

A large indoor recreation facility with a swimming pool. In the foreground, there are colorful water play structures, including a large green arch and a yellow structure. The pool is surrounded by a white wall and a wooden ceiling. The background shows a large room with tables and chairs, possibly a community room or meeting area.

**CITY OF FORT SASKATCHEWAN
INDOOR RECREATION INFRASTRUCTURE
SERVICE LEVEL REVIEW**

INDOOR RECREATION FACILITY PROGRAM AND BUSINESS CASE

Final

June 2023



Fort Saskatchewan is located on Treaty 6 Territory and Métis Nation of Alberta Region 4. We are grateful to share this land with Indigenous Peoples, who have resided here since time immemorial.

- City of Fort Saskatchewan Land Acknowledgement



PREFACE

The purpose of this report is to provide City of Fort Saskatchewan Council with information that conveys a clear understanding about community preferences and related costing for the recommended indoor recreation Facility Program.



DEFINITIONS

The following terms are used throughout this document. An understanding of the terms and their differences is important and will enhance the reader's understanding.

Facility = Overall building that houses different amenities (e.g. Dow Centennial Centre, Harbour Pool, Jubilee Recreation Centre)

Amenity = Activity area within a facility (e.g. arena, 25M tank, fitness centre)

Support Amenity = A space or feature that adds value to the experience or supports functional use of an amenity or facility (e.g. washrooms, concessions, storage, lighting)

Natatorium = The wet environment in a swimming pool facility



SUMMARY

The City of Fort Saskatchewan invests in indoor recreation facilities because of the direct and indirect benefits that residents, visitors, and the entire community derive from having these valuable services.

Determining the appropriate provision of these important assets can be complicated for municipalities and their decision makers as there is no legislation or guidance related to the quantity, quality, or complexion of what an appropriate level of service should entail. Because of this dynamic, municipalities often periodically undertake strategic and tactical planning related to recreation facilities. This recreation focused planning typically includes in-depth research and analysis of service levels and markets served. It also involves gathering and considering community input.

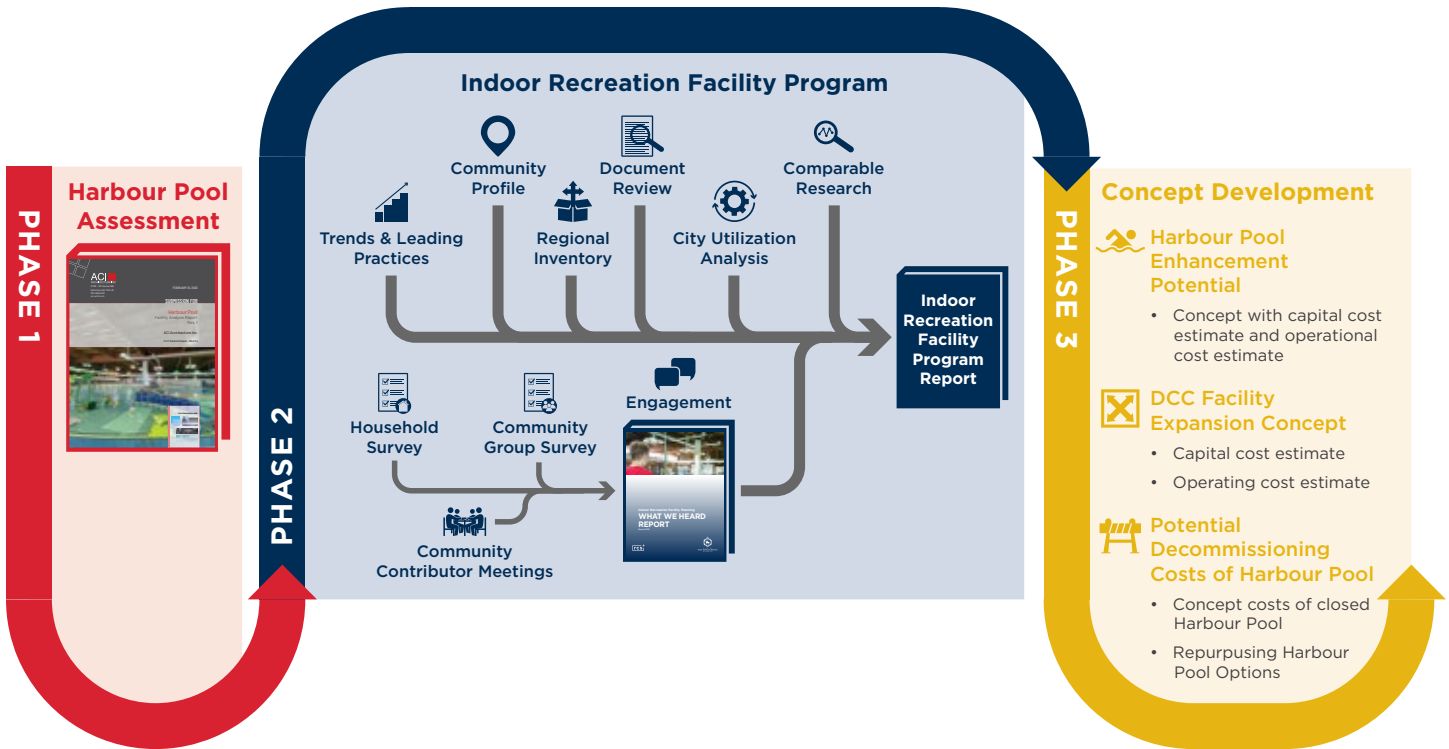
The Indoor Recreation Infrastructure Service Review is the City of Fort Saskatchewan's latest exploration of service levels related to the indoor aquatics, fitness, and arena facilities in which the City currently invests. For the purpose of this phase of the Review aquatics has been separated into 2 amenities, leisure and program. Also, the Fitness amenity is inclusive of the fitness spaces and the indoor track. This review process included research using a variety of relevant sources of information about indoor recreation facilities; community engagement related to current and future recreation preferences was also part of the process. This process builds upon the recent due diligence and study conducted by the City related to recreation facilities and, in several instances, confirms past recommendations and strategic direction related to aquatics, fitness, and arena services.

In-scope amenities for this Review include the following. Reference to the City's related Priority Based Budgeting categories are also indicated.

1. Leisure aquatics (Aquatics-Rentals, Aquatics-Spontaneous Use)
2. Program aquatics (Aquatic Programs, Aquatic-Rentals, Aquatics-Spontaneous Use)
3. Fitness (Fitness Centre, Fitness and Wellness Programs)
4. Arenas (Indoor Ice Arenas, Indoor Dry Surface)

The following graphic illustrates the entire process to complete the Review.

Indoor Recreation Infrastructure Service Level Review



This Indoor Recreation Facility Program and Business Case report is Phase two of the Review project. The intent of this report is to:

1. determine and confirm the appropriateness of current service levels related to the in-scope amenities, and;
2. provide recommendations on how to best meet community needs through future investment.

The report will provide a recommended Facility Program and course(s) of action for the City of Fort Saskatchewan to consider when evaluating what and where resources need to be placed for indoor recreation investments/enhancements to deliver the Program. Section 2.0 Review of In-Scope Amenities and Facilities explains the amenity ratings provided that were derived from the Strategic Facility Planning Framework utilized.

The components referenced in Phase 2 of the graphic were inputs into the Strategic Facility Planning Framework that was employed to determine the appropriateness of current service levels and to prioritize potential investment in amenities and facilities. The Framework consists of 4 steps:

1. Assessing Service Levels: Do we currently have the right quantity and quality?
2. Prioritizing Limited Resources: Which amenities warrant investment over others?
3. Asset Management Practices: How do we invest in sustaining service levels?
4. Amenity Action Plans: How do we achieve desired service level outcomes?

In Assessing Service Levels 6 criteria for each amenity are evaluated and each are given a score of +1 “enhance”, 0 = “maintain”, or -1 “limit”. If the net score of these 6 criteria is +2 or above the overall service level is “enhance”. If the net score is +1 to -3 it is “maintain”. A net score of -4 or lower is rated as “limit”.

The Service Level ratings are defined as follows:

- **“Enhance”** means an increase in the number of amenities (quantity) may be warranted, or improvement to service level.
- **“Maintain”** refers to ensuring the same level of service is available, based on current conditions, but quantities may need to increase to maintain service levels if conditions changes.
- **“Limit”** does not suggest that facilities / amenities should be immediately decommissioned or the level of service reduced, but warrant monitoring based on necessary investment and resources.

Once Service Levels are assessed, prioritization helps to focus limited resources. Scoring to prioritize some amenities over others consists of 10 weighted criteria with each amenity scored from 0-3.

The following table outlines the results of the Service Level Assessment and the Prioritization scoring.

Indoor Amenity	Service Level	Prioritization Score	Rank
Leisure aquatics	Enhance	62	1
Program aquatics	Enhance	62	1
Arenas	Maintain	44	2
Fitness	Maintain	39	3



Based on these results, the following outlines the recommended program elements and course of action for each in-scope amenity.

Leisure Aquatics:

Primarily includes indoor, spontaneous or unstructured (drop-in) activity in a wet environment (natatorium). Leisure aquatics amenities typically include zero-depth entry pools, water slides and spray toys; these characterize modern leisure aquatics environments.

Rendered an “enhance ” (+2) service level recommendation suggesting that enhancing the current quality and quantity of leisure aquatics services in the City may be warranted. Leisure aquatics with a prioritization score of 62 also ranked the highest of in-scope amenities as warranting future investment (tied with program aquatics).

The City’s current indoor aquatics facility, the Harbour Pool, was designed and constructed as a leisure pool (in 1982). Based on past studies and this planning effort, the following conclusions have been made related to the facility:

- The facility requires some “regular” reinvestment to sustain structural, mechanical, and electrical components.
- The facility requires investment to bring it up to modern standards related to aquatics specific to health and safety, mechanical and accessibility guidelines and standards.
- The facility has several functional limitations in meeting modern leisure aquatics user expectations, including:
 - » no major leisure features;
 - » no contemporary spray features;
 - » multi-use / concurrent use limitations related to having a single tank offering both leisure and program elements; and
 - » lack of some complementary dry land amenities such as a sizeable (and multiple) multi-purpose room to host training, parties, and social gatherings. The single room limits the ability to accommodate multiple requests.

Harbour Pool



Leisure Pool Examples



Eastlink Centre (<https://www.facebook.com/photo.php?fbid=729473355848322&set=pb.100063569923779.-2207520000.&type=3>)



Londonderry Fitness and Leisure Centre (<https://photos.smugmug.com/Recreation-Activities/Londonderry-Fitness-and/i-7gxJsPX/0/ee44c64a/L/0904LondonderryBD177-L.jpg>)

Further to these conclusions and in consideration to the information contained in this report, the recommended leisure aquatics program for the City is as follows:

- A dedicated zero depth entry leisure tank (provided at the existing facility, but upgrades required).
- Leisure amenities and spray features (not provided sufficiently at the existing facility).
- A shallow depth tot/teach pool (provided at the existing facility, but upgrades required).
- A hot tub (provided at the existing facility, but upgrades required).
- Complementary dry land spaces (partially provided at the existing facility, but upgrades required).
- Preferably co-located with program aquatics to capture operational efficiencies and enable event hosting.
- Meeting current standards and guidelines for accessibility and environmental sustainability.

Implementing the recommended leisure program will achieve benefits including: providing a separate space from the program aquatics which will better enable simultaneous activities and programming; providing some amenities that can address leisure aspects of aquatic provision while enabling therapeutic activity; and facilitating activities and programming for those with mobility challenges and children who benefit from easier access to the water. Further, the addition of the complementary spaces enhances the attractiveness of rental opportunities.

Moving forward with this leisure program will not only better meet current community needs, it will also position the City well for future growth. It will increase the cost effectiveness of the City's current investment in water (by increasing the amount of use or efficiency of use of tanks through better design and enabling multiple, concurrent uses) as well as increasing overall capacity.

The recommended leisure aquatics program, based on initial per square foot capital cost estimation would be \$20-\$30M in capital for an approximately 20,000 square foot space, \$500,000-\$825,000 in incremental net operational costs annually. The current net operational budget of the Harbour Pool is approximately \$1.5 million.



Program Aquatics:

Program aquatics primarily includes indoor structured (scheduled/rental, not usually drop-in) activity in wet environment (natatorium). Program focused pools typically are configured in rectangular or square formats with depths of 1.5m to 5m and lengths of 25m or 50m, with swimming lanes and other features such as diving boards (of various height), starting block for racing, etc. depending on the intended use.

Rendered an “enhance” (+2) service level recommendation suggesting that enhancing the current quality and quantity of program aquatics services in the City may be warranted. The priority score of 62 ranked the highest of in-scope amenities as warranting future investment (tied with leisure aquatics).

The Harbour Pool also accommodates program aquatics. In addition to the “regular” reinvestment previously outlined, the facility has several functional limitations in meeting program aquatics user available, expectations and requirements, including:

- The shared tank configuration, the deck height, and the current configuration limit the ability to deliver lessons, and host special events and competitions. Spectator capacities are also limited due to the current configuration.
 - » Specifically regarding swimming lessons, the deck height limits the ability of the facility to accommodate lessons. As such, the practical capacity of the Harbour Pool to offer lessons is less than a similar tank without the deck height issue. As well, a flat or lower sloping floor in the pool better enables the delivery of lessons.
- The existing 6 lane configuration and the length limits the sport and program related activity that can occur. The 6 lanes do not provide minimum requirements for some competitions and do not enable the flexibility of having lane swimming and sport training occurring simultaneously.
- Having only one tank with the capability of facilitating fitness swimming, sport training, event hosting and leisure greatly limits the multi-use capability of the natatorium.
- Again, it is also important to note that the shared use between leisure and program in the same tank also is problematic due to potential user conflict and the inability, in some cases, to accommodate various activities at the same time (thereby limiting overall participation / utilization rates).
- There is a lack of some complementary dry land amenities such as a sizeable (and multiple) multi-purpose room to host training and meet / competition hosting support.

Harbour Pool



Further to these conclusions and in consideration to the information contained in this report, the recommended program aquatics program for the City is as follows:

- A dedicated 25M 8 lane¹ program tank (partially provided at the existing facility but not dedicated).
- Complementary dry land spaces (partially provided at the existing facility).
- Preferably co-located with leisure to capture operational efficiencies and enable event hosting.
- Meeting current standards and guidelines for accessibility and environmental sustainability.

Implementing the recommended program will bring benefits of separating leisure and program aquatics which will enable a greater fulfillment of each specific function. Additional space will provide greater capacity for swimming lessons (currently experiencing significant wait lists), will enable the simultaneous delivery of a greater variety of aquatics programming, and will facilitate improved hosting of events and competitions.

As is the case with leisure aquatics, moving forward with this program aquatics recommendation will better meet current and future community needs. Effectiveness and efficiency will be improved by increasing the amount of use, or efficiency of use, of tanks through better design and enabling multiple, concurrent uses, and overall capacity will be increased.

The recommended program aquatics program, based on initial per square foot capital cost estimation would be \$20-\$30M in capital for an approximately 20,000 square foot space, \$500,000-\$825,000 in net operations annually. The current net operational budget of the Harbour Pool is approximately \$1.5 million.

Program Aquatics Venue Examples



Shaw Centre Saskatoon (https://www.airtechmanagement.com/wp-content/uploads/Shaw_Centre.jpg)



Camrose Aquatics Centre, <https://www.smpeng.com/media/wvklke5r/camrose-aquatic-centre-1024px-01.jpg>

¹ Ultimate determination on number of lanes would be the result of further investigation and analysis during a detailed design process but 8 lane 25M is a common configuration for modern program tanks balancing event hosting, sport training, and fitness purposes.

Arenas:

Indoor ice arenas typically include 85m x 200m boarded ice spaces with complementary change room facilities and spectator viewing areas of various size and configuration. These facilities typically accommodate ice hockey, ringette, figure skating, sledge hockey, public skating, etc. with the ice in and dry pad activities such as lacrosse and ball hockey when the ice is out.

Rendered a “maintain” (-1) service level recommendation suggesting maintaining the current quality and quantity of arena services in the City is warranted. The priority score of 44 ranked the second highest of in-scope amenities as warranting future investment. Of note is that past planning documents, such as the Recreation Facilities and Parks Master Plan Update (2015), suggested that a fourth arena may be needed as the City approaches 30,000 population; this was not confirmed through this service level assessment.

The City’s 3 arenas are at the Jubilee Recreation Centre, the Sportsplex and the Dow Centennial Centre. Each facility requires “regular” maintenance in order to ensure sustainability and the Jubilee Recreation Centre arena is currently receiving significant enhancement as a result of the ongoing modernization capital project.

The recommended future program for arenas includes 3 ice sheets with spectator seating and support elements (such as change rooms) very similar to what is currently provided. This conclusion is based on the assessment criteria which references current market conditions (such as community input, utilization, trends, inventory of amenities, etc.). The addition of a fourth arena may be warranted as the community grows or other market conditions change, but the service level assessment and prioritization results suggest that it is not warranted at this time. Future fourth arena to be located at the Dow Centennial Centre to capitalize on the existing arena infrastructure².

The recommended arena program is currently being delivered, although \$16.5 million in capital is being invested to modernize the Jubilee Recreation Centre area. There is an associated additional \$100,000 in net operations annually associated with this project. The current net operational Priority Based Budgeting indoor arena costs are approximately \$950,000.

Fitness:

Fitness facilities in public recreation facilities typically include open areas with strength and cardio training equipment for drop-in, self-directed training. These are complemented by multipurpose program rooms and studio space for fitness classes. Walking tracks are common components to fitness facilities.

Rendered a “maintain” (-2) service level recommendation suggesting maintaining the current quality and quantity of fitness services in the City is warranted. The priority score of 39 ranked the fourth highest of in-scope amenities as warranting future investment.

Approximately 22,000 sq.ft. of fitness spaces are currently provided at the Dow Centennial Centre included weight training and cardio equipment and multipurpose program room / studio space. There is also a walking track. The current facility requires “regular” maintenance but there are minimal functional deficiencies with the current service offering.

The recommended future program for the facility is very similar to what is currently provided. The only future enhancement considerations are related to providing more physically accessible training opportunities and potentially including fitness amenities to investment in new facilities as opportunities permit, for example, should a major renovation occur at the Dow Centennial Centre (DCC), consideration should be given to enhancing the current provision of fitness at the DCC.



The following table outlines anticipated future investment based on the action plans outlined herein. Order of magnitude capital costs are based on observed per square foot ranges in 2023 and typical facility footprints. Further refinement to these capital and operating costs would occur as part of the further planning work in Phase 3 of the Review.

	Estimated Planning and Facility Assessment Costs	Estimated Capital Cost Impacts	Estimated Incremental Net Operating Cost (Subsidy)	Square Footage
Investment in the Jubilee Recreation Centre.		\$16.5M*	\$100,000* (additional funding to JRC budget)	
Investment in indoor program and leisure aquatics		\$40M-\$60M	\$1,000,000-\$1,650,000	-40,000 sq.ft.
Investment in a new community arena at the Dow Centennial Centre.		\$20M-\$25M	\$250,000 - \$500,000	-40,000 sq.ft.

**Approved by Council at the April 25, 2023 regular Council meeting.*

Based on the priorities identified in this report the most significant indoor recreation facility needs are related to leisure and program aquatics. If moving forward to Phase 3 is approved, **the following questions will be answered through feasibility and concept planning related to meeting the recommended leisure and program aquatics programs defined herein.**

- Can the Harbour Pool be expanded to accommodate the overall aquatics programs as presented herein?
- What would a concept be for the leisure and program aquatics programs as presented above to be delivered at the Harbour Pool and Dow Centennial Centre?
- What would a concept be for the overall aquatics programs as presented above to be developed at the Dow Centennial Centre?

Upon answering the above questions and finishing Phase 3 of this Indoor Recreation Infrastructure Service Level Review, a recommendation to Council on how to implement the Facility Program will be provided.



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1 INTRODUCTION AND METHODOLOGY

The City of Fort Saskatchewan provides a diverse portfolio of indoor recreation facilities and amenities to service the needs of its approximately 27,000 residents. These facilities and amenities also serve regional residents and visitors. Fort Saskatchewan is growing (12% since 2016) and this growth is accompanied by continued resident demand for both programmed and unstructured recreation and the infrastructure that enables it to occur. City operated indoor recreation facilities currently includes the Dow Centennial Centre, the Jubilee Recreation Centre, the Sportsplex Arena, and the Harbour Pool.

Recreation services are subjective. There is no legislation that dictates the types of facilities and services a community must provide to its residents. As such, service delivery becomes a product and balance of both community needs, interests, and demands as well as political direction. Appropriate provision is a product of the unique characteristics of each community. These characteristics include population demographics, observed activity participation, current amenities and facilities provided, and proximity to other service centres.

Recreation facilities require significant capital investment to build and maintain. In addition based on amenities within and services provided there can have significant operational costs. Regardless of the type and quantity of recreation facilities and amenities a community provides, there is significant social return from investment in these valuable public services. For example, people are healthier and more connected to the community and each other due to the provision of these facilities and amenities. Although some facilities and amenities generate revenue through user fees, public recreation facilities as a whole require subsidization from municipal revenues.

Indoor recreation facilities add to residents' quality of life in Fort Saskatchewan. These important public spaces provide residents (individually and collectively) and visitors a place to be active, creative and connect with each other. They provide alternatives to anti-social or unhealthy leisure time choices and help generate economic activity. As well, they can help position the city as an ideal community in which to live, work and play. Through its provision of indoor recreation facilities, the City supports these benefits and demonstrates strong alignment with the broader

- 85% of respondents said household members participate in indoor recreation activities for physical health / exercise (Indoor Recreation Service Level Review – What We Heard Report 2023 – Fort Saskatchewan)
- 90% of respondents said recreation opportunities are important to their households' quality of life (Recreation Services Public Engagement Survey 2020 – Fort Saskatchewan)

regional, provincial, and pan-Canadian recreation delivery system movements / initiatives such as the Framework for Recreation in Canada (2015), Canadian Sport Policy (2012) and the Common Vision for Increasing Physical Activity and Reducing Sedentary Living in Canada: Let's Get Moving (2018). When considering the benefits associated with the provision of recreation facilities, it is also important to note that there are significant costs of building, maintaining, and operating them as well. These costs ultimately have to be understood and balanced by all municipalities in providing an appropriate and affordable level of service.

The benefits of having robust and relevant indoor recreation facilities help the City achieve its broader strategic goals. Namely, indoor recreation facilities help the City be more “Welcoming, Compassionate and Active” (in reference to Goal #3: City of Fort Saskatchewan Council Strategic Plan 2023-2026). Prudent and thorough planning for these facilities, as outlined herein, aligns with Goal #2 – Strategically Managed Infrastructure (City of Fort Saskatchewan Council Strategic Plan 2023-2026). As well, investment in indoor recreation facilities also helps the City achieve the goals and objectives set forth in its 2015 and 2008 Recreation Facilities, and Parks Master Plans. For more information on how the provision of indoor recreation facilities help the City, as well as other levels of government, reach its strategic goals, please refer to Appendix 1: Document Review.



Publicly funded recreation facilities:

- Improve physical health of residents and reduce mortality.
- Reduce mental health incidence.
- Build positive self esteem and confidence.
- Support individuals to achieve their and holistic potential.
- Increase social interaction, cohesion, and inclusion.
- Build community pride.
- Create new direct and indirect jobs.
- Stimulate capital and business investment in the region.
- Reduce financial costs for health care, emergency response, and natural disasters.

All of these benefits, and many more, are substantiated and further explained through the Framework for Recreation in Canada (2015) and the benefitshub.ca.

1.1 Report Purpose and Scope

As part of its due diligence and in practicing good governance, the City has undertaken several studies that have examined service levels for indoor recreation facilities and amenities over the past decade and beyond. These studies have included gathering public input and opinion, assessing existing facilities, and setting both strategic- and tactical-level direction for the future of these important public spaces.

These studies have outlined intentions for future service provision and have considered the physical state and potential for expansion at all existing facilities (including most recently the Dow Centennial Centre, Harbour Pool, and Jubilee Recreation Centre).

More specifically, past studies have concluded the following related to the 4 indoor recreation amenities being reviewed. These studies were developed considering similar inputs to those gathered in this process.

- The 2008 Recreation, Culture and Parks Master Plan stated that the need for an indoor aquatics venue in the community is apparent. It recognized that, although the Harbour Pool is meeting needs in the community, it is not ideal for either program or leisure use. Considering indoor passive use spaces, the Master Plan recommended the exploration of an indoor aquatics venue at the Dow Centennial Centre in the mid-long term. The Master Plan also identified a provision ration of one ice sheet per 7,500 people.
- The 2015 Recreation Facilities and Parks Master Plan Update recommended that in the short to mid-term a new aquatic centre be built at the Dow Centennial Centre (DCC) and in the long-term modernize the Harbour Pool. The Master Plan indicated that an additional ice sheet could be needed when the city's population reaches 30,000 and said in the mid-term a new arena be located at the DCC. It also identified a full revitalization and modernization of the Jubilee Recreation Centre in the long term, which are currently being addressed.
- The 2020 Indoor Recreation Facility Planning process identified the highest ranked additions to the Dow Centennial Centre are an event centre (that would also be a high performance arena) and an aquatics centre.
- The Setting Priorities for Recreation Investment Report completed in 2021 identifies a new aquatics facility and harbour pool lifecycle maintenance as the top two indoor amenity project priorities from household respondents. Modernization of the Jubilee Recreation Centre was the third highest indoor amenity priority. Considering group respondents, Jubilee Recreation Centre modernization and Harbour Pool lifecycle maintenance were the two highest ranked indoor facility projects.
- Harbour Pool assessment reports dating back as far as 2004 outline necessary upgrades to sustain the facility as well as functional deficiencies that inhibit use to varying degrees.

