

VanSplash Aquatic Strategy

Report Reference

Regular Park Board Meeting
Monday, June 19, 2017



To introduce draft recommendations to the Board for information prior to phase 2 of public engagement.



On May 30, 2016, a Board resolution was passed:

THAT the Vancouver Board of Parks and Recreation direct staff to explore quick start strategies, including the reallocation of existing capital funding, to expedite the construction of new outdoor pools in the City of Vancouver.

On June 13, 2016 a Board resolution was passed:

- A. THAT the Vancouver Board of Parks and Recreation direct staff to report back to the Board by the end of summer of 2016 with wading pool locations suitable for a pilot project to retrofit the pool with a salt water sanitization system and a custom safety cover and liner; and*
- B. FURTHER THAT this wading pool retrofit pilot project be operational for the summer 2017 wading pool season, with funds to be reallocated from existing capital funds earmarked for decommissioning wading pools.*

- Introduction (objectives, process)
- Draft Recommendations and Key Analysis:
 - Non-Traditional Aquatics
 - Indoor Pools
 - Outdoor Pools
 - Wading Pools, Spray Parks, Beaches

Context – Existing System



- Reviews condition, effectiveness and performance of **current system**.
- Validates optimum city-wide **service levels** and **delivery**, including **metrics**.
- Establishes a timeline for **renewal** and **replacement** of existing facilities (indoor and outdoor).
- Assesses the feasibility and recommends the location of a new outdoor pool.
- Considers aquatic services within a **25 year** time-frame (accounting for anticipated population growth).
- Provides a **10 year** Implementation Plan, but a longer vision.

- Broadens the definition of aquatics to include beaches, wading pools, spray parks.
- Explores recommendations for new and innovative directions, and the idea of water as only one component of the destination.
- Seeks to:
 - enhance social inclusion
 - support community and personal well-being

Phase 1: Policy Review, Current State Analysis & Round 1 public consultation

June Board Presentation

Winter 2017

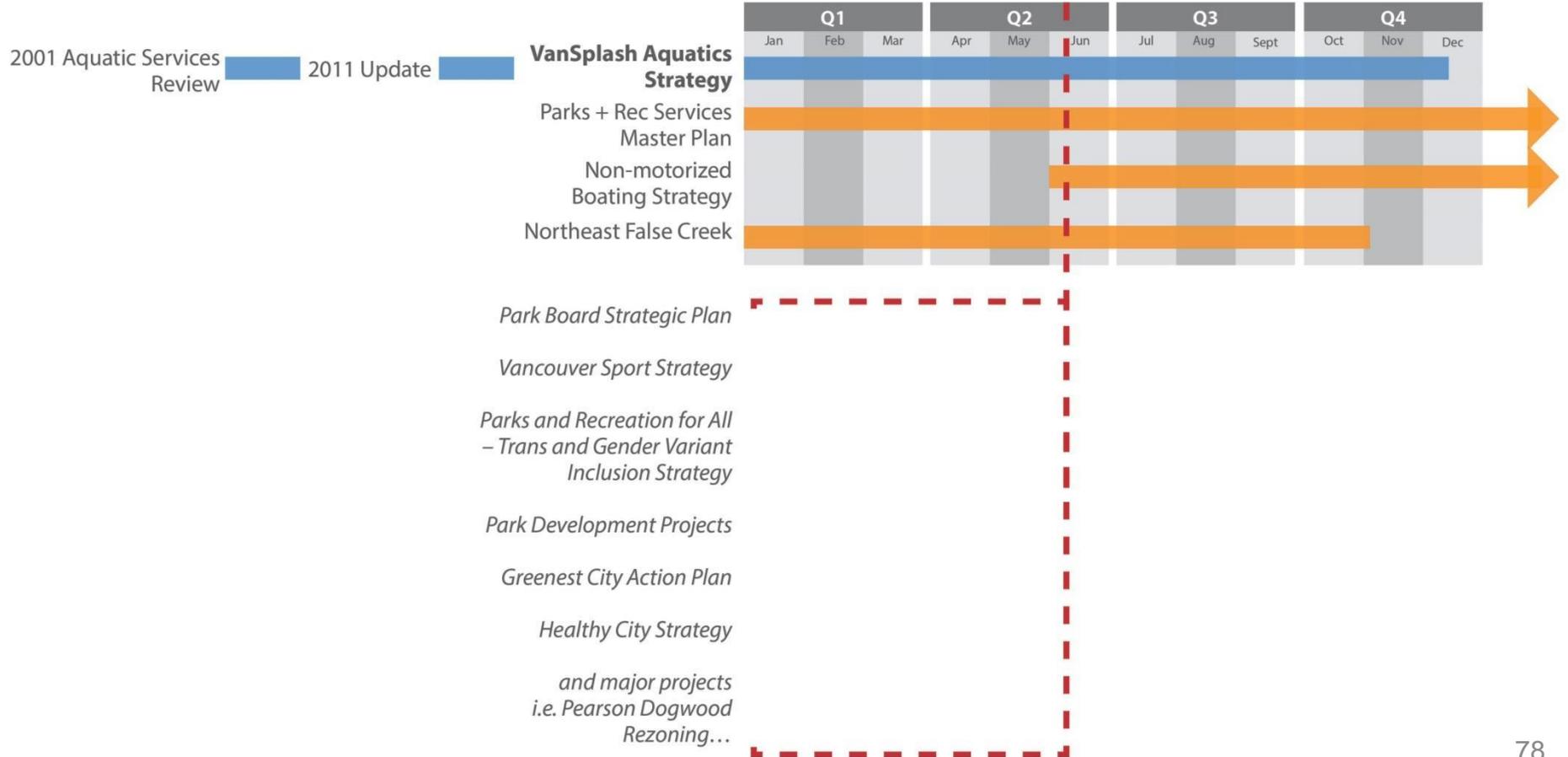


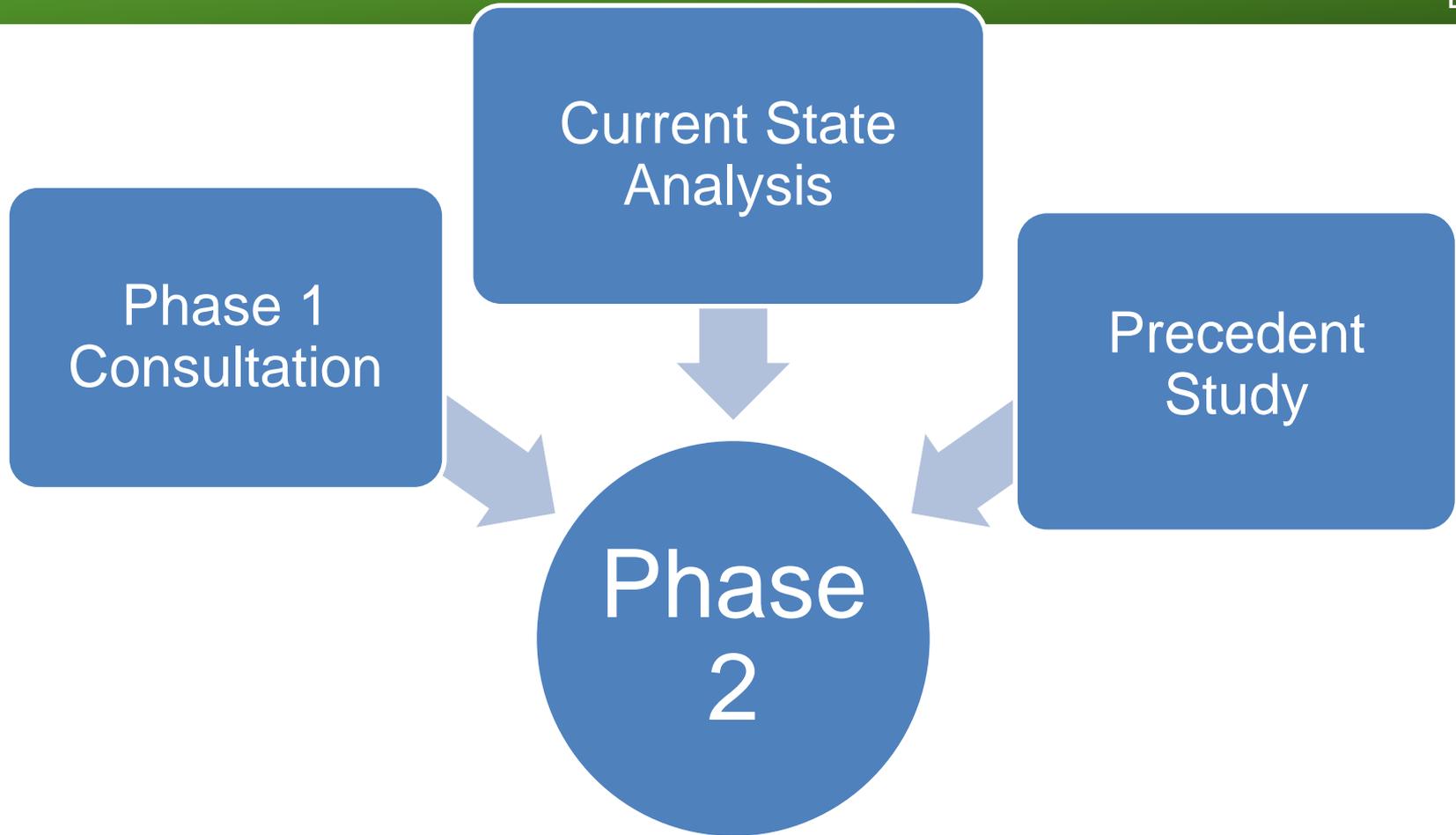
Final Strategy

Analysis & Recommendations
Spring - Summer

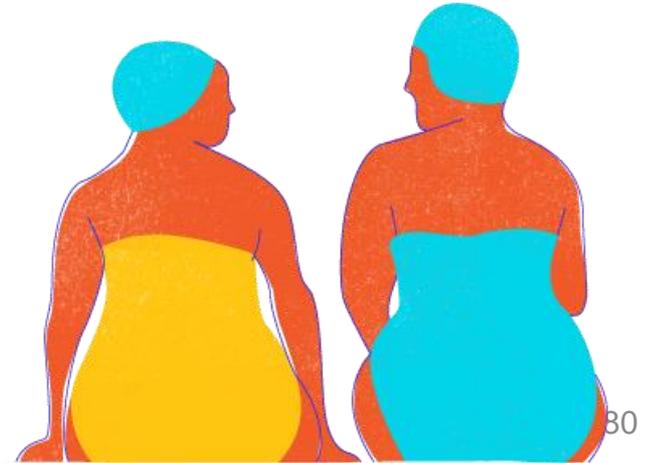
Round 2 Public Consultation
September

Policy Framework





- Vancouver's unique aquatic context.
- Focus on a broader range of experiences.
- Broader definition of aquatic services – the idea of water as only one component of the destination.





Non-Traditional Aquatics

Indoor Pools

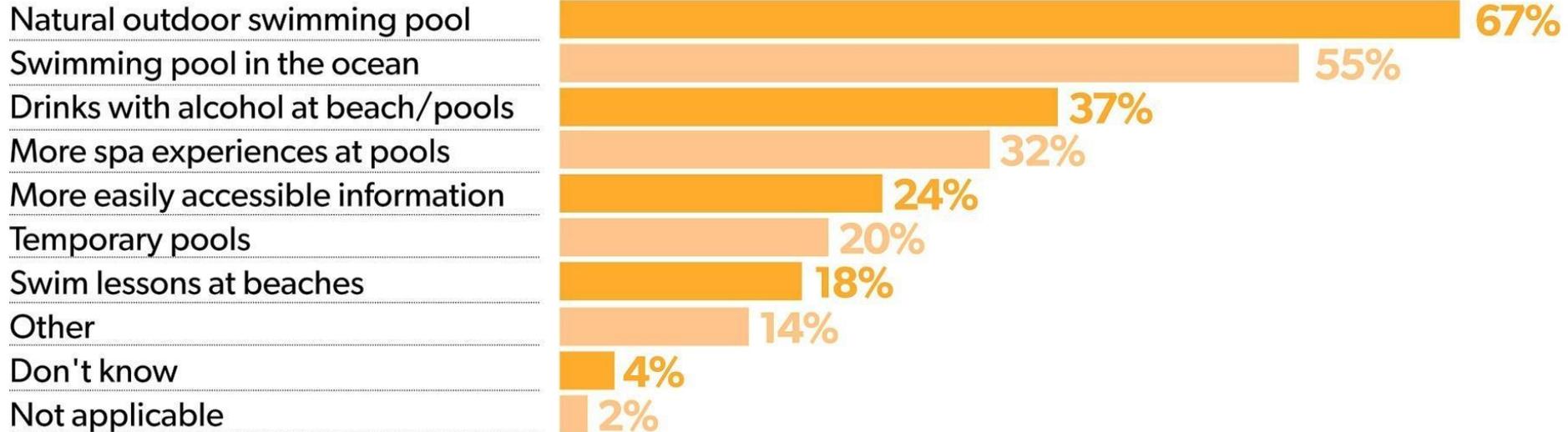
Outdoor Pools

Wading Pools, Spray Parks, Beaches

Non Traditional Aquatics



MOST POPULAR FUTURE INNOVATIVE EXPERIENCES:



Non-Traditional Aquatics - Introduction



Floating Sauna
/ Beach Sauna



Wellness
Amenities



Natural Filtration



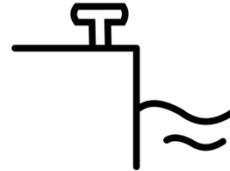
Urban Splash
Park



Ocean Play

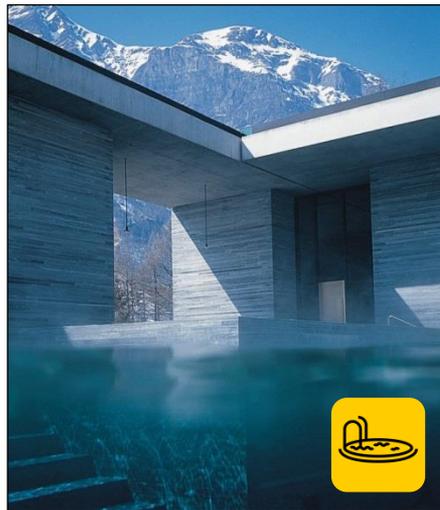


Urban Beach



Harbour Deck

More diversity of experiences, opportunities for greater equity across the city.

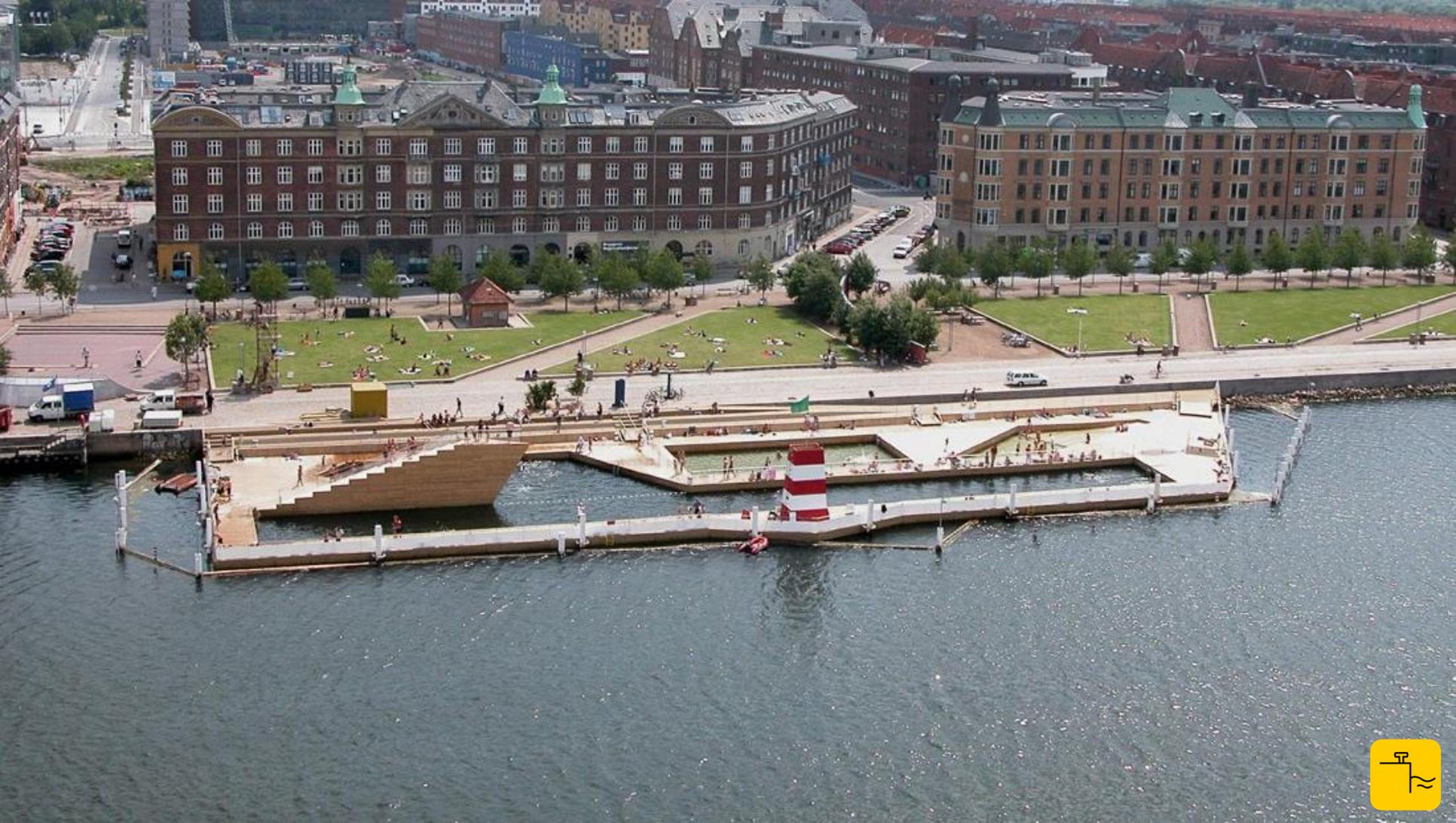


















36-38°C

38-40°C



Indoor Pools

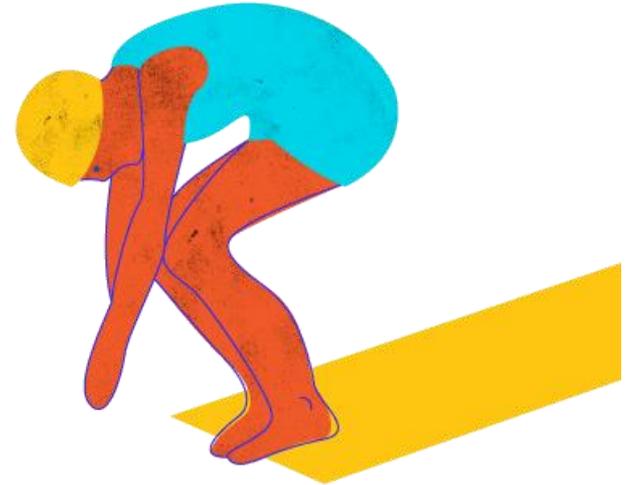


Hierarchy of Vancouver's Pools

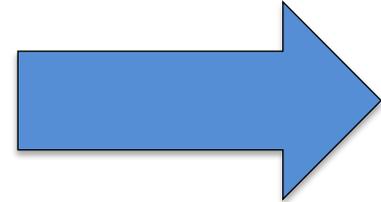
LEVEL	DESCRIPTION + PROVISION STANDARD	EXAMPLES	PRIMARY AQUATIC SERVICE CATEGORIES DELIVERED
NEIGHBOURHOOD	Modest pools with a 25 m six lane tank providing basic aquatic services for a local area of 60,000 to 90,000 residents, with capacity for about 200,000 swims per year	Renfrew	<ul style="list-style-type: none"> • Skill Development • Fitness Swimming
COMMUNITY	A multi-tank pool with more specialized aquatic services serving one quarter to one half of the City, with capacity for about 400,000 swims per year	Killarney	<ul style="list-style-type: none"> • Therapy and rehab
CITY-WIDE (DESTINATION)	Much more comprehensive multi-tank pools serving all residents of the City, centrally located and easily accessible from all parts of the City, with capacity for about 750,000 to 800,000 swims per year	Hillcrest Vancouver Aquatic Centre	<ul style="list-style-type: none"> • Recreational Swimming • Sport training • Leadership Training • Special Events



- 2001 Strategy represented the beginning of a transformation of the system.
- 2011 Update confirmed the success of the new hierarchy of facility sizes (Hillcrest and Killarney).



