option**



25m Indoor Pool Facility



\$19.919M
Total design & construction
cost (excl. GST)

+ \$1.832M
optional items

 **Higher capital cost, all-weather facility**



Indoor premium vs outdoor:
approx. \$4.991M



**Both estimates include contingency,
consultant fees and authority charges**



**Optional items vary by site
and specification**



Key assumptions

1. Rates based on Newcastle, NSW; regional rule-of-thumb under review
2. Buildings surrounding the pool are assumed to be modular
3. Indoor pool roof assumed to be in-situ metal deck on steel portal frame
4. Site-specific costs cannot be fully accounted for at this stage
5. Rates reflect Q1 2026 and include 15% contingency
6. Consultant fees included at 12%; authority fees and charges included at 2%
7. Allowance for incoming services (power, fibre/data, water, stormwater, sewer, gas): \$1M
8. Optional cost allowances include piling to pool \$292k, car parking \$400k, and hard/soft landscaping \$500k



Key exclusions

1. Demolition of existing buildings
2. Contamination or unknown ground conditions
3. ESD allowances or carbon reduction schemes
4. Fit-out of café areas
5. Gym equipment and loose FF&E
6. Non-construction development costs
7. Client contingency
8. Escalation beyond Q1 2026, staging costs, and GST



Outdoor 25m delivers the lower-cost entry point, while indoor 25m provides year-round capability at a higher upfront cost.

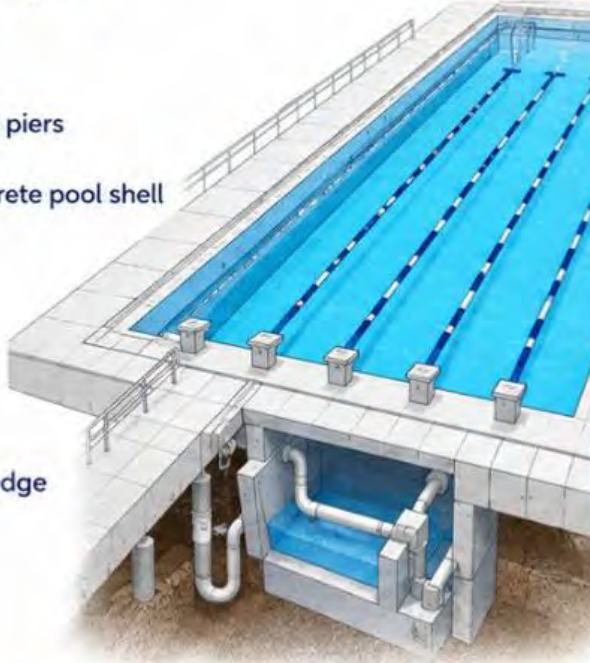
Indicative Inclusions

Base Scope Items Included within the Modular 25m Pool Concept



 Amenities Modules		
✓		Administration assembly
✓		Gendered change assembly
✓		All gender assembly
✓		Shower and toilet assembly
✓		Sauna and steam assembly
✓		Fitness studio assembly
✓		Community hall assembly
✓		Café (cold shell)
✓		Roof overhang
✓		Paving beneath roof overhang

 Pool Area – 25m Outdoor Pool		
✓		Excavation and disposal
✓		Backfill
✓		Ø600mm bored piers
✓		Reinforced concrete pool shell
✓		Pool ramp
✓		Niche steps
✓		Step treads
✓		Recessed rest ledge
✓		Balance tank
✓		Pool deck



Included in
Base Scope



1. Modular
amenities
buildings



2. Core pool
structure and
access features



3. Essential
deck and
support works



The indicative base scope covers core modular amenities and the essential structural elements of a 25m outdoor pool facility.

Treasury Submission

Future of Swimming Pools

Royal Life Saving NSW | Cox Architecture | Waterco

NSW Aquatic Revitalisation Program

A 25m-first pathway for affordable, accessible
and sustainable public aquatic infrastructure



25m-first



Pattern Book



Modular Delivery



State Co-investment

Treasury Submission

Executive Summary

NSW Aquatic Revitalisation Program (ARP) – Executive Summary



40%
of Australia's public
pools reach end-of-life
by 2030



88%
Formal swimming
lessons can reduce
drowning risk by 88%



128
drowning deaths
in NSW in 2023/24



Sydney | Hunter | Illawarra | Regional NSW



1 WHY THIS MATTERS

- 40% of Australia's public pools reach end-of-life by 2030
- Public pools are essential social infrastructure for safety, health and wellbeing
- Formal swimming lessons can reduce drowning risk by 88%
- 128 drowning deaths in NSW in 2023/24



2 PROPOSED PATHWAY

- Move from bespoke legacy 50m outdoor pools to scalable 25m indoor multi-purpose hubs
- Use modular / prefabricated construction to reduce cost and accelerate delivery
- Publish a state-endorsed NSW Aquatic Pattern Book
- Design for accessibility, safety, sustainability and year-round programming



3 TREASURY ASKS

- Recognise aquatic facilities as essential social infrastructure and a preventive investment
- Adopt a 25m-first standard for community pool provision
- Reserve 50m pools for clearly justified regional complexes or training hubs
- Establish a 4-year NSW Aquatic Revitalisation Program with co-investment funding



A scalable **25m-first** model can de-risk delivery, improve value for money and build a safer, healthier, more resilient NSW.