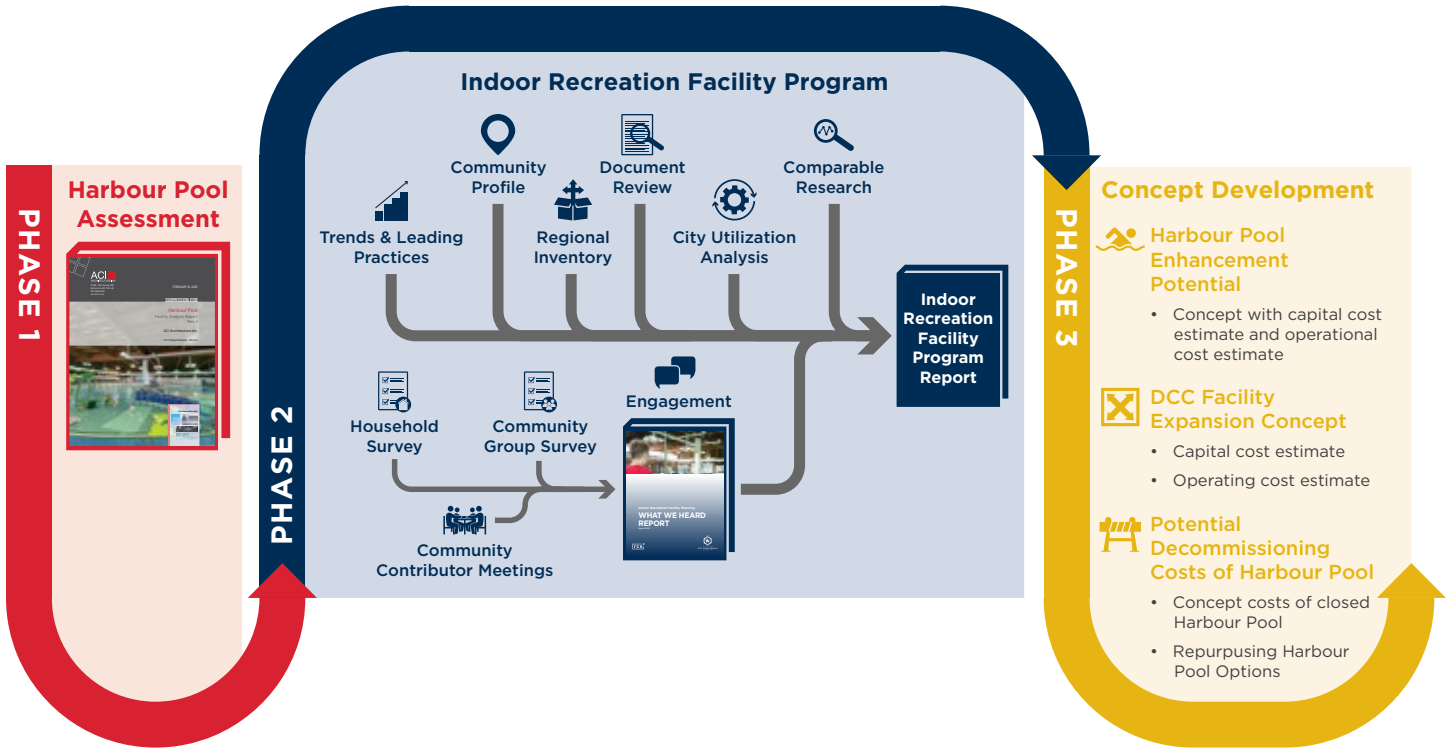
Key City Studies Related to Indoor Recreation Facilities

- Recreation, Culture and Parks Master Plan (2008)
- Recreation Facilities and Parks Master Plan Update (2015)
- Indoor Recreation Facility Planning (2020)
- Setting Priorities for Recreation Investment (2021)
- Harbour Pool facility studies – 9 between 2017 and 2021

This Indoor Recreation Facility Program and Business Case report is meant to provide Council with a summary of information about the City of Fort Saskatchewan's indoor recreation infrastructure and programming and a recommendation to inform a decision by Council on the City's Indoor Recreation Infrastructure with a focus on leisure and program aquatics, fitness, and arenas.

The information presented herein is augmented by the experience and expertise of the consulting team. This team has been involved in more than 2,500 projects over its 45+ years in business and has worked for hundreds of municipalities across Canada. It is part of the broader Indoor Recreation Infrastructure Service Level Review process and brings all previous studies together and, enhanced with updated research, identifies recommended service levels for indoor recreation infrastructure in Fort Saskatchewan for in-scope facilities. The process, as illustrated in the following graphic, is broken into three phases.

Indoor Recreation Infrastructure Service Level Review



Ultimately, the findings from this report will be used in the completion of Phase 3 of the review, if approved. Phase 3 will include the development of concepts based on the amenity directions presented herein. Specifically, it will consider the future of aquatics on the Harbour Pool site or at the Dow Centennial Centre, or a combination of the two, as well as the future for other in-scope indoor recreation amenities.

Indoor Recreation Facility Review Process Overview

Phase 1 was focused on developing an updated understanding of the current state of the Harbour Pool. This assessment builds upon previously completed studies and includes a structural, mechanical, electrical, and aquatic assessment of the Harbour Pool completed by engineers and technical specialists. The findings from this assessment are presented under separate cover. The Harbour Pool Assessment report presents the current status of the infrastructure lifecycle of the Harbour Pool including projected costs to extend the lifecycle of the facility without considering any change to functionality or user experience.

Phase 2 encompasses extensive research including community engagement ultimately leading to a recommended Indoor Recreation Facility Program for the City focusing on four in-scope indoor amenities. This research and engagement is presented in this document and its appendices.

Phase 3 will include the development of concept plans and greater levels of detail related to the costs and benefits of investing in the recommended Indoor Recreation Facility program developed in Phase 2.



1.2 Methodology

In developing this Indoor Recreation Facility Program and Business Case, several sources of data and information were consulted. Research into trends and leading practices, literature review of City policy and other relevant provincial and pan-Canadian initiatives, inventory and assessment of City facilities & amenities and their utilization, inventory of regional facilities, recreation provision in selected communities, community demographics, and findings from community input has all helped inform this important work.

Referenced throughout where relevant, this background information can be found in detail in the Appendices of this report. It forms the inputs required to feed the Strategic Facility Planning Framework employed to determine the appropriateness of current service levels and to prioritize potential investment in amenities and facilities.

1.3 Strategic Facility Planning Framework

The Indoor Recreation Facility Program and Business Case is a recommended prescription for the indoor recreation amenities currently invested in by the City of Fort Saskatchewan. This study provides direction for all in-scope amenities (and the facilities in which they are housed) considering important criteria and the current state of existing facilities.

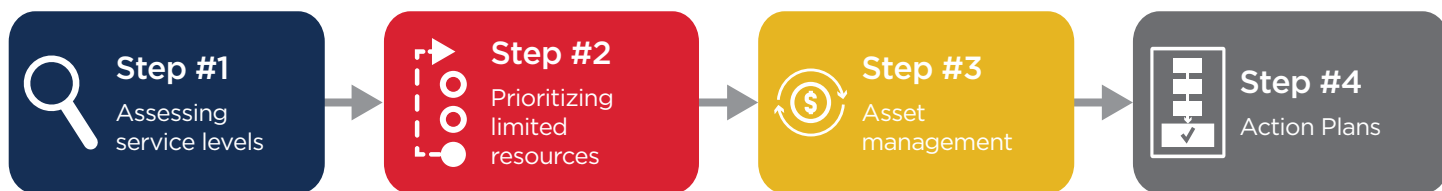
The following four (4) step framework simplifies how the inventory of indoor recreation amenities and spaces in Fort Saskatchewan can be planned for and delivered. This framework was first introduced in the City as part of the 2021 Indoor Recreation Facility Planning Report and has been applied to this process.

Amenities assessed in this study:

1. Leisure aquatics (Aquatics Rentals, Aquatics Spontaneous Use)
2. Program aquatics (Aquatic Program, Aquatics Rentals, Aquatics Spontaneous Use)
3. Arena (Indoor Ice Arenas, Indoor Dry Surface)
4. Fitness (Fitness Centre, Fitness & Wellness Programs)

The labels in parentheses refer to the City's Priority Based Budgeting categories.

Strategic Facility Planning Framework



This Framework has been used by the City in the past and is able to adjust to new market conditions as they change. As new information and data inputs become available, this four-step process can (and should) be revisited. As with any good planning process, this process benefits immeasurably from the availability of high-quality data. Quality data regarding utilization, participation, and the environment within which service provision occurs is vital to a rigorous planning process and to extracting the greatest potential from this four-step process framework.







The framework presented above is meant to guide high level and strategic planning for indoor recreation facilities and amenities in Fort Saskatchewan. Phase 3 of this project will entail further levels of detail related to feasibility and concept planning, including capital and operational cost estimation, and project specific benefits of imminent potential projects. This information will equip decision makers to decide whether to move forward with project design and ultimately lead to confirmation of major capital projects.

City Council Policy (FIN-024-C) outlines a framework for the evaluation, planning and approval of Major Capital Projects. The framework described herein aligns with and supports Council Policy FIN-024-C. It is important to note that the scoring undertaken herein has been limited to the amenities in-scope and makes recommendations whether projects should be placed on the City's Horizon List or within its 10-year Capital Budget. When making overall capital decisions, the indoor recreation facilities projects will need to be considered in light of all other municipal capital projects.

Each step in the framework employed herein to guide the high level strategic planning is described below.


Step #1: Assessing Service Levels (Do we currently have the right quantity and quality?)


In this step an assessment is completed to determine whether there is sufficient (maintain), additional (enhance), or a potential decrease (limit) in service level of a certain amenity warranted by current market conditions (such as community input, utilization, trends, inventory of amenities, etc.). Assessing amenity service levels based on the following 6 criteria and using the associated metrics helps the City understand whether the in-scope amenities that the City currently invests in are meeting current community needs.


Criteria	Description
 General Public Preference	Indications of both current utilization and opinion on future investment focus for the specific amenity as identified through the input of the general public.
 Organized User Group / Stakeholder Preference	Indications of both current utilization and opinion on future investment focus for the specific amenity as identified through organized user group surveys, discussions, and other sources such as Council presentations or formal group submissions to the City and/or Region.
 Utilization of Existing Amenities	Reported utilization by the public and / or actual user/rental statistics related to how existing amenities in the City and/or Region are being utilized and whether or not there are indications of excess demand.
 Participation Trends and Demographics	Local, regional, provincial, or pan-Canadian trends as well as demographic considerations related to the amenity that may influence current and future public investment.
 Supply in the Edmonton Metro Region	An overview of both existing and planned inventories of the amenity within the Region.
 Supply Compared to other Municipalities	An overview of how the City compares to others regarding the provision/ quantity of publicly owned/supported amenities related to the overall market population served.

This service level assessment renders a preliminary indication of whether service levels could be changed.

For each of the criteria, the amenity is given a rating of enhance, maintain, or limit depending upon the scoring system below. A rating of “enhance” is given a score of +1, maintain=0, and limit a -1. Please see the Appendix 2 for the full description of scoring. The overall service level is then determined by a “net” position considering all 6 ratings. If the net score is +2 or above the service level is “enhance”. If the net score is +1 to -3 it is “maintain”. A net score of -4 or lower is rated as “limit”.

 A rating of **“Enhance”** means an increase in the number of amenities (quantity) may be warranted. “Enhance” can also mean improving the level of service by making an existing facility / amenity more relevant, or better at meeting modern user expectations.











 **“Maintain”** refers to ensuring the same level of service is available. This means that under the current market conditions, the same quality and quantity of service is recommended to be maintained. If the community grows, this may entail additional quantity to maintain service levels (all other considerations being equal).

 **“Limit”** does not suggest that facilities / amenities should be immediately decommissioned or the level of service be reduced immediately. It does, however, open the door to explore service level reduction (facility / amenity closure) when significant life cycle reinvestment is required or reallocation of resources is being contemplated.

Step #2: Prioritizing Limited Resources (Which amenities warrant investment over others?)

This step in the framework offers guidance as to where limited resources should be directed. In any fiscal environment in which not all infrastructure projects can be funded (e.g. service level maintenance or adjustment as outlined in Step #1), prioritizing is a necessary step. Using the same criteria as presented in Step #1 and including several others, a determination of the relative importance of one amenity over another renders a prioritized list.

This list identifies a rank order with those at the top being amenities that best addresses the broad array of outcomes by which it is considered. As well, those amenities identified as the higher priority have a significant impact on the achievement of the City’s strategic intentions. As shown in the table below, the six criteria from Step #1 are referenced, along with other important prioritization-focused criteria.

Criteria	Description
 General Public Preference	Indications of both current utilization and opinion on future investment focus for the specific amenity as identified through the input of the general public.
 Organized User Group / Stakeholder Preference	Indications of both current utilization and opinion on future investment focus for the specific amenity as identified through organized user group surveys, discussions, and other sources such as Council presentations or formal group submissions to the City and/or Region.
 Utilization of Existing Amenities	Reported utilization by the public and / or actual user/rental statistics related to how existing amenities in the City and/or Region are being utilized and whether or not there are indications of excess demand.
 Participation Trends and Demographics	Local, regional, provincial, or pan-Canadian trends as well as demographic considerations related to the amenity that may influence current and future public investment.
 Supply in the Edmonton Metro Region	An overview of both existing and planned inventories of the amenity within the Region.
 Supply Compared to other Municipalities	An overview of how the City compares to others regarding the provision/ quantity of publicly owned/supported amenities related to the overall market population served.
 Associated Costs and Financial Impact	Overall net cost impact of providing the amenity including capital and operating costs.
 Social Impact	The ability of the amenity to have a positive change in the City and Region that addresses pressing social challenges and cultural diversity including mental health challenges, increased participation by the Indigenous population, non-traditional public recreation participants, girls and women, seniors, persons with disabilities, and LGBTQ2+ community members.
 Partner Investment	The ability for the City to reduce public investment in an amenity through capital and/or operational cost sharing with partners. Consider opportunities for partnership for both capital development and ongoing operation of the amenity.
 Economic Impact	Level of economic impact measured by direct injection into the local and regional economy as well as the impact on overall brand and image of the City.

For each of the criteria, the amenity is given a rating of 3, 2, 1, or 0 points depending upon the scoring system described in Appendix 3. Each of the criteria also has a weighting assigned which indicates its relative importance. As an example, “community preference” (public, groups, and stakeholders), “utilization”, and “costs / financial impact” are all assigned higher weightings than “supply compared to others” and “economic impact”. For additional detail on the scoring refer to Appendix 4. These four additional criteria are not applicable to the service level needs assessment.

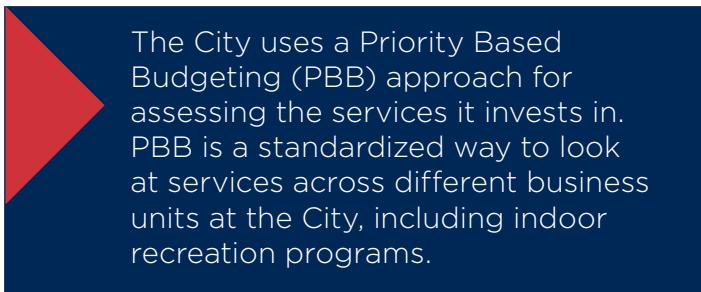
Step #3: Asset Management Practices (How do we invest in sustaining service levels ?)

With guidance related to the appropriateness of existing service levels and a ranked list of amenities, the City must first look at the state of existing amenities and the facilities that house them. As with most assets, reinvestment needs to occur in recreation facilities for them to remain safe, and sustainable. According to the 2016 and 2019 iterations of the Canadian Infrastructure Report Card, many recreation facilities throughout Canada have been in operation for 40+ years and thus require significant ongoing investment. The recent decision on reinvestment in the Jubilee Recreation Centre Arena is an example of this required reinvestment to sustain a facility.

The City has an asset management policy in place to facilitate decision making about assets and fund required reinvestments throughout the lifespan of a facility. Related to ongoing reinvestment requirements, it is important to note that the physical state (structural, mechanical, and electrical systems) of recreation facilities is important to assess and sustain. Also important is the relevance and attractiveness of the amenities for them to be utilized to their full potential. This means that ongoing asset management should assess aspects of a facility related to the ability to host competitions and events (competition or training requirements), aesthetics and support amenities, and other aspects of user experiences so that amenities remain relevant.

Decision-making related to reinvestment in existing facilities and amenities, or the development of new ones, can be complex and must consider a variety of factors. Although each situation is unique, and feasibility and concept planning (such as what is occurring in Phase 3 of this process) is typically required to make ultimate decisions related to reinvestment versus replacement, Facility Condition Index (FCI) is an approach that some municipalities and governments use to provide high level guidance. The concept suggests that if the immediate costs to remedy safety and functional issues of an existing facility approach or surpass a threshold of 50% of its estimated replacement cost, then overall replacement could be considered. If immediate investment requirements are not close to 50% then it is likely best to reinvest in the existing facility. FCI is referenced in Phase 1 of this process as it relates to the current state of the Harbour Pool.

Whether a facility should be reinvested in or replaced, the City needs to plan for reinvestment in all of its assets, including indoor recreation facilities, in order to sustain existing service levels where warranted (at a minimum, those that render an “enhance” or “maintain” results in Step 1).



The City uses a Priority Based Budgeting (PBB) approach for assessing the services it invests in. PBB is a standardized way to look at services across different business units at the City, including indoor recreation programs.



Annual reserve fund target contributions of **1.7% to 2.5%** of replacement value, as recommended through the Canadian Infrastructure Report Card for recreation facilities, can be onerous but if fully funded they help ensure that service levels can be maintained.

In terms of planning for reinvestment the City has the Facility Operating Reserve. Its purpose is to smooth the tax impact of expected operating costs associated with new City facilities identified within the 10-Year Capital Plan. The balance in the financial reserve can be used to fund the capital development of new City facilities, the expansion or major renovation or current facilities.

Also important to consider in prudent asset management planning is the level of physical accessibility at existing facilities as well as the environmental impact / efficiency of their operations. Physically accessible design is always evolving, and many indoor recreation facilities in Canada are not completely physically accessible. Physical accessibility audits, conducted by specialists in the subject matter, can help to identify deficiencies and recommend enhancements.

Most indoor recreation facilities, especially those with complex mechanical systems such as pools and arenas, consume sizeable amounts of energy and water. This creates a significant environmental footprint that can be reduced, especially for older facilities, through innovation in energy efficiencies, energy sharing / heat recovery, and the incorporation of alternative sources of energy (solar or wind).

As facilities in the City's inventory are maintained and invested in, it is recommended that as much be done as possible to enhance physical accessibility and reduce environmental footprint.

The City has conducted Accessibility Audits for both the Jubilee Recreation Centre (JRC) and the Dow Centennial Centre and part of the JRC modernization project addresses found deficiencies.

The JRC modernization project is exploring ways to make the facility more energy efficient.



Step #4: Amenity Action Plans (How do we achieve desired service level outcomes?)

Once direction is set related to Step #1 Service Level Assessment, Step #2 Prioritization of amenities and Step #3 outlining protocols for how and when investment is made in existing and new facilities, action plans for each amenity that specify reinvestment in existing and introduction of new facilities can be formulated. These action plans inform short-, mid-, and long-term capital and operational planning.

Each in-scope amenity is reviewed in terms of current investment required and the development of new facilities. If new facilities are warranted, and sites are not yet secured, site selection guidelines can help identify where facility development might ideally occur.

The intent of the amenity action plans is to provide sufficient guidance for City decision-makers to decide how to move forward. These action plans also leave sufficient flexibility in timing and project definition so that more detailed feasibility analysis and concept planning can inform final decision making (in line with Council Policy FIN-024-C Operating and Capital Budgets). A potential outcome of the amenity action plans are projects being placed in the City's Horizon List or its 10 Year Capital Budget.

The Framework explained herein has been utilized to assess the current state of in-scope indoor recreation facilities and ultimately lead to the recommended Indoor Recreation Facility Program and Business Case for the City related to leisure aquatics, program aquatics, fitness, and arenas.



2

REVIEW OF IN-SCOPE AMENITIES AND FACILITIES

Viewed through the criteria in the aforementioned framework, the following outlines key information about each in-scope amenity and how it was scored. As well, action planning for each amenity and the facilities in which they are housed is outlined. Detailed supporting information for each of the scores can be found in Appendices 6-13. References to the City's Priority Based Budget (PBB) categories are also provided.



2.1 Leisure Aquatics

PBB Programs: Aquatics-Rentals, Aquatics Spontaneous Use

Leisure aquatics primarily includes indoor, spontaneous or unstructured (drop-in) activity in a wet environment (natatorium). Leisure aquatics amenities typically include zero-depth entry pools, water slides and spray toys; these characterize modern leisure aquatics environments. Leisure aquatic amenities can accommodate more aquatics activity types beyond “recreation and leisure”, including “skill development”, “fitness”, “therapy and rehabilitation”, and “leadership training”. More information on the seven aquatic activity types can be found in Appendix 6.

In the City’s current indoor swimming pool facility (the Harbour Pool), leisure aquatics includes the zero depth part of the main tank, the shallow tot pool, and the hot tub as well as any play elements or toys and the small slide.

The Harbour Pool was built in 1982 as a leisure pool. Leisure / spontaneous use times change for the different seasons. For example, in the summer season every Friday afternoon is a leisure swim time specifically focused on children and youth. It is well maintained and meets some community demand but there are some functional limitations related to program area, accessibility and environmental efficiency.

Harbour Pool



Leisure Pool Examples



Eastlink Centre (<https://www.facebook.com/photo.php?fbid=729473355848322&set=pb.100063569923779.-2207520000.&type=3>)



Londonderry Fitness and Leisure Centre (<https://photos.smugmug.com/Recreation-Activities/Londonderry-Fitness-and/i-7gxJsPX/O/ee44c64a/L/0904LondonderryBD177-L.jpg>)

2.1.1 Service Level Assessment and Priority

The service level assessment of leisure aquatics rendered an “Enhance” (+2) result and it was scored as the #1 priority (score of 62) tied for first. The following table explains how this score and rank was calculated. For more detail related to the scoring and weighting, please refer to Appendices 2, 3, 4. Appendices 7 through 13 have additional information that was utilized in the scoring. Scoring for each criteria is scored from 0-3, explain symbols tie to scoring, or us score instead.

Criteria	Service Level Assessment (Enhance, Maintain, Limit)	Prioritization Results	Highlights / Rationale
 <p>General Public Preference (weighting of 5)</p>		<p>+15 points</p>	<p>From the 2023 Community Recreation Facility engagement:</p> <ul style="list-style-type: none"> • Considering all uses at the Harbour Pool, 40% is for drop in recreation and sport fun • 26% of applicable respondent households said they are satisfied with Harbour Pool. • 36% of respondent households said facility condition is a barrier impacting their use of the Harbour Pool. <ul style="list-style-type: none"> » Respondent households identified a lack of modern experiences and poor quality of existing amenities as a reason for less than ideal satisfaction ratings. » The most frequently mentioned desired improvements included a larger pool and enhanced leisure amenities. » 78% of responding households said they likely would increase their visitation if improvements made. <p>Households with children are more likely to use the Harbour Pool (88-90% vs 62% of households without children 0-19 yrs).</p> <p>From the “Setting Priorities for Recreation Investment” community engagement report (May 2021): a new aquatics facility was the third ranked priority behind West River’s Edge trails and Fort Centre Park (Harbour Pool lifecycle maintenance was ranked fifth) from the household survey. Respondents with children 0-14 years ranked a new aquatics facility first.</p> <p>The 2008 Recreation, Culture and Parks Master Plan consultation findings stated an indoor swimming pool was mentioned as the top future development priority for indoor development. This demand should be considered a combination of indoor program and indoor leisure components, indoor aquatics was a very high priority of households.</p> <p>The 2015 Recreation Facilities and Parks Master Plan community feedback identified in its top five themes a new aquatic centre at the Dow Centennial Centre to include drop-in/spontaneous use amenities.</p>

Criteria	Service Level Assessment (Enhance, Maintain, Limit)	Prioritization Results	Highlights / Rationale
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Organized User Group Preference
(weighting of 5)



+10 points

From the 2023 Community Recreation Facility engagement:

- Very few respondents of the group survey used the Harbour Pool.
- Most of the discussion at the community contributor conversations focused on amenity improvements related to enhancing the leisure aquatic experience at the Harbour Pool.

From the “Setting Priorities for Recreation Investment” community engagement report (May 2021): Harbour Pool Lifecycle Maintenance was ranked third behind JRC modernization and Additional West River’s Edge Community Facility from the group survey.



Utilization of Existing Amenities
(weighting of 5)



+10 points







From the 2023 Community Recreation Facility engagement:





- of facility users, 75% use the Harbour Pool; it is the most utilized indoor facility in the City.
 - » considering all uses at the Harbour Pool, 40% is for drop in recreation and sport fun.
- In 2022, the facility accommodated 84,697 swims. (operational hours were reduced from September to December)
 - » 51% of these swims were drop-in recreation and sport fun.

The supply and demand analysis herein shows that there is capacity for additional use in the Harbour Pool from an overall water volume perspective, but the configuration of the tank and current complement of amenities, limits capacity / leads to inefficient use of the overall natatorium.

The current configuration of the pool also limits multiple activities occurring simultaneously and more specifically limits the spontaneous / leisure time offering.



