Agenda – Standing Policy Committee on Protection, Community Services and Parks – March 8, 2019

BUDGET REVIEW

Item No. 6 Norwood Pool
(St. Boniface Ward)

STANDING COMMITTEE RECOMMENDATION:

On February 6, 2019, the Standing Policy Committee on Protection, Community Services and Parks concurred in the recommendation of the Winnipeg Public Service:

1. That the decommissioning and Capital funding requirements for the demolition of the Norwood Outdoor Pool in the amount of $150,000.00 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 February 6, 2019, the Standing Policy Committee on Protection, Community Services and Parks concurred in the recommendation of the Winnipeg Public Service:

On January 9, 2019, the Standing Policy Committee on Protection, Community Services and Parks granted an extension of time of up to 60 days for the Winnipeg Public Service to report back on the matter.

On September 11, 2018, the Standing Policy Committee on Protection, Community Services and Parks referred the matter to the Winnipeg Public Service for report back at its January 2019 meeting, with options for redevelopment, in consultation with the community and Ward Councillor.

Further on September 11, 2018, Monique LaCoste submitted a presentation dated September 11, 2018 in respect to the matter.

COMMUNITY COMMITTEE RECOMMENDATION:

On July 9, 2018, the Riel Community Committee passed the following motion:

WHEREAS City of Winnipeg administration has identified major deficiencies with the Norwood Pool, and has stated it must close;

WHEREAS: SPC on PCSP passed a motion regarding the future of the Norwood Pool;

WHEREAS since news regarding the Norwood Pools future has reached the public, the neighbourhood has formed the "Save Norwood Pool Committee";

WHEREAS the newly formed "Save Norwood Pool" Committee has secured a professional opinion from a certified engineer stating that the costs of decommissioning may be comparable to the costs of repairing the pool;

THEREFORE BE IT RESOLVED THAT in addition to the motion passed at SPC the City administration be directed to meet with the "Save Norwood Pool Committee" to explore options other than the permanent closure of the pool,

and forwarded to the Standing Policy Committee on Protection, Community Services and Parks.

ADMINISTRATIVE REPORT

Title: Norwood Pool

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

AUTHORIZATION

Author	Department Head	CFO	CAO
K. McKim	C. Fernandes	M. Ruta	D. McNeil

EXECUTIVE SUMMARY

Norwood Outdoor Pool is a nearly 60 year-old asset that is in poor condition and has reached the end of its useful service life.

Rising ground water levels in the area, hydrostatic pressure and regular freeze-thaw cycles have accelerated deterioration of the pool tank to the point where concrete repairs are required each spring and complete failure of the asset is anticipated within a few years.

Continued investment in the existing Norwood Outdoor Pool is not recommended given the condition of the asset, the ongoing ground water issue, and the significant infrastructure deficit facing recreation facilities across the city.

The Winnipeg Public Service has had extensive and productive discussions with neighbourhood representatives to collaboratively explore seven options for redeveloping the existing outdoor pool. Given the challenges with the existing pool and ground water situation, the Public Service recommendation is to decommission the Norwood Outdoor Pool. It is anticipated that the community will advocate for a new pool to be built on the site, with the intent of raising private and government funds.

With the St. Boniface Ward being overserved for outdoor pool facilities compared to all other areas of the city, (four of the ten City outdoor pools are located within the ward), a new outdoor pool at this site is not recommended.

Funding for the decommissioning of Norwood Outdoor Pool is recommended for consideration through the 2019 Capital Budget process.

Alternate recreation investment on the site could be considered through the 2019 Capital Budget process. If capital funding was secured, additional consultation with the community is recommended to confirm recreation amenity priorities.

RECOMMENDATIONS

1. That the decommissioning and Capital funding requirements for the demolition of the Norwood Outdoor Pool in the amount of $150,000 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.

On September 11, 2018, the Standing Policy Committee on Protection, Community Services and Parks received the Winnipeg Public Service report on the Norwood Outdoor Pool Decommissioning and Site Re-investment Plan as information.

On September 11, 2018, the Standing Policy Committee on Protection, Community Services and Parks referred the matter to the Winnipeg Public Service for report back at its January 2019 meeting, with options for redevelopment, in consultation with the community and Ward Councillor.

