

Request for Decision

City of Greater Sudbury Pools Infrastructure and Recreation Capital Update

Presented To: Community Services Committee

Presented: Monday, Jun 19, 2017

Report Date Tuesday, Jun 06, 2017

Type: Managers' Reports

Resolution

THAT the City of Greater Sudbury endorses the Therapeutic/Leisure pool project as a priority as well as recreation capital funding for aged recreation facilities (i.e. arenas) for any announcements related to recreation infrastructure funding as outlined in the report entitled "City of Greater Sudbury Pools Infrastructure and Recreation Capital Update" from the General Manager of Community Development dated June 6, 2017.

Relationship to the Strategic Plan / Health Impact Assessment

The 2015-2018 Corporate Strategic Plan identified the priority to maintain great public spaces and facilities to provide opportunities for everyone to enjoy, including pools, splash pads, arenas, etc. This report speaks to the need for capital investment in City pool facilities.

The City of Greater Sudbury has previously confirmed support for the provision of a Therapeutic/Leisure Pool at the Lionel E. Lalonde Centre. Investment in a Therapeutic/Leisure pool facility would have a positive health and well being on individuals by creating opportunities to keep citizens more active in a safe and accessible environment.

Signed By

Report Prepared By

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Health Impact Review

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Division Review

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Recommended by the Department

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Financial Implications

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Recommended by the C.A.O.

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Report Summary

This report provides an update of municipal pool utilization and capital requirements. The report also provides an update on the Therapeutic/Leisure Therapy Pool project.

Given the increased costs to operate and maintain existing City pools due to their advanced age, and the

confirmed Council support for the provision of a Therapeutic/Leisure Pool it is recommended that the Therapeutic/Leisure Pool project be given priority consideration for any recreation infrastructure funding announced by senior levels of government.

Financial Implications

This report has no financial implications. There is capital funding for a therapeutic pool identified in the Citizen & Leisure capital budget outlook for 2018 in the amount of \$656,000.

Background

City of Greater Sudbury Pool Inventory

There are five municipal indoor aquatic facilities located in the City of Greater Sudbury:

- Gatchell Pool
- Howard Armstrong Recreation Centre
- Nickel District Pool
- Onaping Pool
- R.G. Dow Pool

Onaping Pool

The Onaping Pool was an addition to the Onaping Community Centre in 1967. The pool features a single tank measuring 12 metres long and 5 metres wide; there is no accessibility ramp or chairlift at this pool. The community centre also has change rooms, a gymnasium, library and other community spaces.

R.G. Dow Pool

This facility was built in 1971 and offers a single tank that measures 25 metres long and 12 metres wide with supporting change rooms and a pool chairlift. Supporting pool amenities at R. G. Dow Pool include change rooms, stairs, a ladder, and a chairlift.

Nickel District Pool

Constructed in 1972, this facility provides a single tank measuring 25 metres by 10 metres wide. Supporting pool amenities include change rooms, stairs, a ladder, and a chairlift.

Gatchell Pool

Gatchell Pool was originally constructed in 1975. The facility provides a single tank measuring 25 metres long and 15 metres wide with supporting change rooms and a pool ramp and chairlift.

Howard Armstrong Recreation Centre

The Howard Armstrong Recreation Centre was constructed in 1982 and boasts a single tank measuring 25 metres long and 15 metres wide. Other supporting amenities at this facility includes a pool ramp, steps, and change rooms, in addition to a cardio and weight room, squash courts, and indoor walking track.

The municipal supply is supplemented by post-secondary and not-for profit pools that offer varying degrees of public access:

- Finalandia Village (small pool)
- Health Sciences North (therapy pool)
- Laurentian University (50 metre, 8-lane pool with diving platforms)
- YMCA of Sudbury (lap pool and therapeutic leisure pool)

CGS Pool Utilization

City of Greater Sudbury pools offer recreational swimming opportunities through adult lane swims, public swims, family swims and aquafit classes through drop-in passes. The pools offer a full catalogue of learn to swim lessons and aquatic leadership courses. Pools are also available for private rentals for birthday parties, etc. The following is a summary of swim visits by facility and type for the years 2010 through 2016:

Swim Visits by Facility 2012-2016						
Facility	2012	2013	2014	2015	2016	Change (2012-2016)
Gatchell	35,549	42,260	36,598	36,879	37,317	5.0%
HARC	60,278	69,453	69,015	68,033	72,344	20.0%
Nickel District	41,839	44,591	35,131	35,443	32,894	-21.4%
Onaping	7,412	3,286	10,043	8,806	7,231	-2.4%
R.G. Dow	31,616	33,031	34,246	36,408	36,704	16.1%
Total	176,694	192,621	185,033	185,569	186,490	5.5%

Swim Visits by Type 2012-2016						
Facility	2012	2013	2014	2015	2016	Change (2012-2016)
Lessons	66,652	72,217	68,688	70,896	69,376	4.1%
Aquafit / Aquacises	23,470	25,410	26,218	25,872	24,881	6.0%
Recreational Swim Visits	63,356	69,351	68,486	67,125	66,845	5.5%
Rentals	23,216	25,643	21,641	21,676	25,388	9.4%
Total	176,694	192,621	185,033	185,569	186,490	5.5%

As per the City of Greater Sudbury Therapeutic Pool Feasibility Study (2014) most pools have a theoretical maximum design capacity of 125,000 to 200,000 swim visits per year depending on design. 50% of the maximum design capacity is generally considered to be at the upper end of the comfortable capacity when considering lower use during non-prime times and programming mix. Based on 2012 data, the study stated that the City's pools operated at about 60% of their theoretical capacity (or 30% of their maximum design capacity). Capacity has increased slightly since 2012 based on utilization numbers (approximately 65% based on 2016 data).

City Wide Aquatic Needs

The Therapeutic Pool Feasibility Study (2014) suggested a provision standard of one (1) indoor aquatic centre per 25,000 population. Using the 161,531 population figure for the City of Greater Sudbury as per the Canada 2016 Census, the provision standard suggests the requirement for 6.5 aquatic facilities. This results in a surplus of 0.5 facilities when accounting for the five (5) City of Greater Sudbury facilities plus the YMCA Sudbury and Laurentian University facilities.

CGS Pool Building Condition Assessment Summary

Building Condition Assessments were completed on municipal pool facilities in 2012. The BCA's provide an overall condition assessment for each pool, as well as opinions of probable repair costs required in the immediate term (1 to 5 years) and long term (6 to 10 years). A total of \$4,512,000 in capital repairs were called for over a 10 year period for CGS pools. The following is a summary of the building condition assessments:

Facility	Construction Date	Building Condition	2013-2017 1 to 5 years	2018-2022 6 to 10 years
Onaping	1967	Fair / Poor Condition	\$981,000	\$265,000
R.G. Dow	1971	Fair / Poor Condition	\$667,000	\$22,000
Nickel District	1972	Fair / Poor Condition	\$714,000	\$21,000
Gatchell	1975	Fair / Poor Condition	\$607,700	\$78,000
HARC	1982	Good Condition	\$181,000	\$976,000
Sub Total			\$3,150,700	\$1,362,000

The following capital repairs have been completed and/or budgeted since receiving the Building Condition Assessments:

Facility	Description	2013-2017 1 to 5 year Expenditures	Amount
HARC	<ul style="list-style-type: none"> •New pool filter •Replace/repair drains •Install new pump 	2012-2013	\$130,036
Gatchell	<ul style="list-style-type: none"> •Repair drainage pipes •Racing lane •New lockers 	2013	\$34,172
Gatchell	Relighting	2013	\$140,019
Gatchell	Building shell	2014	\$16,000
R.G. Dow	Building shell	2014	\$20,000
Various	<ul style="list-style-type: none"> •Gatchell soffit & venting •R.G. Dow storage reel •Nickel District flooring 	2015	\$10,502
HARC	Heating & ventilation	2015	\$60,000
Nickel District	Roof repair	2016	\$225,000
R.G. Dow	Roof repair	2016	\$50,000
Nickel District	Exterior restoration	2016	\$35,000
Gatchell	Tank repairs	2016	\$115,628
R.G. Dow	HVAC replacement	2017	\$190,000
HARC	Refurbish pool deck	2017	\$70,000
HARC	Family washroom	2017	\$100,000
Total			\$1,196,358

City of Greater Sudbury Therapeutic Pool

In February 2014, the City of Greater Sudbury completed a Therapeutic Pool Feasibility Study to assess options for adding a therapeutic pool to the Lionel E. Lalonde Centre in Rayside-Balfour. The feasibility study recommended a multi-use pool with an estimated project value of \$4.7 million and would accommodate similar activities to a stand-alone Therapeutic Pool but would also have the advantage of accommodating a wider range of opportunities, specifically for infants, toddlers, and young children to participate in swimming lessons and leisure swimming. The aquatic facility is recommended to be approximately 7,400 square feet, including pool tank, deck space, change room, studio, control desk, storage, and mechanical.