Criteria	Service Level Assessment (Enhance, Maintain, Limit)	Prioritization Results	Highlights / Rationale
 <p>Participation Trends and Demographics (weighting of 3)</p>		+9 points	<p>The City is growing and with growth will likely be an increased desire for most indoor recreation activities, including unstructured and spontaneous use aquatics opportunities. The City's MDP projects the population to be 47,000+ by 2040.</p> <p>The population of children 0-9 years of age in Fort Saskatchewan is growing as the city does.</p> <p>Based on Harbour Pool utilization data, approximately 50% of current users are 12 years of age and younger (a further 10% are families).</p> <p>Leisure aquatics amenities, while desired by children, are used by people of all ages for enjoyment but also for therapeutic and fitness purposes.</p> <p>According to the Alberta Recreation Survey (2017) Leisure aquatics is one of the most popular activities to participate in on a regular basis.</p> <p>Based on RC Strategies experience it has observed many communities throughout Alberta (and beyond) are either enhancing existing leisure aquatic experiences or creating new ones in order to meet modern user experiences. Some are even developing spaces that resemble private waterparks like the World Water Park in West Edmonton Mall (albeit at a smaller scale).</p>
 <p>Supply in the Edmonton Metro Region (weighting of 3)</p>		+3 points	<p>There are 10 indoor aquatics facilities within 30km of the City.</p> <p>All 10 have some leisure opportunities but only 7 have leisure amenities that would be considered to "meet modern user expectations".</p>
 <p>Supply Compared to Other Municipalities (weighting of 2)</p>		+2 points	<p>The City provides (generally) leisure aquatics facilities at a similar level of provision to comparable communities but when a more critical lens is applied related to meeting modern user expectations for leisure aquatics, there are some deficiencies.</p> <p>4 of 5 comparable communities have at least 1 major water slide; Harbour Pool does not have a major (large, multi-storey) waterslide.</p> <p>5 of 5 have spray features and at least one wading pool; Harbour Pool does have a wading pool but limited spray features.</p> <p>5 of 5 have separate leisure and program tanks; Harbour Pool does not.</p>

Criteria	Service Level Assessment (Enhance, Maintain, Limit)	Prioritization Results	Highlights / Rationale
 Associated Costs and Financial Impact (weighting of 5)		+5 points	<p>Indoor aquatics facilities incur significant capital and operating costs with minimal cost recovery (18-37% for Harbour Pool based on PBB reporting).</p> <p>The 2022 Harbour Pool Assessment Report identified capital estimates between \$14-20M to sustain the existing facility (no functional improvements) over the next 5-10 years.</p>
 Social Impact (weighting of 3)		+6 points	<p>Leisure aquatics amenities are primarily accessed through spontaneous use, therefore accessibility is relatively good compared to other indoor recreation facilities.</p> <p>Under current fee structures, leisure aquatics opportunities are relatively inexpensive, can be enjoyed individually or as part of a group, and there are limited skill and social barriers to participation.</p>
 Partner Investment (weighting of 3)		+0 points	<p>No partner interest in leisure aquatics has been identified at this point in time.</p>
 Economic Impact (weighting of 2)		+2 points	<p>It is expected that residents from areas in Sturgeon and Strathcona County and areas north and east of Fort Saskatchewan will travel to use a leisure pool as the availability of modern indoor leisure aquatics facilities are limited to Sherwood Park.</p> <p>From the 2023 Community Recreation Facility engagement:</p> <ul style="list-style-type: none"> • 59% of household respondents use indoor recreation facilities outside of Fort Saskatchewan (particularly those with children in the home). <ul style="list-style-type: none"> » Aquatic facilities was commonly mentioned as a facility used in other communities. <p>The availability of leisure aquatics in Fort Saskatchewan could keep some residents from traveling elsewhere.</p>

2.1.2 Current State of Leisure Aquatics Facilities

The current state of the Harbour Pool, the City's only leisure aquatics facility, is described in the 2023 Harbour Pool Assessment report conducted as part of this planning process and completed by a team of experts lead by ACI Architecture Inc. The report was based on a review of past assessments of the Harbour Pool as well as discussions with City administration (including facility staff) complemented by facility visits and on-site testing and analysis.

The report identifies improvements and enhancements needed to maintain the facility and equipment. It does not address the functional or programmatic elements of Harbour Pool. Three scenarios for sustaining the existing functionality of the pool are presented in the report with cost estimates for each.

When contemplating the current effectiveness of the Harbour Pool in serving the indoor aquatics need in the community, the functionality and relevance of the facility also needs to be considered. As part of this study process, a Functional Assessment of the Harbour Pool was conducted by the consulting team. The functional assessment was conducted regarding the facility's ability to accommodate seven different aquatics activity types (leisure being one) and for the user experience to meet modern expectations. The Functional Assessment can be found in Appendix 13.

The assessment concluded that there are some functional deficiencies' natatorium in the Harbour Pool. As they relate to leisure aquatics, these deficiencies include the following:

- no major leisure feature, and
- no contemporary spray features.

Also, important to note is that the shared use between leisure and program in the same tank is problematic due to potential user conflict and the inability, in some cases, to accommodate various activities at the same time (thereby limiting overall participation/utilization rates).

As it relates to the dry spaces in the current facility, there are also functional deficiencies in how these spaces complement the primary swimming (wet) activities. From a leisure aquatics perspective these include the following deficiencies.

- There is limited capacity for larger groups of people and limited capacity for social gathering and connection.
- There is a lack of some complementary dry land amenities such as a sizeable (and multiple) multi-purpose room to host training, parties, and social gatherings. The single room limits the ability to accommodate multiple requests.

Overview of Scenarios			
Scenario	Capital Cost Estimate	Potential Required Code Authority Mandates	Total Estimated Cost (2023)
Scenario 1 - Baseline Renewal			
<i>reinvesting in the existing facility to provide like for like moving forward</i>	\$5,276,000	\$6,111,400	\$11,387,400 (+30% risk)
			\$14,803,620
Scenario 2 - Renewal with Aquatics Modification			
<i>reinvesting in the existing facility with aquatics mechanical modifications to the facility but without increasing service levels (or adding to the functionality or changing the user experience)</i>	\$7,726,000	\$7,090,400	\$14,816,400 (+30% risk)
			\$19,456,320
Scenario 3 - Replacement of Facility			
<i>investing in a new facility to provide like for like, using the same gross floor area, with enhancements but no additional functionality</i>	\$17,470,350	N/A	\$17,470,350 (+15% risk)
			\$20,090,902

1 These deficiencies have been identified through a number of means: review of "comparable" leisure aquatic amenities, and elements included in the development of new aquatic facilities.

2.1.3 Recommended Leisure Aquatics Program

Based on the results of the Service Level Assessment, Prioritization (including respondent households and community contributors comments), considering the current state of the Harbour Pool, and in consideration of components of recently developed facilities, the recommended indoor leisure aquatics program consists of the following amenities.

Recommended Leisure Aquatics Program	Current Leisure Aquatics Program	Gap
<ul style="list-style-type: none"> • A dedicated zero depth entry leisure tank tot pool • Leisure amenities • A shallow depth tot/teach pool • A hot tub • Complementary dry land spaces • Preferably co-located with program aquatics to capture operational efficiencies and enable event hosting • Meeting current standards and guidelines for accessibility and environmental sustainability² 	<ul style="list-style-type: none"> • Shared zero depth entry section of main tank • Slide and rope in main tank and splash pool amenities in zero depth entry area • Hot tub • Single Multi-purpose room 	<ul style="list-style-type: none"> • Dedicated leisure and program space • Leisure amenities • Additional complementary dry land spaces

Rationale & Description:

- A dedicated zero depth entry leisure tank
 - » Enables those with mobility challenges improved access to water; facilitates children’s play.
 - » Separation of this tank will enable multiple activities to occur in the natatorium and will also allow for different water temperatures in each tank to support different activity types.
- Leisure amenities
 - » Provides elements of “fun” for users of all ages for recreation and therapy; aligns with services provided at other visited facilities.
 - » Leisure amenities are a commonly seen trend in modern public aquatic facility provision, as demonstrated in the recent development of various new or modernized aquatics facilities throughout Canada.
- A shallow depth tot/teach pool
 - » Provides an amenity to facilitate lessons in a separate space from other aquatic amenities and enable simultaneous activity.
- A hot tub
 - » Leisure and therapeutic space for athletes, those seeking therapy, relaxation and social setting.
- Complementary dry land spaces
 - » Similar services provided elsewhere that complements the various aquatic uses (e.g. leadership, training, social spaces), meets some broader community demands, and provides additional rental opportunities

Implementing the recommended leisure program will address the deficiencies identified including: providing a separate venue from the program aquatics which will better enable simultaneous activities and programming; offering desirable amenities to address the desires of the public from a recreational perspective; providing some amenities that can address leisure aspects of aquatic provision while enabling therapeutic activity; facilitating activities and programming for those with mobility challenges and children who benefit from easier access to the water. This program will also position the City to be able to accommodate future growth.

² It is important to note that accessibility and environmental sustainability considerations would be fulsomely identified and assessed during the detailed design process; many would be applicable to all potential projects but some might be specific to the amenity in question.

2.1.4 Financial Implications

The recommended leisure aquatics program, based on initial per square foot capital cost estimation would be \$20-\$30M in capital and for an approximately 20,000 square foot space, \$500,000-\$825,000 in incremental net operational costs annually. The current net operational budget of the Harbour Pool is approximately \$1.5 million.



2.2 Program Aquatics

PBB Programs: Aquatic Programs, Aquatic Rentals, Aquatics-Spontaneous Use

Program aquatics primarily includes indoor structured (scheduled/rental, not usually drop-in) activity in wet environment (natatorium). Program focused pools typically are configured in rectangular or square formats with depths of 1.5m to 5m and lengths of 25m or 50m, with swimming lanes and other features such as diving boards (of various height), starting block for racing, etc. depending on the intended use. Program aquatics amenities typically accommodate the following aquatics activity types: “sport training”, “special events”, “fitness”, “skill development”, “leadership training”, and “therapy and rehabilitation”.

At the Harbour Pool, program aquatics includes the rectangular, swimming lane part of the main tank, the shallow tot pool, and the hot tub.

As previously mentioned, the Harbour Pool was built in 1982 as a leisure pool. Some of main tank has program aquatics limitations due to the zero-depth entry, the floor slope, and the height of the deck in certain areas of the tank. It is well maintained and meets some community demand but there are some functional limitations related to program area, accessibility and environmental efficiency.

Swimming lessons are offered at a variety of times and days throughout the week to reach as many participants as possible for this essential lifesaving skill. Programs are offered year-round and there are limited times available for private pool rentals. During the school year (September - June) there are 300 hours available for schools to book either recreational swimming or lessons. Other programming includes youth swimming lessons, fitness classes, and leadership programming such as lifeguard training.

Harbour Pool



Program Aquatics Venue Examples







Shaw Centre Saskatoon (https://www.airtechmanagement.com/wp-content/uploads/Shaw_Centre.jpg)



Camrose Mayer Aquatics Centre (<https://www.smpeng.com/media/wvklke5r/camrose-aquatic-centre-1024px-01.jpg>)

2.2.1 Service Level Assessment and Priority

The service level assessment of program aquatics rendered an “Enhance” (+1) result and it was scored as the #1 priority (score of 62) tied for first. The following table explains how this was calculated. For more detail related to the scoring and weighting, please refer to Appendices 2, 3, 4. Appendices 7 through 13 have additional information that was utilized in the scoring.

Criteria	Service Level Assessment (Enhance, Maintain, Limit)	Prioritization Results	Highlights / Rationale
 <p>General Public Preference (weighting of 5)</p>		<p>+10 points</p>	<p>From the 2023 Community Recreation Facility engagement:</p> <ul style="list-style-type: none"> • 17% use it for registered programs • 15% for lessons • 14% for drop in fitness • 26% of applicable respondent households said they are satisfied with Harbour Pool. • 36% of respondent households said facility condition is a barrier impacting their use of the Harbour Pool. <ul style="list-style-type: none"> » Desired improvements mentioned included a larger pool and increased access and offering of swim lessons. • 78% of respondent households said they likely would increase their visitation if improvements made. <p>From the “Setting Priorities for Recreation Investment” community engagement report (May 2021), a new aquatics facility was the third ranked priority behind West River’s Edge trails and Fort Centre Park (Harbour Pool lifecycle maintenance was ranked fifth) from the household survey.</p> <p>The 2008 Recreation, Culture and Parks Master Plan consultation findings stated an indoor swimming pool was mentioned as the top future development priority for indoor development. This demand should be considered a combination of indoor program and indoor leisure components, indoor aquatics was a very high priority of households.</p>
 <p>Organized User Group Preference (weighting of 5)</p>		<p>+5 points</p>	<p>Few respondents of the group survey used the Harbour Pool. Considering the 2015 Recreation Facilities and Parks Master Plan Update, community engagement (including 17 organizations) identified a new aquatic centre as part of the expansion of the DCC.</p> <p>Most of the discussion at the community contributor conversations focused on enhancing accessibility for programming within the Harbour Pool.</p> <p>From the “Setting Priorities for Recreation Investment” community engagement report (May 2021) Harbour Pool Lifecycle Maintenance was ranked third behind JRC modernization and Additional West River’s Edge Community Facility) from the group survey.</p>

Criteria	Service Level Assessment (Enhance, Maintain, Limit)	Prioritization Results	Highlights / Rationale
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Utilization of Existing Amenities
(weighting of 5)



+10 points

From the 2023 Community Recreation Facility engagement:

- of respondents who use indoor recreation facilities, 75% use the Harbour Pool

Participation in registered classes in 2022 was reported at 80-90% of available capacity.

Staff reports document wait lists of up to 1,000+ participants each year for registered swimming lessons and some programs.

Over half (59%) of respondent households use indoor recreation facilities outside Fort Saskatchewan including several in Sherwood Park (Millennium Place, Kinsmen Leisure Centre). Common reasons cited for going elsewhere is to access aquatic facilities.

In 2022, the facility accommodated 84,697 swims (approximately 3 swims per capita). *Note that operational hours were reduced from September to December.*

- 49% of these swims were related to lessons, programs or structured sport and fitness activities.

The supply and demand analysis herein shows that there is capacity for additional use in the Harbour Pool from an overall water volume perspective, but the configuration of the tank and current complement of amenities, limits use.

The current configuration of the pool also limits multiple activities occurring simultaneously.

The City is growing and with growth will likely be an increased desire for most indoor recreation activities, including structured aquatics opportunities, swim lessons and fitness programming. The City's MDP projects the population to be 47,000+ by 2040

The population of children 0-9 years of age in Fort Saskatchewan is growing as the city does.

Approximately 50% of current Harbour Pool users are 12 years of age and younger (a further 10% are families).

Program aquatics amenities, while many are focused on children (such as swim lessons and sport), are used by people of all ages (including older adults) for fitness, therapeutic, and training purposes.







In some Alberta communities an important consideration for program aquatics amenities is the ability of a facility to host different levels of competition. In many cases, minimum requirements for local and regional level events are met by utilizing spaces outside and in adjacent facilities.



Participation Trends and Demographics
(weighting of 3)



+6 points

Criteria	Service Level Assessment (Enhance, Maintain, Limit)	Prioritization Results	Highlights / Rationale
 Supply in the Edmonton Metro Region (weighting of 3)	↔	+3 points	There are 10 indoor aquatics facilities within 30km of the City. All 10 offer program aquatics amenities while event or competition hosting capability varies.
 Supply Compared to Other Municipalities (weighting of 2)	⚠	+0 points	The City provides (generally) program aquatics facilities at a similar level of provision to comparable communities.
 Associated Costs and Financial Impact (weighting of 5)		+5 points	Indoor aquatics facilities incur significant capital and operating costs with minimal cost recovery (18-37% for Harbour Pool based on PBB reporting). The 2022 Harbour Pool Assessment Report identified capital estimates between \$14-20M to sustain the existing facility (with no functional improvements).
 Social Impact (weighting of 3)		+3 points	Program aquatics amenities are primarily accessed through structured or registered opportunities. There are some financial, skill, and social barriers associated with some types of program aquatics.
 Partner Investment (weighting of 3)		+0 points	No partner interest in program aquatics has been identified at this point in time.
 Economic Impact (weighting of 2)		+2 points	It is expected that residents from throughout the region will travel to use a program pool. From the 2023 Community Recreation Facility engagement: <ul style="list-style-type: none"> • 59% of household respondents use indoor recreation facilities outside of Fort Saskatchewan (particularly those with children in the home). <ul style="list-style-type: none"> » Aquatic facilities was commonly mentioned as a facility used in other communities. Even if local or regional event hosting requirements are met, economic impact from event hosting is not expected to be significant.

2.2.2 Current State of Program Aquatics Facilities

All of the conclusions related to the Harbour Pool Assessment report outlined in the previous “leisure aquatics” section of the report remain applicable to “program aquatics”. Related to the functionality of the existing facility in accommodating program aquatics there are some functional deficiencies with the existing natatorium within the current Harbour Pool. These deficiencies are noted below.

- The shared tank configuration, the deck height, and the current configuration limit the ability to deliver lessons, and host special events and competitions. Spectator capacities are also limited due to the current configuration.
 - » Specifically, regarding swimming lessons, the deck height limits the ability of the facility to accommodate lessons. As such, the practical capacity of the Harbour Pool to offer lessons is less than a similar tank without the deck height issue. As well, a flat or lower sloping floor in the pool better enables the delivery of lessons.
- The existing six lane configuration and the length limits the activity that can occur. The six lanes do not provide minimum requirements for some competitions and do not enable the flexibility of having lane swimming and sport training to occur simultaneously.
- Having only one tank with the capability of facilitating fitness swimming, sport training, event hosting and leisure greatly limits the multi-use capability of the natatorium.
- Again, it is also important to note that the shared use between leisure and program in the same tank also is problematic due to potential user conflict and the inability, in some cases, to accommodate various activities at the same time (thereby limiting overall participation / utilization rates).

As it relates to the dry spaces in the current facility, there are also functional deficiencies in how these spaces complement the primary swimming (wet) activities. From a program aquatics perspective these include the following.

- There are limited opportunities for complementary training (program rooms, gymnasias, or weight training).
- There are also spectator capacity and meet/competition hosting support amenity limitations.



2.2.3 Recommended Program Aquatics Program

Based on the results of the Service Level Assessment, Prioritization and in considering the current state of the Harbour Pool, the recommended future indoor program aquatics program consists of the following amenities.

Recommended Program Aquatics Program	Current Program Aquatics Program	Gap
<ul style="list-style-type: none"> • A dedicated 25M 8 lane³ program tank • Complementary dry land spaces • Preferably co-located with leisure to capture operational efficiencies and enable event hosting • Meeting current standards and guidelines for accessibility and environmental sustainability⁴ 	<ul style="list-style-type: none"> • Shared 25m 6 lane program/leisure tank with up to 5 feet wall on two sides • Single multi-purpose room 	<ul style="list-style-type: none"> • Dedicated tank with some competition hosting features. • Additional complementary dry land spaces

Rationale & Description:

- A dedicated 25m 8 lane program tank
 - » Facilitates training and fitness for individual users, recreational groups, and competitive organizations.
 - » A dedicated tank will help facilitate the simultaneous delivery of multiple aquatic functions (e.g. recreation and leisure swimming, skill development, fitness swimming, sport training, leadership training, therapy and rehabilitation).
- Complementary dry land spaces
 - » Facilitates aquatics training for leadership activities (e.g. lifeguards), provides team spaces, social spaces.
- Preferably co-located with leisure to capture operational efficiencies and enable event hosting

Implementing the recommended program will bring benefits of separating leisure and program aquatics which will enable a greater fulfillment of the specific functions. Both current and future capacity limitations will also be addressed. Additional space will provide greater capacity for swimming lessons, will enable the simultaneous delivery of a greater variety of aquatics programming, and will facilitate improved hosting of events and competitions.



³ Ultimate determination on number of lanes is the result of further investigation and analysis during the detailed design process.

⁴ It is important to note that accessibility and environmental sustainability considerations would be fulsomely identified and assessed during the detailed design process; many would be applicable to all potential projects but some might be specific to the amenity in question.

2.2.4 Financial Implications

The recommended program aquatics program, based on initial per square foot capital cost estimation would be \$20-\$30M in capital and for an approximately 20,000 square foot space, \$500,000-\$825,000 in net operations annually. The current net operational budget of the Harbour Pool is approximately \$1.5 million.



2.3 Arenas

PBB Programs: Indoor Ice Arenas, Indoor Dry Surfaces

Indoor ice arenas typically include 85m x 200m boarded ice spaces with complementary change room facilities and spectator viewing areas of various size and configuration. These facilities typically accommodate ice hockey, ringette, figure skating, sledge hockey, public skating, etc. with the ice in and dry pad activities such as lacrosse and roller hockey when the ice is out.

The City operates three NHL size dry surfaces at the Dow Centennial Centre (opened in 2004), Jubilee Recreation Centre (opened in 1965), and Sportsplex Arena (opened in 1975) for user groups to rent for various leagues, practices, tournaments and competitions. These surfaces are also made available in the spring as dry pads once ice is removed from the arenas and can be available for other events as required.





The users of arenas with the ice in are local youth participating in hockey, figure skating and ringette. Adult users also rent ice for various late evening leagues and practices. Spring and summer ice offers available time for local non-profit groups and for-profit clients. Users of arena dry pads (ice out) are local youth participating in lacrosse, ball hockey, baseball and softball. For one week in the spring, the annual tradeshow is hosted at the DCC dry pad and soccer field.









Existing Arenas







2.3.1 Service Level Assessment and Priority

The service level assessment of ice arenas rendered an “Maintain” result and it was scored as the #2 priority (score of 44). The following table explained how this was calculated. For more detail related to the scoring and weighting, please refer to Appendices 2, 3, 4. Appendices 7 through 13 have additional information that was utilized in the scoring.

Criteria	Service Level Assessment (Enhance, Maintain, Limit)	Prioritization Results	Highlights / Rationale
 <p>General Public Preference (weighting of 5)</p>		<p>+5 points</p>	<p>From the 2023 Community Recreation Facility engagement:</p> <ul style="list-style-type: none"> • Of respondents who use indoor recreation facilities, 40% use the Sherritt-CEP Arena at the Dow Centennial Centre; 31% use the Sportsplex; and 29% use the Jubilee Recreation Centre • 67%, 52% and 50% of respondent households are satisfied with Sherritt-CEP, Sportsplex and JRC arenas respectively. • Some respondent households said challenges with accessing time and limited spectator viewing impacted their satisfaction. • Respondent households suggested City arenas could be enhanced (seating and other maintenance) and 37%-41% (depending on the arena) said they would increase their visitation if improvements were made. <p>From the “Setting Priorities for Recreation Investment” community engagement report (May 2021) Jubilee Recreation Centre modernization was ranked seventh and a new arena was ranked ninth from the household survey.</p> <p>The 2008 Recreation, Culture and Parks Master Plan consultation findings stated that arena were the second highest indoor facility development priority from the household survey. Stakeholder groups have indicated a need to address issues with current facilities including upgrades to the Jubilee Recreation Centre and the Sportsplex.</p> <p>The 2015 Recreation Facilities and Parks Master Plan community feedback had including a new arena at the Dow Centennial Centre one of the top five themes.</p>
 <p>Organized User Group Preference (weighting of 5)</p>		<p>+10 points</p>	<p>The Sherritt-CEP Arena was used by more respondent groups than the other arenas although the Jubilee Recreation Centre and Sportsplex arenas are used by over half of survey respondents.</p> <p>Suggested arena upgrades included:</p> <ul style="list-style-type: none"> • Enhanced seating at the Sherritt-CEP Arena • Improved washrooms, upgraded change rooms, fully accessible upstairs area, storage, and improved group admin areas at the Jubilee Recreation Centre Arena • Enhanced spectator seating at the Sportsplex Arena <p>From the “Setting Priorities for Recreation Investment” community engagement report (May 2021) Jubilee Recreation Centre modernization was ranked first and a new arena was ranked fifth from the group survey.</p>

Criteria	Service Level Assessment (Enhance, Maintain, Limit)	Prioritization Results	Highlights / Rationale
 <p>Utilization of Existing Amenities (weighting of 5)</p>		+10 points	<p>From the 2023 Community Recreation Facility engagement:</p> <ul style="list-style-type: none"> Of respondents who use indoor recreation facilities in Fort Saskatchewan, 40% use the Sherritt-CEP Arena at the Dow Centennial Centre; 31% use the Sportsplex; 29% use the Jubilee Recreation Centre <p>Considering observed prime time utilization for each arena:</p> <ul style="list-style-type: none"> The Sherritt-CEP Arena was used 60% of prime time capacity in 2022 (down from 82% in 2019) The Jubilee Recreation Centre was used 66% of prime time capacity in 2022 (up from 61% in 2019) The Sportsplex was used 78% of prime time capacity in 2022 (up from 74% in 2019) COVID-19 restrictions were not fully removed until March of 2022, which may have had some impacts on usage.
 <p>Participation Trends and Demographics (weighting of 3)</p>		+3 points	<p>The City is growing and with growth will likely be an increased desire for most indoor recreation activities, including ice arena opportunities. The City's MDP projects the population to be 47,000+ by 2040</p> <p>Some recent changes to ice activities include implementation of half ice hockey (practice and games) for certain age groups and division of non-profit and private operated leagues; neither has had a significant impact on overall demand for ice arenas.</p> <p>Arena users expect enhanced dryland training space and other convenience and social design features such as larger lobby spaces, wifi, and video streaming services.</p>
 <p>Supply in the Edmonton Metro Region (weighting of 3)</p>		+0 points	<p>There are over 100 sheets of ice in the Edmonton Capital Region and 18 within 30km of the City (including City owned arenas).</p>
 <p>Supply Compared to Other Municipalities (weighting of 2)</p>		+2 points	<p>The provision of sheets of ice is similar in Fort Saskatchewan to the other municipalities examined.</p>

Criteria	Service Level Assessment (Enhance, Maintain, Limit)	Prioritization Results	Highlights / Rationale
 Associated Costs and Financial Impact (weighting of 5)		+10 points	Arenas incur significant capital and operating costs with cost recovery of approximately 47% ⁵ .
 Social Impact (weighting of 3)		+0 points	Use of arenas is typically structured and has high skill, social and financial barriers to entry.
 Partner Investment (weighting of 3)		+0 points	No partner interest in arenas has been identified at this point in time.
 Economic Impact (weighting of 2)		+4 points	There is potential for some economic impact as it is typical for visiting teams to be from outside of the market area either for regular league play or tournament event hosting (which can entail multiple overnight stays).

2.3.2 Current State of Arena Facilities

The Jubilee Recreation Centre was built in 1965 and is the City's primary event / competition hosting event arena – it can accommodate 1,586 spectators. The stand-alone facility has one sheet of ice with 4 change rooms. The facility's recent assessment process (the results of which can be found under separate cover) concluded that the facility requires significant investment to sustain its current functionality and enhance both physical accessibility and energy efficiency. City Council approved the Jubilee Recreation Centre Modernization – Construction Budget at its regular Council meeting of April 25, 2023 with a construction budget of \$16.5M.

