

FINANCIAL MANAGEMENT COMMITTEE

*HIS WORSHIP, THE MAYOR
AND COUNCILLORS*

SUBJECT: SHORT AND LONG-TERM OUTDOOR AQUATIC FACILITY PLANNING

RECOMMENDATIONS:

1. THAT Council direct staff to report back on the feasibility and cost of a permanent cover over Central Park Pool.
2. THAT Council approve the carry-forward of \$240,000 from the approved 2022 Parks, Recreation and Cultural Services One-Time Funding for the Outdoor Pools Accessible Washroom Study and Outdoor Pools Replacement Study to be used for the Outdoor Aquatic Facility and Services Strategy, as outlined in this report.

REPORT

The Financial Management Committee, at its meeting held on 2022 December 14, received and adopted the attached report seeking direction on the provision of outdoor aquatic services during the construction of the Burnaby Lake Aquatic and Arena Project and consideration of the proposed Outdoor Aquatic Facility and Services Strategy.

Arising from discussion, the Committee **AMENDED** recommendation #1 as noted above.

Respectfully submitted,

Councillor Dhaliwal
Chair

Councillor Gu
Vice Chair

Copied to:	Chief Administrative Officer Deputy Chief Administrative Officer & CFO GM Corporate Services GM Parks, Recreation & Culture
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TO: CHAIR AND MEMBERS
FINANCIAL MANAGEMENT COMMITTEE **DATE:** 2022 Dec 01

FROM: GENERAL MANAGER PARKS,
RECREATION AND CULTURAL
SERVICES **FILE:** 54000-20

**SUBJECT: SHORT AND LONG-TERM OUTDOOR AQUATIC FACILITY
PLANNING**

PURPOSE: To seek direction on the provision of outdoor aquatic services during the construction of the Burnaby Lake Aquatic and Arena Project and consideration of the proposed Outdoor Aquatic Facility and Services Strategy.

RECOMMENDATION:

1. **THAT** the Financial Management Committee recommend Council direct staff to continue with Option 1: Temporary cover at Kensington, as outlined in this report.
2. **THAT** The Financial Management Committee recommend Council approve the carry-forward of \$240,000 from the approved 2022 Parks, Recreation and Culture Services One-Time Funding for the Outdoor Pools Accessible Washroom Study and Outdoor Pools Replacement Study to be used for the Outdoor Aquatic Facility and Services Strategy as outlined in this report.

REPORT

1.0 INTRODUCTION

The decommissioning of C.G. Brown and the construction of the new Burnaby Lake Aquatic and Arena project resulted in the extension of hours at the Kensington Outdoor Pool to assist with the demand from aquatic user groups. A temporary deck cover was installed to provide shelter for coaches and a small number of spectators. Burnaby's outdoor pools are nearing or at the end of their useful life and require a plan for reinvestment. With the Burnaby Lake Aquatic and Arena project planned to be completed by spring 2026, staff are presenting options for Council's consideration to manage the needs of aquatic users in both the short and long term.

2.0 POLICY SECTION

The advancement of this project is aligned with the following Council-adopted policies, plans and strategies: *Burnaby Economic Development Strategy* (2007); *Social Sustainability Strategy* (2011), and the *Corporate Strategic Plan* (2017).

3.0 BACKGROUND

The City of Burnaby has four indoor aquatic facilities and four outdoor facilities. These facilities range in age and condition, with the oldest being C.G. Brown built in 1963 and the newest being the Fred Randal Pool at Edmonds Community Centre, built in 2013. All the outdoor pools were constructed in the early 1960's.

Aquatic amenities and services provide a range of public good, including benefits to social, physical and mental health and water safety skills. Aquatic facility provision is typically a core service of municipal Parks, Recreation and Culture departments.

In 2003, the City completed the Burnaby Aquatic Facilities and Services Review ("the Review") which recommended the replacement of the C.G. Brown Memorial Pool with a "destination" aquatic facility as Phase 1 (see *Attachment A* for definitions of aquatic facility types). The Review also identified the replacement of Bonsor and the addition of a new "community" level pool. In 2012 the City opened the new Edmonds Community Centre which included the Fred Randal Pool to serve the Edmonds Town Centre area and provide additional aquatic amenities in anticipation of the replacement of C.G. Brown Memorial Pool.

The City has two indoor aquatic facility projects currently underway:

- the Burnaby Lake Aquatic and Arena Project ("BLAA") - a destination multipurpose aquatic facility, and
- a fourth community multi-purpose indoor aquatic facility as part of the replacement of the Cameron Community Centre.

