Agenda – Standing Policy Committee on Protection, Community Services and Parks – September 11, 2018

REPORTS

Item No. 6 Norwood Outdoor Pool Decommissioning and Site Reinvestment Plan (St. Boniface Ward)

WINNIPEG PUBLIC SERVICE RECOMMENDATION:

1. That Capital funding requirements for the decommissioning of the Norwood Outdoor Pool and reinvestment in alternate recreation amenities at the Norwood Community Centre site of up to $1,313,340 be referred to the 2019 Capital Budget process.

2. That the Proper Officers of the City be authorized to do all things necessary to implement the intent of the foregoing.

DECISION MAKING HISTORY:

STANDING COMMITTEE RECOMMENDATION:

On June 5, 2018, the Standing Policy Committee on Protection, Community Services and Parks directed the Winnipeg Public Service to report back in 120 days on the Norwood Outdoor Pool Decommissioning and Site Re-investment Plan that includes:

1. Background on the current status of the outdoor pool and wading pool.

2. A plan for the site that includes decommissioning the existing outdoor pool and wading pool and potential re-investment in a new accessible spray pad, a junior play structure and beach volleyball courts, including estimated costs that can be referred to the 2019 Budget process.

ADMINISTRATIVE REPORT

Title: **Norwood Outdoor Pool Decommissioning and Site Reinvestment Plan**

Critical Path: Standing Policy Committee on Protection, Community Services and Parks

AUTHORIZATION

Author	Department Head	CFO	CAO
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EXECUTIVE SUMMARY

Norwood Outdoor Pool and Norwood Wading Pool are both nearly 60 year-old assets that are in poor condition and are reaching the end of their service life.

The outdoor pool is further challenged by rising ground water levels in the area that have accelerated deterioration of the pool tank and have resulted in ground water infiltration into the pool, which compromises water quality and clarity.

Continued investment in Norwood Outdoor Pool is not recommended over the long term given the state and age of the asset, the site challenges, and the significant infrastructure deficit facing recreation facilities across the city.

The St. Boniface Ward is currently overserved for outdoor pool facilities compared to all other areas of the city, having four of the ten City outdoor pools within its area.

Funding for the decommissioning of Norwood Outdoor Pool and potential reinvestment in alternate site amenities including a new spray pad, junior play structure, beach volleyball courts and a picnic structure is recommended for consideration through the 2019 Capital Budget process.

RECOMMENDATIONS

1. That Capital funding requirements for the decommissioning of the Norwood Outdoor Pool and reinvestment in alternate recreation amenities at the Norwood Community Centre site of up to $1,313,340 be referred to the 2019 Capital Budget process.

2. That the proper officers of the City be authorized to do all things necessary to implement the intent of the foregoing.

REASON FOR THE REPORT

On June 5, 2018, the Standing Policy Committee on Protection, Community Services and Parks directed the Winnipeg Public Service to report back in 120 days on the Norwood Outdoor Pool Decommissioning and Site Re-investment Plan that includes:

1. Background on the current status of the outdoor pool and wading pool.

2. A plan for the site that includes decommissioning the existing outdoor pool and wading pool and potential re-investment in a new accessible spray pad, a junior play structure and beach volleyball courts, including estimated costs that can be referred to the 2019 Budget process.

IMPLICATIONS OF THE RECOMMENDATIONS

General Implications
This report provides background information on the current condition and status of Norwood Outdoor Pool and Wading Pool, as well as potential options and costing for reinvestment in alternate recreation amenities at the site.

Financial Implications
The financial implications of the recommendations will be considered through the 2019 Capital Budget process.

HISTORY/DISCUSSION

Recreation Infrastructure Deficit
The 2018 *City of Winnipeg - State of the Infrastructure Report* outlines that there is a 10-year, $778 million infrastructure deficit for recreation and library facilities city-wide, including outdoor pools. This means that an increase of $78 million per year is required to maintain existing recreation and library assets.

The City currently has 10 outdoor pools and 81 wading pools, most of which are 50 - 60 years old, in poor condition and are reaching the end of their useful service life. The City's budget forecast provides approximately $1.9 million for capital repairs to the outdoor pools/wading pools inventory in total over the next 10 years ($190,000/year), while estimated investment need is over $11 million for this period ($1.1 million/year). This estimated investment need excludes repairs and replacements of wading pool basins, accessibility upgrades and amenity improvements such as slides or spray features.

The infrastructure deficit within the outdoor aquatic portfolio means that service delivery is increasingly unsustainable and risk of unanticipated failures throughout the portfolio continues to rise. Current efforts to address this issue include a combination of targeted investment and asset consolidation to shift to a more sustainable level of service. However, current budget

levels make planned renewal difficult as most funds are required for emergency repairs to avoid disruption of public service.

Level of Service

The 2005 Council Adopted *Recreation, Leisure and Libraries Facilities Policy* (RLLF Policy) defines a level of service facility ratio for outdoor pools of one (1) outdoor pool or spray park per 50,000 people. The St. Boniface Ward currently has four (4) outdoor pools for approximately that population. Nearby alternative aquatic opportunities in the vicinity of the Norwood Outdoor Pool, include Provencher Pool (1.5 Km), Happyland Pool (2 Km), and St. Vital Outdoor Pool (3.4 Km). Norwood Outdoor Pool, as an unheated pool offers free admission, as does Happyland Pool and Provencher Pool.