Strategy Approach and Key Considerations



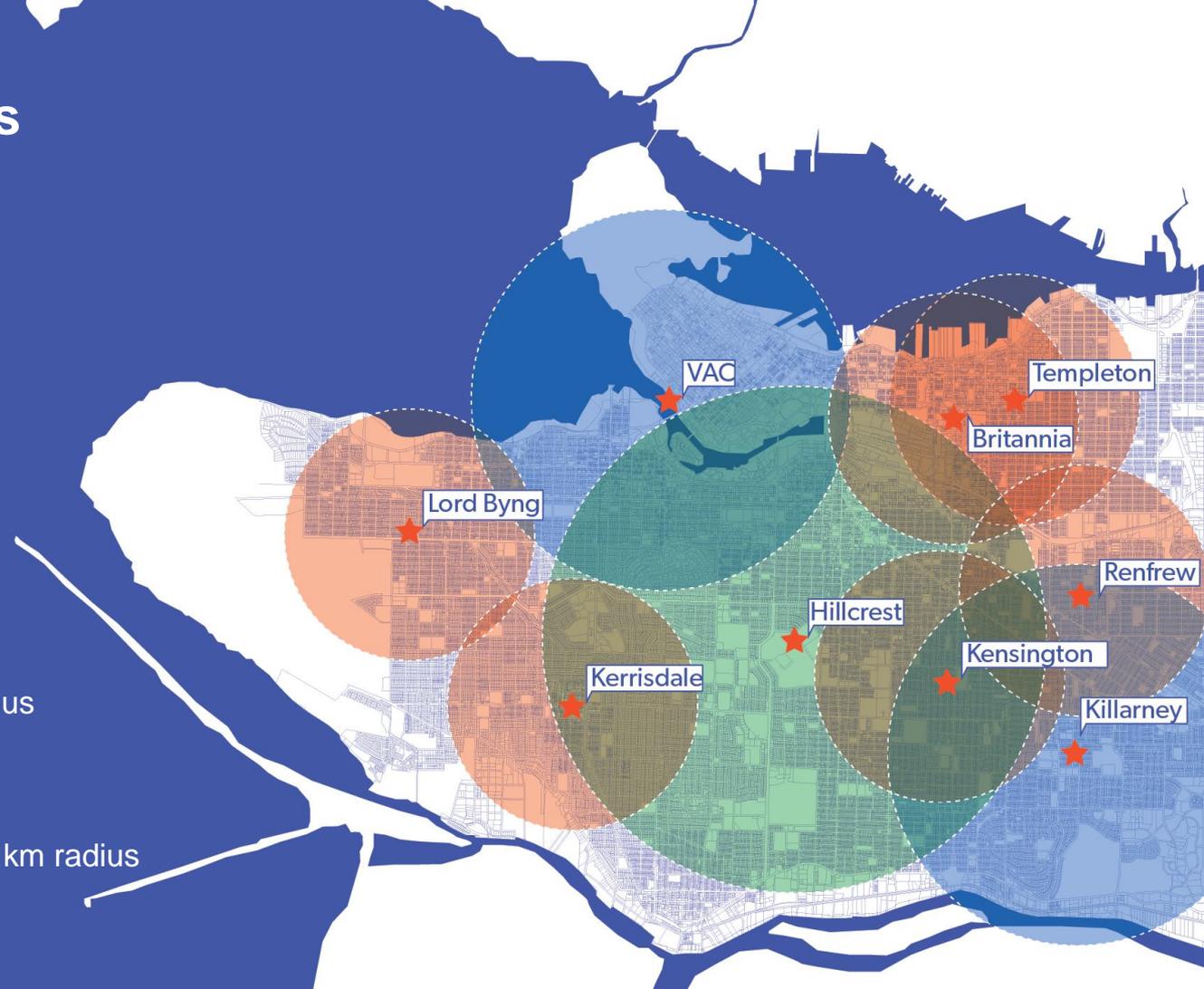
Strategy Approach and Key Considerations



- The 2017 strategy builds on this transformation:
 - continuing to focus on renewal of indoor facilities
 - while increasing the capacity of the system to accommodate anticipated population growth.
- Increase 2001 swim target from 4 to 5 swims/capita.
- Retain geographic coverage target.

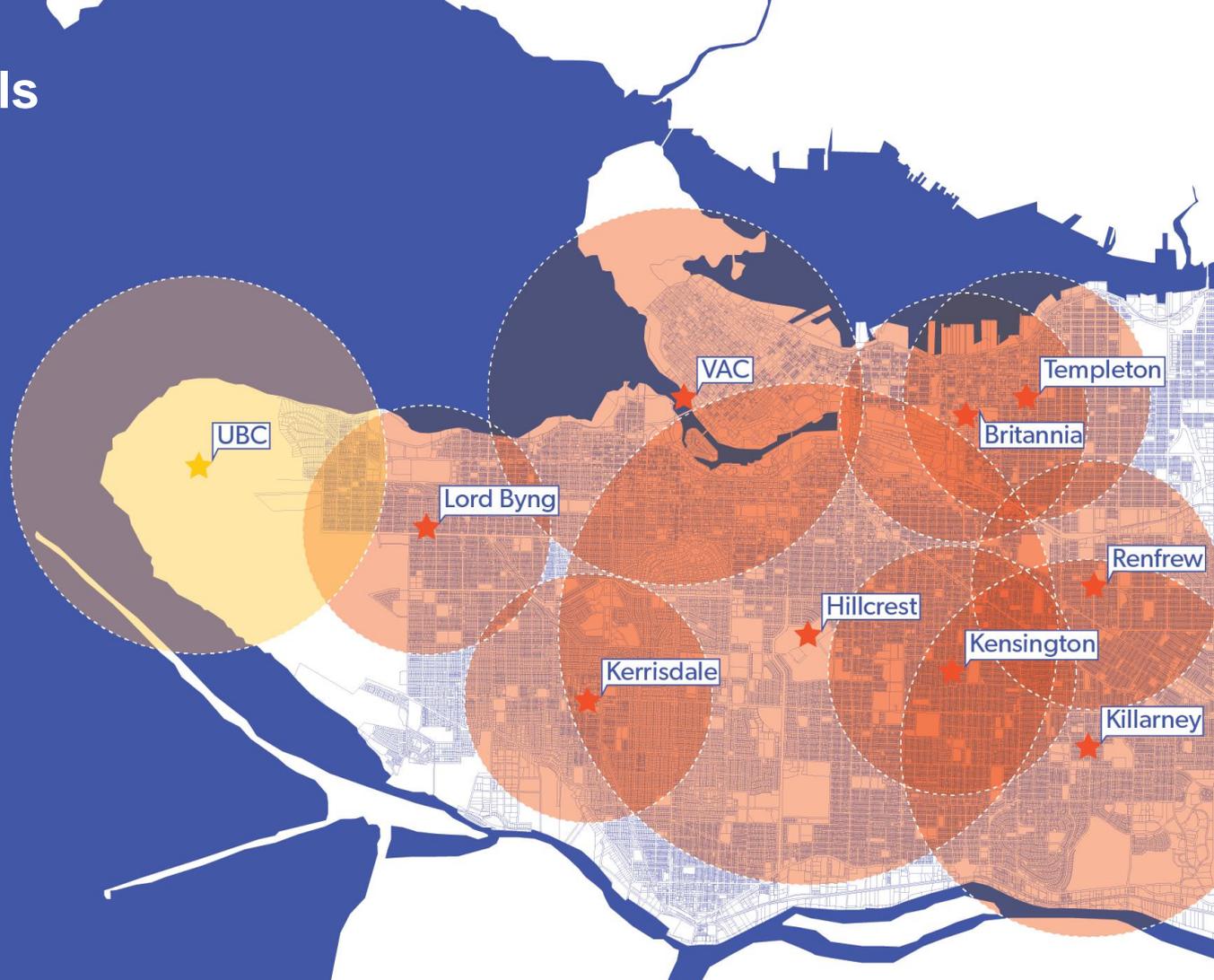
Geographic Service Current Indoor Pools

-  Neighbourhood – 2 km radius
-  Community – 3 km radius
-  City-Wide / Destination – 4 km radius