DECISION FOCUS FOR TREASURY

Approve a **4-year NSW Aquatic Revitalisation Program (ARP)**, including a state co-investment fund, NSW Aquatic Pattern Book, procurement model, and a prioritised pipeline across Sydney, Hunter, Illawarra and Regional NSW.



25m-first



Pattern Book +
Procurement Model

What are the Priorities?

How NSW Should Determine Aquatic Infrastructure Priorities



A structured priority model supports equitable investment, faster decisions and better statewide outcomes.

Urgent Action

Inland pools need repairs,
not promises



Concerns for safety, youth crime as outback NSW town of Walgett shuts only pool ahead of summer

By Nick Lowther By Brigitte Murphy ABC Western Plains Regional Communities

The Western Herald

Community owned

Home About Advertising Printing

Apr 23 · 1 min read

Walgett pool closed early as escalate



Council wants millions for a pool at Lambton that could help solve a state 'crisis'

By Michelle Linn
February 25 2026 - 5:30am

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Kia ora! Ready to experience the magic of a New Zealand holiday? Whether you're looking to relax or up your winter sports game, we've got you covered. We'll help you make the most of your time in the South Island, from the best ski resorts to the most beautiful beaches. Let us help you make the most of your time in the South Island. Let us help you make the most of your time in the South Island.

Opportunity

A Strategic Window to Elevate Aquatic Infrastructure as a State Priority





ROYAL LIFE SAVING
NSW | ACT | TAS

Ensure We Think Differently



Broaden Our Scope

How NSW Should Determine Aquatic Infrastructure Priorities

Treat the future as a regional network, not just a local asset.

- ✓ Prioritise major investment in strategically selected regional locations
- ✓ Leverage smaller 25m modular pools to broaden access across surrounding communities
- ✓ Build a scalable pool network that grows with population and demand



1. Anchor Regional Investment

Target significant aquatic infrastructure in priority locations that can serve broader catchments and specialist needs.



2. Distributed 25m Solutions

Use modular 25m pools as affordable, repeatable and scalable community access points.



3. Human Outcomes

A connected pool network supports positive physical, social and mental wellbeing.

CONNECTED ACCESS.
STRONGER COMMUNITIES.
BETTER FUTURES.

Stronger communities. Healthier regional NSW.