With these new facilities, Burnaby will have a community level aquatic facility near the heart of each Town Centre and a destination level aquatic facility in the centre of the City in the Kensington precinct.

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Discussion:

C.G. Brown was built at a time when aquatic facilities provided basic swimming experiences and were not focused on multiple play /activity experiences. Due to its lack of modern leisure amenities, it became well used by the City's aquatic clubs for swimming lengths, artistic swimming and water polo. It is clear through the annual allocation process that the City does not have enough aquatic infrastructure to meet the demand of the clubs. Many Aquatic clubs rent pool time from neighbouring municipalities. See a list of swim clubs and a brief description of their aquatic facility use in [Attachment B](#).

In anticipation of the construction of the new BLAA, staff explored ways to accommodate the aquatic users of C.G. Brown at other existing facilities. As a result, the Kensington Outdoor Pool ("Kensington") has been fitted with a temporary deck cover and has had its season lengthened (see [Attachment C](#)). Kensington is now open from October to May, primarily for swim clubs, artistic swimming and water polo. The City's outdoor pools were not designed to be open year-round and staff are monitoring closely to ensure the pool can operate safely.

Aquatic space in the region is in short supply, and Burnaby's neighbours are also investing in aquatic infrastructure. The City of New Westminster is building a replacement for the Canada Games Aquatic Centre. New Westminster has been lengthening the season of their two small outdoor pools to assist with demand.

Simon Fraser University ("SFU") has a 6 lane 25 metre pool and a dive tank. SFU is planning change room, plumbing and deck improvements. SFU expects their facility will be closed for 18 -20 months starting in January of 2023. As such, they will be renting 36 hours of space per week at Kensington.

The Coquitlam YMCA is opening in early 2023 and will serve residents in Coquitlam, Port Moody and Burnaby. This will take some of the pent-up demand from Burnaby residents living on the east side. Coquitlam is also replacing and substantially upgrading the Spani Outdoor Pool and has further plans for aquatic facilities at the Fraser Mills development (along the Fraser River) and Burke Mountain.

Due to the impacts of pool closures from COVID-19, two years of swimming lessons and advanced aquatics/lifeguard training ran at a maximum of 10% of pre-COVID levels. This has resulted in pent up demand for swim lessons and a lifeguard shortage across Canada.

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Steps for Meeting Short and Long- term Aquatic Demand:

Staff are proposing a two-step approach to meet the City’s aquatic services demand during the upcoming construction of the BLAA and beyond.

Step 1: Increase available aquatic facility usage at the City’s outdoor pools, beyond the regular summer season by providing temporary structures to cover the deck or entire pool; and

Step 2: Develop an Outdoor Aquatic Facility and Services Strategy that will provide a roadmap for the long term investment in outdoor pools and aquatic amenities.

Step 1:

Staff are proposing 4 options to extend the potential usage of the City’s outdoor pools during construction of BLAA and Cameron. For a comparison of operating costs of the 4 options, please see Attachment D. To assist Council in understanding and comparing the options, staff have calculated a “subsidy per swim” amount. This is the operating costs, divided by anticipated number of swimmers and reflects the amount needed from the city to cover the shortfall between operating costs and revenue per swim. Burnaby’s indoor pool have a subsidy per swim of approximately \$7.00.

Option 1: Status Quo (recommended): continue with the current temporary cover during the winter months at Kensington. This option results in a subsidy per swim of \$10.94 based on current facility bookings. Attachment E indicates photos of the current temporary cover at Kensington pool.

Pros	Cons
Proximity to C.G. Brown	Unanticipated facility maintenance costs due to extended season
Fully enclosed change rooms and covered shower facilities	Deck cover is not visually welcoming or aesthetic value associated with Burnaby brand
Deck cover provides protection for coaches and limited spectators from rain	Unheated change rooms
Temporary cover removed in summer for full outdoor pool experience	Swimmers are warm in pool, but exposed to elements like rain
Club training times accommodated	Too shallow for artistic swimming and water polo. Primarily for endurance training
Lowest cost of all options	

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Option 2: Build a permanent deck cover at Kensington to provide respite during all weather seasons and until the Outdoor Aquatic Strategy in Phase 2 provides a plan for the reinvestment in the City’s outdoor pools. This option would result in an estimated subsidy of \$19.97 per swim.