IMPLICATIONS OF THE RECOMMENDATIONS

General Implications
This report provides background information on the current condition and status of Norwood Outdoor Pool, summarizes options for redeveloping the existing outdoor pool that were developed and assessed in conjunction with the Save Norwood Pool Committee, and makes recommendations for decommissioning the asset.

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

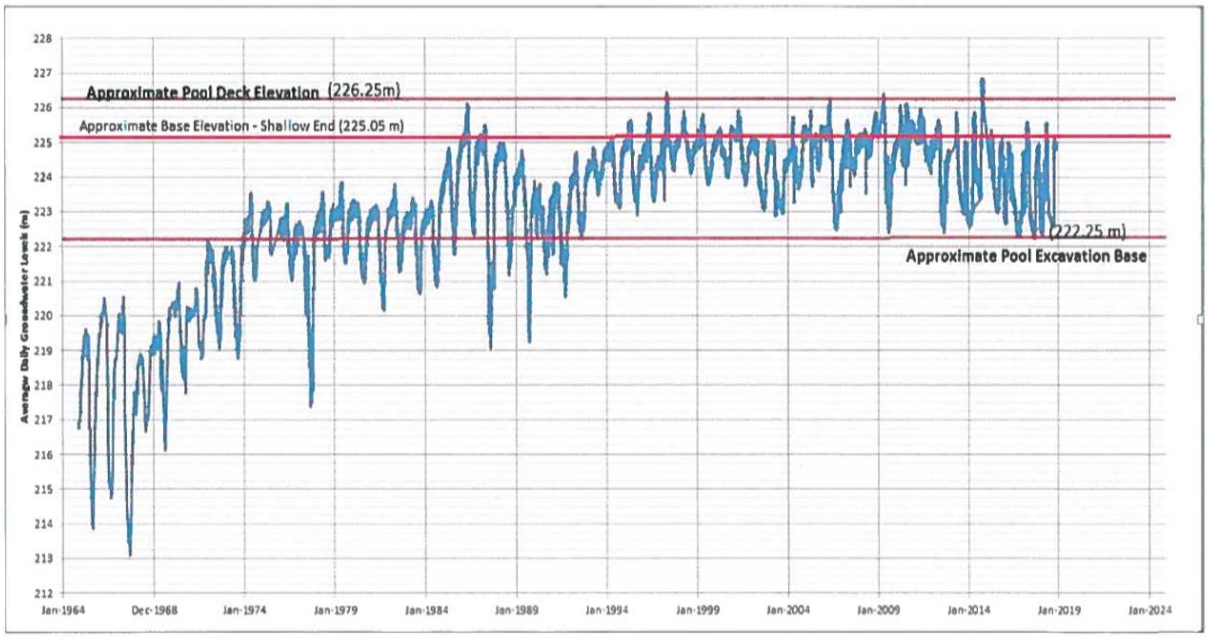
HISTORY/DISCUSSION

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 useful 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 Standard. 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. The Public Service estimates the facility requires up to two million dollars in investment over the next ten years, including electrical wiring, roofing repairs, change room and washroom upgrades, pool tank and decking replacement, and other repairs. This does not include funding for new amenities such as slides, beach entry or spray features.

Ground Water Condition

In addition to the above-noted 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 ground water levels in the area are regularly above the level of the deep end of the pool basin, rising at times as high as the level of the pool deck (see Figure 1). The resulting hydrostatic pressure has accelerated deterioration of the pool tank as water migrates through small cracks and expands and contracts through regular freeze-thaw cycles. In addition, hydrostatic pressure has resulted in noticeable heaving of the bottom of the shallow end of the pool.



Updated Figure 1: Provincial Hydrograph Station (G05OJ028) – (data source – MSD, 2018) (Elevation source – Stantec Consulting, 2014)

Over the past several years, the Winnipeg Public Service has struggled to obtain the annual Provincial operating permits and has resorted to using leaf blowers to dry the water seeping into the empty pool sufficiently to apply a coat of paint to meet Manitoba Public Health Act requirements. Manitoba Health has indicated that future permits are at risk unless a permanent solution 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. The cost of this work was approximately $25,000, or over 20% of the $120,000, 2018 City-wide outdoor pool and wading pool capital repair budget. This funding is required 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 regular seasonal operation. It is anticipated that similar and increasing repairs to the pool tank will be required each spring as freeze-thaw cycles further deteriorate the concrete (see photo in Appendix A). The outdoor pool/ wading pool capital repair budget cannot sustain an annual investment such as this for one facility, without impacting other facilities in the portfolio.