The RLLF Policy also provides direction that as new indoor pools and spray parks are developed, outdoor pools will be closed. Essentially, the policy puts priority on year-round indoor pool investments and more cost-efficient spray park developments instead of seasonal outdoor pool operations.

Over the past decade, the City has invested significantly in four 'quadrant' outdoor pools located in Kildonan Park, St. Vital, Transcona, and Westdale, putting a focus on facilities that provide a larger community/regional draw, rather than local neighbourhood use.

The City is currently developing the *Winnipeg Recreation & Parks Strategies* which will include significant public engagement to test and further define what levels of service citizens expect for recreation facilities and what they are willing to pay for. This initiative will be completed in mid-2019 and will further help to inform future facility investment decisions in Winnipeg communities.

Norwood Outdoor Pool Facility Condition

Norwood Outdoor Pool was constructed in the 1960s by the former City of St. Boniface at the Norwood Community Centre site. Both the outdoor pool basin and pool building are nearly 60 years old and are approaching the end of their service life. While the facility is accessible by a ramp, the overall pool basin and pool building do not meet current accessibility codes or the City's Universal Design Standards. The facility has been assessed a Facility Condition Index (maintenance and repair needs/replacement value) of 0.27 which puts it at a 'Poor' condition rating. Municipal Accommodations estimates the facility requires approximately between one and two million dollars in investment over the next ten years, including electrical wiring, roofing repairs, change room and washroom upgrades, pool tank repairs, pool deck and other repairs. This does not include funding required to meet current accessibility standards or for new amenities such as slides, beach entry or spray features.

The wading pool basin located at this site is also nearly 60 years old, is in poor condition, and is near the end of its service life. The basin itself has extensive cracking and is also at risk of not receiving future operating permits by Manitoba Public Health.

Ground Water Issue

In addition to this need for renewal and reinvestment, Norwood Outdoor Pool is facing unique infrastructure challenges due to its location within the Norwood Flood Bowl, which is approximately three metres below street level. Independent engineering analysis has confirmed that rising ground water levels in the area have accelerated deterioration of the pool tank and have resulted in regular ground water infiltration into the pool, which compromises water quality and clarity. Over the past several years, the Public Service has observed that the level of seepage within the pool tank has been rising 1 to 2 feet per year. As a result, the Public Service has struggled to obtain the annual Provincial operating permits and has resorted to using leaf

blowers to dry the water seepage areas sufficiently to apply a coat of paint to meet Manitoba Public Health Act requirements. This application of paint to the pool tank costs approximately $10,000 annually. Manitoba Health has indicated that future permits will not be issued unless a permanent solution to the water infiltration can be found.

Short term repairs to the pool basin were made in Spring 2018 through installation of a 6 inch lift of low shrinkage concrete in the deep end of the pool to act as a ballast to mitigate water perforation, as well as miscellaneous saw cuts, concrete removal and concrete replacement. This work costed approximately $25,000 of the $120,000 (21%) that the City has in the 2018 budget for city-wide outdoor pool and wading pool capital repairs. This funding is meant to provide necessary repairs to the entire inventory of 10 outdoor pools, 81 wading pools and 21 spray pads. In June 2018, the pool was successfully filled and an operating permit was approved by the Province to allow for operation this summer. Staff continue to monitor the repairs and indications are that leaks are still occurring.

Options explored for mitigation of this issue are as follows:

1) **Status quo** - Continue to invest a significant portion of annual Outdoor Pool capital program budget and staff resources in opening Norwood Outdoor Pool, with the very likely probability that a future operating permit will be denied by Manitoba Health for water quality and clarity issues. This does not eliminate the investment needs and unfunded risk for other infrastructure repairs required for this facility over the short and long term.

2) **De-watering wells** - Mitigation of the water table issue is estimated to cost approximately $500,000 in initial capital costs for de-watering wells and sewer connections, as well as significant additional costs annually for well discharge fees into the river. Again, this solution does not deal with the base infrastructure needs for this deteriorated asset.

3) **Complete replacement** - A complete redevelopment of the outdoor pool basin and building is estimated to cost between $4 million and $6 million, depending on size, amenities and features. However, given rising ground water issues, limited space elsewhere on the site, and the availability of three other outdoor pools in St. Boniface, a new pool at this location is not recommended.

4) **Decommissioning** - The City's Asset Management Policy and Asset Management Program represent a way of doing business that strives to invest our limited resources wisely over the long term, by continually balancing risk, life cycle cost and defined levels of service.

   Based on the condition and age of Norwood Outdoor Pool, the unique site challenges, the significant City-wide infrastructure deficit for recreation facilities and the number of alternative outdoor pools in the St. Boniface Ward, the Public Service is recommending the decommissioning of Norwood Outdoor Pool prior to the 2019 operating season. It has been estimated that decommissioning of the pool would cost approximately $150,000.