Pros	Cons
Proximity to C.G. Brown	Unanticipated facility maintenance costs due to extended season
Fully enclosed change rooms and covered shower facilities	Deck cover aesthetically pleasing
Deck cover provides protection for coaches and limited spectators	Unheated change rooms
Permanent deck cover provides protection year round (sun and rain)	Swimmers are warm in pool but exposed to elements like rain/cold
Club training times accommodated	To shallow for artistic swimming and water polo. Primarily for endurance training
Deck cover built to last until plans for replacement outlined in Phase 2 are in place	

Option 3: Build a temporary cover over the entire pool at Kensington to provide respite during all weather seasons and until the Outdoor Aquatic Strategy in Phase 2 provides a plan for the reinvestment in the City’s outdoor pools.

This structure would increase the subsidy to \$31.50 per swim. While it would keep swimmers out of the rain, it would not provide protection from cold air temperatures or wind. Detailed information regarding pool covers are illustrated in Attachment F.

Pros	Cons
Proximity to C.G. Brown	Unanticipated facility maintenance costs due to extended season
Fully enclosed change rooms and covered shower facilities	Pool cover changes experience of outdoor pool in the summer
Pool cover provides protection for swimmers, coaches and limited spectators	Unheated change rooms. No protection from wind/cold
Provides protection year round (sun and rain)	Expensive option for few users
Club training times accommodated	To shallow for artistic swimming and water polo. Primarily for endurance training.

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Option 4: Build a temporary cover for the 50 meter pool at Central Park, designed to be in place until BLAA opens. This option would cost an estimated \$2.6 million, and increase the subsidy per swim to \$50.03. Detailed information regarding pool covers are illustrated in Attachment F.

Pros	Cons
Year-round cover provides protection (sun and rain)	Unanticipated facility maintenance costs due to extended season
Club training times accommodated	Deck cover aesthetically pleasing
Suitable for all Aquatic User groups.	No roof on change rooms: open to elements, no heat
8 lane 50 metre pool	Year-round cover changed the outdoor pool experience in the summer months
	Most expensive option both operationally and for the cost of the cover
	Largest outdoor pool with high operating costs

Step 2: Completion of the Outdoor Aquatic Facility and Services Strategy

The City’s 4 outdoor pools are at or nearing the end of their useful life and the City is in the process of planning in order to meet the outdoor aquatic needs of residents over the next 25 years. Staff are hiring a consultant to do this work, with the scope of work including:

- Collect and analyze information regarding outdoor pool participation, statistics and trends;
- Assess the current condition of existing the four outdoor aquatic facilities considering lifecycle, future funding requirements, accessibility, and energy efficiency;
- Anticipate future outdoor aquatic facility usage;
- Address accessibility standards (short and long-term implementation); and
- Coordination and plan for future outdoor aquatic facility development to meet the long term needs of Burnaby residents.

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This study will develop an Outdoor Aquatic Services & Facilities Strategy to provide a long-term vision for the provision of the outdoor aquatic services with short, medium and long term implementation goals. The strategy will include capital investment and reinvestment over the next 25 years, including:

- a. The future quantity and configuration of Aquatic facilities required to meet demand;
- b. The optimal location of future Aquatic facilities;
- c. Options for partnership arrangements or other municipal best practices;
- d. High level capital cost estimates and funding strategies.

In 2022, Council approved \$240,000 in One-Time Funding to PRCS to complete two important pieces of work – an outdoor pools accessible washroom study and a replacement study. This work is proposed to be included in the scope of the Outdoor Aquatic Services & Facilities Strategy. Staff are requesting that Council approve the carry-forward of the \$240,000 to the 2023 PRCS budget to complete the Outdoor Aquatic Services & Facilities Strategy.

4.0 RECOMMENDATION

That Council direct staff to proceed with option 1 as outlined in this report. Option one, combined with additional pool space allocated to all Aquatic Clubs at the indoor pools, is the most cost effective method to provide additional services during the construction period.

That Council also approve the carry-forward of \$240,000 from 2022 one-time funding to be used for the completion of the Outdoor Aquatic Facility and Services Strategy.