Recreation Infrastructure Deficit

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

Nearly all of the City's existing inventory of outdoor pools and wading pools are 50 - 60 years old, in poor to very poor condition, and are reaching the end of their useful service life. The City's budget forecasts approximately $1.9 million being spent for capital repairs to the outdoor pools/wading pools inventory over the next 10 years (average of $190,000/year), while the 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 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.

Levels of Service

The Council-adopted 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 (1.9 Km), Happyland Pool (2.0 Km), Windsor Park Pool (5.7km) and the recently redeveloped 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. A comparison of outdoor pool distribution by quadrant, attendance revenues and expenses is provided in Appendix B. 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 2019 and will further help to inform future facility investment decisions in Winnipeg communities.

Options Analysis and Community Discussions
As directed by the Standing Policy Committee on Protection, Community Services and Parks on September 11, 2018, the Winnipeg Public Service has had extensive and productive meetings with representatives of the Save Norwood Pool Committee to discuss the technical challenges of the site and to explore options for redevelopment.

Through a series of nine (9) meetings with community representatives, a mutual understanding of the City's infrastructure challenges and the value of the Norwood Outdoor Pool to the neighbourhood, was achieved.

Seven (7) options for redevelopment were identified through these discussions and are summarized below, with more detailed analysis provided in Appendix C:

1) **Status quo –** Continue to invest between $30,000 to $50,000 each spring in concrete repairs with the high probability that the pool tank will fail and not be deemed safe for operations in the near future. This represents a significant portion of the City-wide Outdoor Aquatics capital program budget and does not eliminate the unfunded risk for other infrastructure repairs required for this facility over the short and long term.

2) **De-watering wells** – Installation of 4 to 6 de-watering wells, pumps and land drainage sewer connections to remove ground water in the vicinity of the pool. A de-watering system would be in constant operation 24/7, 365 days per year and cost approximately $650,000 in initial capital costs, as well as significant additional annual operating costs and well discharge fees (estimated at $89,000 to $275,000 per year). Again, this solution does not deal with the base infrastructure needs for this deteriorated asset, including the need for a complete replacement of the pool tank in the near future.

3) **Pool within pool –** Install concrete within the existing tank to bring the new bottom level of the pool above the ground water level, creating a shallower 3 feet to 5 feet deep basin. The estimated capital cost for this option is $1,400,000 and does not include other deferred maintenance risks related to the pool building and mechanical system. Updated engineering analysis in fall 2018 reconfirmed that the water table often fluctuates above the level of the existing shallow end, which makes this option infeasible as the life cycle of any investment would be significantly compromised.

4) **Pool within Pool, with de-watering wells –** Essentially a combination of options 2 and 3 above, this option carries the combined capital costs, as well as the operational challenges and costs associated with managing the de-watering system 24/7 in perpetuity. Estimated capital costs for this option is over $2,000,000 and does not include other deferred maintenance risks related to the pool building and mechanical system.

5) **New pool within the Flood Bowl –** A complete redevelopment of the outdoor pool and pool building constructed above the high ground water level and accessed from the street/dike level. This option is estimated to cost between $4 million and $6 million, for a similar size, but shallower 3 feet to 5 feet depth pool, depending on amenities and features and could include landscape berming to transition the new pool deck level down to the Flood Bowl level.

6) **New pool constructed at an alternate location on the site –** Constructed on higher ground elsewhere on the Norwood C.C. site, the ground water conditions would not be a

factor. This option is estimated to cost between $4 million and $6 million, for a similar size, but shallower 3 feet to 5 feet depth pool, depending on amenities and features and may require re-location of existing amenities that are displaced by the new pool.

7) **Decommissioning –** Remove the pool and pool building from the site and restore to community greenspace. Decommissioning costs are estimated at $150,000. Potential alternate recreation amenities for the site could be considered if funding was approved.