Community consultation regarding the Therapeutic Pool was conducted as part of the Parks, Open Space and Leisure Master Plan Review (2014). The online survey for the Master Plan found that 55% of respondents supported the Therapeutic Pool proposal (19% are not in support) and 30% of respondents felt that they would be somewhat, very, or extremely likely to use the facility on a regular basis. Given the facility's proposed market and programming, this was deemed a favourable finding that supported the project's usage targets.

At its City Council meeting on Tuesday, February 23, 2016, City Council approved the following resolution:

WHEREAS on June 12th, 2012, City Council approved the City of Greater Sudbury Strategic Plan 2012-2014, which included Council's priorities as determined at their priority setting meetings in 2011, which included a Therapeutic Pool in the Healthy Community category;

AND WHEREAS on February 3rd, 2014, the Community Services Committee accepted a Feasibility Study completed by the consulting team of Monteith Brown Planning Consultants, providing direction and recommending a Therapeutic/Leisure Pool at the Lionel E. Lalonde Centre, which recommendation was later approved by City Council;

AND WHEREAS in June of 2014, Council approved the Parks, Open Space & Leisure Master Plan Review which recommended the provision of a Therapeutic/Leisure Pool at the Lionel E. Lalonde Centre and which included online survey results which indicated that 55% of respondents support this proposal;

AND WHEREAS in 2014, a petition was circulated which included 2500 signatures in support of the Therapeutic/Leisure Pool at the Lionel E. Lalonde Centre;

AND WHEREAS seed Capital funding in the amount of \$656,000 has been identified under the 2017 Citizen and Leisure Capital Project Outlook

THEREFORE BE IT RESOLVED that the City of Greater Sudbury confirms its support for the provision of a Therapeutic/Leisure Pool at the Lionel E. Lalonde Centre and encourages fundraising and grant application efforts to commence, subject to the success of the fundraising campaign.

Parks, Open Space and Leisure Master Plan Review

The Parks, Open Space and Leisure Master Plan Review noted the increased costs to operate and maintain City pools due to their advanced age. Furthermore, Gatchell, R.G. Dow and Nickel District pools are stand-alone facilities that do not benefit from the cost efficiencies associated with shared operations. The Leisure Master Plan Review called for the following action plans:

- Implement the City's Therapeutic Pool Feasibility Study to realize the provision of a therapeutic/leisure pool at the Lionel E. Lalonde Centre in Rayside-Balfour.
- Undertake a review of the City's indoor pools to identify opportunities for operational efficiencies, increasing utilization, and an evaluation of capital requirements and options for facility renewal/closure. The decision to close or re-purpose any facility should come after a one year review period following the development of a new facility.

Current Status

Recent developments relating to City of Greater Sudbury pools and the therapeutic pool project are as follows;

Gatchell Pool Tank Repairs

Last summer, Gatchell Pool was closed for a two week period to complete emergency repairs. The pool had been losing significant water which was discovered to be the result of a major crack the length of the pool tank. Capital Assets has estimated that a complete tank replacement, if necessary, will cost approximately \$1.5 million. Additional investigation is still required.

Nickel District Pool Exterior Repairs

Issues with the Nickel District Pool exterior walls were originally identified in the Building Condition Assessment completed in 2012 and called for restoration in the amount of \$20,000 in the 1-5 year time frame. \$35,000 was budgeted for engineering and exterior wall repairs as part of the 2016 Capital Budget.

Upon further investigation, it was discovered that the issues with the façade were found to be more significant than originally anticipated through work with architects and structural engineers. Engineers have recommended completing remediation, which includes the entire replacement of the pool façade, prior to next winter season (snow load) at an estimated cost of \$410,000. Emergency repairs will be funded through the reallocation of surpluses realized in the 2017 Citizen & Leisure Services capital budget. It is anticipated that necessary repairs will not impact programming.