Mary Morrison-Clark
GENERAL MANAGER PARKS, RECREATION AND CULTURAL SERVICES

EB;TN;SK:lc

Attachments Appendix A: Definitions of the Types of Pools
Appendix B: City of Burnaby Aquatic Clubs
Appendix C: Kensington Outdoor Pool Schedule
Appendix D: Operating Costs Comparisons
Appendix E: Pictures of Kensington Pool with Temp Cover / Option 1
Appendix F: Pool Cover Options

Copied to: Chief Administrative Officer
Deputy Chief Admin Officer - CFO

Appendix A- Definitions of types of Pools from Burnaby Aquatic Facilities and Services Review 2003

Community Multipurpose pool

Relating to a low to medium-density residential zone, serving the community within which it is located, and containing a variety of family and child-oriented features

Destination Multipurpose Pool

Identified to be in conjunction with a large campus of sport facilities, in a central location and in close proximity to high volume vehicular access routes, and would contain multiple attractive aquatic features to create a “draw” to the facility

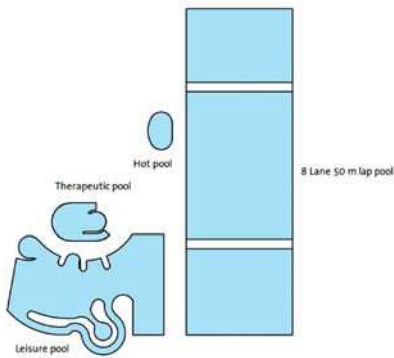
Urban pool

It was identified as relating to a high-density urban zone, and as containing more “club” or “spa”-like features, with more of an adult/fitness focus, more specific details are identified below.



Community Multi-Purpose Pool

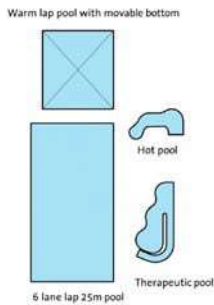
- Suburban location
- Family-oriented
- 600-700 sm water
- 25m 6 lane lappool
- Leisure pool
- Play features
- tot area
- socializing areas



DESTINATION MULTIPURPOSE POOL
Water area: 1200 sm

Destination Multi-Purpose Pool

- Destination location
- Serves broad range of aquatic needs- Competition, community needs, play elements, fitness swimming, therapy
- 1200 sm water area
- 50 m pool - 2 movable bulkheads, movable bottom
- Warm Lane swimming
- Leisure pool
- Diving tank
- Water slide, wave pool?
- Tot area



URBAN POOL
Water area: 500 sm

Urban Pool

- Urban location
- Adult-oriented
- 500 sm water area
- 25m 6 lane lappool
- warm laps with movable bottom
- Spa/club-like atmosphere
- Fitness-oriented

Appendix B-City of Burnaby Aquatic Clubs

Aquatic Clubs are divided into two main groups by season:

1. Summer Clubs: train May to late August. Compete in August.
2. Winter clubs; train Sept. to June. Compete throughout this timeframe.

Name of Club	Primary Season	Date established	# of Swimmers	Adult / Youth	Notes
Burnaby Barracuda's	Summer	1959 before any pools	132	Youth	
Caprice Artistic Swimming	Winter	1972	114	Youth	
Hyack Masters Swimming	Winter	1973	53	Adult	
Burnaby Waterpolo Club	Winter	Prior to 1978	60	Youth	
Burnaby Mountain Mantas	Summer	1986	230	Youth	
Dynamo Swim Club	Winter	1998	161	Youth	Most of these children are in their swim school which feeds their swim club.
Simon Fraser Aquatics (not the University Team)	Winter	2006 at SFU 2019 with Burnaby	123	Youth	SFA was no longer allowed to train at SFU in 2019
Vancouver Underwater Hockey	Winter	Not known	Not known	Adult	

Additional User Groups.

Name of Group	Primary Season	Adult / Youth	
Burnaby Schools	Winter		September to Nov
Pacific Storm Water polo	Winter	Youth	Primary home, Vancouver and Langley
SFU Varsity Swim Team	Winter		
Hyack Swim Team		Youth	New Westminster and Coquitlam
Chena Swim Team		Youth	North Vancouver