The Dow Centennial Centre was built in 2004 and has been in operation for nearly 20 years. The facility includes one sheet (207 spectators) of ice with six change rooms and has received regular maintenance over its life span. The arena meets the functional expectations of most users. There are no significant investments required in the short-term at the facility.

The Sportsplex Arena was built in 1975 and underwent a significant enhancement in 2012. The stand-alone facility includes one sheet of ice (250 spectators) with 4 change rooms. The arena is well maintained and meets the functional expectations of most users. There are no significant investments required in the short-term at the facility.

2.3.3 Recommended Arena Program

Based on the results of the Service Level Assessment, Prioritization and in considering the current state of the cities existing three ice arena facilities, the recommended future indoor arena program consists of the following.

Recommended Arena Program	Current Arena Program	Gap
<ul style="list-style-type: none"> • Three NHL size ice sheets with one capable of hosting major events (1,500+ seating) • Minimum of 4 but ideally 6-8 change rooms per sheet • Meeting current standards and guidelines for accessibility and environmental sustainability⁶ 	<ul style="list-style-type: none"> • Three NHL size ice sheets <ul style="list-style-type: none"> » Sherrit-CEP Arena (207 seats) » Jubilee Recreation Centre Arena (1,586 seats) » Sportsplex Arena (250 seats) 	<ul style="list-style-type: none"> • n/a

Rationale & Description:

- Three NHL-sized ice sheets with at least one capable of major event hosting (1,500+ seating capacity)
 - » Providing a mix of recreational and competitive ice activities.
 - » Opportunity to host major events and higher level ice users requiring significant spectator seating.
- Minimum of 4 but ideally 6-8 change rooms per ice sheet
 - » Accommodating teams on ice and preparing to be on ice simultaneously
 - » 6-8 change rooms can appropriately accommodate participants of all gender identities.
- Meeting current standards and guidelines for accessibility and environmental sustainability

Of note is that past planning documents, such as the Recreation Facilities and Parks Master Plan Update (2015), suggested that a fourth arena may be needed as the City approaches 30,000 population; this was not confirmed through this service level assessment. Future fourth arena to be located at the Dow Centennial Centre to capitalize on the existing arena infrastructure⁷.



⁶ It is important to note that accessibility and environmental sustainability considerations would be fulsomely identified and assessed during the detailed design process; many would be applicable to all potential projects but some might be specific to the amenity in question.

⁷ Indoor Recreation Facility Planning Report

2.3.4 Financial Implications

The City's 3 arenas are at the Jubilee Recreation Centre, the Sportsplex and the Dow Centennial Centre. Each facility requires "regular" maintenance in order to ensure sustainability and the Jubilee Recreation Centre arena is currently receiving significant enhancement as a result of the ongoing modernization capital project. The current net operational Priority Based Budgeting indoor arena costs are approximately \$950,000.

The recommended arena program is currently being delivered, although \$16.5 million in capital is being invested to modernize the Jubilee Recreation Centre area. There is an additional \$100,000 in incremental net operations annually associated with this project.



2.4 Fitness

PBB Programs: Fitness Centre, Fitness and Wellness Programs

Fitness facilities in public recreation facilities typically include open areas with strength and cardio training equipment for drop-in, self-directed training. These are complemented by multipurpose program rooms and studio space for fitness classes. Walking tracks are common components to fitness facilities.

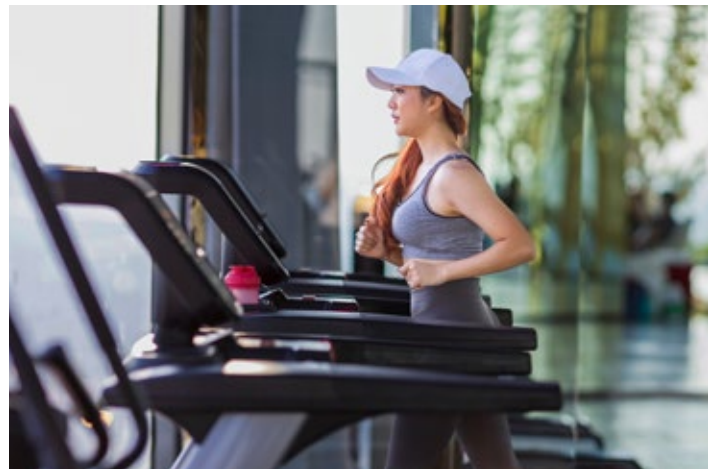
The current public fitness amenity (Apple Fitness Centre) in the City is located at the Dow Centennial Centre (DCC) and includes weight training, cardio, group fitness rooms (ATB Financial Wellness Studio), and the walking track. The Dow Centennial Centre is well maintained and meets community demand. It is the heart of a developing indoor and outdoor recreation destination site and is able to accommodate expansion.

The Dow Centennial Centre was built in 2004. Its fitness centre (Apple Fitness Centre) includes a full assortment of cardio and fitness equipment suitable for all ages and abilities. There is an indoor running/walking track. The ATB Financial Wellness Studio offers specialized equipment and program space. The fitness centre provides opportunities for people of all ages and abilities to work out, walk the track, and take drop-in classes all to improve physical and mental health. Registered programs are offered at times and locations best suited to meet the needs of users. Drop-in programs are offered at various times and days to appeal to a wide range of users.

DCC Apple Fitness Centre



Typical Fitness Activities







Example cardio activity











Example group fitness class

2.4.1 Service Level Assessment and Priority

The service level assessment of fitness rendered an “Maintain” result and it was scored as the #4 priority (score of 39). The following table explains how this was calculated. For more detail related to the scoring and weighting, please refer to Appendices 2, 3, and 4. Appendices 7 through 13 have additional information that was utilized in the scoring.

Criteria	Service Level Assessment (Enhance, Maintain, Limit)	Prioritization Results	Highlights / Rationale
 General Public Preference (weighting of 5)	↔	+5 points	From the 2023 Community Recreation Facility engagement: <ul style="list-style-type: none"> 74% of applicable respondent households are satisfied with the walking track, 46% of respondent households are satisfied with ATB Financial Wellness Studio and 59% were satisfied with Apple Fitness Centre Respondent households suggested the Apple Fitness Centre could be larger; 47% said they would increase their visitation if improvements were made.
 Organized User Group Preference (weighting of 5)	↔	+5 points	Some respondents of the group survey suggested enhancement to existing dryland training space.
 Utilization of Existing Amenities (weighting of 5)	↔	+5 points	From the 2023 Community Recreation Facility engagement: <ul style="list-style-type: none"> 48% of all respondent households use the walking track at the Dow Centennial Centre 36% of all respondent households use the Apple Fitness Centre 14% of all respondent households use the ATB Financial Wellness Studio In 2022 there were 771 registered fitness programs, most of which were facilitated in the Wellness Studio. In 2022 there were 9,528 members (monthly or multi-pass) at the Dow Centennial Centre, many of which were primarily users of the Apple Fitness Centre.
 Participation Trends and Demographics (weighting of 3)	↔	+6 points	The City is growing and with growth will likely be an increased desire for most indoor recreation activities, including fitness and wellness opportunities. The City’s MDP projects the population to be 47,000+ by 2040 Unstructured activities, such as fitness training, are growing as is demand for flexibility in type and timing of activities. The majority of users fall within the adult user group. Within the adult user group, women are the majority of users.

Criteria	Service Level Assessment (Enhance, Maintain, Limit)	Prioritization Results	Highlights / Rationale
 Supply in the Edmonton Metro Region (weighting of 3)		+0 points	Within 30km of Fort Saskatchewan: <ul style="list-style-type: none"> • The City of Edmonton offers 6 public recreation centres with fitness centres (2 of which also have walking tracks). • Strathcona County also has three facilities with fitness facilities, two of which have tracks. • The Edmonton Garrison also has a fitness centre. • There are numerous private sector fitness facilities within the City and surrounding communities.
 Supply Compared to Other Municipalities (weighting of 2)		+0 points	All comparable communities (5 of 5) have one public fitness centre / weight room. 4 of 5 comparable communities offer an indoor walking track.
 Associated Costs and Financial Impact (weighting of 5)		+15 points	Capital costs to build fitness facilities are moderate and operating costs are relatively low compared to other indoor recreation facilities. Cost recovery (2022) is estimated at 75% ⁸ (for DCC fitness based on PBB reporting).For fitness and wellness programs the cost recover (2022) is estimated at 51%.
 Social Impact (weighting of 3)		+3 points	These spaces offer both spontaneous and unstructured opportunities therefore accommodating different types of users. Although skill barriers are limited, there can be social barriers to participation related to comfort levels of certain facets of the population. Fees to access these types of facilities are not significant compared to some other recreation activities that require equipment purchase or longer term team/program registration fees. Ensuring equipment provided is as accessible as possible is of concern for most operators.
 Partner Investment (weighting of 3)		+0 points	No partner interest in fitness has been identified at this point in time.

Criteria	Service Level Assessment (Enhance, Maintain, Limit)	Prioritization Results	Highlights / Rationale
 Economic Impact (weighting of 2)		+0 points	These types of facilities typically serve a local market and thus have limited economic impact potential.

2.4.2 Current State of Fitness Facilities

The current fitness centre is located at the Dow Centennial Centre. The fitness centre is approximately 22,000 sq.ft. with change rooms and locker spaces and has received regular maintenance over its life span. The fitness centre meets the functional expectations of most users and there are no significant investments required in the short-term at the facility.

2.4.3 Recommended Fitness Program

Based on the results of the Service Level Assessment, Prioritization and in considering the current state of the Dow Centennial Centre, the recommended future fitness program consists of the following.

Recommended Fitness Program	Current Fitness Program	Gap
<ul style="list-style-type: none"> • One primary fitness site (~22,000 sq ft) with complement of strength and cardio training equipment with physical accessibility considerations • Indoor walking track • 3-5 multipurpose program rooms for fitness related training • Preferably at least 1 program room co-located with strength and cardio equipment • Meeting current standards and guidelines for accessibility and environmental sustainability⁹ 	<ul style="list-style-type: none"> • 22,000 sq ft of cardio and weight equipment with some physical accessibility considerations. • Indoor walking track • Program room co-located with strength and cardio equipment (ATB Financial Wellness Studio) • Several multipurpose program rooms for fitness related training 	<ul style="list-style-type: none"> • n/a

⁹ It is important to note that accessibility and environmental sustainability considerations would be fulsomely identified and assessed during the detailed design process; many would be applicable to all potential projects but some might be specific to the amenity in question.

Rationale & Description:

- One primary fitness site (~22,000 sq ft) with complement of strength and cardio training equipment (Apple Fitness Centre)
 - » Provides a publicly supported fitness and wellness experience that meets modern user expectations and can accommodate people that prefer a public recreation centre fitness experience compared to a private facility.
 - » Also provides fitness and wellness opportunities to the community in a more long-term consistent fashion as compared to private sector operators with potentially different market focus and limited long term operating commitments.
- Indoor walking track
 - » Used by people of all ages for indoor and safe walking in all weather.
 - » Complements fitness room and peoples' training.
 - » Facilitates social, health and fitness activities as well as fitness and training activities.
- 3-5 multipurpose program rooms for fitness related training
 - » Provides spaces to accommodate structure fitness programming as well as other activities.
- At least 1 program room co-located with strength and cardio equipment (ATB Financial Wellness Studio)

2.4.4 Financial Implications

Financial implications of meeting future fitness needs will be primarily related to ongoing maintenance of existing facilities.

Next steps for fitness include ongoing life cycle investment with improvements to accessibility and energy efficiency as the City is able to afford to do. There is potential to create smaller satellite locations that complement activities in other secondary sites as new development or major renovation of existing facilities occurs. For example, smaller fitness centres should be considered in other indoor recreation amenities at the time of construction (for new) or significant renovation (for existing).



3 SUMMARY OF REVIEW AND IMPLEMENTATION PLAN

The following table summarizes the findings of the service level assessment and prioritization. As can be seen, the most immediate area of focus for the City is leisure and program aquatics.

Indoor Amenity	Service Level	Prioritization Score	Rank
Leisure aquatics	Enhance	62	1
Program aquatics	Enhance	62	1
Arenas	Maintain	44	2
Fitness	Maintain	39	3

The following table outlines cost implications of the action items. These costs are based on 2023 construction and operating market conditions and should be considered -30%/+50% (Class 5 ASTM E2516-11) at this early stage of planning. Further detail will be provided through the feasibility and concept planning process (Phase 3) and as potential projects get closer to approval stages.

	Estimated Planning and Facility Assessment Costs	Estimated Capital Cost Impacts	Estimated Incremental Net Operating Cost (Subsidy)	Square Footage
Investment in the Jubilee Recreation Centre.		\$16.5M*	\$100,000*	
Investment in indoor program and leisure aquatics		\$40M-\$60M	\$1,000,000-\$1,650,000	~40,000sq.ft.
Investment in a new arena at the Dow Centennial Centre.		\$20M-\$25M	\$250,000 - \$500,000	~40,000sq.ft.

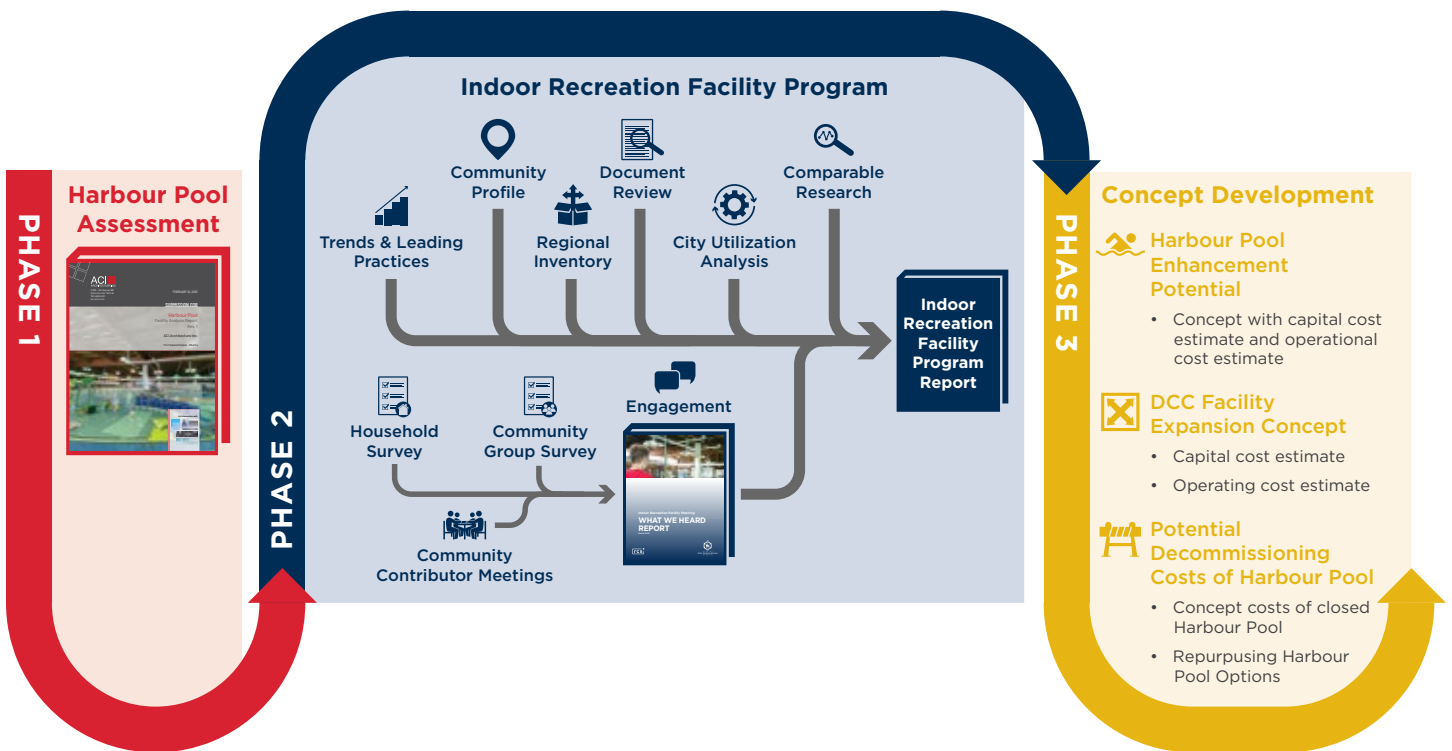
**Approved by Council at the April 25, 2023 regular Council meeting.*

If the Facility Program is approved, the following actions are recommended to reconcile the City’s current indoor recreation facilities and amenities with the desired program outlined. Of note is that further feasibility and business case planning (including concept plans) is needed to support decision-making and ultimate project approval.

4 NEXT STEPS

The next steps from this Phase 2 report is, pending Council approval of the Indoor Recreation Facility Program and Business Case (for in-scope amenities), to proceed to Phase 3 as defined in the Indoor Recreation Infrastructure Service Level Review planning process.

Indoor Recreation Infrastructure Service Level Review



Based on the Indoor Recreation Facility Program and Business Case, the potential for the Harbour Pool to be enhanced to address the functional deficiencies as identified as well as its site's ability to be expanded to meet the recommended program and leisure aquatics program should be explored. The potential to enhance the Dow Centennial Centre with the provision of aquatics also should be explored. Essentially that means the following questions will be answered.

- Can the Harbour Pool be expanded to accommodate the leisure and program aquatics program as presented herein?
 - a. If so, what could that concept look like?
 - b. What would an estimated capital cost be for that renovation?
 - c. What would operating cost estimates?
 - d. What are the pros and cons of providing enhanced aquatics services based on this approach?
- What would a concept be for the aquatics program as presented above to be delivered at the Harbour Pool and Dow Centennial Centre?
 - a. What could that concept look like?
 - b. What would be an estimated capital cost for the Harbour Pool renovation and DCC expansion?
 - c. What would operating cost estimates for these two facilities?
 - d. What are the pros and cons of providing enhanced aquatics services based on this approach?

- What would a concept be for the overall aquatics program as presented above to be developed at the Dow Centennial Centre?
 - a. What could that concept look like?
 - b. What would an estimated capital cost be for this expansion at the DCC?
 - c. What would operating cost estimates?
 - d. What else could be accommodated at the existing Harbour Pool site should it not continue as an indoor aquatics facility (including demolition cost estimates)?
 - e. What are the pros and cons of providing enhanced aquatics services based on this approach?

Subsequent to answering the above questions and finishing Phase 3 of this Indoor Recreation Infrastructure Service Level Review, a potential timeline for the project could be determined, which would inform the City's decision include it in the 10 year Capital Plan, or Horizon Plan.

Finally, while major investment in fitness and arenas is not currently warranted based on this assessment, these items should be placed in the City's Horizon List. Market conditions (such as community input, utilization, trends, inventory of amenities, etc.) for these amenities should be reviewed periodically using the framework outlined herein to assess when initiating further planning for these important amenities may be warranted.

APPENDICES



Appendix 1: Document Review

Key Takeaways

The City of Fort Saskatchewan has several strategies and plans that inform and guide indoor recreation facility provision. These strategies and policies combined are indicators that Fort Saskatchewan understands and prioritizes the benefits of recreation to a community.

- The 2023/2026 Council Strategic Plan identified the need for an Indoor Recreation Infrastructure Service Level Review.
- The 2021 Setting Priorities for Recreation Investment was an engagement process which helps council understand the community's wants in regard to investing in recreation.
- The 2020 Indoor Recreation Facility Planning identified potential expansion opportunities for the DCC.
- The 2015 Recreation Facilities and Parks Master Plan Update outlined recommendations for a new arena and renovations to the Harbour Pool.
- The Common Vision, Framework for Recreation in Canada and the Canada Sport Policy are documents and policies aimed to move the recreation sector forward. They provide insight into inclusive recreation, physical health and the importance of transparent sport in communities.

Municipal Strategies and Plans

This section presents a review of strategies and plans that inform and or influence the provision of indoor recreation in Fort Saskatchewan. These documents serve as strategic foundations for the City and inform the Indoor Recreation Facility Review. The documents are reviewed at a high level with mention below of their primary focus and importance to this study.

Council Strategic Plan 2023-2026

The 2023-2026 Fort Saskatchewan Council Strategic plan identifies direction to make informed decisions, set priorities, allocate resources and address issues facing the municipality currently and into the future. The Strategic Plan also serves as the foundation for master plans and budgets to be developed and approved.

Mission Statement: *Working together to create sustainable and thriving community through exemplary leadership and management.*

The Strategic Plan outlines five goals with one of pertinence to this study.

- Welcoming, Compassionate and Active Community
 - » Undertake an Indoor Recreation Infrastructure Service Level Review to collect relevant information about aquatics, indoor ice and fitness and wellness infrastructure.
 - » Undertake the modernization of the Jubilee Recreation Centre.

Operating and Capital Budgets – Council Policy FIN-024-C (Revised May 24, 2022)

The Policy establishes principles and guidelines for the preparation of Operating and Capital Budgets, Operating Financial Plan Forecasts, and Capital Plans.

Section 4.16 (Major Capital Projects) presents a framework for the evaluation, planning and approval of projects.

Evaluation:

- a. background and research including previous approved plans and studies;
- b. strategic direction alignment;
- c. risk analysis and mitigation strategies;
- d. PBB capital project scoring information;
- e. PBB supporting operating programs;
- f. utilization demands, needs, and service levels assessments;
- g. current facility assessment and costing (if applicable);
- h. public input and stakeholder engagement;
- i. challenges/community needs;
- j. comparators, regional supply and leading practices;
- k. environmental considerations;

Planning:

- l. project definition and scoping (Class 5 estimate);
- m. planned capital financing source(s);
- n. operating impacts;
- o. future impacts to cash flows, property taxes, debt limits, and financial reserve balances;
- p. conceptual level planning and design (Class 2 estimate);

Approval:

- q. interim and final approvals by Council based on cost estimates at various design phases.

The Policy also includes a description on Priority Based Budgeting (PBB) that includes tools and principles to assist in Major Capital Project development and evaluation.



Setting Priorities for Recreation Investment (2021)

In 2021 City Administration was set to update the Capital Plan. To inform the process and assist with decisions regarding indoor and outdoor recreation facilities, the City of Fort Saskatchewan implemented a program of community engagement. The

program of engagement included a household survey and a group survey in which investments in community projects were prioritized.

Prior to respondents beginning the survey, they were presented with an overview of capital and operating costs along with accompanying tax increases for each project.

Below is a list of the ranked amenity lists from the household survey.

1. West River's Edge Trails
2. Fort Centre Park - Phase 1
3. New Aquatics Facility
4. West River's Edge Family Play Area
5. Harbour Pool Lifecycle Maintenance
6. Additional West River's Edge Community Facility
7. Jubilee Recreation Centre Modernization
8. Legacy Park Performance Stage Enhancements
9. New Arena
10. Community Performance & Rehearsal Studio

Respondents were asked generally about a willingness to pay additional property taxes. Two-thirds (64%) of respondents said they would support a tax increase for the development of new amenities and the enhancement of existing amenities.

Municipal Development Plan C31-20 (2021)

The purpose of the Municipal Development Plan is to guide the development of Fort Saskatchewan. The plan helps the City of Fort Saskatchewan, developers and residents make decisions related to the growth and land use. The plan identifies a community direction statement. See below.

- Provide a great quality of life within our neighbourhood and where everyone can grow, age and stay.
- Build on heritage, connect people and foster innovation.
- Create a place for residents and visitors to enjoy.
- Support a resilient economy for everyone to achieve and thrive.

The Plan also highlights expected growth in the City and estimates population to reach over 47,000 by 2040 and over 71,000 by 2066.

Recreation Services Public Engagement Survey (2020)

A recreation department program and service review was completed in October 2019 which outlined 18 recommendations the department should consider. One of the key recommendations from that review was to complete a community survey about recreation activities and residents' satisfaction with the current programs and facilities. Some survey findings are highlighted below:

- Almost all (90%) said recreation is important to their household's quality of life.
- Less than half (45%) said a barrier they face is lack of time.
- One-third (33%) said lack of facilities is a barrier their household faces.
- Approximately one-third (34%) agree there is a suitable number of indoor recreation facilities.
- About half (52%) believe the City should build new facilities.

Indoor Recreation Facility Planning (2020)

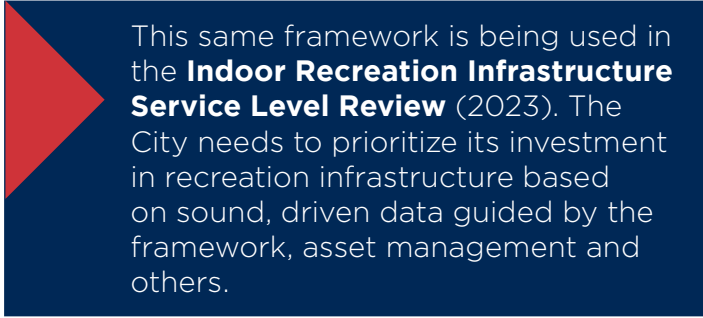
In 2019 the City of Fort Saskatchewan undertook a review of the Dow Centennial Centre (DCC) to consider future provision of indoor recreation facilities, and particularly their inclusion at the DCC. The report provides a high-level review and explores potential expansion opportunities which included a community performance and rehearsal studio, aquatic centre and three different ice arena configurations. Amenity ranking criteria was used to identify priority areas for the City. The top amenities identified were:

1. Event Centre
2. Aquatic Centre
3. Community Theatre
4. Community Arena
5. High Performance Arena

The amenity ranking criteria utilized included the following criteria.

- **General Public Preference:** Indications of both current utilization and opinion on future investment focus for the specific amenity as identified through the input of the general public.
- **Organized User Group / Stakeholder Preference:** Indications of both current utilization and opinion on future investment focus for the specific amenity as identified through organized user group surveys, discussions, and other sources such as Council presentations or formal group submissions to the City and/or Region.
- **Utilization of Existing Amenities:** Reported utilization (through reliable household surveys) and / or actual user/rental statistics related to how existing amenities in the City and/or Region are being utilized and whether or not there are indications of excess demand.