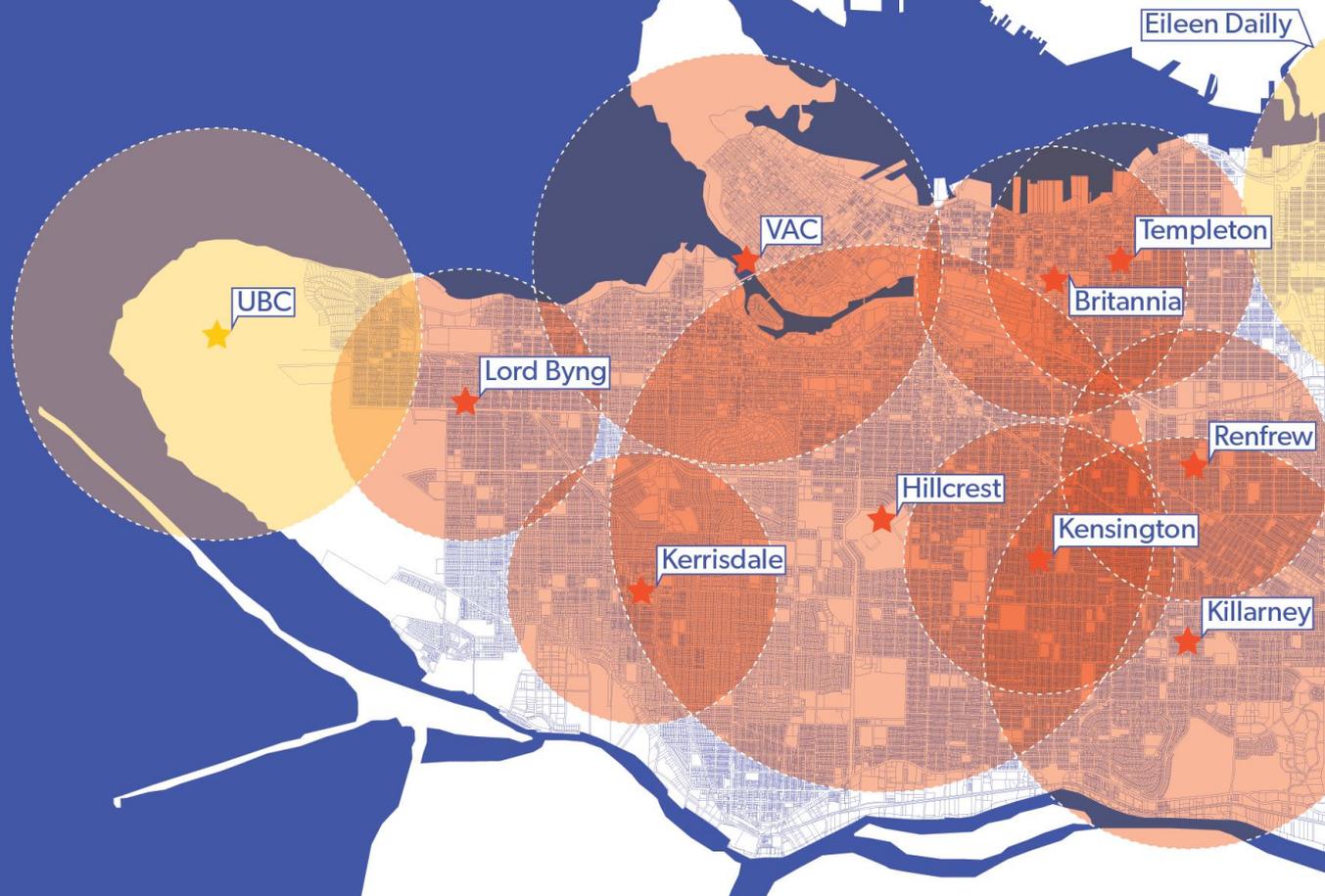
Current Indoor Pools

-  Other facilities
-  VPB facilities



Current Indoor Pools

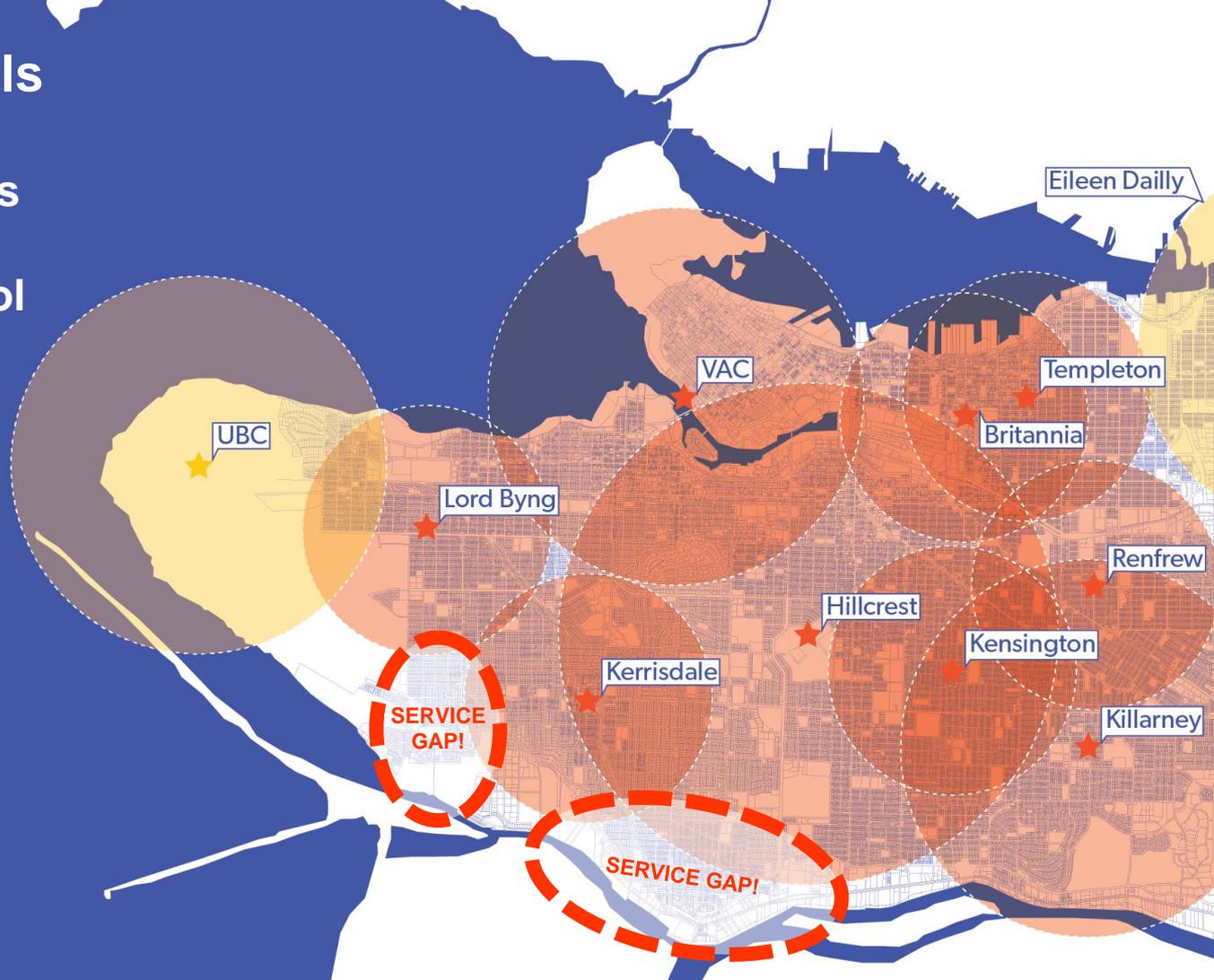
-  Other facilities
-  VPB facilities



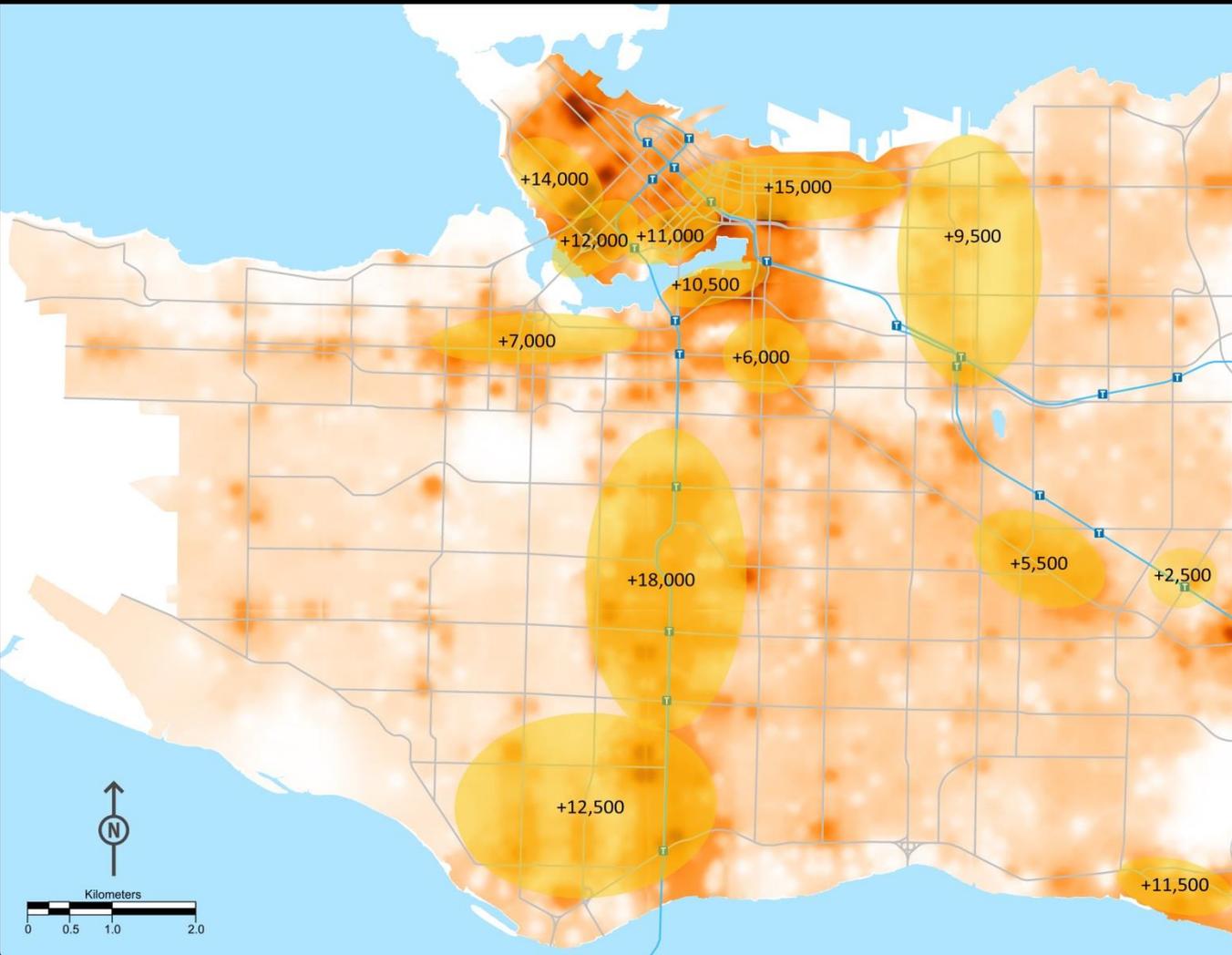
Current Indoor Pools

Geographically, all areas of Vancouver are well served with indoor pool facilities within the targeted range of a 10 minute drive, with the exception of a small area in South Vancouver.

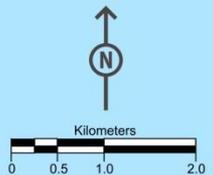
-  Other facilities
-  VPB facilities



LEGEND
Population Density
(Person per Hectare)



Key Areas of Anticipated Growth & Density (25 Years)



- The population is expected to grow by up to 15% over the next 25 years.
- It is expected to age significantly, with fewer net school aged children.
- With an aging population, we foresee a change in swimming programming and need to be able to adapt.
(aligned with Park Board Motion: Seniors Strategy (02/2016))

New Targets



Social Inclusivity

Well-being

Connection to Nature

Vibrant Experiences

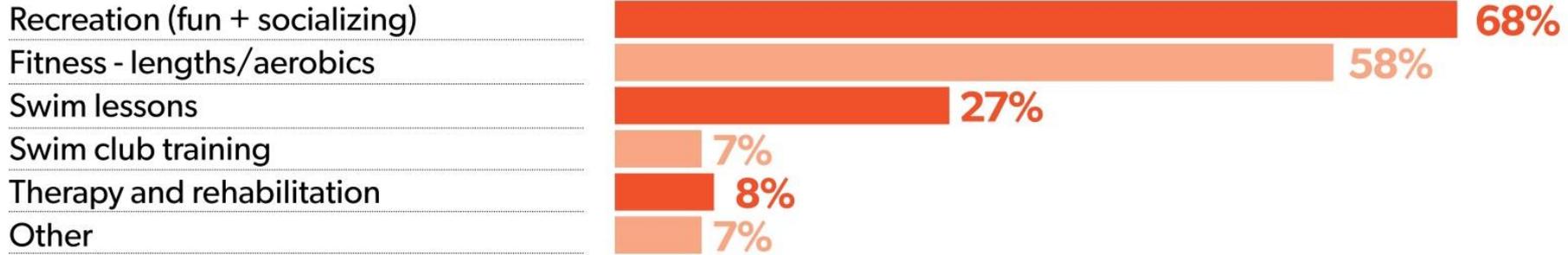
Engaging People

Sustainability

Active Living

Flexible + Functional Facilities

MAIN ACTIVITIES VISITORS PARTAKE IN:



"My teenagers would like more "things to do" in local pools - rope swings, large slides, lazy rivers, etc. There are few of these facilities in Vancouver, so the demand is high at those locations (e.g. Hillcrest). In past years, we have frequently gone to Ladner Leisure Centre/ Eileen Dailly instead, as well as the UBC pool."

-From 2016 VanSplash Survey

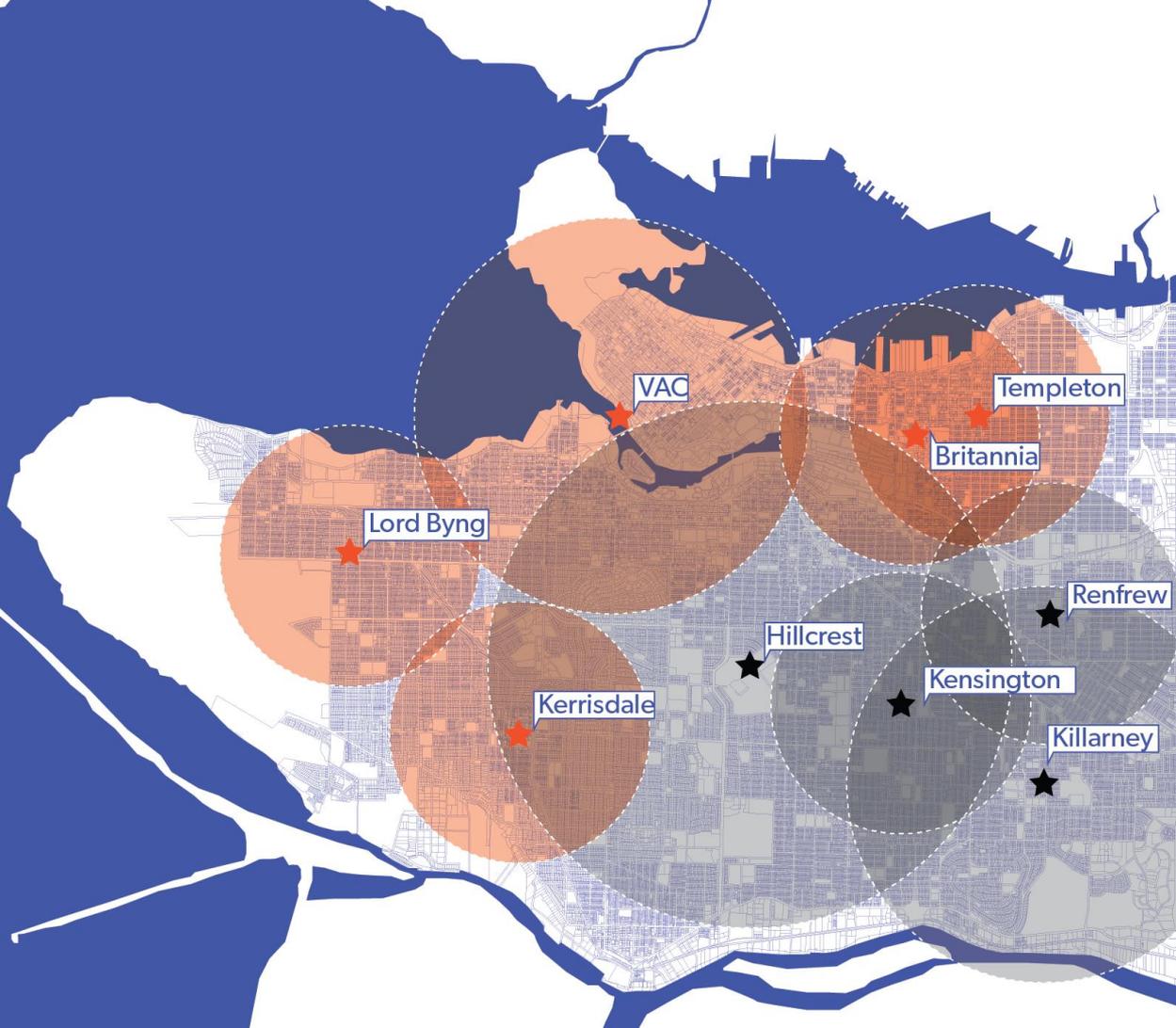
Indoor Pools Analysis

Determine “What’s working...”

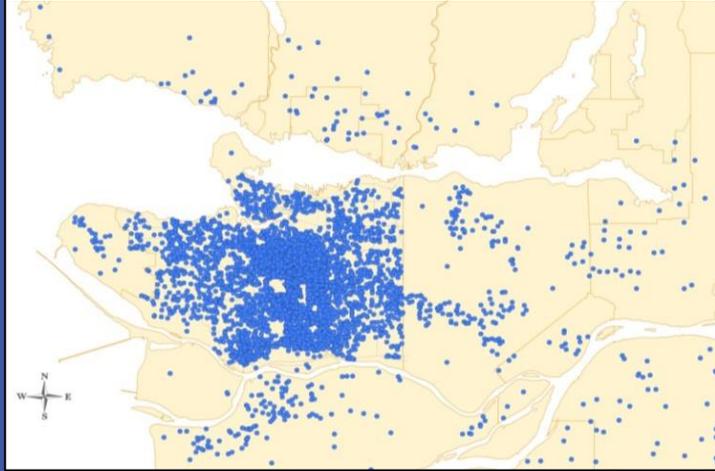
The pools that are the newest, or have had significant investment (*Renfrew, Killarney, Hillcrest*) are the best utilized and most financially efficient.

Indoor pool use has increased since these investments (from 2.4 to 3.4 swims/capita).

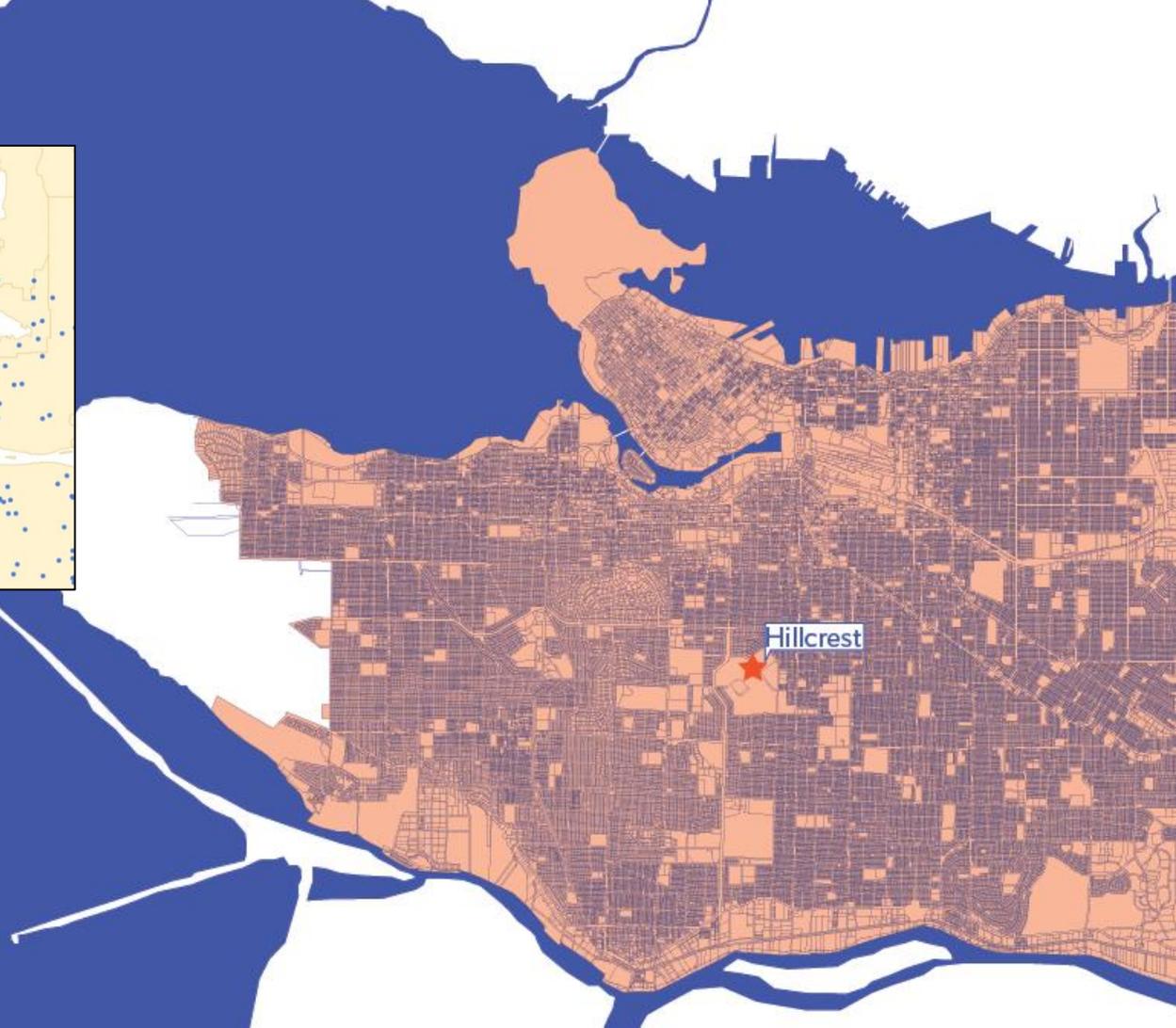
-  Upgrades recommended
-  No upgrades recommended



Indoor Pools Analysis



We learned that Hillcrest is a destination for the whole city, resulting in being as close to its target capacity as is comfortable.



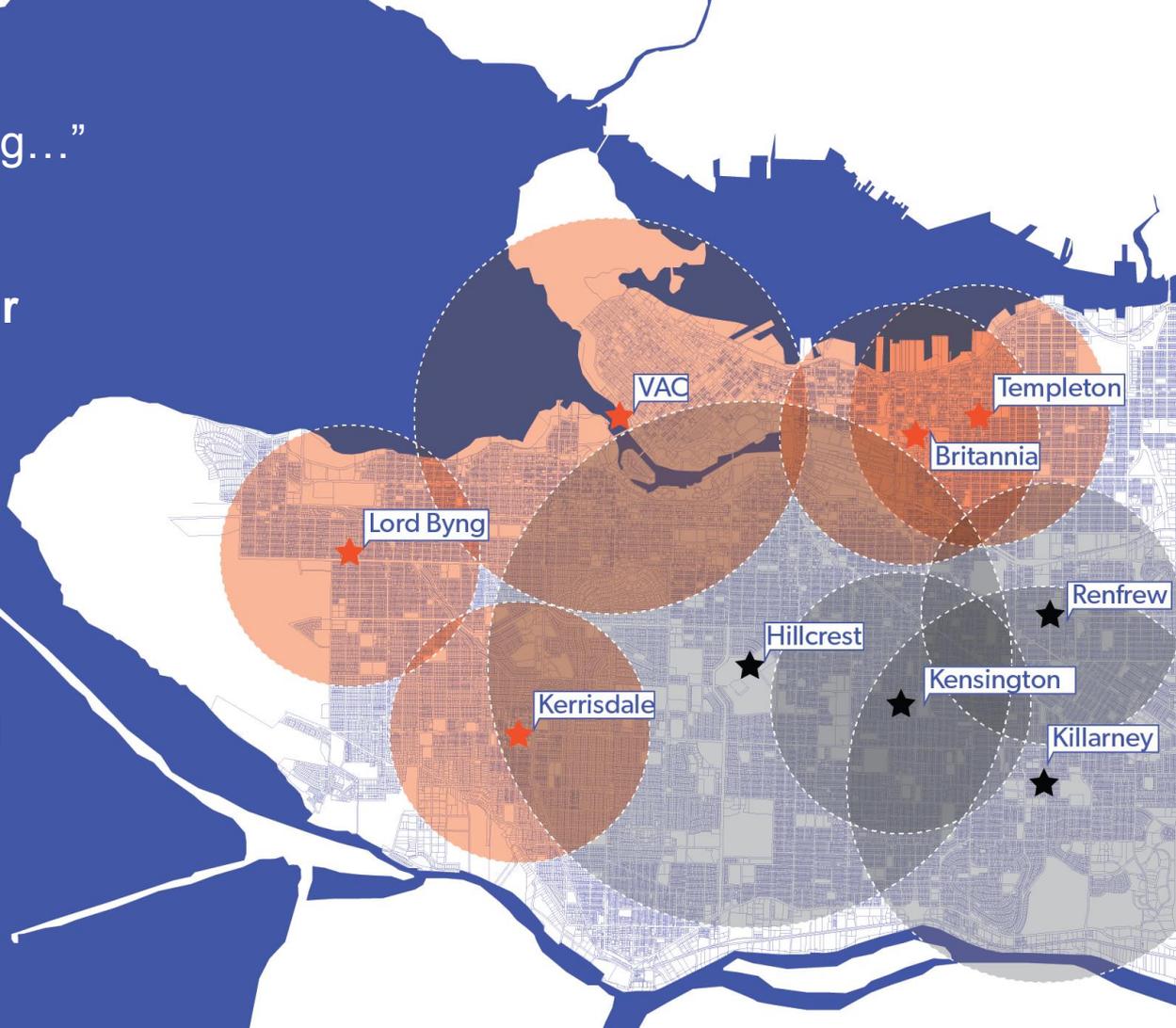
Indoor Pools Analysis

Determine “What’s not working...”