Appendix D- Operating Costs Comparisons of Options

Operating Costs per month of Outdoor Pool during Non Summer Months				
	Kensington Temporary cover	Kensington with permenant pool deck cover	Kensington Park Pool with temporay pool cover	Central Park pool with sprung cover over entire pool.
Option	Option 1	Option 2	Opton 3	option 4
	Jan- May (with SFU)	Jan- May (with SFU)	Jan- May (with SFU)	Jan- May (with SFU)
Staffing	\$22,000.00	\$22,000.00	\$22,000.00	\$22,000.00
Pool Chemicals	\$1,700.00	\$1,700.00	\$1,700.00	\$3,500.00
Untilities Gas and Electrical	\$7,000.00	\$7,000.00	\$7,000.00	\$15,000.00
Pool deck cover rental See note	\$2,100.00		\$38,732.00	
Montly portion of capital cost		\$27,083.33		\$108,333.33
Back up heating	\$15,000.00	\$15,000.00	\$15,000.00	\$15,000.00
Total expenditure	\$47,800.00	\$72,783.33	\$84,432.00	\$163,833.33
Rental Revenue	\$17,500.00	\$17,500.00	\$17,500.00	\$20,000.00
Net Subsidy/ month	-\$30,300.00	-\$55,283.33	-\$66,932.00	-\$143,833.33
Attendance Winter with sfu	2769	2769	2125	2875
Etimated subsidy Club training season	-\$10.94	-\$19.97	-\$31.50	-\$50.03

Appendix E- Pictures of Kensington Outdoor Pool







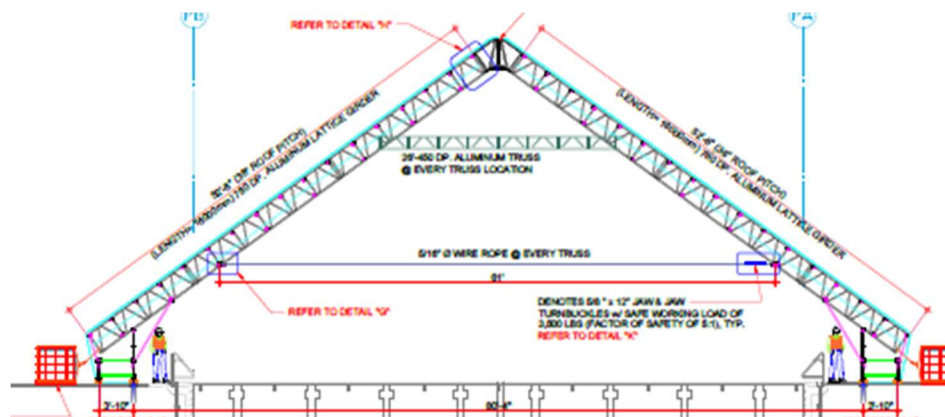
Appendix F-Options for Pool Covers

Staff have explored the option of installing a temporary cover over one or more of the City's existing outdoor pools to provide shelter from rain. Given that all of the existing outdoor pools are over 50 years old and are at or nearing the end of their service lives, a temporary cover will provide shelter until replacement plans are made in Phase 2. It is important to note that temporary covers do not allow the pool area to be heated. Only the water in the pool is heated. In colder weather months, this is a barrier for aquatic users beyond clubs and serious lane swimmers. Without heat in the pool area, it is unlikely that the City would run swim lessons, aquafit or drop in program until the weather warms.

There are two suitable types of temporary structures explored below. Of note, these structures would remain in place all year-round, changing the experience of outdoor pools in the summer months.;

1. Construction Scaffolding Cover

This option is a gable roof structure using construction scaffolding with a shrink wrap poly roof cover. The structure needs to be open at both ends to provide open air ventilation and avoid, condensation, humidity and air quality. It would be designed to accommodate snow loads and could be used all year round. The installation of lighting will be necessary to properly illuminate the pool for safe operation during dark winter months. While this solution is very practical and functional, it is lacking aesthetic qualities. The sketch below shows a previously engineered solution for a similar project.



There are still many details to be worked out to operate the outdoor pools in the winter months. The cost for this style of outdoor pool cover complete with wiring and lighting will be approximately \$250,000 to install and a rental charge of \$15,000 per month.