- **Participation Trends and Demographics:** Local, regional, provincial, or national trends as well as demographic considerations related to the amenity that may influence current and future public investment.
- **Supply in the Edmonton Metropolitan Area:** An overview of both existing and planned inventories of the amenity within the Area.
- **Associated Costs and Financial Impact:** Overall net cost impact of providing the amenity including capital and operating costs.
- **Social Impact:** The ability of the amenity to have a positive change in the City and Region that addresses pressing social challenges and cultural diversity including increased participation by the Indigenous population, non-traditional public recreation participants, girls and women, seniors, persons with disabilities, and LGBTQ2+ community members.
- **Partner Investment:** The ability for the City to reduce public investment in an amenity through capital and/or operational cost sharing with partners. Consider opportunities for partnership for both capital development and ongoing operation of the amenity.
- **Economic Impact:** Level of economic impact measured by direct injection into the local and regional economy as well as the impact on overall brand and image of the City.



This same framework is being used in the **Indoor Recreation Infrastructure Service Level Review (2023)**. The City needs to prioritize its investment in recreation infrastructure based on sound, driven data guided by the framework, asset management and others.



Recreation Facilities and Parks Master Plan Update (2015)

The City of Fort Saskatchewan updated its 2008 Recreation, Culture and Parks Master Plan in 2015 which included indoor recreation considerations and recommendations. The plan emphasized the need for a new arena and aquatics facility, and some upgrades to the current infrastructure in Fort Saskatchewan.

The City adopted a vision for the Master Plan through their Sustainability Plan which outlines a variety of principles to consider when planning for the future. The Vision and Principles are outlined below:

The Fort: Engaged People, Thriving Community. In 2040, Fort Saskatchewan is a welcoming, compassionate City. We are a friendly, multi-generational community and there is a strong sense of pride and ownership in what we have accomplished together. As a community, we are stewards of the environment and are committed to using our resources wisely. We have a deeply rooted respect for our place and celebrate the river valley. The Fort is a leader in ecoindustrial development with a flourishing local economy. We support every aspect of life in Fort Saskatchewan from local businesses to social services. We know our history, and have a dynamic vision for our future. Arts, recreation, and culture thrive. Downtown is the heart of the community; it is a vibrant destination for business or play and an attractive place to live. Fort Saskatchewan is home.

The strategic directions related to indoor recreation in the 2015 Recreation Facilities and Parks Master Plan are outlined below.

Expansion of the Dow Centennial Centre

- New arena
- New aquatic centre
- Indoor multi sport field house

Event Hosting

- Ensuring amenities have capacity to host provincial championships along with tournaments to showcase the community

Split Aquatic Centres

- Renovate the Harbour pool
- The addition of a small-scale aquatic centre focused on spontaneous use in the Dow Centennial Centre

The Recreation Facilities and Parks Master Plan Update provides strategic direction to all parks and recreation services in Fort Saskatchewan. The plan identifies areas of investment to set the community up for a successful future in Parks and Recreation. The 2015 Recreation Facilities and Parks Master Plan Update answered the following questions:

- *What are the current top community wants and needs for recreation facilities and parks, from a public and user perspective?*
- *Are these priorities appropriate based upon utilization of current facilities, population to facilities ratio and current building conditions?*
- *What are the City's options and recommendations for new, expanded, or renovated recreation facilities, including capital and operating costs, timelines to meet needs and projected population growth?*
- *Using a phased strategy, what is the financial implication of addressing the identified recreation needs on a short, mid and long term basis?*

The report outlined detailed concepts for a new arena and aquatics centre along with some short-, mid- and long-term goals that the City could aim to achieve.

Below are the goals outlined for Arenas:

Short Term: Create a partnership with neighbouring communities to secure ice for local user groups.

Mid Term: Build a new arena located at the Dow Centennial Centre to meet user demands.

Long Term: Move forward with the renovation of the Jubilee Recreation Centre.

Below are the goals outlined for Aquatics:

Short Term: Engage in public consultation for the construction of a new aquatic centre (completed in 2021).

Short – Mid Term: Build a new aquatic centre at the Dow Centennial Centre.

Long Term: Modernization of the Harbour Pool after a new aquatic centre is operational at the Dow Centennial Centre.



Recreation, Culture and Parks Master Plan (2008)

The 2008 Recreation, Culture and Parks Master Plan was undertaken to help guide City Council and administration in the provision of recreation and community facilities, parks and open spaces. The plan was developed through a needs

assessment process and included public engagement, background research, trends, demographic analysis and service level comparison to comparable communities in Alberta. The Master Plan identified 18 goals, with 9 of them influencing the provision of indoor recreation. The 11 goals are outlined below.

- Optimize use and enhancement of built infrastructure prior to investing in new development.
- Ensure the locations and ample land is identified, put in place and reserved for future leisure facilities
- Complete a market assessment and feasibility planning for all new facilities including the component of the Dow Centennial Centre
- Invest in new recreation and culture infrastructure systemically to ensure sustainable operations.
- Invest in new infrastructure that responds to majority market needs.
- Invest in green building design.
- Invest in multipurpose facilities as priority over single or dedicated use facilities.
- Provide a declaration of how the city will fund leisure infrastructure.
- The City will conduct, or ensure the completion of market assessments/feasibility analysis and business plans prior to making decisions to fund any public or public not for profit culture or recreation facilities Harbour Pool Engineer Studies

Over the past five years there have been multiple infrastructure reviews and studies completed on the Harbour Pool and its life cycle. Considered in assessment conducted. Below is a list of the reports.

- 2021 Harbour Pool Structural Report Summaries
- 2019 Harbour Pool Lifeguard Positioning Analysis Report
- 2018 Pool Basin Structural Report
- 2018 Harbour Pool Chloride Testing Report
- 2018 Harbour Pool Safety Audit
- 2018 Harbour Pool Structural Assessment Report
- 2018 Harbour Pool Structural Feasibility Report
- 2017 Harbour Pool Cracks Identified Rectifying Inspection Report
- 2017 Harbour Pool Ground Penetrating Radar Digital Report

Municipal, Provincial and Canadian Policies and Studies

This section captures framework and policies that are being developed on a municipal, provincial and Canadian level to elevate the recreation sector. The documents outlined define recreation and the importance of recreation to society, they touch on physical activity and the importance of transparent and consistent sport policy in Canada.



A Common Vision for Increasing Physical Activity and Reducing Sedentary Living in Canada: Lets Get Moving (2018)

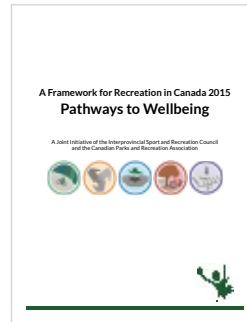
The Common Vision goal is to collectively make progress and steps together in the sector

to promote and support physical health from the neighborhood level to the national level¹. The Common Vision is guided by five principles that aim to increase physical activity and reduce sedentary living. The five principles include:

1. Physical Literacy
2. Life Course
3. Population Approach
4. Evidence Based and Emergent Focused
5. Motivations

The Vision has 6 Areas of Focus:

1. Cultural norms: It's important to establish movement as a social norm.
2. **Spaces and places: It's necessary that physical environments support all forms of movement.**
3. Public engagement: It's urgent to drive public engagement.
4. Partnerships: It's essential to work together.
5. Leadership and learning: It's critical to build a robust leadership and learning network to help build capacity.
6. Progress: It's vital to know what is working.



Framework for Recreation in Canada (2015)

The purpose of the framework is to guide coordinated policies and practices in the recreation sector in Canada². A challenge identified in the framework is infrastructure deficit. Many communities in Canada have significant infrastructure deficits when trying to keep up with the demand of growing communities.

The document is split up into three sections as summarized below:

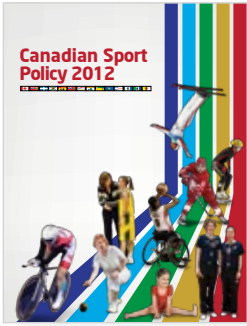
- Setting the context: provides a new definition of recreation and explores the challenges and benefits of recreation.
- The framework: outlines five goals and priorities that foster individual wellbeing, community wellbeing and the wellbeing of our natural and built environments.
- Moving forward: provides steps to implement the framework.

The framework also outlines five goals and priorities outlined within those goals:

1. Active Living (Participation throughout one's lifetime and reducing sedentary behaviours)
2. Inclusion and Access (Equitable participation for all)
3. Connecting People and Nature (Comprehensive system of parks and minimizing negative impact)
4. **Supportive Environments (Renew infrastructure and provide essential spaces)**
5. Recreation Capacity (Career development and community leadership)

¹ <https://www.canada.ca/en/public-health/services/publications/healthy-living/lets-get-moving.html>

² <https://cpra.ca/framework/what-is-the-framework/>



Canada Sport Policy Review (2012)

The Canada Sport Policy was developed to set direction for all government, institutions and organizations that are committed to sport in society. The goal of the Canada Sport Policy is to provide consistency and transparency in the sport sector through the many avenues sport is delivered³.

The policy was based on seven values that include, values based, inclusive, technically sound, collaborative, intentional, effective and sustainable. The policy also includes five goals:

1. Introduction to sport (Fundamental skills and knowledge)
2. Recreational Sport (Participate in sport for fun and socialization)
3. Competitive Sport (Improve and measure performance against others)
4. High Performance Sport (Achieving world class results at an international level)
5. Sport for Development (Used as a tool for social and economic development)

The Canada Sport Policy is currently under review, with an updated policy being released in 2023.

³ https://sirc.ca/wp-content/uploads/files/content/docs/Document/csp2012_en.pdf

Appendix 2: Amenity Service Level Model

Criteria	Definition	Service Level Outcomes			
		Increase	Maintain	Limit	
General Public Preference	Indications of both current utilization and opinion on future investment focus for the specific amenity as identified through the input of the general public.	Top general public priority	High general public priority	Medium general public priority	Low general public priority
Organized User Group / Stakeholder Preference	Indications of both current utilization and opinion on future investment focus for the specific amenity as identified through organized user group surveys, discussions, and other sources such as Council presentations or formal group submissions to the City and/or Region.	Strong (wide spread support) indications of support from the majority of user groups and stakeholders	Moderate (multiple interest areas, not wide spread) indications of support from the majority of user groups and stakeholders	Indications of support from a few user groups or stakeholders	No indications of support from user groups and stakeholders
Utilization of Existing Amenities	Reported utilization (through reliable household surveys) and / or actual user/rental statistics related to how existing amenities in the City and/or Region are being utilized and whether or not there are indications of excess demand.	Reported utilization is over 75% of the population and / or documented utilization is at or above 90% prime time/ peak season capacity and / or there are indications of excess demand	Reported utilization is between 50-75% of the population and / or documented utilization is between 70% and 90% of prime time/ peak season capacity	Reported utilization is between 10-50% of population and / or documented utilization is over 50% of prime time/ peak season capacity	Reported utilization is between under 10% of population and / or documented utilization is under 50% of prime time/ peak season capacity
Participation Trends and Demographics	Local, regional, provincial, or national trends as well as demographic considerations related to the amenity that may influence current and future public investment.	Responds strongly to expected trends and demographics shifts	Responds moderately to expected trends and demographics shifts	Responds minimally to expected trends and demographics shifts	Does not respond to expected trends and demographics shifts
Supply in the Edmonton Metro Region	An overview of both existing and planned inventories of the amenity within the Region.	Adds completely new recreation opportunity in the Region	Adds completely new recreation opportunity in the City	Would significantly improve existing recreation opportunities in the Region	Multiple amenities already provided in the Region
Supply Compared to other Municipalities	An overview of how the City compares to others regarding the provision/ quantity of publicly owned/ supported amenities related to the overall market population served.	The amenity is provided in other identified municipalities but not in the entire Region	The amenity is provided in the Region but not in the City and is found in comparable municipalities	The amenity is provided at a lower rate in the City as compared to the average of others	The amenity is provided at a similar or better rate in the City as compared to the average of others

Appendix 3: Prioritization Model

Criteria	Definition	Prioritization Score				Weight
		3 Points	2 Points	1 Point	0 Points	
General Public Preference	Indications of both current utilization and opinion on future investment focus for the specific amenity as identified through the input of the general public.	Top general public priority	High general public priority	Medium general public priority	Low general public priority	5
Organized User Group / Stakeholder Preference	Indications of both current utilization and opinion on future investment focus for the specific amenity as identified through organized user group surveys, discussions, and other sources such as Council presentations or formal group submissions to the City and/or Region.	Strong (wide spread support) indications of support from the majority of user groups and stakeholders	Moderate (multiple interest areas, not wide spread) indications of support from the majority of user groups and stakeholders	Indications of support from a few user groups or stakeholders	No indications of support from user groups and stakeholders	5
Utilization of Existing Amenities	Reported utilization (through reliable household surveys) and / or actual user/ rental statistics related to how existing amenities in the City and/or Region are being utilized and whether or not there are indications of excess demand.	Reported utilization is over 75% of the population and / or documented utilization is at or above 90% prime time/ peak season capacity and / or there are indications of excess demand	Reported utilization is between 50-75% of the population and / or documented utilization is between 70% and 90% of prime time/ peak season capacity	Reported utilization is between 10-50% of population and / or documented utilization is over 50% of prime time/ peak season capacity	Reported utilization is between under 10% of population and / or documented utilization is under 50% of prime time/ peak season capacity	5
Participation Trends and Demographics	Local, regional, provincial, or national trends as well as demographic considerations related to the amenity that may influence current and future public investment.	Responds strongly to expected trends and demographics shifts	Responds moderately to expected trends and demographics shifts	Responds minimally to expected trends and demographics shifts	Does not respond to expected trends and demographics shifts	3
Supply in the Edmonton Metro Region	An overview of both existing and planned inventories of the amenity within the Region.	Adds completely new recreation opportunity in the Region	Adds completely new recreation opportunity in the City	Would significantly improve existing recreation opportunities in the Region	Multiple amenities already provided in the Region	3

Criteria	Definition	Prioritization Score				Weight
		3 Points	2 Points	1 Point	0 Points	
Supply Compared to other Municipalities	An overview of how the City compares to others regarding the provision/quantity of publicly owned/supported amenities related to the overall market population served.	The amenity is provided in other identified municipalities but not in the entire Region	The amenity is provided in the Region but not in the City and is found in comparable municipalities	The amenity is provided at a lower rate in the City as compared to the average of others	The amenity is provided at a similar or better rate in the City as compared to the average of others	2
Associated Costs and Financial Impact	Overall net cost impact of providing the amenity including capital and operating costs.	Low overall cost impact	Moderate overall cost impact	High overall cost impact	Not likely to be financially feasible	5
Social Impact	The ability of the amenity to have a positive change in the City and Region that addresses pressing social challenges and cultural diversity including mental health challenges, increased participation by the Indigenous population, non-traditional public recreation participants, girls and women, seniors, persons with disabilities, and LGBTQ2+ community members.	High community accessibility and significant positive change	Moderate community accessibility and positive change	Minimal community accessibility and positive change	Low community accessibility and positive change	3
Partner Investment	The ability for the City to reduce public investment in an amenity through capital and/or operational cost sharing with partners. Consider opportunities for partnership for both capital development and ongoing operation of the amenity.	Partnership opportunities exist in development and/or operating that equate to 30% or more of the overall amenity cost	Partnership opportunities exist in development and/or operating that equate to 10-30% of the overall amenity cost	Partnership opportunities exist in development and/or operating that equate to up to 10% of the overall amenity cost	No potential partnership or grant opportunities exist at this point in time	3
Economic Impact	Level of economic impact measured by direct injection into the local and regional economy as well as the impact on overall brand and image of the City.	Has the potential to draw reoccurring non-local spending into the Region and catalyze provincial, national and/or international exposure	Has the potential to draw reoccurring non-local spending into the Region	Has the potential to draw moderate non-local spending into the Region	Does not have the potential to draw any regular non-local spending into the Region	2

Appendix 4: Amenity Scoring

Criteria	Arena	Program aquatics	Leisure aquatics	Fitness
General Public Preference	0/1	0/2	1/3	0/1
Organized User Group / Stakeholder Preference	0/2	1/3	0/2	0/1
Utilization of Existing Amenities	0/2	1/3	0/2	0/1
Participation Trends and Demographics	0/1	1/3	1/3	0/2
Supply in the Edmonton Metro Region	-1/0	0/1	0/1	-1/0
Supply Compared to other Municipalities	0/1	-1/0	0/1	-1/0
Associated Costs and Financial Impact	2	1	1	3
Social Impact	0	1	2	1
Partner Investment	0	0	0	0
Economic Impact	2	1	1	0
Prioritization Score	44	62	62	39
Demand Indication	Maintain (-1)	Enhance (2)	Enhance (2)	Maintain (-2)

Note that the first number in each cell refers to the Service Level Assessment and the second number refers to the Prioritization Score.

Appendix 5: City Utilization Analysis

Key Takeaways

- Aquatic programs are between 65%-92% utilized.
- The arenas are well utilized annually during the prime-time hours (54%-82%), however there is capacity during non-prime time hours.
- There has been a decrease in registered fitness programs since 2019.

Utilization and participation data were gathered for the indoor recreation facilities in Fort Saskatchewan to fulsomely understand how often these facilities and amenities are being utilized by the community. The data contained herein is from 2019 – 2022 in an attempt to reflect typical levels of use before the COVID-19 Pandemic, but to also provide insight into how some amenities may have rebounded and to possibly show changes in facility usage.

Utilization rates presented below are based on the best data available. The utilization rates have been extrapolated for each facility based on the information provided from the City of Fort Saskatchewan. The prime-time utilization was determined by calculating the total amount of prime time booking hours divided by the total amount of available prime time hours. Prime time utilization was only calculated for the three arenas. The same calculation is used to determine overall facility utilization for the data provided. It is important to note that utilization percentages are approximate and presented as a range, as there are monthly and seasonal variabilities (e.g. ice removal, pool maintenance).

Harbour Pool Utilization

Utilization and participation data was gathered for the Harbour Pool. The data contained herein is from 2019-2022 in an attempt to reflect levels of use before COVID-19 but also to reflect how the Harbour Pool rebounded from the pandemic and potential insights into the community's behaviours post pandemic. However, it is important to note operational hours at Harbour Pool were reduced in 2022 due to a lifeguard shortage, which was seen across Canada as a result of COVID-19. "In 2020-2021 only 17,000 people participated in Lifesaving Society education and training programs. This is a decrease of over 240,000 participants from the previous year" (Alberta and Northwest Territories Lifesaving Society 2020/2021 Annual Report, June 2021).

The average swim rate for urban centres in indoor public pools are in the range of 4 to 10 times the community's population. Essentially, that breaks down to 4-8 swims per capita for indoor swimmers.

The City of Fort Saskatchewan keeps track of aquatic attendance on a swim visit basis. Essentially, there is a single count for each person coming into the Harbour Pool. Due to the unique nature of how this utilization data is collected, the calculations are based around the type of aquatic activity divided by the total swims to identify how people are using the Harbour Pool. Refer to Appendix 7 for details on the Harbour Pool's capacity.

2022				
Program	Swim Visits	Total Swims	Swims Per Capita	Swim %
Spontaneous Use	42,897	84,697	3	51%
Swimming Lesson	25,788			30%
Aqua Fitness	5,776			7%
School Recreation	1,294			2%
School Swim Lessons	1,722			2%
Pool Rentals	7,220			9%

**2022 figures were affected by the COVID-19 Pandemic*

2021				
Program	Swim Visits	Total Swims	Swims Per Capita	Swim %
Spontaneous Use	21,620	41,795	1.5	52%
Swimming Lesson	12,728			30%
Aqua Fitness	3,901			9%
School Recreation	354			1%
School Swim Lessons	0			0%
Pool Rentals	3,221			8%

**2021 figures were affected by the COVID-19 Pandemic*

2020				
Program	Swim Visits	Total Swims	Swims Per Capita	Swim %
Spontaneous Use	11,847	25,613	1	46%
Swimming Lesson	10,654			42%
Aqua Fitness	1,963			8%
School Recreation	212			1%
School Lessons	0			0%
Pool Rentals	937			3%

**2020 figures were affected by the COVID-19 Pandemic*

2019				
Program	Swim Visits	Total Swims	Swims Per Capita	Swim %
Spontaneous Use	42,759	101,677	3.5	42%
Swimming Lesson	30,256			30%
Aqua Fitness	6,917			7%
School Recreation	4,204			4%
School Swim Lessons	7,412			7%
Pool Rentals	10,129			10%

Harbour Pool Programming Utilization

The City of Fort Saskatchewan provided aquatic program booking information from 2019 - 2022 with quarterly and annual programming data provided. As seen in the below tables, aquatic program attendance in 2022 has returned to the pre-pandemic levels. It is important to note that the summer program offerings were decreased to allow for more drop-in times in 2022. Refer to the tables below.

2022 Aquatic Programming*			
	Registered Classes	Available Classes	% of utilized programs
Winter Programs	688	865	80%
Spring Programs	1,032	1,152	90%
Summer Programs	463	524	88%
Fall Programs	1,438	1,766	81%

*2020, 2021 an 2022 figures were affected by the COVID-19 Pandemic

2021 Aquatic Programming*			
	Registered Classes	Available Classes	% of utilized programs
Winter Programs	N/A	N/A	N/A
Spring Programs	N/A	N/A	N/A
Summer Programs	244	265	92%
Fall Programs	1,347	1,599	84%

*2020, 2021 an 2022 figures were affected by the COVID-19 Pandemic

2020 Aquatic Programming*			
	Registered Classes	Available Classes	% of utilized programs
Winter Programs	1,496	1,767	85%
Spring Programs	1,509	1,973	76%
Summer Programs	1,246	1,906	65%
Fall Programs	1,352	1,842	73%

*2020, 2021 an 2022 figures were affected by the COVID-19 Pandemic

2019 Aquatic Programming			
	Registered Classes	Available Classes	% of utilized programs
Winter Programs	700	898	78%
Spring Programs	1,032	1,259	82%
Summer Programs	698	881	79%
Fall Programs	1,352	1,842	73%

Arena Utilization

There are three arenas in Fort Saskatchewan, inside the Dow Centennial Centre, the Jubilee Recreation Centre Arena and the Sportsplex Arena. The Sherritt-CEP Arena is located in the Dow Centennial Centre which is the multi-use facility in the City. The Jubilee Recreation Centre Arena and Sportsplex Arenas are both single ice sheet stand alone facilities.

The tables below indicate the hours booked for each facility over the last 4 years (2019-2022) with available ice time and the available prime time ice for the entire year. Prime time ice represents ice time that is most desirable as it is when most groups are available to use the ice. Prime time ice is defined during regular season as 5:30pm – 10pm Monday to Friday and 8am to 10pm on weekends. It is important to note, during the regular season (September 1 – March 31) prime time ice percent booked is at 99.5%, due to the sport organizations leagues being active and seeking out the desirable ice availability. During spring / summer, ice rental demand decreases and the city adapts by having one ice surface available but is monitoring each season. Summer ice offers prime time hours from 8am to 10pm for all weekdays and weekend. As mentioned earlier in this section, the 2020, 2021 and 2022 years were affected by the COVID-19 pandemic.

Sherritt-CEP Arena

The 2022 ice season a slight decrease in overall utilization from 2019, however the numbers indicate that usage of the Sherritt-CEP Arena is returning to pre-pandemic figures. Notably, the prime time utilization has decreased, however this can be due to the decrease in spring/summer bookings in 2022.

	Total Hours Used	Hours Available	Utilization Rate	Prime Time Hours Used	Prime Time Hours Available	Primetime Utilization Rate
2019	3,265	5,396	60%	1,840	2,242	82%
2020*	1,815		34%	N/A	N/A	N/A
2021*	2,176		40%	1,175	2,171	54%
2022*	3,100		57%	1,407	2,323	60%

**2020, 2021 an 2022 figures were affected by the COVID-19 Pandemic*

Jubilee Recreation Centre (JRC) Arena

The JRC arena had increase in prime-time utilization in 2019 compared to 2022, of approximately five percent. Due to the COVID-19 pandemic, decrease in spring /summer and adult bookings, user interests have changed, and volunteer rates have dropped, and this could be why the overall utilization for the JRC (ice in) sits between 34-36% (excluding the Pandemic years).

	Total Hours Used	Hours Available	Utilization Rate	Prime Time Hours Used	Prime Time Hours Available	Primetime Utilization Rate
2019	1,938	5,396	36%	1142	1869	61%
2020*	993		18%	N/A	N/A	N/A
2021*	1,096		20%	N/A	N/A	N/A
2022*	1,866		34%	1,309	1,969	66%

**2020, 2021 an 2022 figures were affected by the COVID-19 Pandemic*

Sportsplex Arena

The Sportsplex arena has seen the ice in rental hours slowly climb back to normal after the pandemic, the overall utilization of the arena sits at 32% for 2022. The prime-time hours used in 2022, exceed the hours in 2019 indicating an increase in prime-time ice usage at the Sportsplex Arena.

	Total Hours Used	Hours Available	Utilization Rate	Prime Time Hours Used	Prime Time Hours Available	Primetime Utilization Rate
2019	1,964	5,396	36%	1,392	1,869	74%
2020*	937		17%	762	N/A	N/A
2021*	1,221		22%	920	N/A	N/A
2022	1,767		32%	1,339	1,969	78%

**2020, 2021 an 2022 figures were affected by the COVID-19 Pandemic*

Fitness and Wellness Utilization

The City of Fort Saskatchewan offers a variety of fitness classes such as bootcamp, yoga, family fitness, active agers, and classes for those with chronic pain. The variety of classes offered by the City gives residents options to continue to improve their health and wellness and these opportunities are essential to a community.

The below chart outlines the amount of registered fitness and wellness classes from 2019-2022. The pandemic has affected registration numbers, however, there has been an increase in participation from 2020.

Registered Fitness Programs	
2019	2,779
2020*	721
2021*	280
2022*	771

**2020, 2021 an 2022 figures were affected by the COVID-19 Pandemic*

In terms of facility memberships, the below chart outlines the type and number of memberships sold for the Dow Centennial Centre over the previous four years (2019-2022). Notably, there has been an increase in youth monthly memberships from 2019-2022, with an additional 192 memberships being sold.