The indoor pools approaching the end of their functional lifespan are the most underutilized, least efficient, and have the highest subsidy per swim (VAC, Kerrisdale, Britannia, Lord Byng, Templeton).

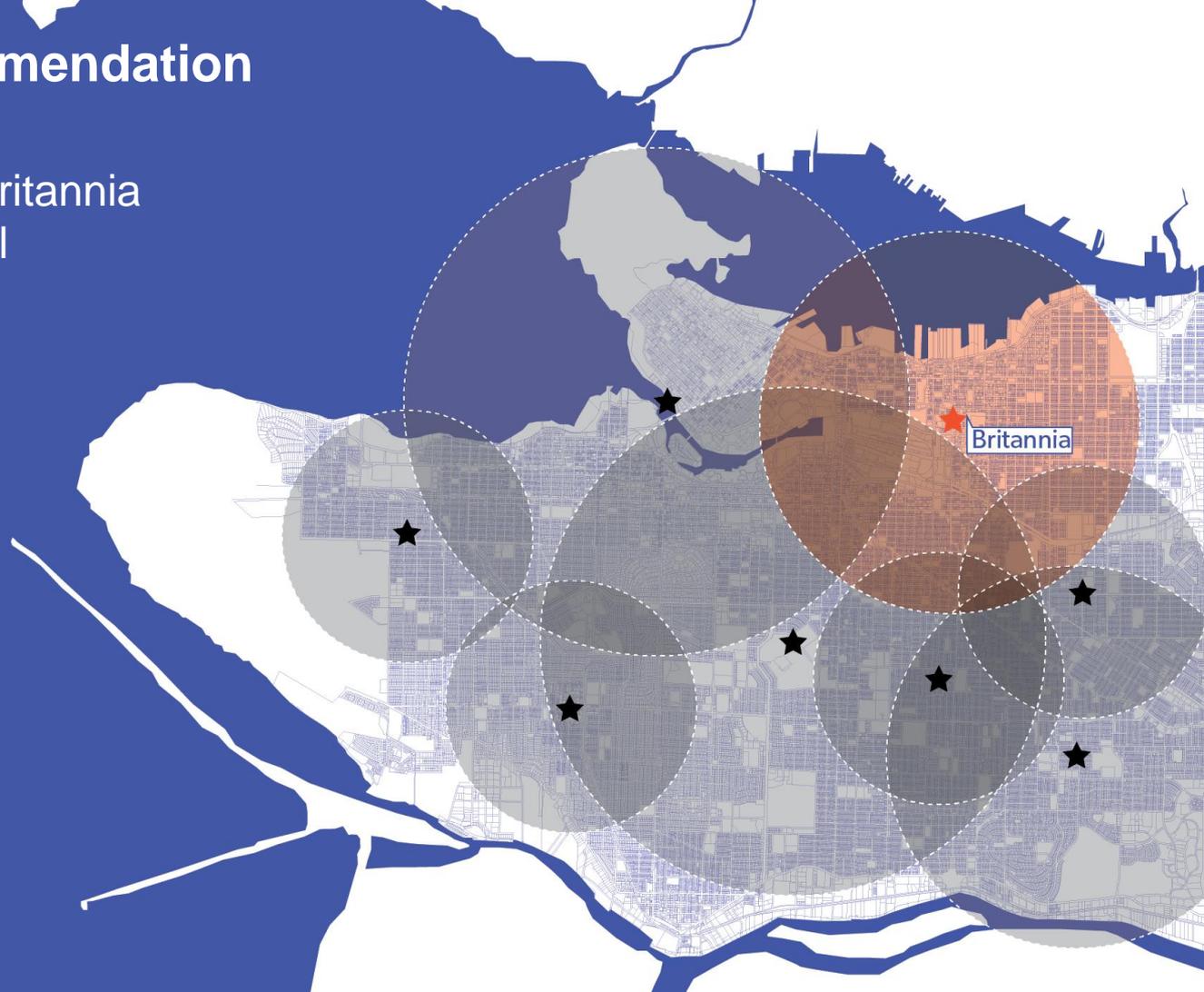
They make up only 34% of all visits to indoor pools.

-  Upgrades recommended
-  No upgrades recommended



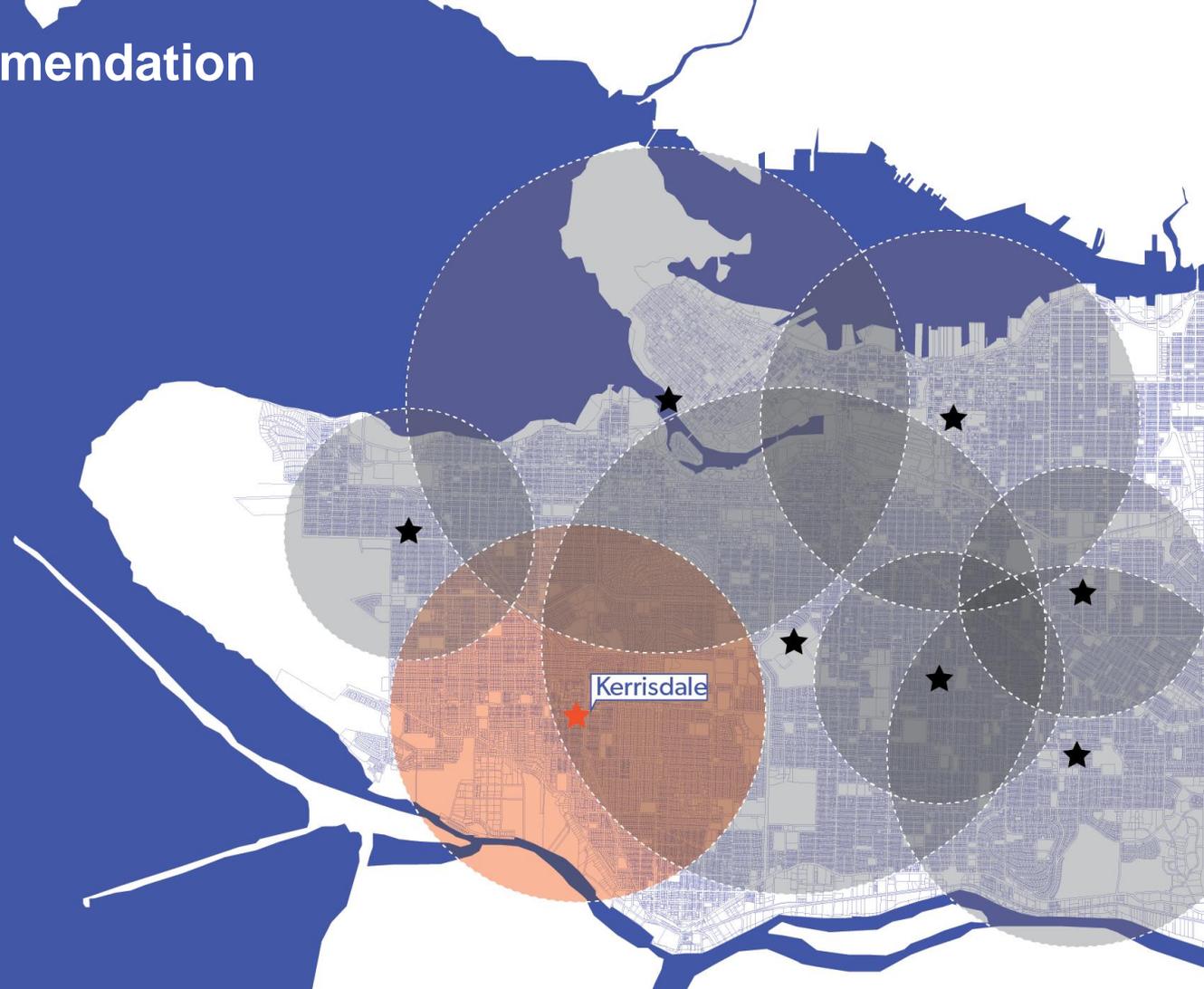
Indoor Pools Recommendation

Replace Templeton and Britannia with one *Community* pool



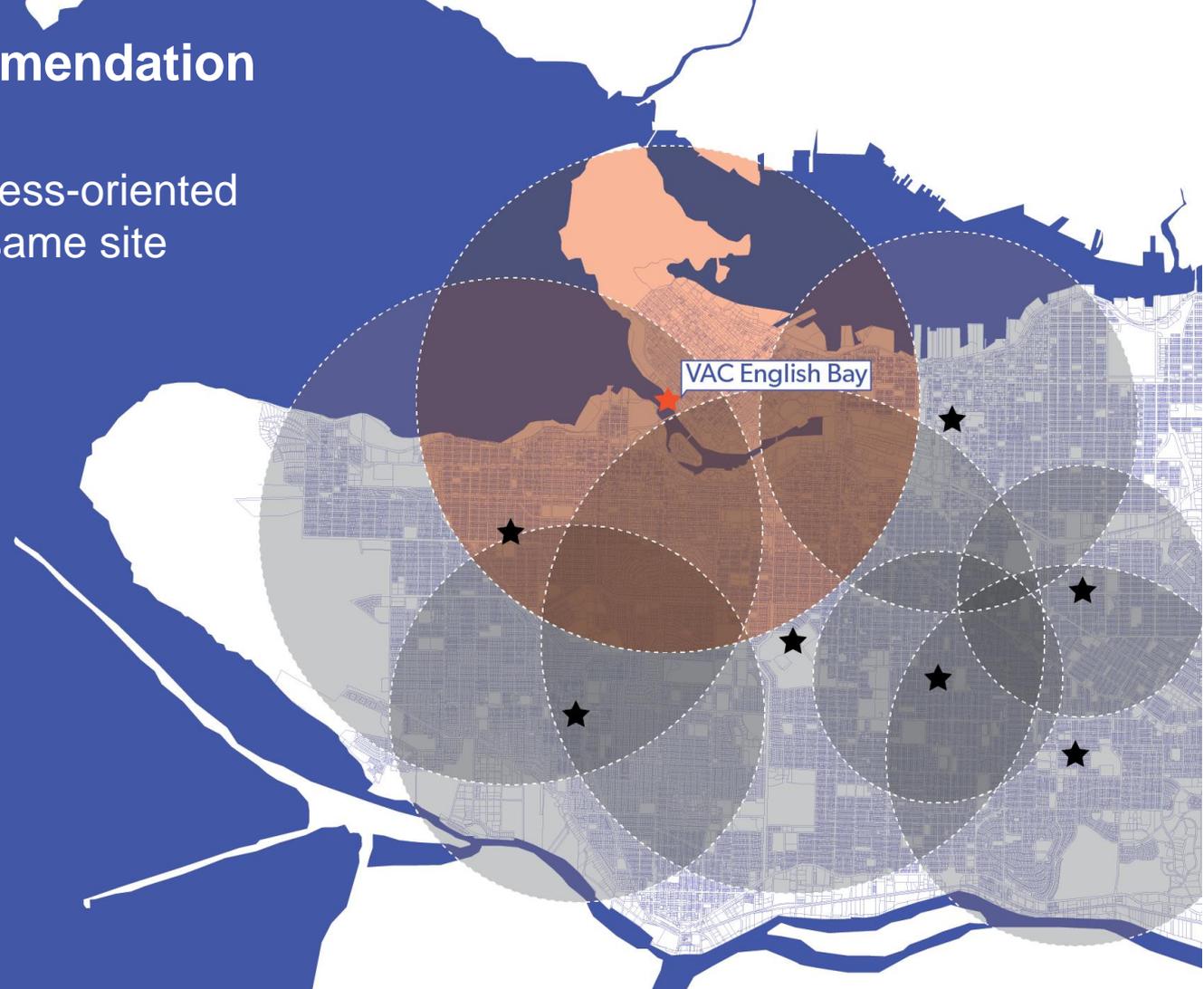
Indoor Pools Recommendation

Replace Kerrisdale with a *Community* pool.