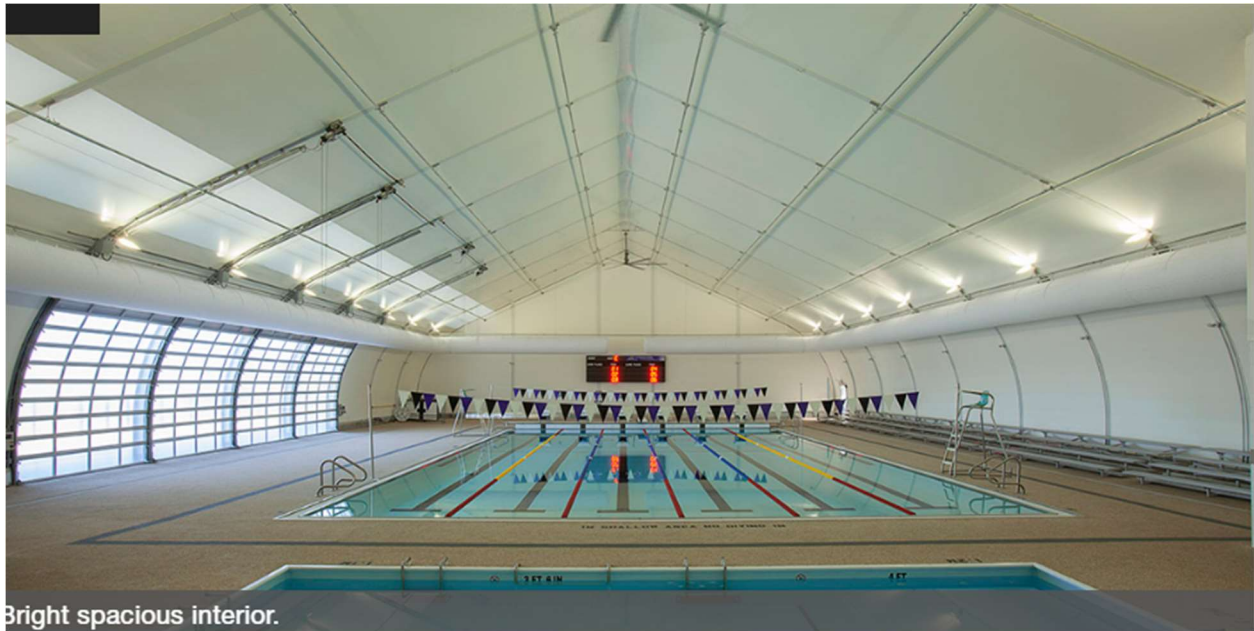
Item	Description	Cost
	Installation	
1	Pool Cover Installation, Engineering, Inspection	\$150,000
2	Electrical, Lighting and Heating	\$100,000
	Installation Total	\$250,000
	Rental	
1	Pool Cover Rental (\$15,000 / month for 12 month)	\$180,000
	Contingency	\$50,000
	First year Operating Cost Total	\$480,000

The total operating cost for the first year would be approximately \$480,000. The roof cover rental cost of \$15,000 per month would be applicable and ongoing as long as the cover is installed. This excludes all other operating cost such as: staff time, pool chemicals, and utilities. These items will be discussed separately in the pool operations section of the report.

The time to erect the structure would be approximately 5 to 7 weeks and the take down would be 3 to 4 weeks. Upon placing the order, an additional lead time of 6 weeks will be required for production prior to erection. Given the required cost and time, it would be proposed that the structure would remain up for the full duration of its requirement and would not be erected and dismantled seasonally. While this would allow this facility to be covered in the winter this would significantly change the summer time experience and would reduce or eliminate programming such as swimming competitions that typically occur in the summer season at Central Park pool, should this location be chosen. For these reasons this option is not recommended for Central Park Pool.

2. Sprung Fabric Structure

This is a high tension fabric building system that utilizes corrosion resistant aluminum substructure covered with a highly durable Kynar coated membrane. Sprung structures have been used as both temporary and permanent outdoor pool enclosures. Below is an image of a pool enclosure application.



Bright spacious interior.

Given the longevity of this option, the structure could be dismantled and relocated to another City site and used for a different application. The structure could be designed to meet building code requirements and can be outfitted with lighting and insulation. Ventilation details will need to be engineered to control the indoor humidity. Ventilation does not provide additional heat.

The budgetary cost for this style of structure complete with lighting and mechanical ventilation is estimated to be approximately \$2.6M to purchase. Alternatively, there are firm rental options for 36 months at approximately \$28,000 per month plus installation cost for a total of \$1,600,000 but with no ownership for reuse of the structure at the end of the term.

Item	Description	Cost
Purchase Option – Ownership after use		
1	Sprung Pool Cover & lighting, Engineering, and Inspection	\$2,000,000
2	Installation, Electrical, and Mechanical ventilation	\$600,000
	Purchase Total	\$2,600,000
Rental Option (36 months) – No Ownership		
1	Pool Cover Rental (\$28,000 / month for 36 month min)	\$1,000,000
2	Installation, Electrical, and Mechanical ventilation	\$600,000
	Rental Option Total (36 month)	\$1,600,000

The structure will require 10-12 weeks lead time for design and production and will take approximately 5 to 7 weeks to erect.