Further delay in this decommissioning will continue to deplete the very limited resources allocated to maintenance of the outdoor pool and wading pool portfolio and may lead to reduction of service in other areas of the city.

Annual Mill Rate supported maintenance costs for Norwood Outdoor Pool are approximately $120,000 per year and would be directed to the maintenance of other existing outdoor aquatic facilities and/or maintenance costs of new alternate site amenities.

Potential Reinvestment in Alternate Recreation Amenities

The decommissioning of Norwood Outdoor Pool would be a significant loss to the residents of the Norwood Flats neighbourhood. The Public Service has met with representatives of the Board of Norwood Community Centre and the Ward Councillor and has discussed possible reinvestment options for the site.

Information on potential new amenity options provided by the Public Service was based on current Policy direction, realistic expectations for funding, construction and maintenance feasibility and appropriate fit within this highly programmed site.

Those discussions and the June 5th, 2018 direction by the Standing Policy Committee on Protection, Community Services and Parks indicate that some potential reinvestment options in the site could include a new accessible spray pad, a junior play structure and beach volleyball courts. In addition, a picnic area with shade shelter may complement the existing sport and recreation amenities at the site. Other options could be explored based on additional community feedback, however there are limitations on what can be built within the flood bowl due to the high ground water issue.

Based on available space, a new spray pad and junior play structure could replace the end of life wading pool and junior play structure and provide significant new neighbourhood amenities for 2-12 year olds. A beach volleyball court area for youth and adults could be an appropriate redevelopment in the decommissioned outdoor pool area, as site settlement and ground water will not be significant factors in its development and maintenance. A picnic shelter in this area could also be explored further.

Based on recently completed projects, anticipated capital costs for these initiatives are as follows:

Amenity	**Estimated Capital Cost**
Neighbourhood spray pad	$750,000
Junior play structure	$125,000
Beach volleyball area	$75,000
Picnic area and shade shelter	$100,000
Outdoor Pool Decommissioning	$150,000
TOTAL	**$1,200,000**

It is recommended that budgets for decommissioning of Norwood Outdoor Pool and for reinvestment in alternate site amenities be referred to the 2019 Budget process.

FINANCIAL IMPACT

Financial Impact Statement **Date:** August 22, 2018

Project Name: **First Year of Program** **2019**

Norwood Outdoor Pool Decommissioning and Site Reinvestment Plan

	2019	2020	2021	2022	2023
Capital					
Capital Expenditures Required	$ 1,313,340	$ -	$ -	$ -	$ -
Less: Existing Budgeted Costs	-	-	-	-	-
Additional Capital Budget Required	$ 1,313,340	$ -	$ -	$ -	$ -
Funding Sources:					
Debt - Internal	$ 1,313,340	$ -	$ -	$ -	$ -
Debt - External	-	-	-	-	-
Grants	-	-	-	-	-
Reserves, Equity, Surplus	-	-	-	-	-
Other	-	-	-	-	-
Total Funding	$ 1,313,340	$ -	$ -	$ -	$ -
Total Additional Capital Budget Required	$ 1,313,340				
Total Additional Debt Required	$ 1,313,340				
Current Expenditures/Revenues					
Direct Costs	$ 120,000	$ -			
Less: Incremental Revenue/Recovery	113,340	-	-	-	-
Net Cost/(Benefit)	$ 6,660	$ -	$ -	$ -	$ -
Less: Existing Budget Amounts	120,000	-			
Net Budget Adjustment Required	$ (113,340)	$ -	$ -	$ -	$ -

Additional Comments: Capital expenditures of $1,313,340 included estimated costs for decommissioning Norwood Outdoor Pool ($150,000); estimated capital costs of alternate site amenities including a neighbourhood spray pad ($750,000), junior play structure ($125,000), beach volleyball area ($75,000) and picnic area and shade shelter ($100,000); plus Municipal Accommodations (MA) overhead charges ($72,000) and Corporate Interest and Administrative overhead charges ($41,340). Funding for these capital expenditures requires referral to the 2019 Budget process. Direct costs represent annual Mill Rate supported maintenance expenses, the budget which will be redirected from the Norwood Outdoor Pool to the maintenance of other outdoor aquatic facilities and/or alternate site amenities. Incremental revenue/recovery represents MA and Corporate Interest and Administrative overhead recoveries and requires a budget adjustment in the 2019 operating budgets of MA and the Corporate Finance Department.

"Original signed by K. Lemoine
Kelly Lemoine, CPA, CA
Manager, Finance and Administrative Services
Community Services Department

CONSULTATION

This Report has been prepared in concurrence with:

Planning, Property and Development Department, Municipal Accommodations Division

This report has been prepared in consultation with:

Public Works Department, Parks and Open Space Division

OURWINNIPEG POLICY ALIGNMENT

Direction 6: Plan for sustainable and connected recreation and leisure infrastructure.
Enabling Strategies: Maximize the use of existing facilities, including converting or consolidating to meet emerging community needs while minimizing operating costs.

SUBMITTED BY

Department: Community Services Department
Division: Asset Management Office
Prepared by: Ken McKim, Manager
Date: August 22, 2018
File No: CMS-2018-10