Indoor Pools Recommendation

Replace VAC with a wellness-oriented
Destination pool on the same site



Destination Pool – Leisure, Fitness and Wellness



Wellness Amenities

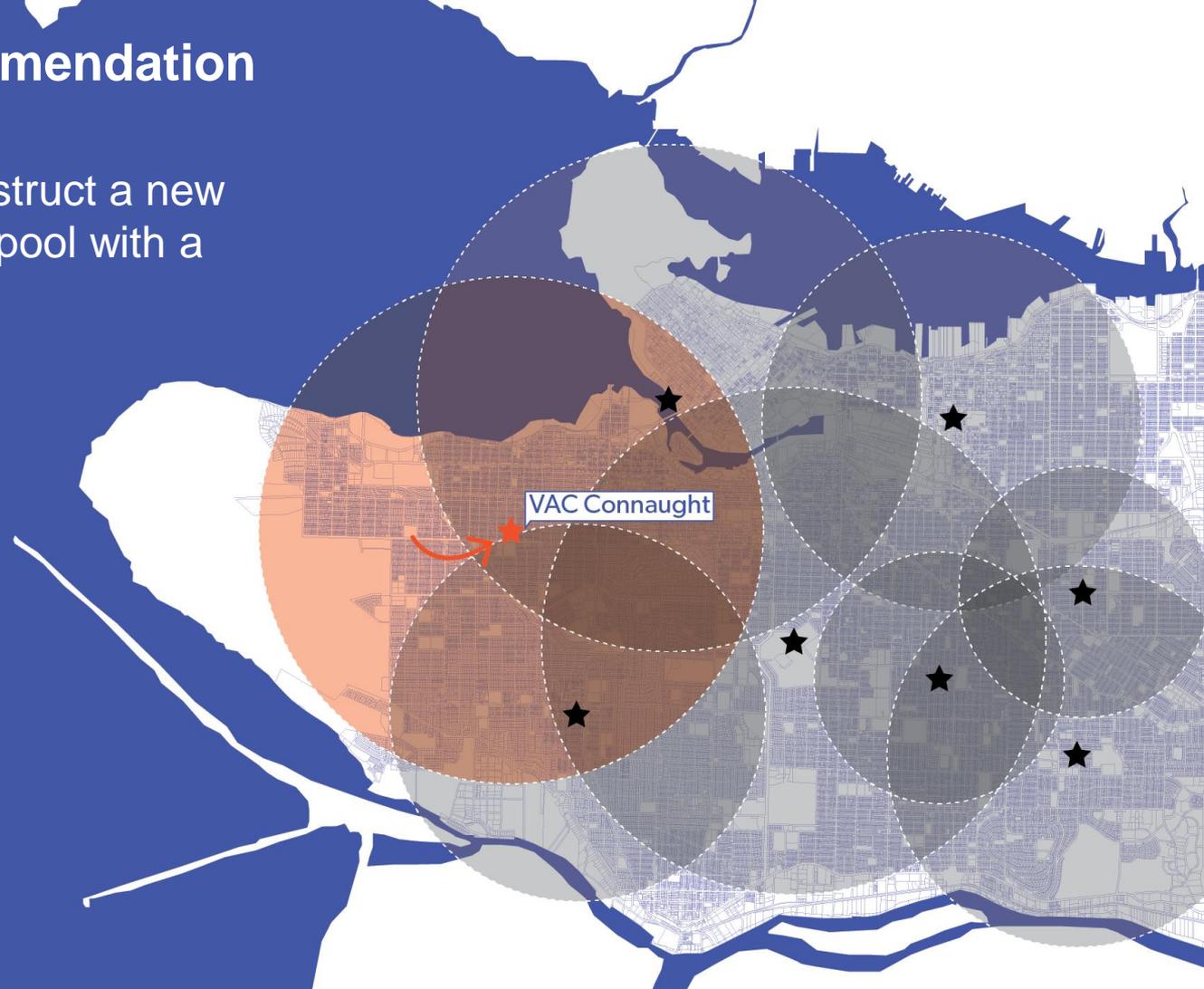


Indoor – outdoor components

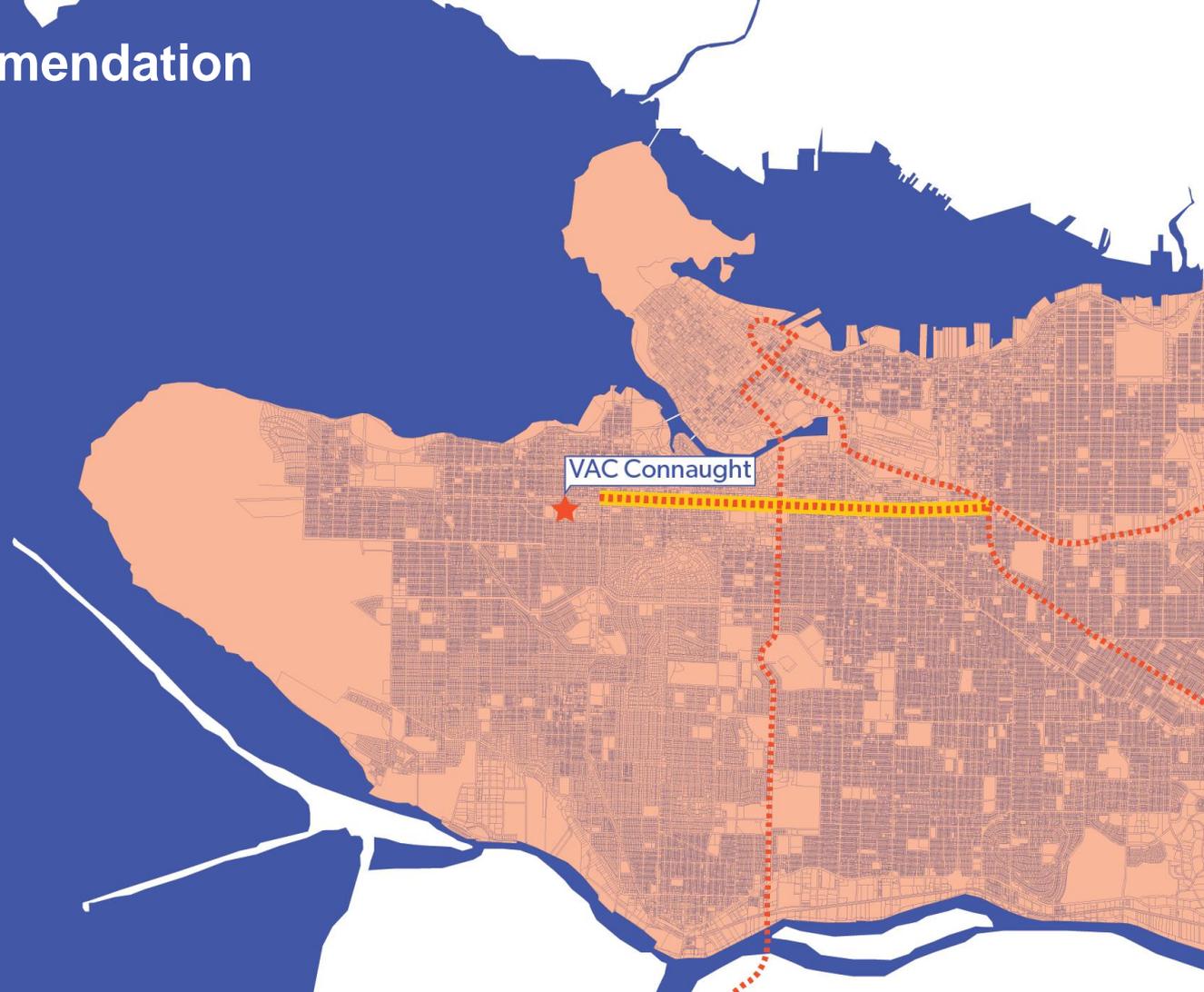


Indoor Pools Recommendation

Demolish Lord Byng, construct a new *City-Wide (Destination)* pool with a sport training focus



Indoor Pools Recommendation



VAC Connaught

VAC @ Connaught Park



- An initial test fit shows that the pool can be accommodated in a renewed facility complex with minimal effects on park service levels.
- Design and engagement with facility and park users will be undertaken through future study.
- The pool will include sport training and some levels of competition, similar to current VAC pool, as well as a leisure component.

- International (and some national) level competitions require separate warm up tanks, additional deck space and deeper tanks. These are different than the year round needs of the community, or majority of events.
- There is now a trend for communities who host international or national competitive events to install temporary tanks at an existing pool, or install two temporary tanks at a non-aquatic facility location (i.e. the PNE's coliseum).

Use of Temporary Pools for Event Hosting



- VAC @ Connaught replaces the existing function of VAC @ English Bay.
- User groups to be engaged during the design phase.

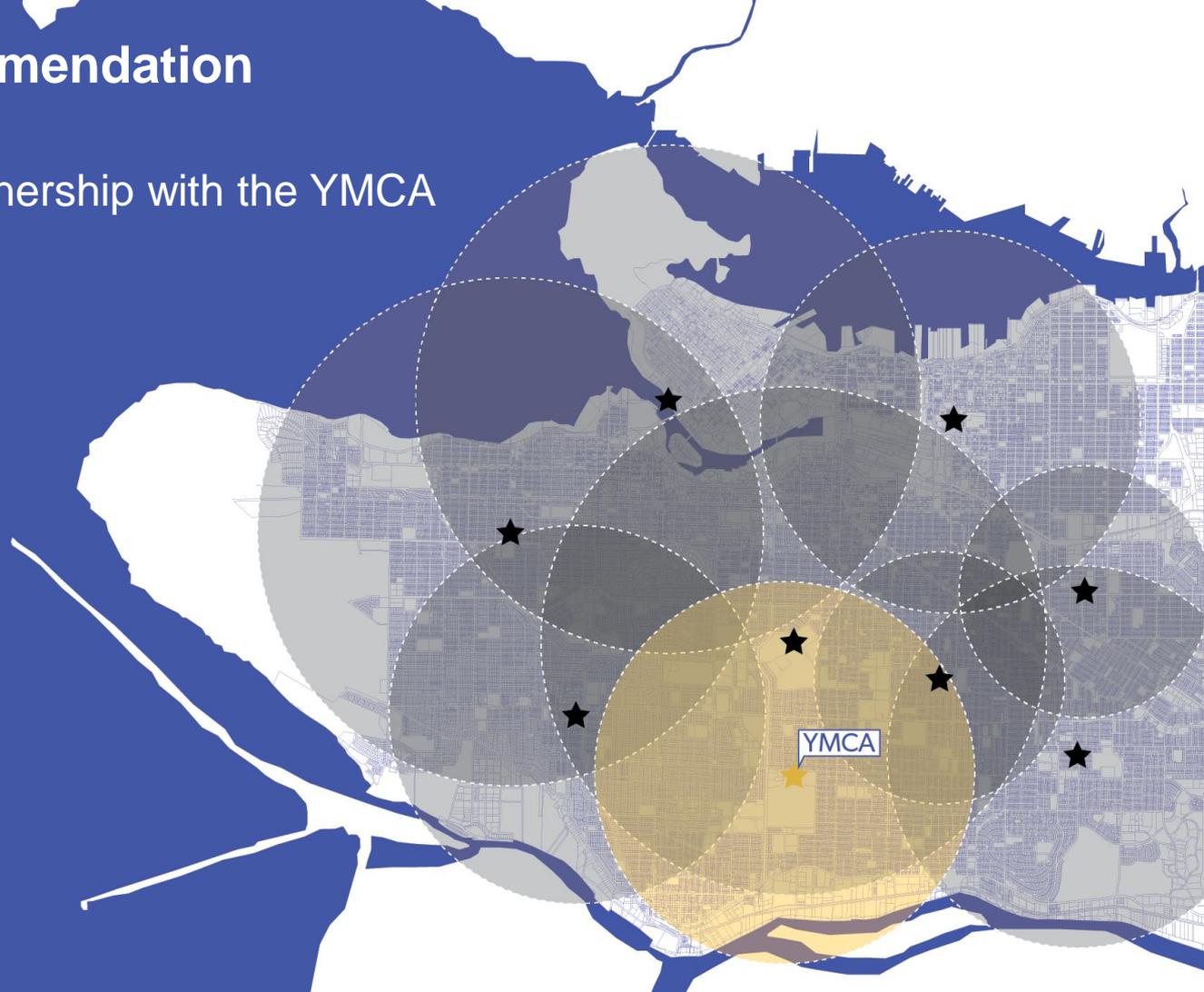
Sport Training	✓
Regional Competitions	✓
Provincial Competitions	✓

Sport Training Pool Location Siting Criteria

Criteria	Connaught	English Bay
Maintain service level and sport uses	✓	✗
Co-location with other PB facilities	✓	✗
Rapid transit access (express bus or rapid transit)	✓	✗
Feasibility of sufficient parking provision (underground parking)	✓	?

Indoor Pools Recommendation

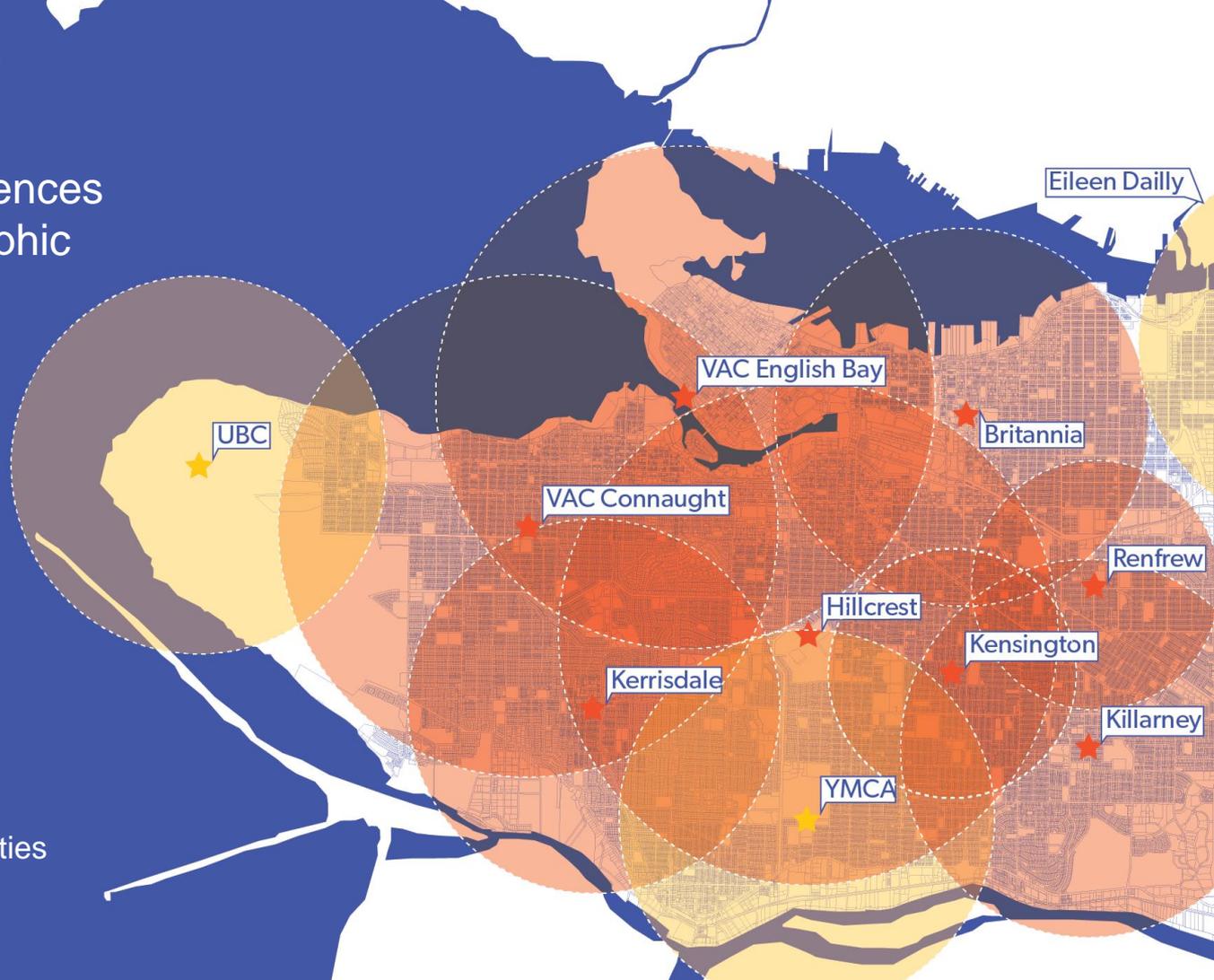
Continue to pursue a partnership with the YMCA
South Vancouver.



Indoor Pools Vision

Variety of aquatic experiences across improved geographic coverage.

-  Other facilities
-  Recommended VPB facilities



Recommended Level of Pool Supply

2017 Recs	2017 Existin	2011 Recs
2	8	4-6
3	2	2
3	1	1
<hr/> 8	<hr/> 11	<hr/> 7-9

LEVEL	DESCRIPTION + PROVISION STANDARD	EXAMPLES	PRIMARY AQUATIC SERVICE CATEGORIES DELIVERED
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COMMUNITY <i>(district)</i>	A multi-tank pool with more specialized aquatic services serving one quarter to one half of the City, with capacity for about 400,000 swims per year	Killarney	<ul style="list-style-type: none"> • Therapy and rehab
CITY-WIDE <i>(DESTINATION)</i> <i>(city-serving)</i>	Much more comprehensive multi-tank pools serving all residents of the City, centrally located and easily accessible from all parts of the City, with capacity for about 750,000 to 800,000 swims per year	Hillcrest Vancouver Aquatic Centre	<ul style="list-style-type: none"> • Recreational Swimming • Sport training • Leadership Training • Special Events

Indoor Pools Vision

Replace Templeton and Britannia with one **Community** pool.

Replace Kerrisdale with a **Community** pool.

Demolish Lord Byng, replace with a new **City-Wide (Destination)** pool with a sport training focus.

Replace VAC with a wellness-oriented **Destination** pool on the same site.

No significant investments to Kensington Pool.

YMCA partnership in south Vancouver.



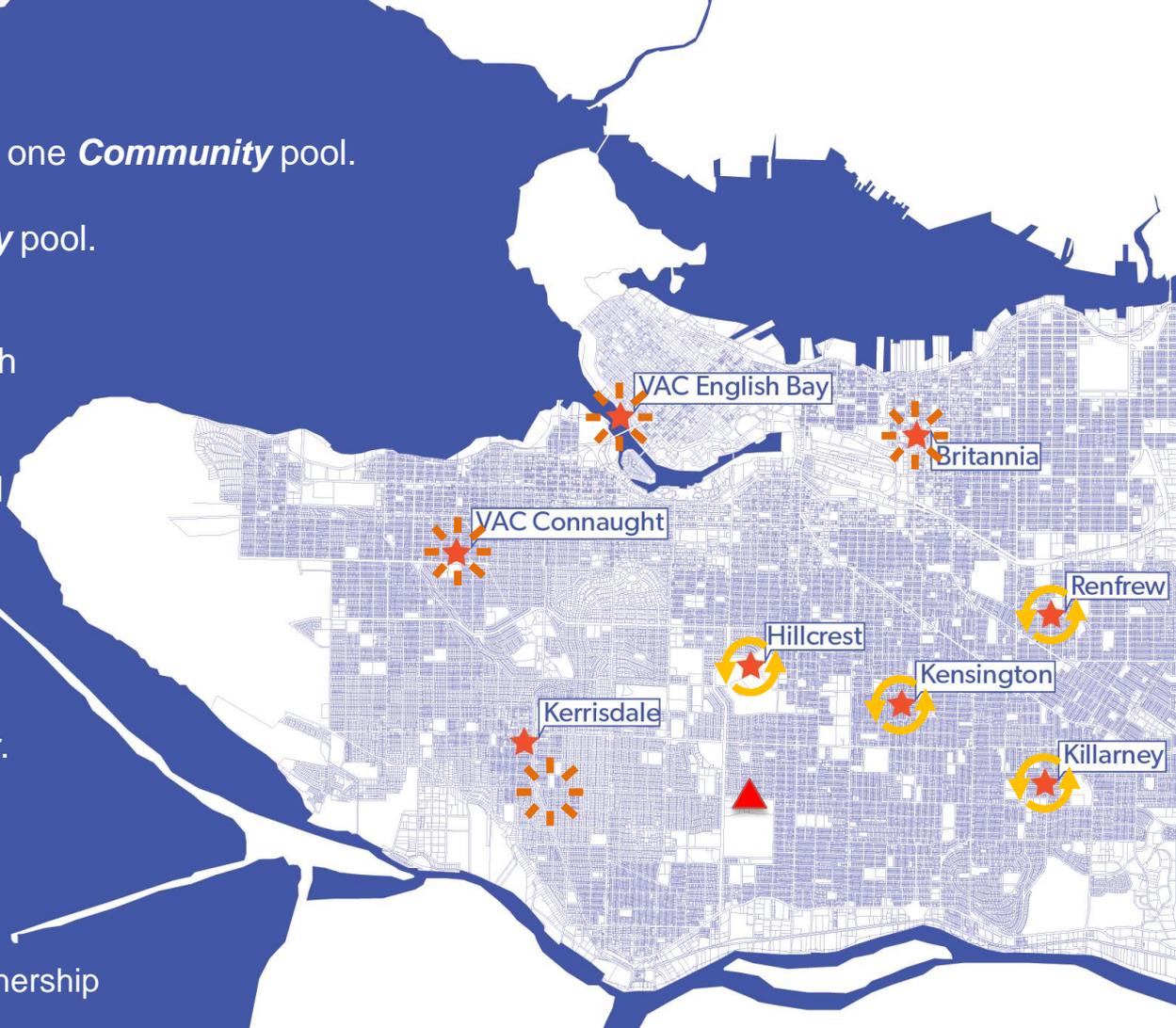
New



Maintain as-is



New Partnership



- Focus on Park Board facilities, primarily co-located with rinks and community centres.
- Testing a partnership model: YMCA in South Vancouver (details TBD).

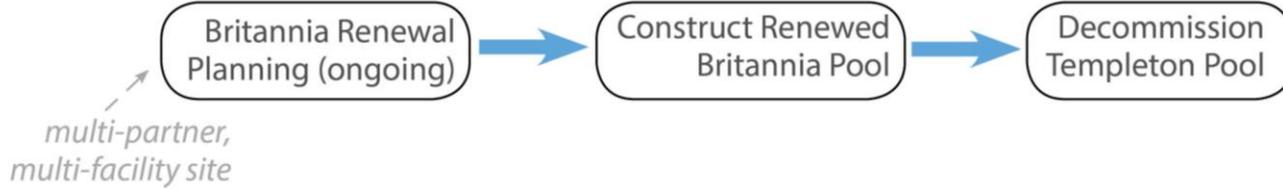
Indoor Pool Replacements/Consolidations

All pools proposed for replacement are at end of their functional life cycle, and all have public pressure.