Memberships				
	2019	2020	2021	2022
Child Monthly	68	32	17	127
Child Flex Monthly	75	43	19	57
Child Annual	11	0	0	5
Child Flex Annual	0	0	0	0
Youth Monthly	570	304	346	1056
Youth Flex Monthly	193	95	54	158
Youth Annual	48	7	6	39
Youth Flex Annual	19	7	2	30
Student Monthly	342	231	156	552
Student/Senior Flex Monthly	173	86	32	158
Student/Senior Flex Annual	0	5	2	20
Student Annual	66	23	10	38
Adult Monthly	5,167	2,558	1,545	3,647
Adult Flex Monthly	613	333	127	351
Adult Annual	913	150	77	352
Adult Flex Annual	0	37	17	87
Senior Monthly	877	418	234	711
Senior Annual	211	42	10	75
Family Monthly	0	0	2	23
Family Annual	0	1	0	7

**2020, 2021 an 2022 figures were affected by the COVID-19 Pandemic*

Track Only				
	2019	2020	2021	2022
Track Only	264	127	52	337
Track Only (Silver Sneakers)	226	144	31	251

**2020, 2021 an 2022 figures were affected by the COVID-19 Pandemic*

Regarding multi pass sales, the adult monthly multi pass has seen an increase of almost 50% since 2019. The trend of flexible and spontaneous recreation activities, could be an indicator that residents in Fort Saskatchewan are looking for a more flexible recreation experiences and therefore, are purchasing more Multi Pass membership types.

Multi Pass				
	2019	2020	2021	2022
Multi Pass Child Monthly	33	9	12	41
Multi Pass Flex Child Monthly	101	20	26	46
Multi Pass Child Annual	0	0	0	1
Multi Pass Flex Child Annual	42	5	0	0
Multi Pass Youth Monthly	42	14	9	57
Multi Pass Flex Youth Monthly	41	6	31	81
Multi Pass Youth Annual	17	6	5	18
Multi Pass Flex Youth Annual	2	3	0	3
Multi Pass Student Monthly	28	8	3	39
Multi Pass Flex Student / Senior Monthly	32	8	4	18
Multi Pass Student Annual	27	5	3	1
Multi Pass Flex Student/ Senior Annual	11	10	0	0
Multi Pass Adult Monthly	381	251	252	786
Multi Pass Adult Flex Monthly	97	28	16	62
Multi Pass Adult Annual	381	84	6	69
Multi Pass Flex Adult Annual	0	25	0	4
Multi Pass Senior Monthly	163	52	0	58
Multi Pass Senior Annual	53	10	10	0
Multi Pass Family Monthly	0	0	0	143
Multi Pass Family Annual	0	2	2	20

**2020, 2021 an 2022 figures were affected by the COVID-19 Pandemic*

As presented in the accompanying table. Membership and multi pass sales have decreased since 2019. This, in part, could be due to the pandemic, the communities shift into spontaneous activities and an increase of residents being active outside or at home.

Total Membership / Multi Passes (2019 - 2022)	
2019	11,333
2020*	5,194
2021*	3,118
2022	9,528

**2020, 2021 an 2022 figures were affected by the COVID-19 Pandemic*

Appendix 6: Seven Aquatics Activity Types

Key Takeaways

- Public swimming pools can accommodate a variety of activities; the more potential functions they can provide (either at the same time or not) the more effective they are at meeting community needs.
- These seven activity types, explained in detail in this section, form the basis of the supply and demand assessment for the pool and the functional assessment findings:
 1. Recreation and leisure swimming
 2. Skill development
 3. Fitness swimming
 4. Sport training
 5. Special events
 6. Therapy and rehabilitation
 7. Leadership training

The following provides an overview of seven aquatics activities that should be accommodated in publicly funded pools in order to get most value out of investment. They are presented in order of importance.

Recreational and Leisure Swimming

Individuals and groups going to the pool to swim and simply have fun is one of the most popular activity types, both indoors and outdoors. Motivation for participating in recreational and leisure swimming is often mixed with a desire to be active and healthy, providing some elementary levels of fitness or skill development, and at times respite from weather (cooling in the summer, heat during the winter). For most municipalities, this activity type comprises more than half of all pool visits.

Little skill is required to have fun at the pool and this activity type has the fewest barriers to participation and appeals to the broadest cross-section of the public. This activity type is often a user's introduction to aquatic services and should be considered essential. This category often accommodates drop-in participants, but also rentals (e.g., birthday parties). Due to high participation rates in this activity type, municipal cost per swim is typically the lowest of all activity types. Generally, if specialized amenities or features are provided (e.g. water slides, lazy rivers, wave pools, aquatic play features), users are more inclined to travel greater distances. While capital costs of these amenities can be significant, enhanced attractiveness for users often offsets these costs over time.

Service Provision and Facility Specification Considerations

- All pools should facilitate at least a fundamental level of recreational and leisure swimming.
- Many modern indoor pools incorporate some specialized amenities to enhance facility attractiveness and attract users from a broader catchment area. Amenities may include waterslides, wave pools, surf machines, lazy rivers, and themed aquatic play equipment.
- Specialized amenities often involve moving water (e.g., waves or currents, waterfalls), water based fixed toys or play features, slides or swings, and floatable toys. These features require careful consideration at the program and facility design phase. Specialized amenities could also include design and/or building elements to accommodate user needs such as privacy screens for women only swims and sensory inclusive spaces.
- Recreational and leisure swimming has the fewest barriers to participation and has the widest appeal to users.
- Almost any warm water shallow tank can accommodate recreational and leisure swimming at a fundamental level. Water temperatures of between 28 – 30 degrees Celsius and water less than 1.5 m deep are most appropriate; there are no specific tank size or configuration requirements.



Skill Development

Learning to swim and acquiring water safety skills are fundamental life skills / important to physical literacy. Residents should have at least basic water skills to survive in case of emergency. Swimming is also a key component to physical literacy and long term participant development. Swimming skills are typically taught via lessons where students register for a series of swims with an instructor. Often highly regimented with prescribed levels of progression, skill development (i.e., swim lessons) typically begin with water safety basics and expand into higher levels of techniques and skills. The primary market for skill development is children between the ages of 4 to 12, but there are also adults that are interested in honing skills. Most of those registered in swim lessons come to the pool with an adult caregiver that may or may not also be active at the pool. This activity type often does not require any specialized support amenities and therefore has a relatively low capital cost and can be accommodated at most facilities.

Service Provision and Facility Specification Considerations

- Skill development, like recreation and leisure swimming, should be considered a fundamental activity type and accommodated at all public pools.
- Skill development requires a variety of water depths, typically ranging from 0.3 m to 1.5 m to accommodate beginner-level instruction with water of more than 1.5 m for more advanced levels of swim instruction and other types of specialized skills (e.g., scuba diving).
- Water temperatures should be in the range of 28 – 30 degrees Celsius, with warmer temperatures better for children learning to swim. Temperatures should be around 32 – 34 degrees Celsius for children under 4 years of age.
- There are no specific sizes or configurations required for swim tanks, however some layouts make it easier to accommodate skill development (e.g. low walls, consistent depth). On-deck storage is typically required for some swim aids. There should be enough space to accommodate adult spectators during swim lessons, particularly in areas with line of sight on tanks and in dressing areas to assist their children.

Fitness Swimming

Fitness swimming typically accounts for the third highest volume of swims at municipal pools trailing only recreational and leisure and skill development swims. Water based fitness activities are also growing in popularity due to the low-impact nature of participation. Fitness swimming can occur via drop-in through lane swimming or delivered through program as shallow or deep-water fitness classes, with socialization often an added benefit of these types of classes (e.g., aqua fitness). The primary market for this activity type tends to be adults and seniors, either participating individually or in groups.

Service Provision and Facility Specification Considerations

- Fitness swimming should be as easily accessible to residents as possible.
- Swim lanes should be between 2 to 2.5 m wide and ideally 25 m long to maintain consistency with swimming standards. Traditionally, the desire to incorporate lanes is what leads to the predominance of rectangular swim tanks; however, lanes are being more creatively integrated into pool designs in wave and leisure pools to not require wholly rectangular tanks.
- Water should be at least 1.2 m deep and deeper, as necessary, to accommodate other activities such as deep water running.
- Vertical walls are required at the end of each lane to support turns.
- Water temperatures should be between 28 – 30 degrees Celsius, but lower temperatures may be more appropriate for higher intensity activities and specific populations.

Sport Training

Training or league play to enhance competitive skills and abilities is typically provided by non-profit sport organizations (e.g. clubs) that rent pool space. While most participants in sport training are children or youth, higher level competition extend up to young adults; adult and senior swim - competition clubs are also common. Aquatic sports include speed swimming, water polo, diving, underwater hockey, and synchronized swimming. Most sports require scheduled training times, often multiple times per week, and characterized by relatively few participants. Some sports operate in a team setting and feature league play (e.g., water polo). Most participants have good knowledge of how to swim prior to registering in an aquatic sport club.

Service Provision and Facility Specification Considerations

- There are typically not enough users at local levels to support sport training at every public pool, but at a broader catchment area (e.g. region-wide) there are often multiple clubs that require access to sport training amenities. As such, not every municipal facility needs to accommodate sport training, but such service should be available within the catchment.
- Higher level sport training requires specialized amenities such as timing systems, scoreboards, underwater acoustic systems, dive tanks, and even large spectator viewing areas if hosting competitions or special events.
- Depending on the sport, sport training can be accommodated in short course (25 m with 6 to 8 lanes, minimum water depth of 1.2 m for speed swimming and deeper for other sports) or long course tanks (50 m with six to 10 lanes). Long course tanks are often required for higher levels of competition.
- Cooler water temperatures in the range of 25 to 28 degrees Celsius are preferred for sport training activities.
- Some sport programs require some dry floor space near or on the pool deck for activities.

Special Events

Special events primarily relate to aquatic events that occur outside the normal activity of a facility or sports organization / club. These events require planning, involve several users and volunteers, and often attract spectators. Special events occur infrequently and often through rentals. They can be multi-day events and often pre-empt other scheduled users of the pool (e.g., swim lessons, public swim). Special events can involve participants of all ages. Swimmers participating in special events typically have advanced skill levels and event type examples include water polo team tournaments, competitions, swim meets, and seasonal championships.

Service Provision and Facility Specification Considerations

- Smaller special events are generally local or regional in nature and include events such as tournaments or meets organized by a single club or a few clubs. They range from one to three days in duration, involve a few dozen to a few hundred participants, and attract a few dozen to a few hundred spectators. Seating and viewing areas are important for events of all sizes.
- Larger special events require more detailed planning and specialized amenities and are more likely to be hosted at a city or region-wide scale. Large events involve more participants, require support personnel (paid or unpaid), and may attract media and significant spectator numbers. These events are often multi-day and can be part of multi-sport events, as well as can be national or international in-scope.
- To host larger events or national/international events, facilities must adhere to standards set by governing bodies (e.g., Swimming Canada, FINA).
- Larger special events require particular attention to be paid to things such as tank size and depth, water temperatures, timing systems, diving tanks and platforms, spectator viewing requirements, warm up areas, participant marshalling areas, and other amenities.
- Deeper water in the temperature range of 25 to 28 degrees Celsius are often appropriate for most special events.
- FINA (Federation Internationale de Natation) provides technical guidance on indoor aquatics **facility design requirements** to host national and international-level swim competitions and other special events for swimming, diving, water polo, and artistic swimming.

Therapy and Rehabilitation

Water buoyancy provides an excellent medium for activity and exercise for people with varying abilities and those recovering from illness, injury, or surgery. Water activities are low-impact and do not place undue stress on the body's joints, making aquatics an excellent therapeutic and rehabilitation exercise. As users age, water tends to become more of an attractive medium for exercise. Specific skills or abilities are not required to participate in therapy and rehabilitation activities and such activities can be organized (e.g. programmed classes), occur one-on-one with an instructor, occur via drop in, or through rentals where a third party provides instruction.

Service Provision and Facility Specification Considerations

- Most fundamental therapy and rehabilitation swims can be accommodated in pools that cater to other activity types.
- More specialized access systems and amenities that provide enhanced therapy and rehabilitation services should be accessible at a city-wide level, rather than at each facility (if more than one exists).
- Facility requirements for fundamental service levels are minimal, with warm water in the range of 32 to 35 degrees Celsius and shallow water (less than 1.5 m). Water temperatures requirements do vary by condition, with those with Multiple Sclerosis requiring a lower water temperature in the range of 27 to 29 degrees Celsius.
- Facility requirements for specialized service levels are more complex, with special attention required for dressing rooms (e.g. mechanical lifts to beds or chairs), wheelchair water entry access (i.e. ramps or lifts), more circulation space on decks, warmer water temperature, and specialized water depths (e.g. movable depths). Other support amenities such as physical therapy and massage services operating in the same facility are common.

Leadership Training

Aquatic services rely on trained leaders (e.g. instructors, lifeguards). The market for leadership training tends to be teens and young adults, but those of all ages can participate in this activity type. Leadership training is almost always delivered through nationally recognized affiliate partnerships (e.g. Lifesaving Society, Canadian Red Cross). Most municipalities in Canada are experiencing shortages of qualified leaders to maintain service levels and safe facility operation requires that individuals with these skillsets be available. While leader training is typically a small component of facility utilization, it is a vital activity type for aquatic system operation and should be accommodated to the greatest extent possible at each facility. Leadership training courses can be held at any time throughout the year and, during warmer months, can take place in outdoor environments.

Service Provision and Facility Specification Considerations

- This activity type does not need to be accommodated within every public pool but should be more readily available overall at a city-wide level to encourage more participants.
- A variety of water depths, temperatures, and tank configurations are often required to support leadership training depending on specialization level.
- Some specialized support spaces, such as larger pool decks and off-deck classrooms, are often required to support this activity type.

It is through the lens of these seven desired activity types that a functional assessment of the Harbour Pool can be conducted. It is important to note that the current facility configuration requires most of these activity types to be facilitated in the same tank (dimension, temperature, deck height, etc.) and at the same time (which can only be accommodated in some cases).

Appendix 7: Harbour Pool Supply and Demand Analysis

Key Takeaways

- The Harbour Pool averages 1,628 swims per week.
- The practical capacity of the Harbour Pool is 44% based on the volume and depth of water in the natatorium.
- The Harbour Pool can accommodate 215,635 swims per year based on 52 weeks at 100 hours operational per week based on the volume and depth of water in the natatorium.
- A significant contributor to why the pool is not used to higher levels of capacity is due to the functional limitations of the current design / layout.

Demand of an aquatic facility is determined by the amount of people visiting an amenity and /or facility and the frequency of their participation in a certain activity. Essentially, if there are no barriers to participation it can be assumed that the demand of an activity can equal the number of times in which participation in that activity occurs. In this case the Harbour Pool is analyzed based on swim visits compared to the amount of visits and swims the pool can accommodate.

Supply is the total amount of swims and or activities that an amenity and or facility can accommodate. This is dependent on the activities, scheduled programs and spontaneous use that may occur at a facility all at once.

There are three methodologies to determine capacity of pools, which are outlined in the below table.

Legal Capacity	Practical Capacity	Target Capacity
<p>What is it? Maximum pool capacity as determined by the province’s Swimming Pool Design and Operational Standards.</p>	<p>What is it? Calculation of the practical number of swims that can be accommodated at a facility based on water surface area and depth.</p>	<p>What is it? Targeted capacity based on reported number of swims required for sustained operations and/or growth.</p>
<p>To determine: one person per 0.9 m² of pool surface area less than 1.5 m deep; one person per 2.32 m² for depths greater than 1.5 m.</p>	<p>To determine: calculate the surface area of a pool and what percentage is below 5 feet deep and what is over 5 feet deep. Multiply square footage by participant load maximum annual swims per square foot for shallow depths and per square foot for deeper depths. Add the two totals to determine capacity.</p>	<p>To determine: calculate the practical capacity of pool tank and compare the number to reported annual swim visits over the previous five years, selecting the larger of the two numbers as the target.</p>
<p>Pros: ensures a facility is operating at a capacity that meets regulatory and public health standards.</p>	<p>Pros: based on vast experience at the community level on determining how many swims can be accommodated and the physical characteristics of a pool tank; accounts for various requirements of the seven activity types; refined over the past four decades through observation and review of operational situations.</p>	<p>Pros: allows for a more nuanced consideration of specialized amenities that may not be captured by a practical capacity calculation alone (i.e. can establish a target for wave pool users per year based on previous years’ data); can consider expanded capacity and uses that often come with modern facilities with enhanced amenities.</p>
<p>Cons: it is unrealistic to expect a facility to reach its maximum potential capacity based on building and/or bather standards; most activity types require more space for participants than would be possible at legal maximum capacities.</p>	<p>Cons: does not consider capacity of specialized leisure features such as lazy rivers and wave pools; does not account for potential to accommodate more users at modern facilities with larger deck areas; relies on facility operators to provide accurate measurements and user data, which may not always be available.</p>	<p>Cons: relies on facility operators to accurately collect and report user data; user participation trends vary over time and historic participation numbers may not be reliable for projecting future user demand.</p>

One of the most effective approaches to determine overall supply is to calculate the practical capacity of a facility by examining the total surface area and water depth. The following three steps outline how practical capacity of a pool can be determined.

Step 1: Gather Data

- Gather operational hours per week for the facility and identify any extended disruptions that may have occurred in the past year that may impact hour availability.
- Collect tank amenities, characteristics, and dimensions.
- Organize total annual swims by activity categories and control for single versus multi-purpose facilities (lifeguard logs and pool check-in logs are most accurate).

Step 2: Analyze and Filter Data

- If any facility disruptions occurred over the year, subtract these from the calculation.
- Divide the total swim counts recorded by the total number of operational weeks to get the average number of swims accommodated per week.
- Determine if swim data is accurate enough to support the practical capacity calculation.

Step 3: Calculate Practical Capacity

- Determine proportion of each tank’s total surface area deeper than 5 feet and shallower than 5 feet
- Calculate practical capacity by identifying the tank’s intended participant load and the total square footage of the tank below and above 5 feet.
 - » **High load:** predominantly accommodates specialized recreation and leisure swimming and fitness swimming.
 - » **Balanced load:** accommodates all aquatic activity types.
 - » **Low load:** predominantly accommodates sport training, special events and leadership training activities.

Participant Load	Annual Shallow Water Capacity	Annual Deep-Water Capacity
High Load	75	35
Balanced Load	65	25
Low Load	40	15

Existing Annual Capacity of Aquatic Services

The accompanying table presents the number of swims accommodated at the Harbour Pool in 2022 divided over 46 weeks. The adjusted columns identify the number of swims that would have been available if the Harbour Pool was not shutdown for 6 weeks in 2022 as the practical capacity calculation is based on the assumption that an aquatics facility is operating at 100 hours per week, 52 weeks per year. The adjusted swims per week is multiplied by 52 weeks to give a more accurate projection of how many swims would have been accommodated if the Harbour Pool was not closed for six weeks. Due to the nature of the Harbour Pool, the below calculations are based on a low load practical capacity.

Facility	2022 Annual Swims (based on 46 operational weeks)	Average Weekly Swims (based on 46 operational weeks)	Adjusted Weekly Swims (based on 52 operational weeks)	Adjusted Average Swims Per Year (based on 52 operational weeks)
Harbour Pool	84,697	1,628	1,841	95,743

In general, a facility is considered underused if 49% or less of the practical capacity is utilized per year. If its utilization rate is 50-69% it is considered moderately used and if used between 70-79% it is well used. Anything from 90% and above is a very well used facility is utilized. These rates are a generalization and do not account for differences such as staffing shortages, maintenance shutdowns and other issues that may affect the operations of the facility. These unaccounted issues may explain why some facilities may appear to be underutilized, while reality may indicate that they are near capacity. Notably, the practical capacity calculation can illustrate, in theory how many swims a pool can accommodate. The unique configuration of the Harbour Pool (i.e. wave pool set-up) impacts the ability of the natatorium to adequately offer some aquatics programming or attract some aquatics users. The pool's uniqueness also limits the ability to deliver some aquatic programming simultaneously.

Practical Capacity Based on a Low Load

Facility	Sq. ft <5 ft	Sq. ft > 5 ft	Annual Shallow Capacity	Annual Deep Capacity	Total practical capacity
Harbour Pool (Low Load) 2022	3,451	1,722	189,805	25,830	215,635

Utilization of the Harbour Pool Based on a Low Load

Facility	Adjusted Total Swims	Practical Capacity	Utilization of Practical Capacity	Additional Swims That Could Be Accommodated
Harbour Pool (Low Load) 2022	95,743	215,635	44%	119,892

Conclusions

This research in many ways validates the excellent work the City of Fort Saskatchewan has undertaken to date to achieve goals and objectives established through the variety of planning tools throughout the years. The City benefits from having a strong policy and planning foundation, with specific focus on recreation in Fort Saskatchewan. The new Indoor Recreation Facility Review has an opportunity act as a catalyst to advance indoor recreation provision in the City and continue the work the City has already done in providing these services to residents.

Appendix 8: Trends and Leading Practices

Key Takeaways

- Data collection is an important tactic municipalities are utilizing to understand needs, preferences and desires of users. Some examples may include program participation data, waitlist data, facility counters, annual reporting to wholesomely understand usage.
- There is an increased demand for older adult participation in recreation activities. Older adults are steering away from traditional activities and are taking part in trending activities such as pickleball. Ensuring there is space for this generation to participate is important.
- Youth activity preferences have shifted from structured activities to unstructured activities such as drop-in swimming or basketball.
- Co-locating community amenities is key in maximizing utilization and efficiency of facility operations.
- Incorporating flex spaces that can be adapted to fit various programming needs is important to be able to easily modify facilities for up-and-coming activities.
- There is a demand for additional aquatic amenities such as lazy rivers, wave pools and surf machines.
- Spectator seating, dive tanks and warm up pools are also amenities municipalities should consider.
- Re-investment into aquatic centres is required to meet changing user experiences.

There are many factors that drive municipal recreation departments - primarily these are local need and demand. However, it is also important for municipalities to understand and embrace emerging and new trends in the recreation sector. Understanding these regional, provincial, and national trends help municipalities anticipate future opportunities. Identified in this section are several key trends that are supported by research and or consulting teams observed research.

General Trends influencing the Recreation Sector

- Aging of population (longer periods of retirement)
- Increase in demand for leisure options.
- Desire for activities to be affordable.
- Growing popularity of unstructured activities.
- Concerns of declining rates of physical activity.
- Growing recognition of the important role physical and wellness activities have in supporting mental health.
- Growing recognition of equity and accessibility.

Data Collection

- Recreation departments are increasingly utilizing data to understand behaviours, needs, preferences, and desires.
- Surveying residents and users is the most common approach for collecting data.
- Regarding facility usage, many municipalities have implemented computer programs to collect useful data (e.g. participation numbers, waitlist list numbers) to better understand participation trends and user trends in facilities.
- Geographic information systems are being used more frequently in the recreation sector to better understand where users live, what amenities are available and to identify gaps and opportunities in the community.

According to the **National Parks and Recreation Association** (USA) survey of parks and recreation professionals, more than 90% of respondents (in leadership roles) identified data collection and analysis as important or very important for activities such as master planning, capital investments, programming, and to support staff. However, not every municipality is collecting data and no two municipalities collect data using the same methods. Respondents identified facility usage data, program utilization data, demographic trends, crime data, and school enrolment as important data sources for decision-making.

Equity and Inclusion

- Inclusion and accessibility are top of mind for most municipalities and considerations should be engaged throughout the entire lifespan of a facility.
- Considerations for accessibility should begin from the moment a user considers attending a facility; from transportation to the entrance way; to using the change rooms and entering the amenity they are visiting.
- Recreation facilities function as community hubs and contribute to improving the lives of people through the delivery of services and programs that are designed to address inequalities and barriers to participation.

According to the Jumpstart State of Sport report published in 2022, 94% of sport organizations are concerned that youth with already reduced access to sport and recreation will be further shut out due to high operating costs and lost capacity.

Participation in Recreation

Older Adult Participation

- There is an increase in the aging population who are retired, and an observed trend is seeing older individuals participate in recreation activities more often and for longer periods of time.
- The emergence of pickleball and aqua fitness classes are examples of activities whose popularity is driven by older adult populations.
- Due to the emergence of the above activities, we are seeing an increase in demand for these spaces (e.g. gymnasium space, aquatic space).

The World Health Organization's (WHO) Global Strategy on Diet, Physical Activity and Health outlines many benefits that can help attain quality of life and appropriate physical activity levels for older adults. Some of those opportunities can include:

- Lower rates of heart disease, high blood pressure, stroke, type 2 diabetes, colon cancer and breast cancer.
- Higher levels of cardiorespiratory and muscular fitness
- Reduced risk of falls and better cognitive function

- A 2014 Aspen Institute study examining youth sport participation in the United States reveals that most children spend less than three years playing a sport and that most young athletes quit by age 11 due to no longer enjoying the sport.
 - » The Aspen Institute also found that many children also face high levels of stress playing organized sports, with pressure to perform and the increased professionalization of sport⁵.

According to the 2017 Alberta Recreation Survey, 21% of individuals like to participate in ice skating (non hockey), while 9% of individuals like to participate in ice hockey and 8% of respondents like to participate in indoor soccer.

Barriers to Participation

- According to the Jumpstart State of Sport Report, survey respondents said that there are fewer and more expensive opportunities for youth to participate in recreation and sport activities.
- Free drop in, try-it days, youth nights are some ways communities can maximize community infrastructure and encourage participation in recreation activities.
- According to the Project Hockey: The State of Play 2019 the cost to play hockey is the most significant stress for parents who have their kids registered in hockey. Over four fifths of parents (83%) said the cost of hockey has increased in 2018⁶.

According to the 2017 Alberta Recreation Survey, approximately two thirds of respondents (67%) said that cost is a barrier they face to accessing recreation activities.

Youth Participation

- Youth participation in recreation activities vary from organized sports, leisure activities, performing arts, visual arts and outdoor activities such as biking and scootering.
- Youth activity preferences have been shifting over time towards individual pursuits and unstructured sporting activities.
- Increasing demand for drop-in activities to better accommodate youth that lack interest or ability to participate in organized and/or competitive leagues.
- Approximately three quarters of parents (71%) said that participation in hockey has positively impacted their child's academic success⁴.