These potential options were shared at a broader community meeting led and hosted by the Save Norwood Pool Committee on November 13, 2018. Feedback at that meeting and through subsequent discussions with the committee indicates a growing community understanding of the significant technical challenges with maintaining a pool facility within these prevalent groundwater conditions. More recent discussions have focused on the potential for the community to advocate and raise funds for a new pool for the site as per Options 5 or 6 above.

Recommendations

Based on the condition of Norwood Outdoor Pool, the unique ground water 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. Average annual Mill Rate supported maintenance costs (cleaning, utilities, water, minor repairs) for Norwood Outdoor Pool are approximately $120,000 per year and if the pool is decommissioned, would be directed to the maintenance of other existing outdoor aquatic facilities and/or maintenance costs of new alternate amenities for the site. Additionally, FTEs currently budgeted for the pool (0.94 FTE; 2019 salaries and benefits $49,700) would be redirected to other seasonal summer facilities within the portfolio.

If the Norwood Outdoor Pool should be required to remain in operation in 2019 or beyond, it is recommended that additional Capital funding for the Municipal Accommodations-Outdoor Aquatic Facilities Capital Program in the amount of a minimum $30,000 per year be considered for annual concrete repairs. These funds would be needed to supplement the very limited resources allocated to outdoor pool and wading pool capital maintenance and would be required in order to avoid an increased risk of unplanned closures and reduction of service in other areas of the city.

Potential Reinvestment in a New Outdoor Pool or Alternate Recreation Amenities

The Public Service recognizes that decommissioning Norwood Outdoor Pool would be a significant loss to the residents of the Norwood Flats neighbourhood. It is anticipated the community will advocate for a new outdoor pool being constructed on the site, above the ground water level. This will be a challenge given the significant costs and limited resources available to the City and other levels of government.

Potential investment in alternate recreation amenities at the site could include such features as a spray pad, junior playground replacement, picnic area with shade structure or other park amenities, subject to approval of funding. If capital funding was secured, additional consultation with the community is recommended to confirm recreation amenity priorities

FINANCIAL IMPACT

Financial Impact Statement **Date:** January 7, 2019

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

Norwood Outdoor Pool Redevelopment

	2019	2020	2021	2022	2023
Capital					
Capital Expenditures Required	$ 150,000	$ -	$ -	$ -	$ -
Less: Existing Budgeted Costs	-	-	-	-	-
Additional Capital Budget Required	$ 150,000	$ -	$ -	$ -	$ -
Funding Sources:					
Debt - Internal	$ -	$ -	$ -	$ -	$ -
Debt - External	-	-	-	-	-
Grants	-	-	-	-	-
Reserves, Equity, Surplus	-	-	-	-	-
Cash to Capital	150,000	-	-	-	-
Total Funding	$ 150,000	$ -	$ -	$ -	$ -
Total Additional Capital Budget Required	$ 150,000				
Total Additional Debt Required	$ -				
Current Expenditures/Revenues					
Direct Costs		$ -			
Less: Incremental Revenue/Recovery		-	-	-	-
Net Cost/(Benefit)	$ -	$ -	$ -	$ -	$ -
Less: Existing Budget Amounts		-			
Net Budget Adjustment Required	$ -	$ -	$ -	$ -	$ -

Additional Comments: The Report recommends the City-owned Norwood Outdoor Pool and pool building be removed from service for the 2019 operating season and be removed from the site. Capital funding of $150,000 is required to decommission the site and would require referral to the 2019 Capital Budget process.

"Original signed by K.Lemoine"

Kelly Lemoine, CPA, CA
Manager, Finance and Administrative Services
Community Services Department

CONSULTATION

This Report has been prepared with concurrence by:

Planning, Property and Development Department- Municipal Accommodations Division

This report has been prepared in consultation with:

Water and Waste Department (with respect to waste water technical details)

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: January 8, 2019
File No: CMS-2018-17

Attachments:

Appendix A – Norwood Pool Concrete Deterioration

Appendix B – 2017 Outdoor Pool Comparison

Appendix C – Norwood Outdoor Pool Options Analysis