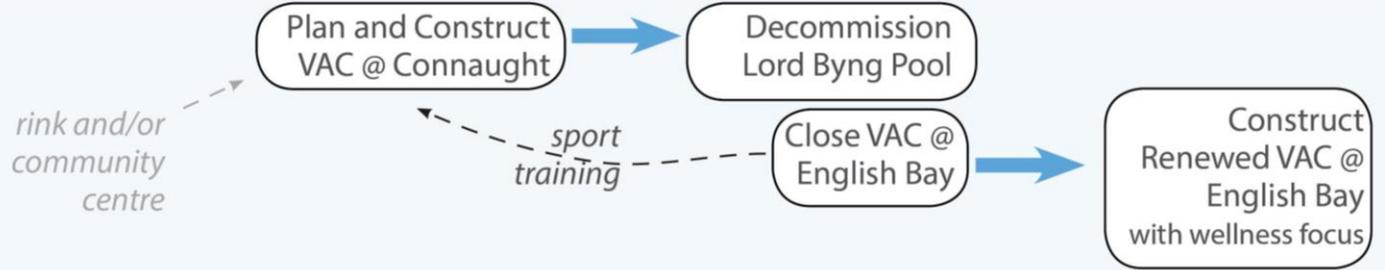
Pool	Constructed	Renovated	Recommendation
Vancouver Aquatic Centre (English Bay)	1974		Replace
Templeton	1974		Consolidate/decom
Kensington	1979		No future investment
Lord Byng	1979		Consolidate/decom
Kerrisdale	1955	1996	Replace
Britannia	1975	1998	Replace
Renfrew	1963	1970, 2005	Maintain
Killarney	2006		Maintain
Hillcrest	2011		Maintain

Indoor Pool Recommendations Sequencing

BRITANNIA



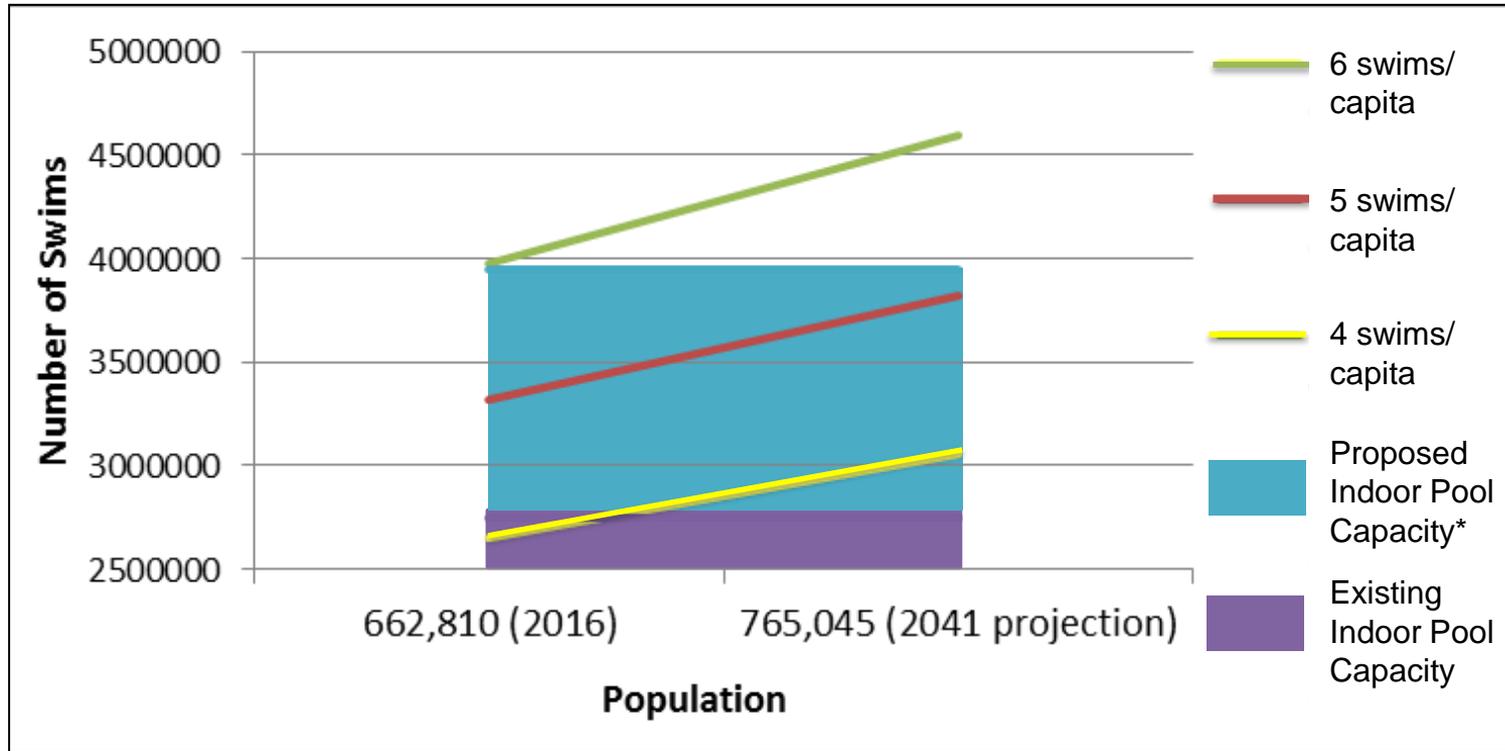
VAC: ENGLISH BAY & CONNAUGHT



KERRISDALE



Capacity



* Does not include YMCA.

- Approximately 70% of the proposal is renewal and service enhancement.
- Approximately 30% of the proposal is for population growth, based off current projections.

- Co-locate facilities with rinks and community centres.
- Move away from neighbourhood scale pools to offer greater diversity of experiences.
- Plan to decommission or replace older pools, which are operationally less efficient, require higher subsidies and are less popular with users.

A stylized illustration of a person swimming underwater. The person is wearing a black wetsuit, orange fins with blue tips, and orange gloves. They are positioned upside down, with their head at the bottom and feet at the top. The background is a deep blue with white wavy lines representing water currents.

Outdoor Pools



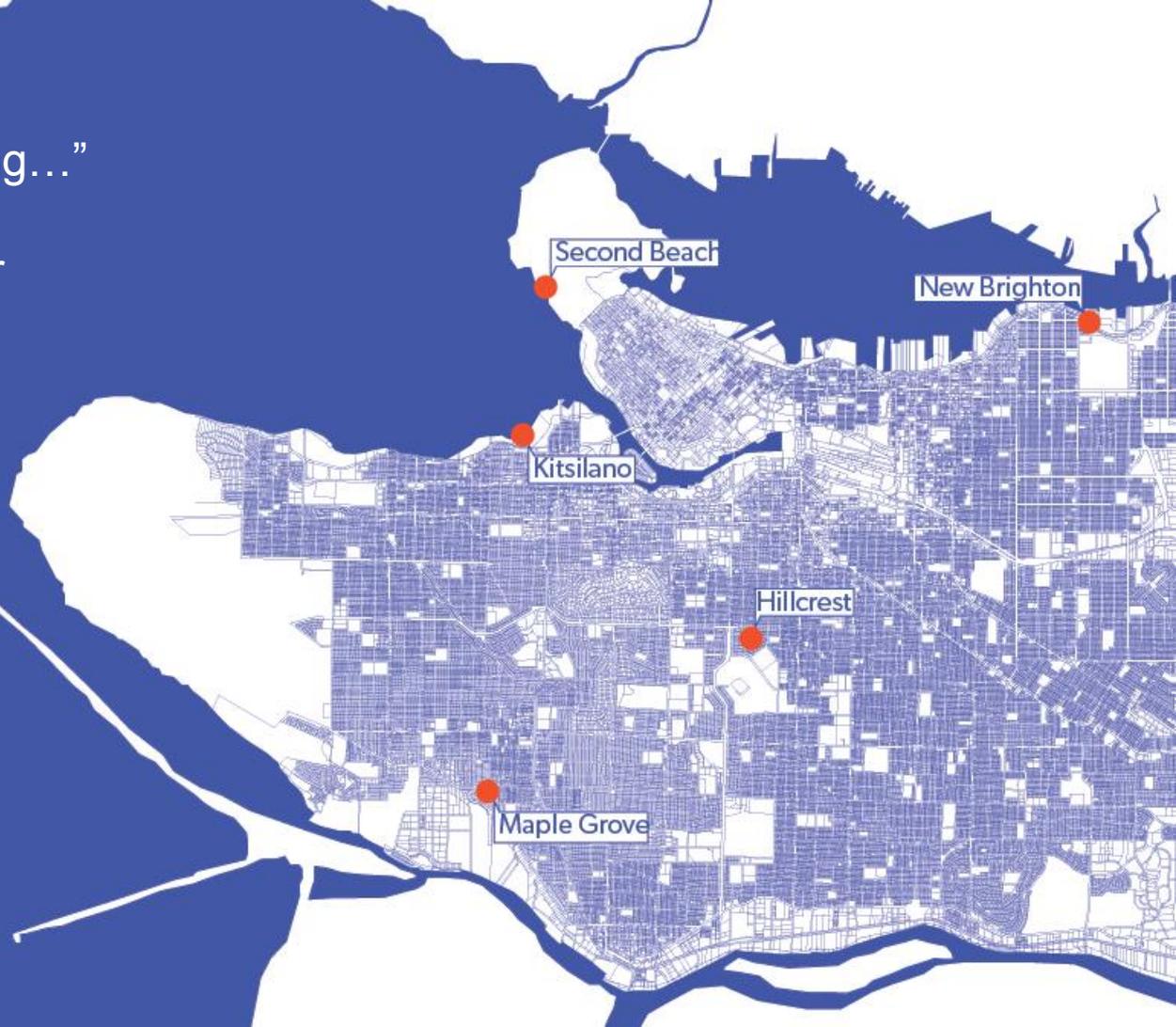
The 2017 Strategy balances recreation and fitness through a range of outdoor pool facilities and experiences.



Outdoor Pool Analysis

Determine “What’s not working...”

- change rooms at all outdoor pools are inadequate
- concession stands/food services for all outdoor pools could be improved
- inadequate shade



- Continue to invest in existing pools to keep them as gems within Vancouver.
- Review + Upgrade change rooms and concession stands/food services for all outdoor pools.
- Consider upgrades to provide shade, and potentially chair and umbrella rentals.
- Consider integrating hot tubs at New Brighton, Kitsilano and Second Beach Pools.



Outdoor Pools Analysis

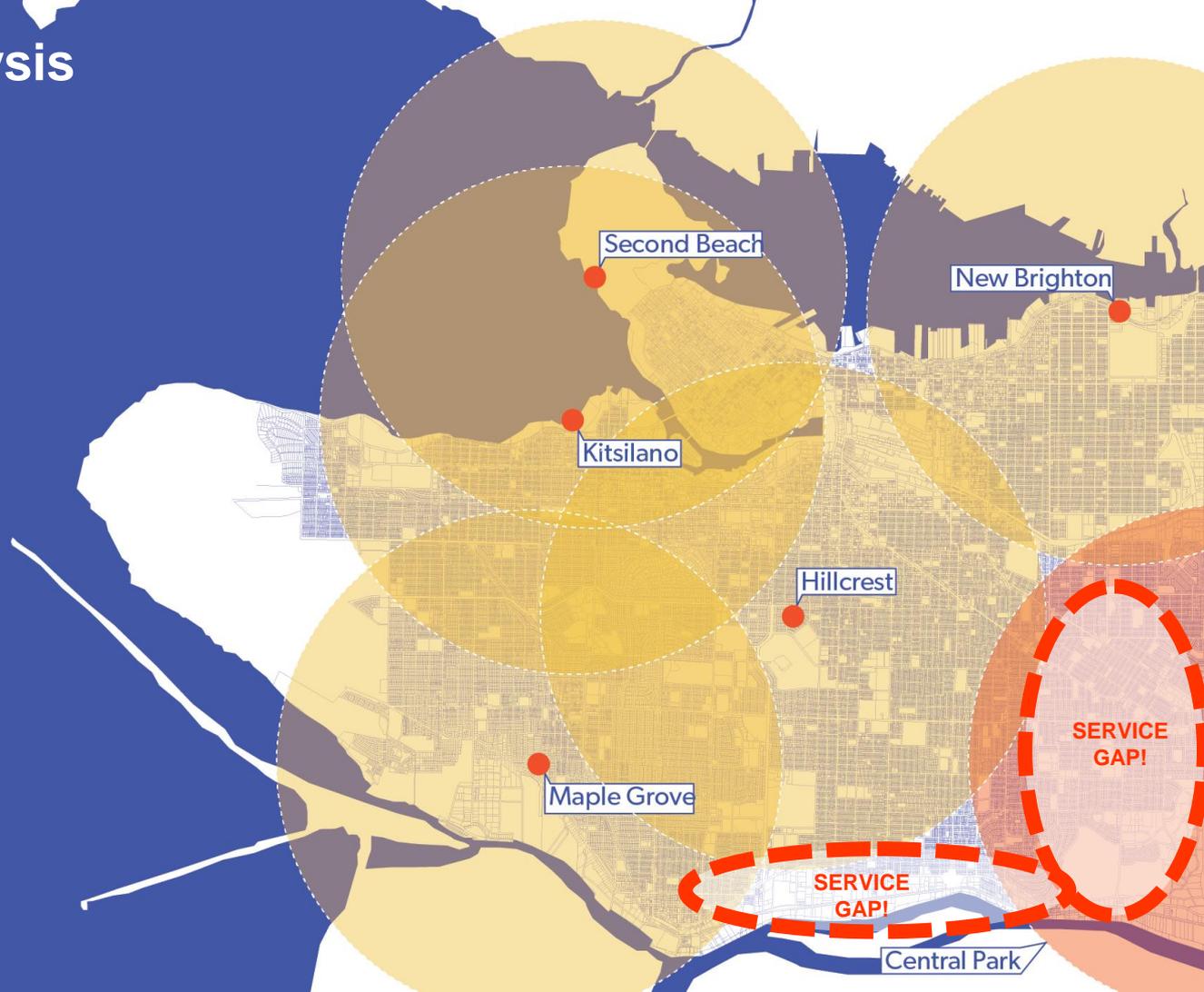
 VPB facilities

 Other facilities

4km radius shown, no previous standard for outdoor pools.

Burnaby's Central Park provides outdoor fitness swimming.

Gap for outdoor leisure swimming in south-east Vancouver.



Co-locate outdoor components with indoor pools, rather than stand-alone neighbourhood outdoor pools.

- More swim opportunities and swim participants
- Lower subsidy required per swim
- Extended outdoor season
- Shared staff - guarding, maintenance customer service
- Shared operations - admissions, marketing, program development
- Shared infrastructure - facility, change rooms
- Shared mechanical systems
- Access to services, amenities and features

- Prioritization given to service area gaps – south-central and south-east Vancouver.
- Emphasis on providing a range of experiences across the system including leisure swimming and water play, not exclusively fitness swimming.
- The outdoor pool system is further supplemented by other outdoor aquatic amenities.

In response to the Board motion on “Expediting New Outdoor Pools” that was passed by the Board on May 30, 2016:

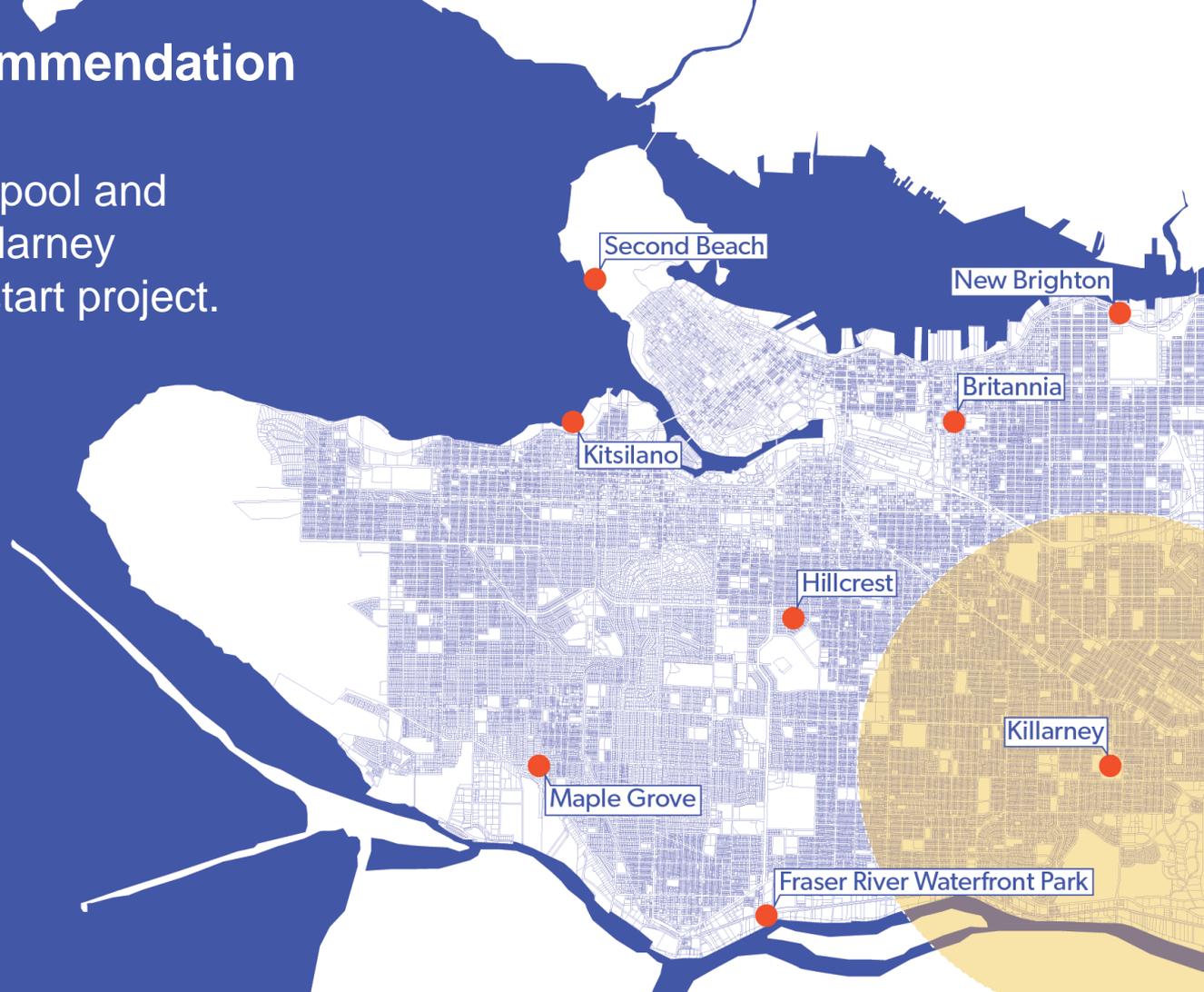
THAT the Vancouver Board of Parks and Recreation direct staff to explore quick start strategies, including here allocation of existing capital funding, to expedite the construction of new outdoor pools in the City of Vancouver.