4 https://d2wkegjj8g6j4.cloudfront.net/images/site/stories/Hockey%20Survey%20Report_To%20Scotia.pdf

5 <https://www.aspeninstitute.org/wp-content/uploads/2015/01/Aspen-Institute-Project-Play-Report.pdf>

6 https://d2wkegjj8g6j4.cloudfront.net/images/site/stories/Hockey%20Survey%20Report_To%20Scotia.pdf

Spontaneous Recreation

- Spontaneous recreation is described as physical activities in which the nature of participation and timing of participation are freely chosen and do not require registration for structured programs and or leagues.
- There is growing demand for flexibility in activities and timing for leisure activities amongst the population.
- People are seeking individual activities that can be done alone or in small group settings, at flexible times and usually near home.
- This does not eliminate the need for structured activities but may suggest that planning for the general population is as important as planning structured programs.

The Canadian Fitness and Lifestyle Research Institute 2011-2012 Sport Monitor report identifies that the highest proportion of Canadians prefer non-competitive sports or activities⁷.

Evolving Change Facilities

- There is increased move away from the traditional approaches to change room facilities.
- Communities are re-allocating gender specific change rooms to universal change rooms and are shifting away from larger family change rooms.
- An emphasis on public education and user engagement is important and should be prioritized when making these changes.
- Swim wear dryers, shoe racks and other support accessories can help maximize the comfort level and functionality of change room spaces.

Infrastructure Trends

The 2019 Canadian Infrastructure Report Card found that single ice pad arenas, outdoor pools and wading pools, indoor 25m pools, indoor curling rinks and tennis courts are in the worst condition, with 30% of these facilities being rated in fair, poor or very poor condition.

- Nearly 42% of indoor ice arenas and pools were found to be in very poor to fair condition with approximately 13% of these facilities in poor condition⁸.

The 2020 Canada Core Public Infrastructure Survey was fielded in partnership with Infrastructure Canada. The survey covers 9 asset types which include recreation and sports facilities⁹.

- In 2020 Canadian communities were provided with 5,060 aquatic facilities, 5,761 arts and culture facilities, and 7,569 ice facilities.

Asset management is critical to the long-term operational viability of municipal infrastructure and to ensuring that costly investments have the longest functional lifespans. The Canadian Infrastructure Report Card recommends annual reinvestment of 1.7% to 2.5% of a facility's value to ensure appropriate maintenance levels.

7 Canadian Fitness & Lifestyle Research Institute 2011 – 2012 Sport Monitor: <http://www.cflri.ca/node/78>

8 <http://canadianinfrastructure.ca/downloads/canadian-infrastructure-report-card-2019.pdf>

9 <https://www.infrastructure.gc.ca/plan/ccpi-ipec-eng.html>

Given the significant capital investment required to develop new indoor recreation facilities, private and public sector providers are increasingly concerned with best practices and trend¹⁰ in infrastructure design and development. Several broad trends have been observed in the provision of community infrastructure, many of which will be expanded upon below:

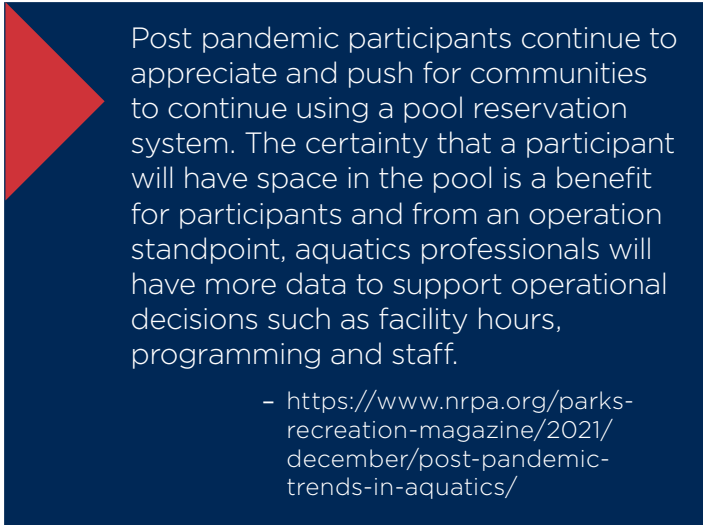
- Co-locating community amenities such as libraries, recreation spaces, community services, retail and commercial spaces, and casual gathering spaces to maximize utilization and efficiency of facility operations (e.g. shared facility maintenance, utility costs)
- Integration of indoor and outdoor spaces, for example meeting rooms and outdoor courtyards, recreation facilities and playgrounds.
- Integrating convenience and social design features and amenities such as bright, attractive lobby and atrium spaces, providing free Wi-Fi, etc.
- Incorporating 'flex' spaces that can be adapted to fit various programming needs, including movable partition walls, telecommunication technologies, movable tables and chairs, etc.
- Incorporating lease spaces for food and beverage services, nutrition and wellness services, sport performance services, retail and equipment stores.
- Leveraging partnerships for capital and operational funding to meet shared goals and objectives (e.g. multiple funders coming to the table to stretch budgets and achieve synergies).
- Designing facilities to be healthy by incorporating green building materials and ensuring high quality air systems.
- Minimizing environmental impacts and addressing climate change by designing facilities to be as efficient and sustainable as possible by reducing construction waste, minimizing energy and water consumption, and generating electricity where feasible.
- Promoting inclusion and safety through design, such as incorporating Crime Prevention Through Environmental Design (CPTED) principles.

Trends Specific to Aquatics

The City of Fort Saskatchewan offers a variety of swimming programs at the Harbour Pool which includes youth swimming lessons, fitness classes and leadership programming. These programs are generally well attended and provide a quality experience for residents; however, we are seeing a shift in activity preferences. Research into the current state of aquatic programming highlighted the following trends. It is important to note that where not cited, the following trends and practices have been observed by consultants across Canada during recreation planning and designing projects and processes.

Aquatic Programming Trends

- Aquatics generally will likely experience an increased demand in the coming years including swim lessons, therapeutic programs, individual fitness, spontaneous and unstructured activities.
- As adults are living longer and remaining active longer, demand may increase for programs and activities designed for older adults such as low-impact activities, skill development programs, and more casual, social-oriented drop-in programs - all of which aquatics can accommodate.
- Affordability has been and will continue to be an important barrier hindering participation rates in recreational pursuits.
- Shifts in the labour market and the growth of temporary work presents an opportunity to support residents who cannot attend prime time programming. There are opportunities to offer programming during nonprime time schedules such as: adult swim development programs, fitness classes, wellness and post rehabilitation therapy programs.



Post pandemic participants continue to appreciate and push for communities to continue using a pool reservation system. The certainty that a participant will have space in the pool is a benefit for participants and from an operation standpoint, aquatics professionals will have more data to support operational decisions such as facility hours, programming and staff.

- <https://www.nrpa.org/parks-recreation-magazine/2021/december/post-pandemic-trends-in-aquatics/>

¹⁰ <https://www.fortsaskatchewanrecord.com/news/kidsport-to-sponsor-full-minor-hockey-registration-fees-for-low-income-families-in-2022-23-season>

Aquatic Infrastructure Trends

It is important to note that where not cited, the following trends and practices have been observed by consultants across Canada during recreation planning and designing projects and processes.

- Recreation swimmers are looking for exciting aquatic experiences such as aquatic playgrounds, lazy rivers, wave pools and surf machines that can cater to all ages and abilities.
- Competitive swimmers have high expectations for facility design and governing bodies have certain tank standards to follow. Spectator seating, timing systems, dive tanks, warm up pools and starting blocks are important when considering competition pool development.
- Pools are being designed to have multiple tanks such as areas for rehabilitations, areas for users with sensitivities to sound and light, training areas, leisure pools and hot tubs. Users expect multiuse spaces as the norm and providers need to quickly adapt.
- Pools are unique given the high levels of energy and water needed to operate in northern climates. Utilizing green building design standards (e.g., LEED) and incorporating leading edge technologies to reduce energy consumption, prevent heat loss, and lower water consumption can help to offset a pool's overall environmental impact. Renewable energy generation technologies can also be incorporated to generate electricity and to warm water.
- Many aquatic facilities in Canadian municipalities are nearing end-of-life and significant reinvestment is required to meet changing user expectations and provide quality environments for aquatic activities, preferring to go to newer or more feature-equipped facilities. Municipalities must also compete with the private sector in the form of hotels or resorts that may have newer or more attractive amenities.

Appendix 9: Community Profile

Key Takeaways

- Fort Saskatchewan is the 7th largest City within the Edmonton Metropolitan Area with a population of 27,464.
- There has been a 26% increase in the population since 2011.
- 7% of Fort Saskatchewan's population identifies as Indigenous.
- Those aged 19 years and under account for 47% of the population.
- The median age in Fort Saskatchewan is 35.8 years.
- The median household income is \$114,836 (\$95,000 after tax)
- One third of the population has completed a college or trades program.

The City of Fort Saskatchewan is located on Treaty 6 Territory and Metis Nation of Alberta Region 4, approximately 15 minutes northeast of Edmonton. Indigenous people have inhabited the land for thousands of years and continue to be a part of the community. According to the 2021 census, seven percent of Fort Saskatchewan's population identified as Indigenous. The 2021 census also identified ten percent of the population as immigrants to Canada. Of the 2,540 immigrants in Fort Saskatchewan 355 have immigrated from the Philippines.

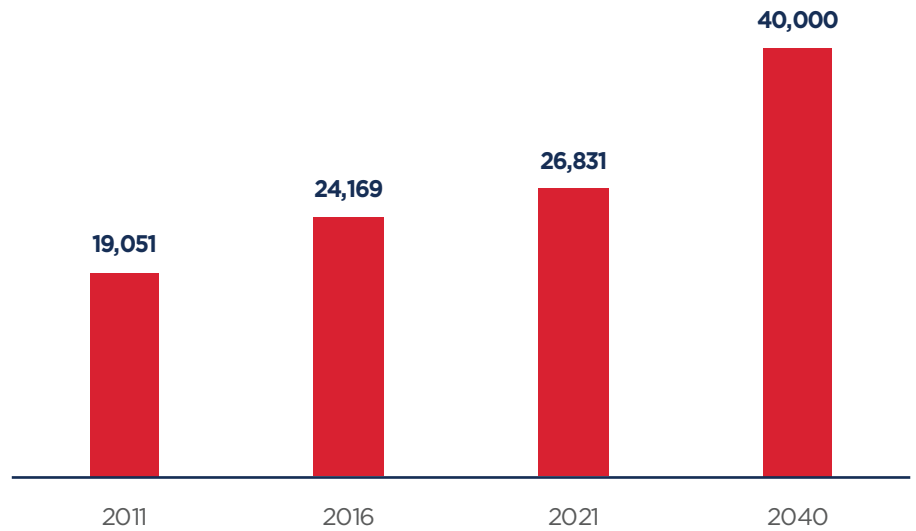
Fort Saskatchewan is the 7th largest city within the Edmonton Census Metropolitan Area and is located along the North Saskatchewan River and only 25km northeast of Edmonton with access to major highways such as the access to 16, 15 and 38. The City was founded as a North-West Mounted Police fort and currently is home to a provincial minimum / medium security correctional centre. Fort Saskatchewan was incorporated as a city in 1985.

Fort Saskatchewan hosts a variety of recreation opportunities for residents which includes a multiple purpose recreation centre (Dow Centennial Centre) that includes a NHL sized arena, fitness centre, gymnasium, performance theatre and full size banquet halls. Fort Saskatchewan is also home to the Harbour Pool, which residents rely on for a variety of aquatic programming across all ages. Additionally, there is a curling club and gymnastics facility that are run by community groups.

Population Analysis

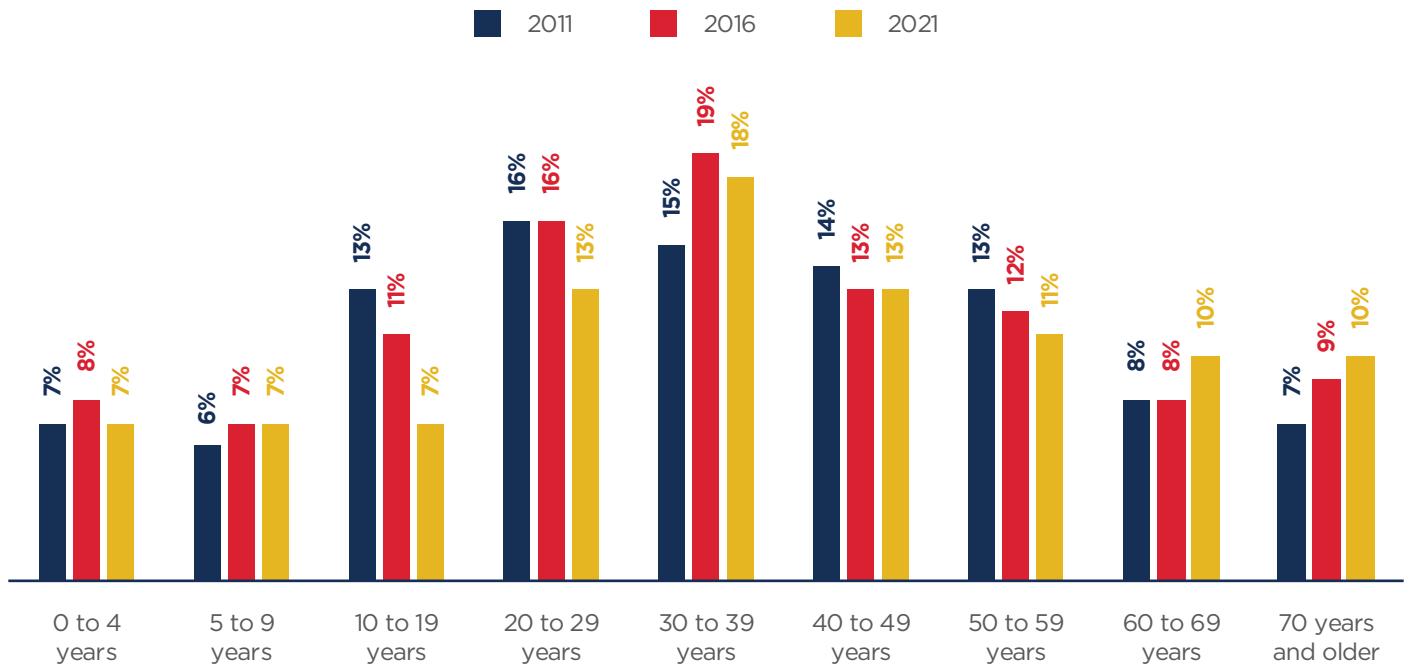
Population characteristics strongly influence demand for indoor recreation services and opportunities. The 2021 census highlighted a population of 27,464 residents¹¹. Since 2011, there has been a 26% population increase in Fort Saskatchewan, and the population is projected to exceed a population of 40,000 by 2040¹². The Municipal Development Plan states that the average population increase per year for Fort Saskatchewan is 3.7%¹³. When projecting future population growth, the City uses a 2.2% increase as they are expecting a decrease in growth percentage as the community becomes larger. Refer to the accompanying graph.

Graph 1: Population Growth



The below graph identifies the proportions of people in each age group from the three census years. While the overall population of Fort Saskatchewan is growing, we are seeing much of the growth proportionately come from those aged 30-39 years. Notably, there is consistent growth over most of the age categories, however, there has been a slight increase in the proportion of population of those aged 60 to 69 years and those aged 70 years and older in 2021.

Graph 2: Population Growth 2011-2021 by Age



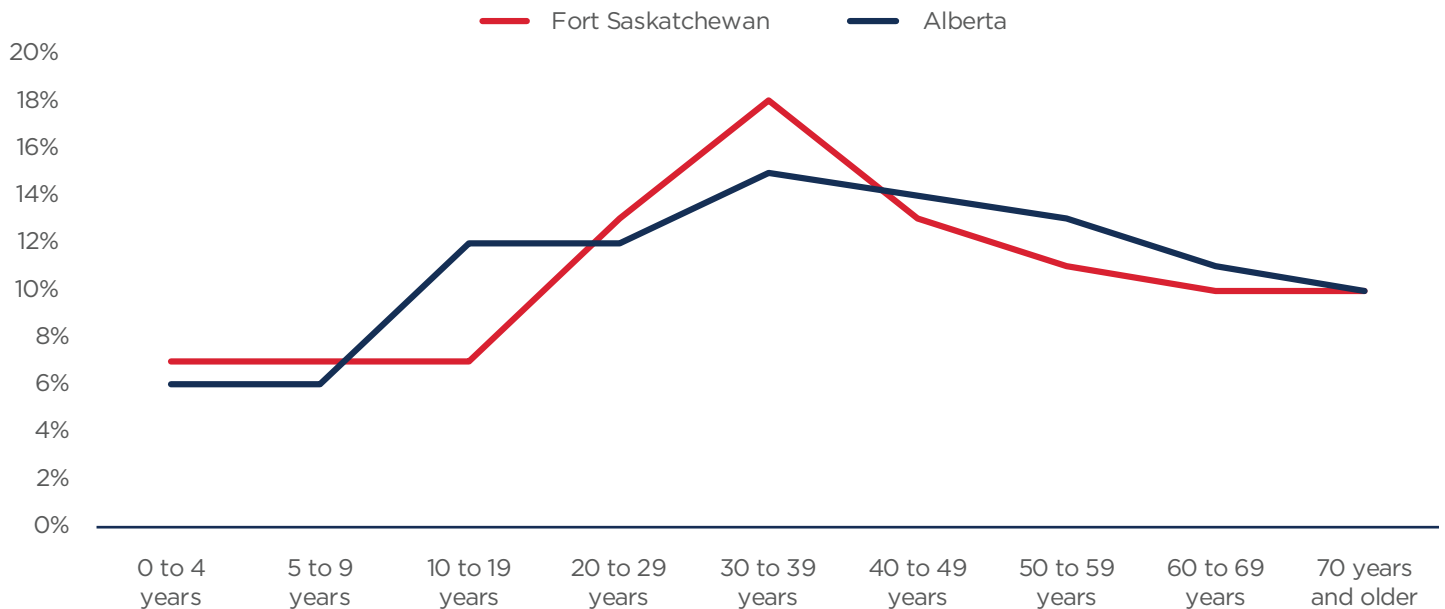
¹¹ Unless otherwise stated, all population statistics were gathered from <https://www12.statcan.gc.ca/census-recensement/2021/dp-pd/prof/details/page.cfm?LANG=E&GENDERlist=1,2,3&STATISTIClist=1&DGUIDlist=2021S05101546&HEADERlist=0&SearchText=Fort%20Saskatchewan>

¹² Environics Analytics 2022, 2017, 2027, 2032, based on data collected by Statistics Canada for the current Canadian Census.

¹³ <https://www.fortsask.ca/en/your-city-hall/resources/Documents/Report-Plans-Studies/OurFort-OurFuture-MDP.pdf>

As illustrated in the accompanying graph, the largest segment of residents are between the age of 30 to 39 years, accounting for 18% of the population growth with the average age of the City being 37.2 years. Notably, the City is close to the provincial age average that sits at 39 years. Those aged 20 to 29 (13%) and those aged 40 to 49 years (13%) account for a large portion of the population compared to the other age cohorts. It is noteworthy that Fort Saskatchewan has a lower proportion of youth aged 10-19 years (7%) than the province (12%).

Graph 3: Fort Saskatchewan Population by Age (2021)



Demographics and Diversity

The following bullets describe the diverse composition of the City. As previously mentioned, Fort Saskatchewan is seeing an increase in immigration.

- Nine percent (9%) of the population identify as a visible minority with 3% being Filipino.
- Since 2016, there has been a 2.5 % increase in visible minorities in the community.
- Seven percent (7%) of the population identify as Indigenous with the largest proportion of Indigenous people being Métis.

Housing and Family

The following bullets describe Fort Saskatchewan’s housing indicators and household composition. It is important to understand and identify these segments to ensure recreation opportunities are evenly distributed throughout the community.

- Approximately half (49%) of households have two people living in the home.
- The average size of a family home is 2.9 people.
- 18% of the population is single and 9% of single people in Fort Saskatchewan live alone.
- On average, there is 1 child per household.

Household Incomes

The following bullets describe the average and median incomes in Fort Saskatchewan compared to the province. These indicators could help identify the need for recreation subsidy programs.

- The average household income in Fort Saskatchewan is \$138,724.
- The median household income is \$114,836, however, the median after tax income is \$95,000.
 - » Notably, the median income for households in Alberta is \$83,000¹⁴ after tax.
- The median total income for one person households in Fort Saskatchewan is \$59,200.

Education and Employment

The following bullets describe the workforce and education composition in Fort Saskatchewan.

- The largest proportion of the population works in trades, transport and equipment related occupations (14%).
- 16% of the population has completed a college, CGEP or non university certificate or diploma.
 - » The provincial figure for college, CGEP or a non university certificate or diploma is 22%.
- Approximately one third (30%) of the population in Fort Saskatchewan has completed a secondary (high) school diploma.
 - » The provincial figure for secondary (high) school completion is 25%.

All facets of the population benefit from access to recreation opportunities. Some, however, can benefit more than others. Some benefits of recreation to these populations can include, developing positive socialization skills, becoming acclimated with a new community or country and can improve quality of life. Generally, the populations that can benefit most from access to recreation can be described as (sources: ESRI Business Analyst, 2022 - <https://www.esri.ca/en-ca/products/geo-enabled-products/arcgis-business-analyst/overview> and Statistics Canada, 2021):

- Youth (14.0% of total population)
- Lone parent families (13.0%)
- Seniors (12.8%)
- Recent immigrants (9.5%)
- Indigenous peoples (5.6%)
- Visible minorities (9.0%)
- No higher (college, trade or university) education (56.1%)
- Median income (\$114,836) vs. Average income (\$138,724)
- Unemployed (7.8%)

When these characteristics are overlayed and considered with the total population today and into the future, the map highlights areas in the city that are considered most suitable for recreation amenities and facilities. The areas in the map that are labelled “very high” indicate those areas with higher ratings for the previously mentioned descriptors.

LEGEND

Fort Saskatchewan City Boundary

Edmonton City Boundary

Waterbody

Highway

Local Road

Dow Centennial Centre

Harbour Pool

Jubilee Recreation Centre

Sportsplex Arena

Population Demographic Equity Model:

Very Low

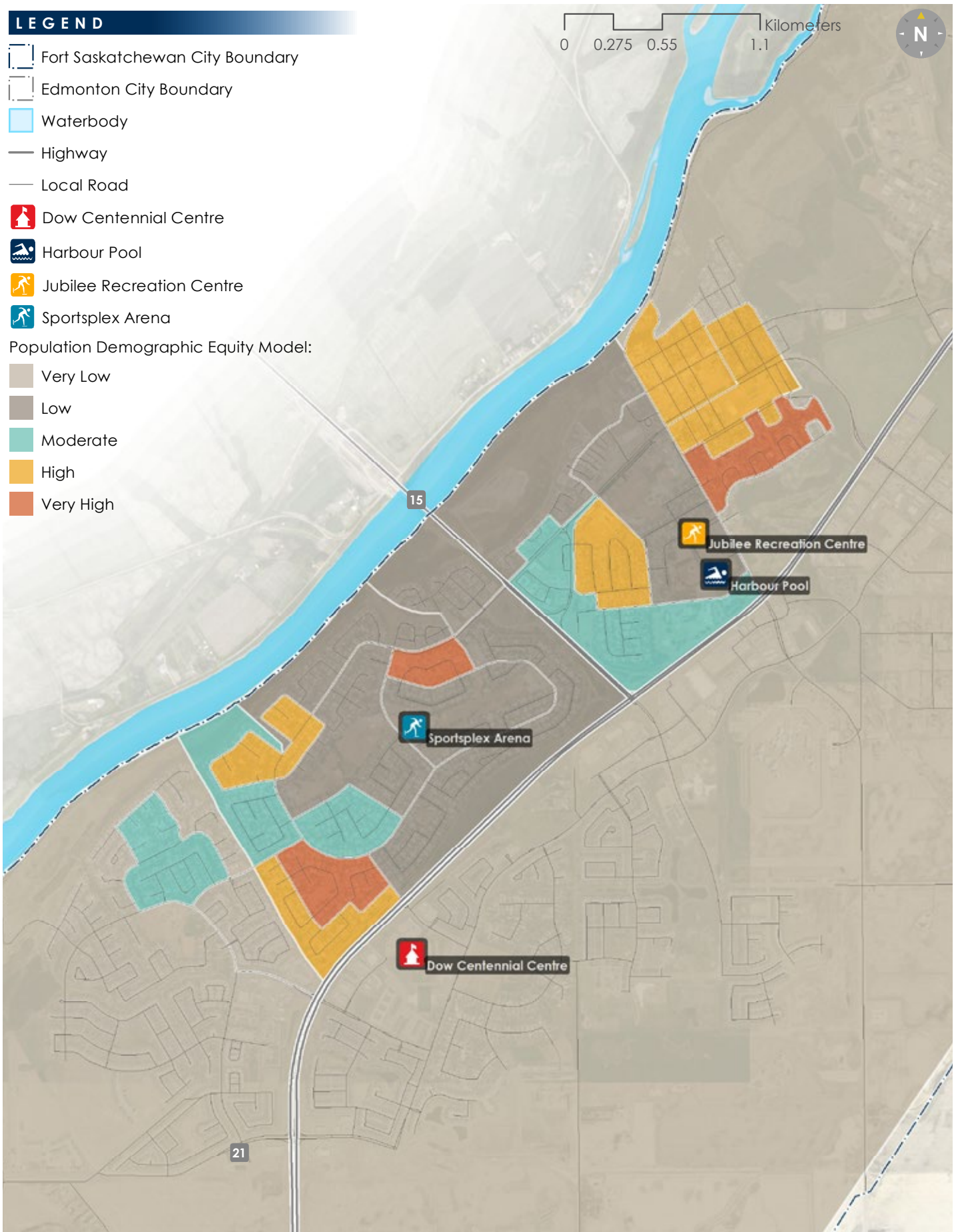
Low

Moderate

High

Very High

0 0.275 0.55 1.1 Kilometers



Appendix 10: Regional Inventory

Key Takeaways

- Due to the location of Fort Saskatchewan, residents have an array of recreation opportunities available to them in the Edmonton Metropolitan Area.
- There are 13 indoor recreation facilities within 30km of Fort Saskatchewan.