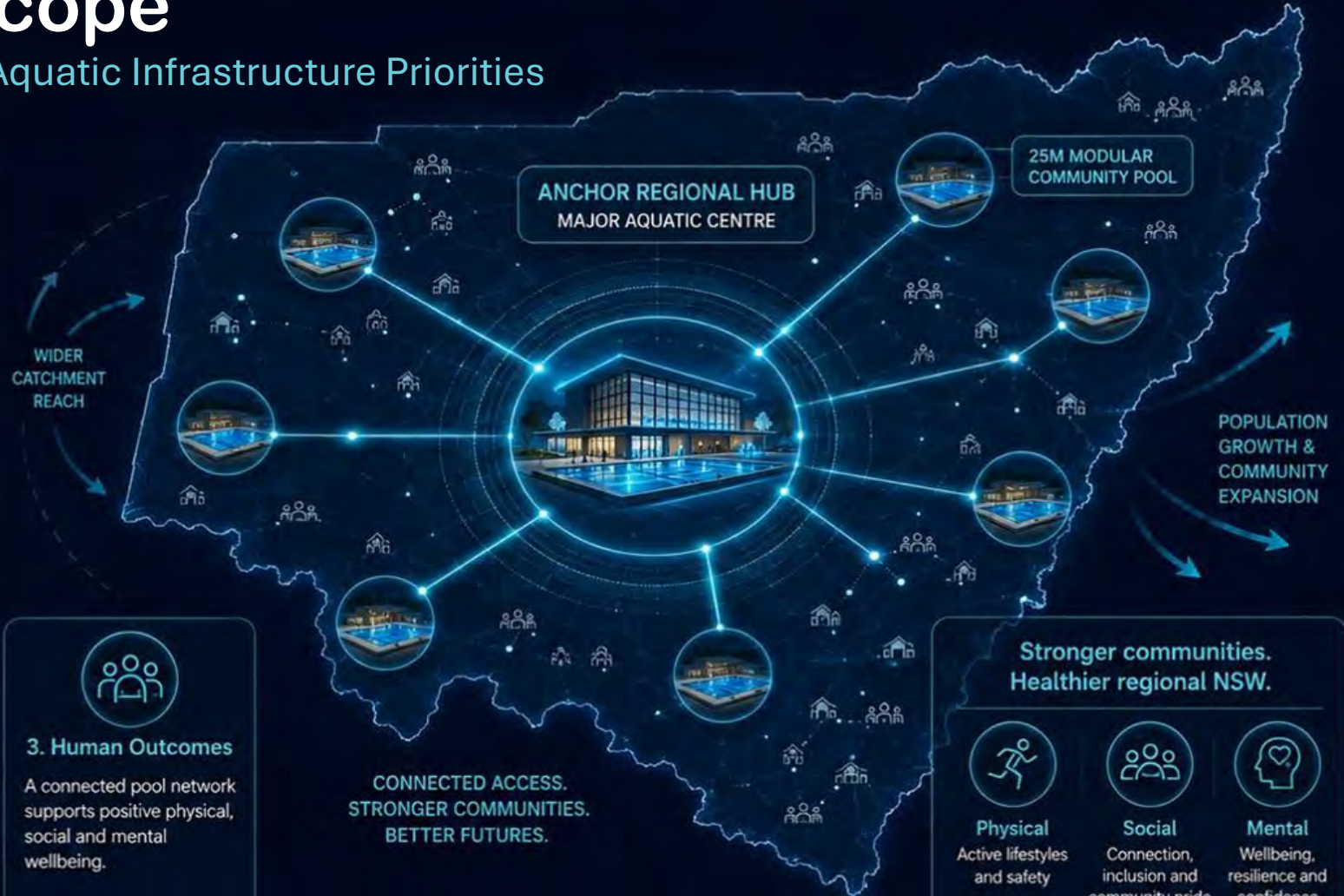
Physical
Active lifestyles
and safety



Social
Connection,
inclusion and
community pride



Mental
Wellbeing,
resilience and
confidence



Big hub. Local access. Regional impact.



Strategic locations
for greatest impact



More communities
within reach



Better value,
long-term outcomes



Healthier people,
stronger regions

A Call to Action

Collaborative Network Support can Turn into Positive Results for Aquatic Infrastructure



Align the Sector



Secure Investment



Scale Modular Delivery



Deliver Regional Outcomes

A united network can help the sector deliver **safer, healthier** and **more connected** communities
Local Government | State Government | Royal Life Saving | Architects and Designers | Waterco and Plant Experts | Communities

Shared Delivery – Our Best Chance

A Collaborative Infrastructure Agenda can Overcome Pressure through Modular Pool Construction

 Collaborative Infrastructure Agenda

 Modular Pool Construction

 Faster Delivery

 Lower Cost Pathway

 Scalable 25m Community Model

 Shared Investment and Planning



Collaboration and modular delivery can turn competing pressures into a **practical statewide aquatic infrastructure pipeline**.

Collaboration, Modular, Shared Vision

Shared Investment Delivers Lasting Benefits for Everyone



Safer Communities



Learn to Swim



Health and Wellbeing



Social Connection



Year-Round Access



When investment, planning and collaboration align, communities enjoy the full **social, physical and mental benefits** of public aquatic infrastructure.



Drowning Prevention Australia (DPA)



Together, Royal Life Saving NSW and DPA form a complete ecosystem of aquatic safety delivery.

- Royal Life Saving NSW focused on education, inclusion and public benefit.
- DPA leading technical risk management and professional services across the aquatic industry.

1



Risk
Assessment &
Safety Audits

2



Certification
& Compliance
services

3



Professional
Development

4



ISO
Systems

5



Research
Innovation



Who DPA Supports:



Facility Operators



Councils



Insurers



Governments

Drowning Prevention Australia



- A specialist risk management subsidiary of Royal Life Saving NSW
- Supports operators, councils, insurers and government with expert guidance, audits and tailored safety solutions

Risk
Assessment

Certification
& Compliance

ISO
Systems

Professional
Development

Research
Innovation



Operational safety, compliance
and aquatic sector innovation



Together, **Royal Life Saving NSW** and **DPA** deliver a complete aquatic safety ecosystem.

Thank You

Royal Life Saving Society NSW.ACT.TAS | Cox Architecture | Waterco | NSW Swimming

OUR PURPOSE

To lead efforts to reduce drowning and increase swimming, water safety and lifesaving skills.

Since 1894

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