\$200,000 of funding has been allocated in 2017 for the planning and design of an outdoor pool.

- Staff returned to the Board with a report reference on July 25, 2016 to provide an overview of pop-up pool examples, costs, target design criteria and draft location criteria. Staff committed to returning to the Board to present recommendations.
- Further feasibility analysis revealed that due to their complexity, timeline for construction (including the same permitting process as a permanent facility) and cost, they did not meet the criteria to move ahead.

Outdoor Pools Recommendation

Proposed outdoor leisure pool and hot tub co-located with Killarney Indoor Pool as a quick – start project.



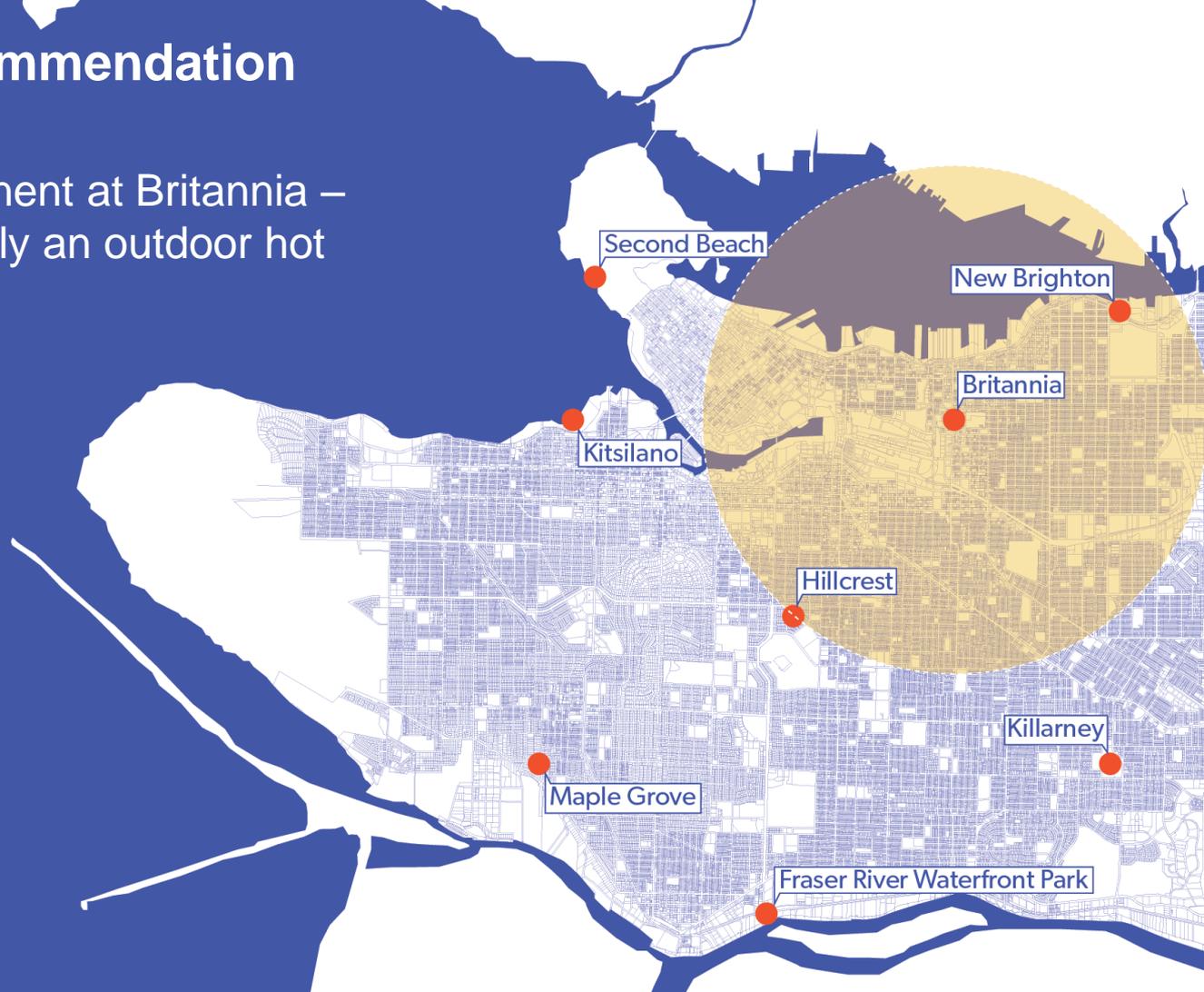
Killarney Outdoor Pool

- Co-location with indoor pool, community centre and seniors centre.
- Identified service gap in outdoor leisure swimming in south – east Vancouver.



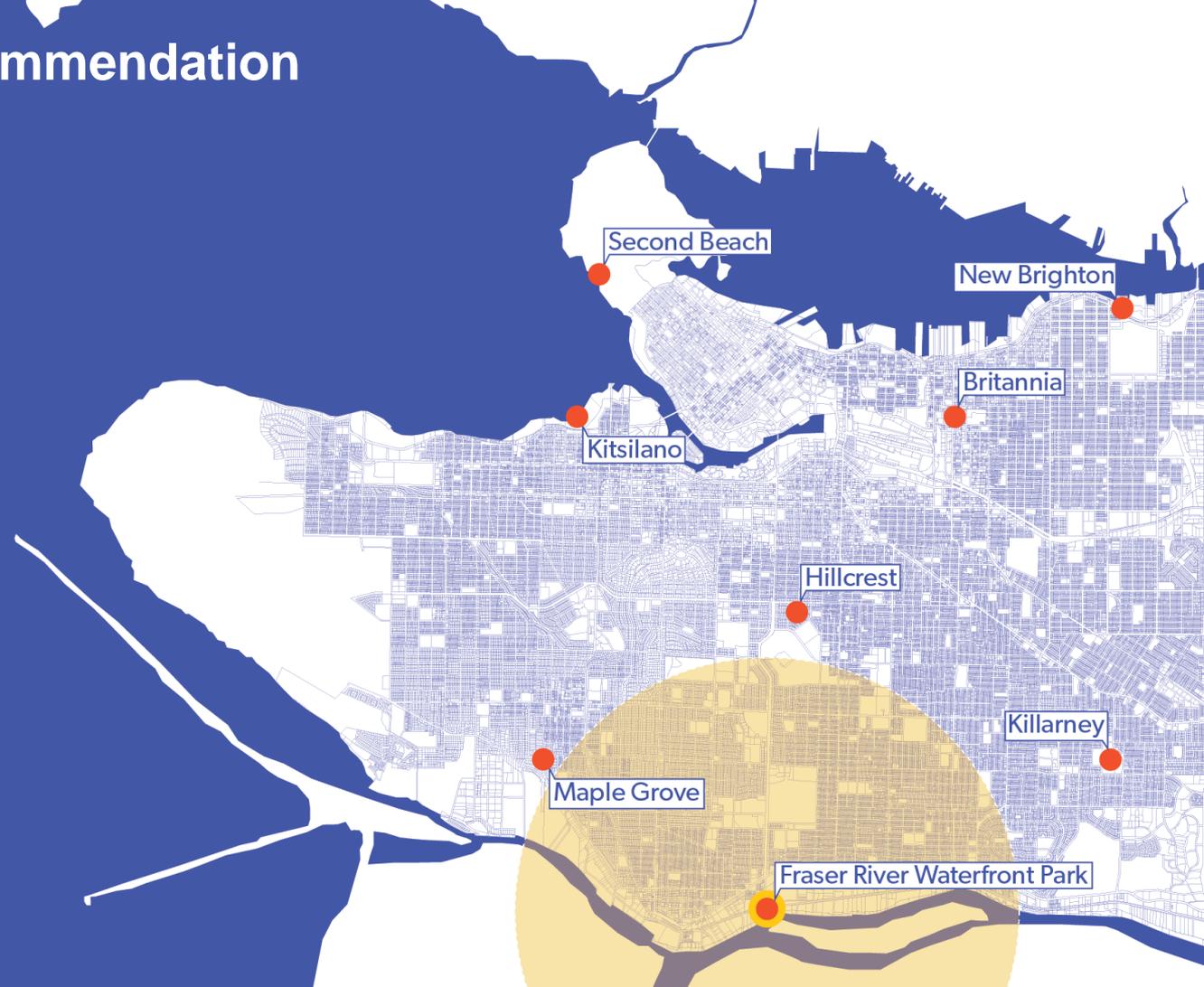
Outdoor Pools Recommendation

Proposed outdoor component at Britannia – likely a spray park, possibly an outdoor hot tub.



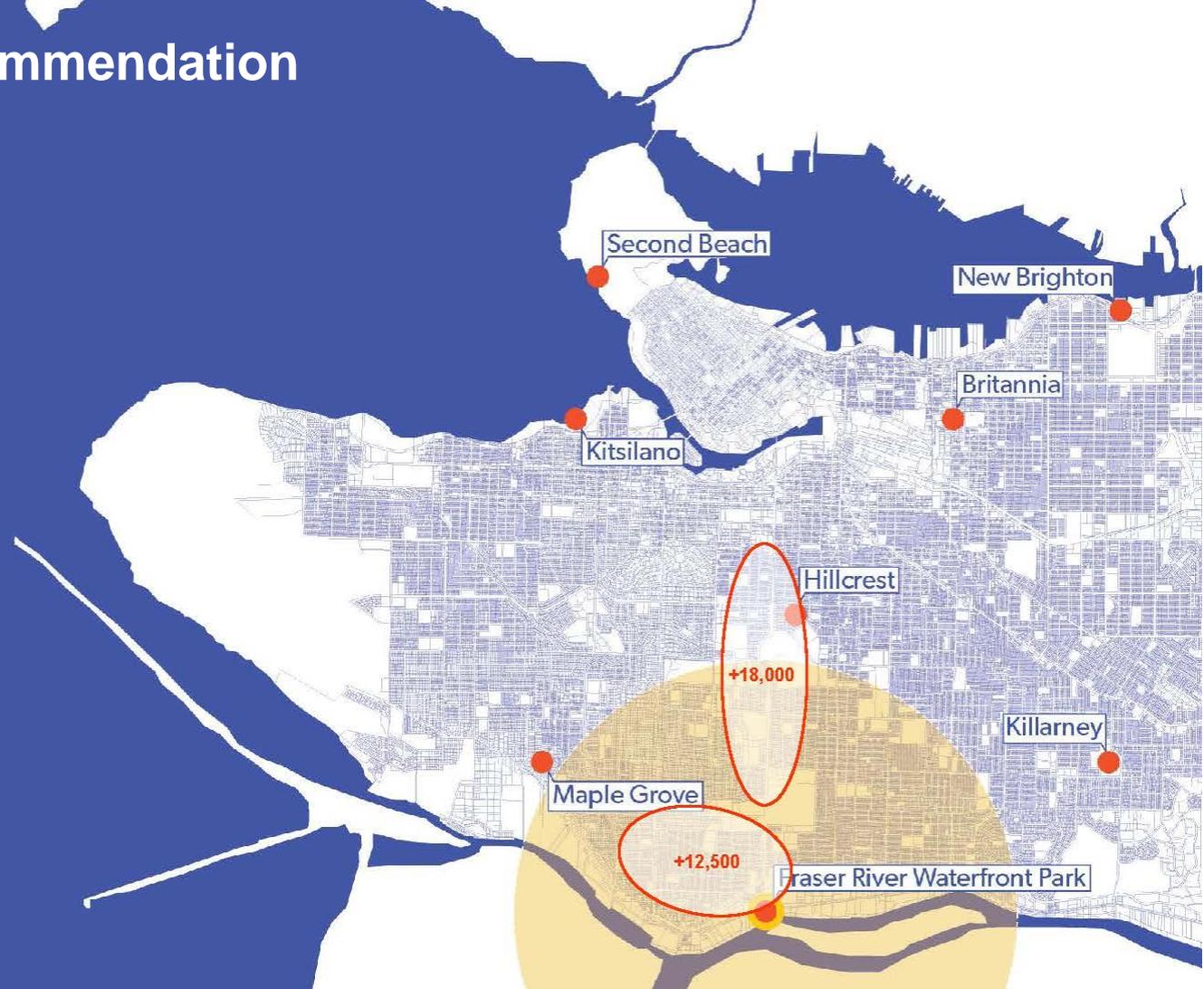
Outdoor Pools Recommendation

Proposed new site for an outdoor natural pool



Outdoor Pools Recommendation

Proposed new site for an outdoor natural pool



Fraser River Destination Park



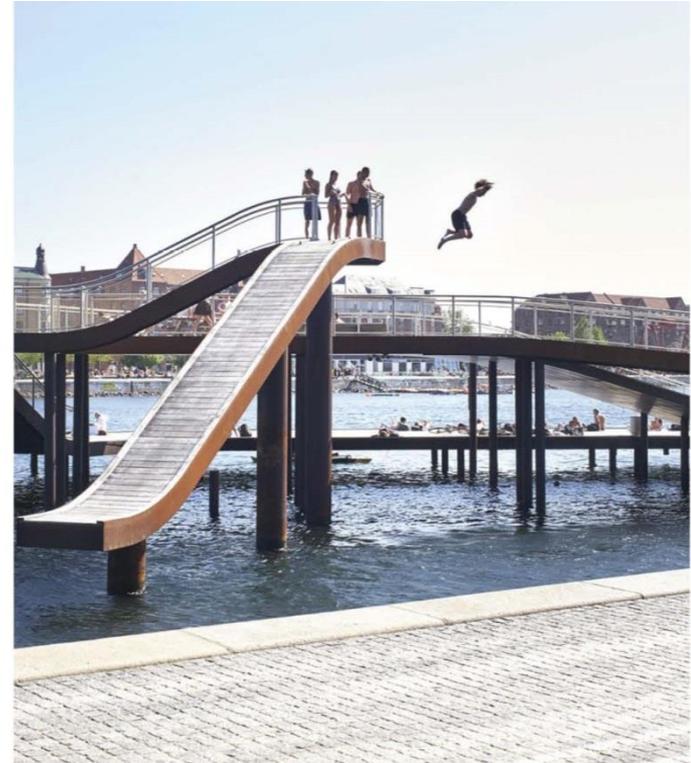
Fraser River



Natural Pool



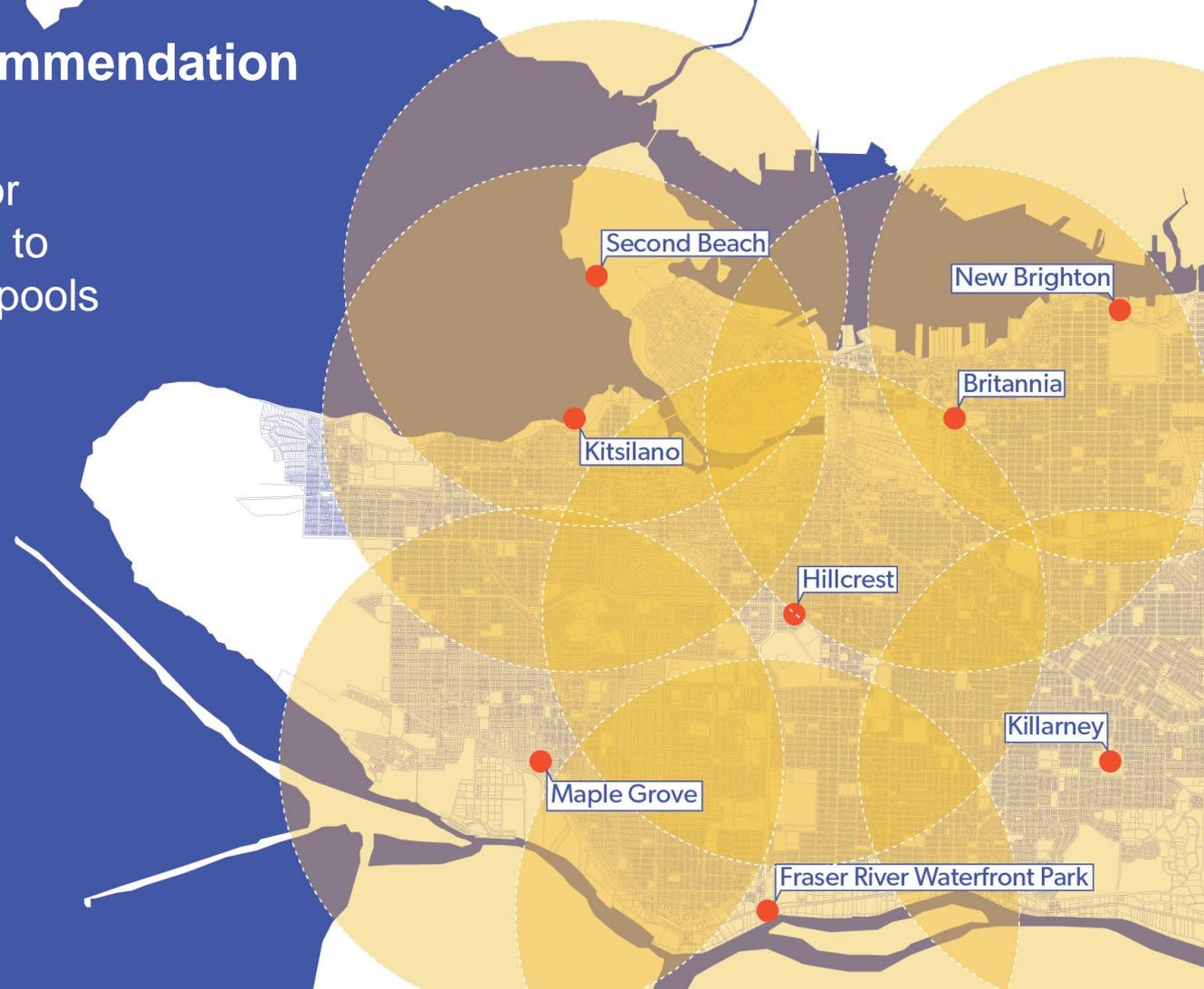
Explore opportunities for a harbour deck.