Pool Dehumidification and HVAC Systems

Other than the Howard Armstrong Recreation Centre, no pool is equipped with an active dehumidification system. The lack of dehumidification equipment may be the cause of issues with exterior façade erosion. Capital Assets estimates that the cost to introduce a new system to a pool to be \$350,000.

Building systems at the Howard Armstrong Recreation Centre are also presenting challenges. There are issues with the HVAC, dehumidification and hot water on demand systems. Cost to replace the Howard Armstrong Recreation Centre HVAC and dehumidification equipment is estimated at \$1.0 million and replacement of the hot water demand system is estimated at \$100,000.

AODA Requirements and Pools

As of January 1, 2016, all facilities that require extensive modifications are required to conform to the latest iteration of the Ontario Building Code (OBC) for Accessibility for Ontarians with Disabilities Act (AODA) compliance. All the pool facilities currently meet their Code of the day, but not current standards. They are also not required to be upgraded to current OBC at this time, as they are not under extensive renovations. To modify existing facilities and bring them up to current OBC AODA regulations will likely

be cost prohibitive. The Building Condition Assessments completed in 2012 called for accessibility improvements totaling \$720,000 for all five pools.

Therapeutic/Leisure Pool Project Update

Staff have been supporting the work of the ward councillor and the community fundraising committee. Fundraising materials have been developed and various grant opportunities at both the provincial and federal level are being explored with no confirmations to date.

Federal Budget 2017 – Recreational Infrastructure

As part of the Federal Government's 2017 Budget, investments of \$21.9 billion over 111 years were proposed to support social infrastructure in Canadian communities, including investments in recreational infrastructure. Additional details regarding eligible projects or application processes are not known at this time.

Other Recreation Infrastructure Challenges

The Parks, Open Space and Leisure Master Plan Review reaffirmed that the City's parks and leisure infrastructure is aging and in need of strategic renewal. The plan notes that the infrastructure renewal and facility development needs for recreational services over the next ten years far outstrip the resources allocated in the City's capital program. Specific to arenas, the Plan notes that the average age of ice facilities in the City is over 40 years, with the majority being constructed prior to 1978.

The report entitled "Framework for Partnership Opportunities for Indoor Turf and Multi Purpose Facilities Interim Report" dated May 31, 2017 to the Community Services Committee further demonstrated that City of Greater Sudbury arenas are approaching or beyond their functional life cycle, based on industry standards.

Summary

As noted in the Parks, Open Space and Leisure Master Plan Review, the age and condition of the existing inventory of municipal pools are resulting in pressures on capital budgets and operations. Building Condition Assessments in 2012 state several pool systems, equipment and elements are approaching life expectancy.

The Leisure Master Plan notes excess capacity within the existing inventory of pools. In the event that senior government levels announce further details regarding recreation infrastructure funding, it is recommended that the Therapeutic/Leisure Pool project be given priority consideration for any available applications.

As noted in the Therapeutic Pool Feasibility Study, the development of a new facility should trigger a review of other municipal pools, with the closure of an aging and/or under-performing pool being one possible outcome.

In the meantime, as the Leisure Master Plan recommends, existing indoor pool facilities will be maintained as long as the pools are financially and operationally viable, with

consideration given to completed Building Condition Assessments and more recent developments.

Next Steps

Additional investigative work will be coordinated with Capital Assets to develop capital outlook figures for Gatchell Pool tank repairs, pool dehumidification equipment and Howard Armstrong Recreation Centre building system enhancements.

The Community Development Department will continue to support the fundraising efforts of the community group working on the Therapeutic/Leisure Pool project.

References

City of Greater Sudbury Therapeutic Pool Feasibility Study (January 21, 2014)
<http://agendasonline.greatersudbury.ca/index.cfm?pg=feed&action=file&attachment=11479.pdf>

Parks, Open Space and Leisure Master Plan Review (2014)
[https://www.greatersudbury.ca/sudburyen/assets/File/Leisure%20Master%20Plan%20Review%202014\(1\).pdf](https://www.greatersudbury.ca/sudburyen/assets/File/Leisure%20Master%20Plan%20Review%202014(1).pdf)

Framework for Partnership Opportunities for Indoor Turf and Multi Purpose Facilities Interim Report, Community Services Committee (May 31, 2017)
<https://agendasonline.greatersudbury.ca/admin/index.cfm?pg=agendaItems&action=view&id=13176>