- Location to be aligned with current popular swimming location, accessibility, adjacent amenities.
- Engineering/technical aspects i.e. tidal, exposure to storms.
- Water Quality
- Further study is needed to determine a location, beyond VanSplash.

Outdoor Pools Recommendation

Provide a range of outdoor experiences and continue to invest in existing outdoor pools to keep them as unique destination pools within Vancouver.



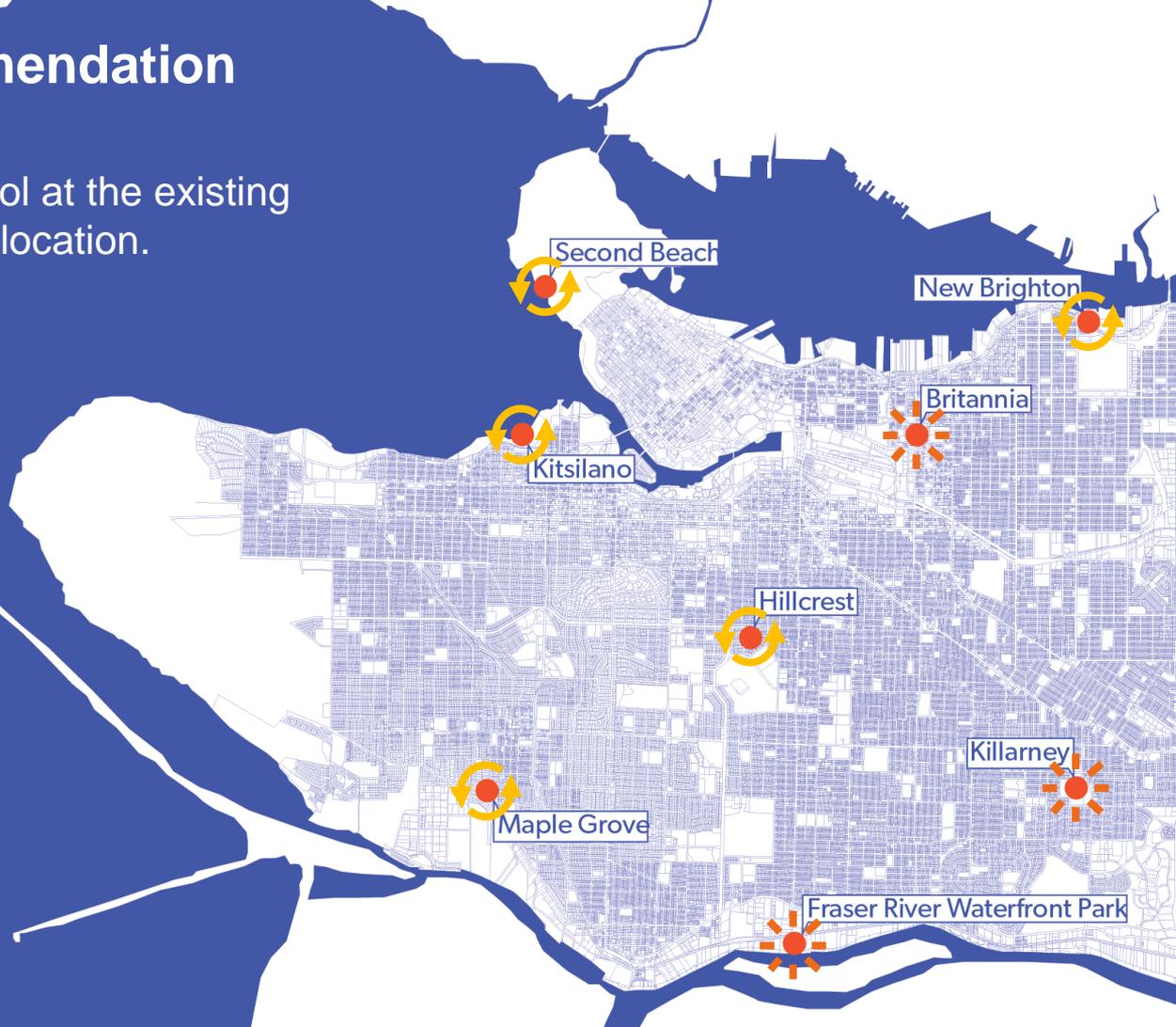
Outdoor Pools Recommendation

Provide a new outdoor leisure pool at the existing Killarney Community indoor pool location.

Provide a new outdoor component (possibly spray and hot tub) at the new Britannia Community indoor pool location.

Provide a new Destination natural outdoor pool along the Fraser River.

Consider a Harbour Deck in a prominent location.



Outdoor Pool Recommendations Sequencing

KILLARNEY

*quick start,
\$200,000
available for
design*

Design and Construct
Killarney Outdoor
Pool

EXISTING POOLS

Undertake
Improvement Study
on Existing Pools,
considering sea level
rise

ID quick wins



Implement
Phased Upgrades

BRITANNIA

*pending phasing
of Britannia
renewal*

Design and Construct
Britannia Outdoor
Component/Urban
Splash Park

FRASER RIVER

*pending park
acquisition and
construction
timing*

Design and Construct
Natural Outdoor Pool
in New Fraser River
Park

Seek opportunities to integrate a Harbour Deck

Spray Parks, Wading Pools and Beaches



- Experiences provided by wading pools and spray parks provide an introduction to water.
- VPB currently operates 14 spray parks.
- VPB currently operates 16 fill-and-draw wading pools, which are gradually being converted to spray parks or decommissioned, consistent with trends across Canadian urban centres.

Spray Parks

- Spray parks offer a greater range of use and accessibility, greater level of safety and are more socially inclusive.
- They can be utilized as play areas outside of spray park season, and do not need to be supervised, extending their use to more hours of a day.
- Spray parks can be designed as public space attractions.





Chicago, Illinois



Portland, Oregon



Portland, Oregon



Sydney, Australia



NYC, New York



Normal, Illinois

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- B. FURTHER THAT this wading pool retrofit pilot project be operational for the summer 2017 wading pool season, with funds to be reallocated from existing capital funds earmarked for decommissioning wading pools.*

- Existing wading pools do not meet Health Act regulations, compelling significant conversion or removal.
- Unfortunately, conversion to salt water sanitization systems will not meet Health Act regulations.

Our current wading pools must be:

- Filled daily with potable water,
- Disinfected and tested throughout the day (regardless of sanitization system),
- Drained before dark and left empty over night, and
- Drained at specific intervals during the daytime.

- Replacement or retrofitting of the existing wading pools may trigger additional elements of the legislation, including:
 - A recirculation system,
 - Security fence and lockable gate, and
 - Lifeguards.

- If the pools were to be retrofitted, additional design and operations modifications would be required:
 - Water servicing
 - Universal accessibility
 - Siting of pool

- People generally see a **spray park as more dynamic** and more fun than a wading pool.
- People want the water to be activated **more hours of the day and for more days of the week** and recognize a spray park provides this flexibility.
- A few people are concerned about the **practicality** for small children.
- Positive reviews of nearby Pandora and Norquay Spray Parks.

- **Continue to phase-out all wading pools**, converting to spray parks or closing them, pending location criteria to be identified through the Parks and Recreation Service Master Plan as well as consultation with communities. In the mean time, follow interim criteria.
- Where possible, design spray parks in a way that water can be recycled for park use, i.e.: adjacent irrigation or water features. *(aligned with Board Motion: Water Conservation Strategy, 11/2015)*

Destination Spray Parks

- At destination parks or highly urban parks serving large population i.e. NEFC
- Co-located with indoor or outdoor pools.

Neighbourhood Spray Parks

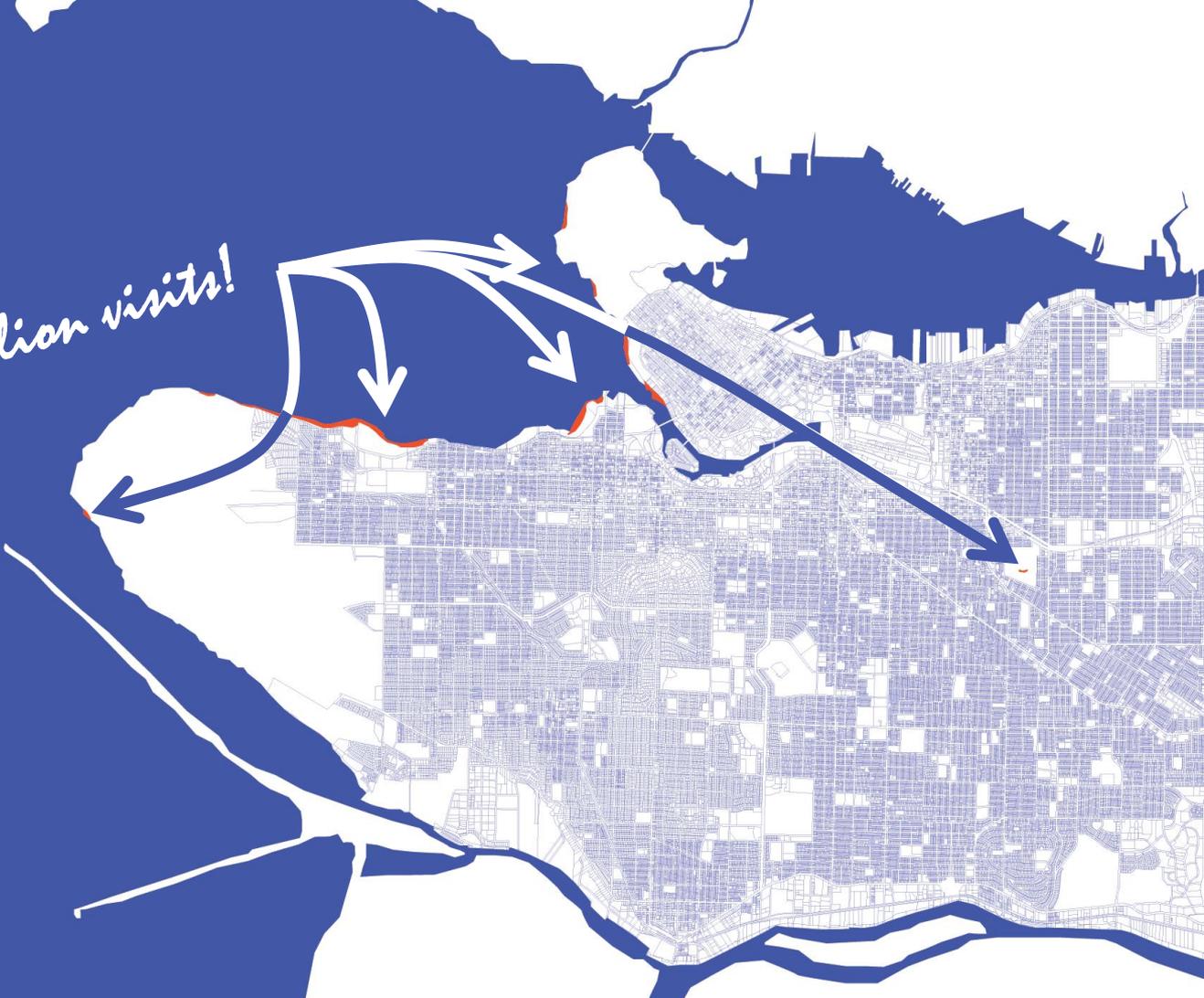
- 1km service radius, priority based off greatest social and geographic need.
- Consideration of condition and age of nearby spray parks, capacity of nearby spray parks without capacity for expansion.
- Co-location with washrooms/community centre.
- Demographics: high density, significant number of families
- Priority to those with potential for wading pool conversion.
- Strong community support through park development process.

Beaches



Beaches

More than 3.1 million visits!



- Provide additional opportunities for shade.
- Enhance beach use data collection to better understand how our beaches are used, and how we may improve them in the future.



Recommendations

- Install temporary urban beaches to increase equity of beach experience at key locations in the City.
- Explore options for temporary water play (wibits).



The Park Board has passed a number of motions related to water quality including:

- *Shoreline Protection from Boat Discharge (02/2015)*
- *Vancouver Recreational Water Quality (04/2015)*
- *Residents and Recreational Boaters Good Neighbour Campaign (06/2015)*

Recognizing the aspects of the City of Vancouver Council motion on notice of May 30, 2017 regarding the Waterfront Initiative that are under Park Board jurisdiction, including:

AND BE IT FURTHER RESOLVED THAT, as a first step, the Waterfront Initiative focus on establishing and implementing a series of Quick Starts including those focused on measures to make high use waterways in Trout Lake and False Creek safely accessible by swimmers in advance of Summer 2018.

- Swimming already occurs in Trout Lake despite occasional water quality problems (e. coli in summer).
- There has been decades of work on water quality to maintain swimming in the lake.
- The Draft John Hendry Park Master Plan includes recommendations on further action to improve water quality at Trout Lake (in concert with Engineering).



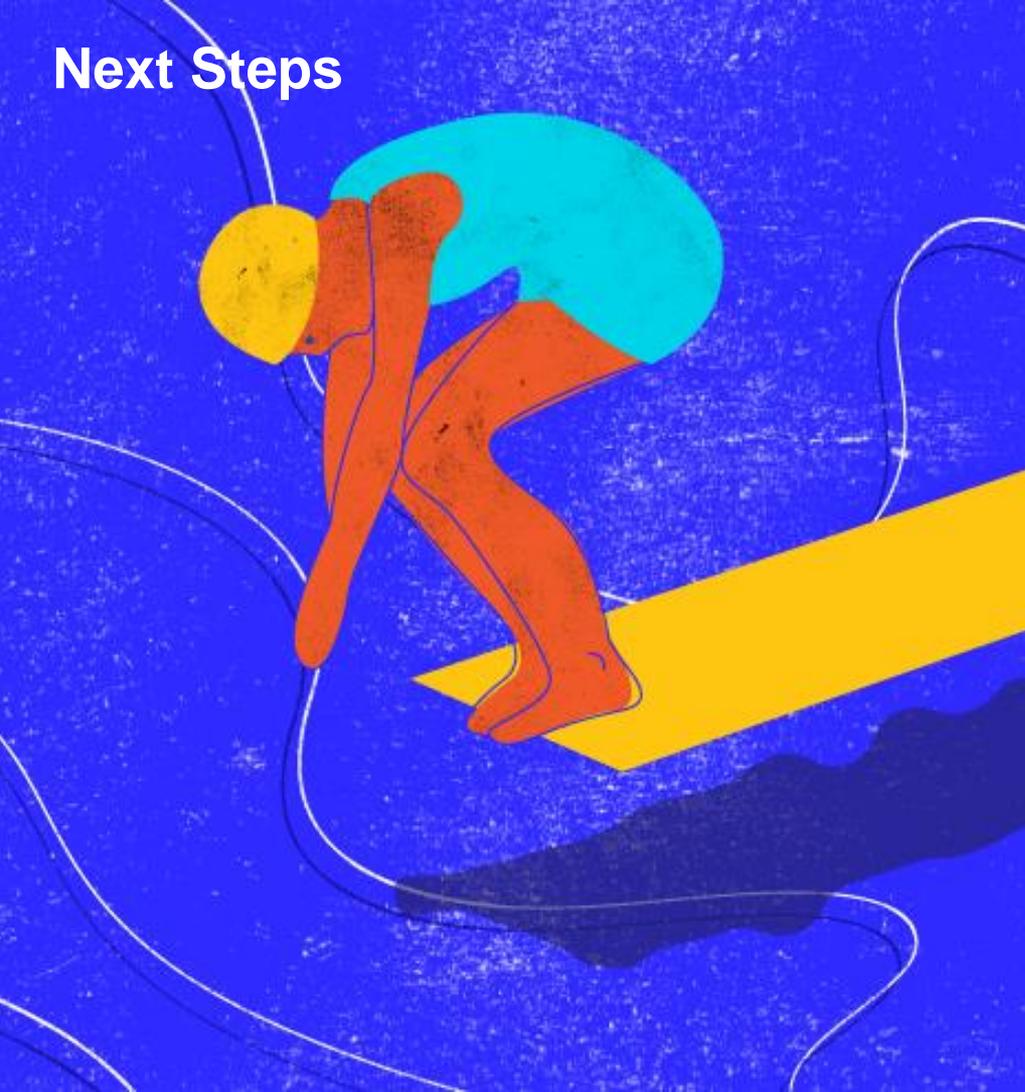
Swimming In Trout Lake and False Creek

- Explore a solution to providing interim swimming experience while water quality improvements are sought.
- Test the feasibility of a floating pool in False Creek:
 - Engineering/ environmental/ technical aspects i.e. tidal, exposure to storms, use of potable water.
 - Cost
 - Proximity to beaches
 - Footprint (amount of waterfront)
 - Accessibility



- Permitting
- Compatibility with other uses, co-location would be optimal
- Further study is needed, beyond VanSplash, to test the idea.

Next Steps



- Public Engagement – *September 2017*
- Recommendations to Board – *December 2017*