There is a large inventory of regional indoor recreation facilities, specifically those that include a fitness centre, indoor pool and arenas. City amenities provide value and opportunities to regional residents, and vice versa; whereas regional recreation assets provide benefit to City residents. The table below lists assets identified across the Edmonton Metropolitan area.



Facility	Aquatic Amenities	Other Amenities	Distance
Beaumont, AB			
Beaumont Sport and Recreation Centre	<ul style="list-style-type: none"> • 25m pool with starting blocks • Separate leisure pool (0 depth entry) • Slide • Whirlpool • Steam Room • Party/meeting room 	<ul style="list-style-type: none"> • Multi-purpose facility with an NHL sized arena, climbing wall, exercise room, fieldhouse, gymnasium, meeting rooms. 	50km
Devon, AB			
Devon Community Centre	<ul style="list-style-type: none"> • N/A 	<ul style="list-style-type: none"> • Community centre • Commercial kitchen • Multi purpose room rentals 	71km
Dale Fisher Arena	<ul style="list-style-type: none"> • N/A 	<ul style="list-style-type: none"> • Single ice surface 	71km
Edmonton, AB			
Bonnie Doon Leisure Centre	<ul style="list-style-type: none"> • 25m pool (8 lanes with starting blocks) • Separate Whirlpool • Steam Room • Sauna • Slide • Swing Rope • Spectator Seating • Mens, Womens and Inclusive Change rooms • Sundeck 	<ul style="list-style-type: none"> • Outdoor Track • Outdoor Tennis Courts 	36km
Central Lions Recreation Centre	<ul style="list-style-type: none"> • N/A 	<ul style="list-style-type: none"> • Fitness Centre • Gymnasium • Pickleball • Badminton Courts. 	36km
Clareview Community Recreation Centre	<ul style="list-style-type: none"> • 25m pool (8 lanes) • Separate Tot Pool • Separate Whirlpool • 5m Dive Platform • Lazy river with spray features • Springboards • Waterslide • Steam room • Spectator seating • Change rooms 	<ul style="list-style-type: none"> • Olympic and NHL ice pads with • Spectator seating (Rink A - 600, Rink B - 150) • 4 dressing rooms per pad • Designated figure skating dressing room • Designated warm-up area • Skate sharpening pro shop • 7 multi-purpose rooms • Meeting spaces • Fitness Centre (fitness studio, weight room) • Indoor walking/jogging track • Lockers • Spectator seating 	22km

Facility	Aquatic Amenities	Other Amenities	Distance
Commonwealth Community Recreation Centre	<ul style="list-style-type: none"> • 25m pool (4 lanes) • Waterslide • Aquatic climbing wall • Separate leisure pool with spray features • Separate whirlpool • Steam room 	<ul style="list-style-type: none"> • Fitness centre (Cardio, weight, stretching areas, 2 studios, spin studio, Olympic lifting platforms and bumper plates) • Gymnasium / Fieldhouse • Walking track • Multiple meeting spaces 	27km
Confederation Leisure Centre	<ul style="list-style-type: none"> • 25m pool (6 lanes) • Separate Whirlpool • Steam room • Dive tank • Diving boards (1m & 3m) • Slide • Swing rope • Climbing rope • Mens, womens and inclusive change rooms • Meeting rooms • Lockers 	<ul style="list-style-type: none"> • Indoor ice arena (190 ft x 85 ft) • Seating for 900 plus 200 standing room • 4 dressing rooms • 1 shower per 2 dressing rooms • Designated warm up area • Spectator seating 	44km
Dr. Anne Anderson School and Community Centre	<ul style="list-style-type: none"> • N/A 	<ul style="list-style-type: none"> • Shared space (attached to a school) • 200m indoor track • Fitness centre • Spin Bikes • Yoga and dance studio • Change rooms and washrooms 	52km
Eastglen Leisure Centre	<ul style="list-style-type: none"> • 25m gradual depth pool • Whirlpool (separate from 25m pool) • Steam room • Slide (shallow and deep) • Pool toys • Men's, women's and inclusive change rooms 	<ul style="list-style-type: none"> • Outdoor sundeck • Meeting rooms 	30km
Grand Trunk Fitness and Leisure Centre	<ul style="list-style-type: none"> • 25m gradual depth swimming pool • Shallow water family area • Whirlpool • Steam room • Waterslide • Pool toys • Men's, women's and inclusive change rooms 	<ul style="list-style-type: none"> • Fitness centre (stretching area) • Massage services • Boardrooms • Arena (200 ft x 85 ft) with separate entrance • Seating for 350 plus 100 standing room • 4 dressing rooms • 2 showers per 2 dressing rooms • Designated warm up area 	29km

Facility	Aquatic Amenities	Other Amenities	Distance
Hardisty Leisure Centre	<ul style="list-style-type: none"> • 25m pool (6 lanes) • Separate Whirlpool • Steam room • Sauna • Slide • Swing rope • Spectator seating • Men's, Women's and inclusive change rooms 	<ul style="list-style-type: none"> • Fitness Centre 	28km
Jasper Place Leisure Centre	<ul style="list-style-type: none"> • 23m pool (6 lanes) • Shallow warm water teach pool • Steam room • Diving board (1m, 3., 5m) • Waterslide • Swing rope • Pool toys • Men's Women's and inclusive change rooms 	<ul style="list-style-type: none"> • Meeting rooms • Sundeck • Lockers in the lobby 	46km
Kinsmen Sports Centre	<ul style="list-style-type: none"> • 50m competition pool (10 lanes x 50m or 20 lanes x 25m format) • 50m training pool • Deep tank • Diving boards (1m or 3m) • Hot tub • Platform's (3m, 5m, 7.5m, 10m) • Sauna • Change rooms • Home to 11 aquatic clubs in Edmonton 	<ul style="list-style-type: none"> • Functional training centre (cardio area, weight area, TRX, spin studio) • Two training studios • Two running tracks (200m and 250m) • Meeting rooms • Outdoor pool • Wifi • Massage therapy 	36km
Londonderry Leisure Centre	<ul style="list-style-type: none"> • All aquatic amenities are connected. • 25m gradual depth swimming pool • Whirlpool • Teach pool • Steam room • Sauna • Waterslide • Kids slide • Pool toys • Men's, Women's and inclusive change rooms • Pool lift 	<ul style="list-style-type: none"> • NHL sized arena (200 ft x 85 ft) • Seating for 450 plus 74 standing • 4 dressing rooms • 1 shower per 2 dressing rooms • Designated warm up area • Fitness Centre • Studio • Personal training • Indoor ice arena with spectator seating • Meeting rooms • Sundeck 	22km

Facility	Aquatic Amenities	Other Amenities	Distance
The Meadows Recreation Centre	<ul style="list-style-type: none"> • 25m pool (10 lanes) • Leisure pool • 5m dive platform • 1m and 3m springboards • Waterslide • Whirlpool • Steam room • Spectator seating • Change rooms 	<ul style="list-style-type: none"> • Fitness centre (cardio, fitness studios, olympic lifting studio, free weight equipment, functional training centre) • Walking/running track (235m) • NHL sized twin arena (200 ft x 85 ft) • Seating for 250 • 4 dressing rooms per rink • 6 showers per dressing room 	36km
Mill Woods Recreation Centre	<ul style="list-style-type: none"> • 45m pool with waves • Separate Whirlpool • Separate warm water teach pool • Sauna • Dive tank • Diving boards (1m) • Waterslide • Slides • Pool toys • Zero depth edge • Men's, Women's and inclusive change rooms 	<ul style="list-style-type: none"> • Two NHL sized arena (200 ft x 85 ft) • Seating for 300 plus 200 standing • 4 dressing rooms • 6 showers per dressing room • Fitness centre • Personal training • Board room / tournament room • Large multi purpose room • Wifi 	42km
O'Leary Leisure Centre	<ul style="list-style-type: none"> • 25m gradual depth pool • Separate Whirlpool • Separate Shallow water teach pool • Water spray features • Steam room • Dive tank (3.93m) • Diving boards (1m, 3m and 5m) • Waterslide • Swing rope • Pool toys • Men's, Women's and inclusive change rooms 	<ul style="list-style-type: none"> • Fitness centre • Meeting rooms • Indoor play space • Sundeck 	25km
St. Francis Xavier Sports Centre	<ul style="list-style-type: none"> • N/A 	<ul style="list-style-type: none"> • Indoor walking/running track (180m) • Fitness centre • Gymnasium • Change rooms and washroom • Spectator seating 	46km

Facility	Aquatic Amenities	Other Amenities	Distance
Terwillegar Community Recreation Centre	<ul style="list-style-type: none"> • 53m pool (8 lanes) • 1m, 3m and 5m diving board • Spray features • Separate Whirlpool • Separate Lazy river • Waterslide • Separate tot pool with ramp access • Steam room 	<ul style="list-style-type: none"> • 4 NHL arenas (200ft by 85 ft) • 20 dressing rooms • 710 spectators in Rink 1, 200-260 spectators for other three rinks • Three tournament rooms • Three multi purpose rooms • Skate sharpening • Fitness Centre • Two studios • 206m indoor walking / jogging track 	50km
Leduc County			
Leduc Recreation Centre	<ul style="list-style-type: none"> • 25m pool (6 lanes) • Diving blocks • Rope swing • Climbing wall • Leisure pool with spray features • Tot pool • Waterslide • Hot tub • Steam room • Men's, Women's and universal change rooms • Lockers 	<ul style="list-style-type: none"> • Arena • Fieldhouse • Meeting rooms • Fitness Centre (cardio equipment, strength training, functional training equipment, rest and recovery studio) • Indoor Track (175m - 300m) 	67km
Morinville, AB			
Morinville Leisure Centre	<ul style="list-style-type: none"> • N/A 	<ul style="list-style-type: none"> • NHL sized arena (200ft x 85ft) • Spectator seating for 427 • Four dressing rooms and two referee rooms • 200m walking/running track • Fitness centre (cardio, free weights, cable machines) • Two multi purpose rooms 	37km
Parkland County, AB			
Entwistle Community Recreation Centre	<ul style="list-style-type: none"> • N/A 	<ul style="list-style-type: none"> • Outdoor pool • Multipurpose rooms 	128km
Enoch Community Centre	<ul style="list-style-type: none"> • N/A 	<ul style="list-style-type: none"> • Arena • Gymnasium • Multi purpose / hall rentals • Board room • Fitness Centre 	54km

Facility	Aquatic Amenities	Other Amenities	Distance
St. Albert, AB			
Servus Credit Union Place	<ul style="list-style-type: none"> • Gradual depth teach pool • Tot pool • Whirlpool • Spray features • Two water slides 	<ul style="list-style-type: none"> • Three NHL sized arenas (200ft x 85 ft) • Seating for 2,023 (Go auto arena) • Leisure ice • Fitness centre (cardio, studio space, strength training) • 270m running / walking track 	32km
Fountain Park Recreation Centre	<ul style="list-style-type: none"> • 25m pool (8 lanes) • Separate tot pool • Separate whirlpool • Spray features • Climbing wall • Waterslide • Multipurpose rooms • Sauna • Steam room 	<ul style="list-style-type: none"> • Multi purpose rooms • Café • Pre-School playground • Squash, racquetball court 	33km
Strathcona County			
Millennium Place	<ul style="list-style-type: none"> • 25m pool (10 lanes) • Separate wave pool, lazy river and water playground • Separate whirlpool • Steam room • Sauna 	<ul style="list-style-type: none"> • Twin NHL sized arenas 200 ft x 85ft) • 235m running / walking track • Fitness centre (functional training area, Olympic lifting platforms, squat racks, cardio, free weights and more) • Youth lounge • Indoor play space • Child minding services 	21km
Emerald Hills Leisure Complex (Leisure centre was built in partnership with the Elk Island Catholic School and is connected to the Archbishop Jordan High School)	<ul style="list-style-type: none"> • 25m lap pool (6 lanes) • 4 lane 25m adjustable depth warm pool • Separate Teach pool • Separate Whirlpool • Steam room • Family change facilities 	<ul style="list-style-type: none"> • Aquatic facility only 	18km
Ardrossan Recreation Complex	<ul style="list-style-type: none"> • N/A 	<ul style="list-style-type: none"> • Twin arenas • Fitness centre (cardio, weight machines, stretching areas, outdoor workout area) • Youth lounge 	24km

Facility	Aquatic Amenities	Other Amenities	Distance
Kinsmen Leisure Centre	<ul style="list-style-type: none"> • 25m pool • 1m and 3m diving boards • Waterslide • Hot tub • Steam room • Teach pool • Universal change facilities 	<ul style="list-style-type: none"> • Indoor child's playground • Meeting rooms 	24km
Glen Allen Recreation Complex	<ul style="list-style-type: none"> • Whirlpool • Sauna 	<ul style="list-style-type: none"> • Arena • Fitness Centre • Curling rink • Racquet courts • Group fitness studio 	22km
Sherwood Park Arena Sports Centre & Shell	<ul style="list-style-type: none"> • N/A 	<ul style="list-style-type: none"> • Twin arena with 8 dressing rooms, meeting rooms • Two meeting rooms 	24 km
Sturgeon County			
Edmonton Garrison Fitness Centre	<ul style="list-style-type: none"> • N/A 	<ul style="list-style-type: none"> • Twin Arena • Fitness Centre 	23km
Spruce Grove			
Trans Alta Tri-Leisure Centre	<ul style="list-style-type: none"> • 25m pool (10 lanes) • Separate teach pool with gradual entry, and spray features. • Water park • Slide • Whirlpool • Change rooms 	<ul style="list-style-type: none"> • Twin NHL Sized Arenas • Leisure Ice • Fitness Centre • 224m running / walking track • Indoor child playground 	59km
Redwater			
Redwater Swimming Pool	<ul style="list-style-type: none"> • 25m outdoor pool 	<ul style="list-style-type: none"> • N/A 	37km
Pembina Place	<ul style="list-style-type: none"> • N/A 	<ul style="list-style-type: none"> • Arena • 6 dressing rooms • Curling rink 	37 km

Other arenas north and east of Fort Saskatchewan:

- Josephburg (11 km)
- Bon Accord (28 km)
- Bruderheim (25 km)
- Lamont (32 km)

The below tables identify a summary of the *municipally* provided indoor recreation amenities in the Edmonton Metropolitan Area.

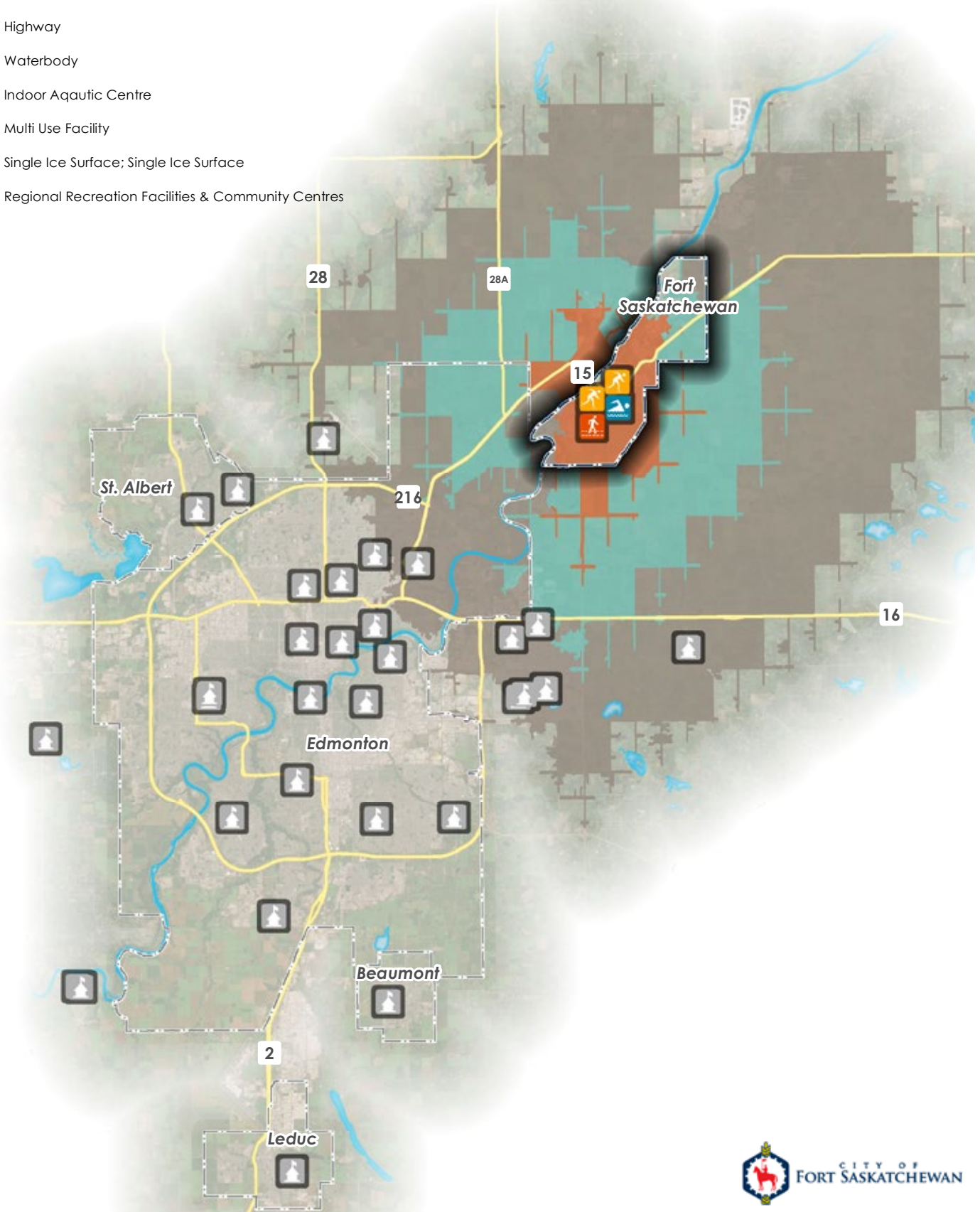
Type of Facility	Amount
Arena Sheets	35
Indoor Soccer Fields	1
Fieldhouse / Gymnasiums	8
Fitness Centres	6
Leisure Aquatics	22
Rectangular Tanks	16
Outdoor Pool	6

**The above leisure aquatics and rectangular tanks may be located in the same facility*

The following map identifies indoor recreation opportunities within a 10, 15 and 20 minute drive from Fort Saskatchewan. The grey portion represents a 20 minute drive, the blue section identifies a 15 minutes drive and the orange section identifies a 10 minute drive. As illustrated in the map, there are 9 recreation opportunities within a 20 minute drive available to residents of Fort Saskatchewan.

LEGEND

- Fort Saskatchewan City Boundary
- City Boundary
- Highway
- Waterbody
- Indoor Aquatic Centre
- Multi Use Facility
- Single Ice Surface; Single Ice Surface
- Regional Recreation Facilities & Community Centres



Appendix 11: Comparable Research

Key Takeaways

- Fort Saskatchewan is average as it relates to provision of most in-scope amenities
- All municipalities have cost recovery targets in place for some aspects of service delivery.
- Prime time hours differ from facility to facility but average between 4pm – 10pm.
- Prime time utilization is on average the highest percentage of utilized hours.
- Spontaneous drop in programming is generally scheduled around user groups/private bookings. Open swim is generally available all day in most communities.
- The majority of municipalities have a joint use agreement in place with school boards.
- None of the municipalities have re-purposed an outdated aquatic space.

Benchmarking research was conducted to compare indoor recreation infrastructure provision in Fort Saskatchewan to other municipalities of similar size in Alberta (as well a nearby municipality was included). Comparing municipalities must be done strategically as all communities are unique in their own way. The research does provide a general picture as to how Fort Saskatchewan compares to other municipalities in terms of what is provided to residents for recreation infrastructure. Working with the project steering committee, five different municipalities were selected for comparison. These municipalities were selected due to their similar population to Fort Saskatchewan, along with their proximity to larger cities. It is important to note that, while some municipalities chosen may have higher populations comparing to them could provide insight into the future of how Fort Saskatchewan may plan to provide these services. The municipalities included were:

- Strathcona County (98,044)
- City of Leduc (29,993)
- Town of Cochrane (34,467)
- Town of Okotoks (28,881)
- City of Mission (38,833)

Infrastructure Provision

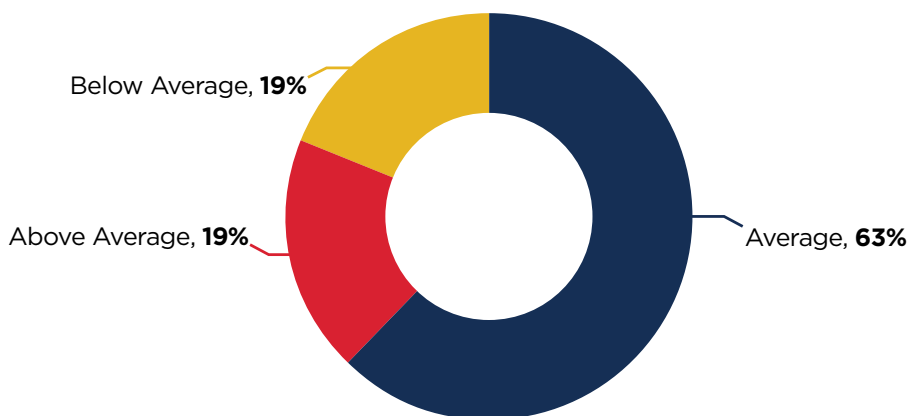
The accompanying table displays the number of similar indoor recreation amenities and facilities to other communities. All data has been gathered from online sources, with three municipalities verifying the data. When referring to the below table, a green square identifies Fort Saskatchewan as above average, yellow identifies average and red identifies below average.

Amenity-Facility	Strathcona County	City of Leduc	Town of Cochrane	Town of Okotoks	City of Mission, BC	Average	Fort Saskatchewan	Amenity Provision
Population	98,044	29,993	34,467	28,881	38,833		26,831	
25m pools (# lanes)	3	1	1	1	1	1	1	26,831
50m pools (# lanes)	0	0	0	0	0	0	0	0
Arena sheets	11	4	4	3	1	5	3	8,943
Fitness centre / weight room	3	1	1	1	1	1	1	26,831
Indoor walking track	2	1	1	1	0	1	1	26,831
Leisure aquatics (# facilities)	3	1	1	1	1	1	1	26,831
Aquatic program rooms	1	1	0	0	0	0.4	1	26,831
Aquatic Centre	3	1	1	1	1	1	1	26,831
# of water slides	1	1	2	0	1	1	0	0
# hot tubs	2	2	1	1	0	1	1	26,831
Lazy river	1	0	1	0	0	0.4	0	0
Tot pool / wading pool	2	1	1	1	1	1	1	26,831
Spray features	1	1	1	1	1	1	1	26,831
Multipurpose program rooms (in municipal facilities)	1	12	2	1	4	4	5	5,366

Note: all aquatic facilities examined have a separate leisure tank from the other amenities.

As illustrated in the graph, Fort Saskatchewan is average or above average for amenity provision in 13 of the 14 amenity categories researched. Fort Saskatchewan is below average in only 1 categories: number of water slides.

Graph 4: Amenity Provision



Policy and Procedure

Policy and procedure practices were also examined through bench marking research. Interviews and research were conducted with staff in four of the municipalities included in this benchmarking exercise.

- City of Leduc
- Town of Cochrane
- Town of Okotoks
- Strathcona County (information was gathered using secondary sources)

The table below outlines some findings on the policy benchmarking. Note: the Town of Cochrane's recreation facility is run by a non-profit group, therefore their cost recovery and budget answers will differ from a municipally run facility.

Policy	City of Leduc	Town of Cochrane	Town of Okotoks	Strathcona County	Fort Saskatchewan
What cost recovery targets are in place for arenas, aquatics and gym/fieldhouses?	There is an operational cost recovery target in place for the entire facility. The only amenity/service that is being tied to cost recovery is regarding programs and child minding which is at 15-25%.	There is an 85% cost recovery through sport partners and advertising.	The Town aims for a 35-65% cost recovery for all programs and facilities.	A 68% cost recovery is attained per the 2019 recreation infrastructure plan.	<p>The current cost recovery according to our Priority Based Budgeting is:</p> <p>Arena* Dry: 21%</p> <p>Arena* Ice: 47%</p> <p>Pool (Harbour Pool): 18-37%</p> <p>Gym (ATCO Gymnasium): 36-39%</p> <p>Indoor boarded soccer field(Nutrien Indoor Soccer Field) 77%</p> <p><i>*Sherritt-CEP Arena, Sportsplex Arena, Jubilee Recreation Centre Arena)</i></p>

All communities have cost recovery targets in place for their facilities; however, they have not implemented cost recovery targets for specific amenities.

Policy	City of Leduc	Town of Cochrane	Town of Okotoks	Strathcona County	Fort Saskatchewan
What cost recovery targets are in place for fitness facilities?	No targets are set.	No targets are set.	The fitness centre is owned by a private entity therefore cost recovery targets are unknown.	No targets are set.	No targets are set.

No targets have been set for fitness facilities in any communities researched.

Policy	City of Leduc	Town of Cochrane	Town of Okotoks	Strathcona County	Fort Saskatchewan
How many fitness memberships were sold in 2021? Does your facility offer fitness classes?	<p>2022 Leduc Recreation Centre annual memberships - 3491 (this includes free membership categories for wellness initiatives)</p> <p>Free 8s & 9s, senior active afternoons, (75+) Yes.</p> <p>We offer drop-in and registered fitness classes.</p>	<p>80 classes fitness classes are offered at Spray Lakes Sawmills Family Centre.</p> <p>Facility wide memberships that include access to all amenities.</p> <p>Currently hold 8,000 memberships.</p>	<p>2146 - passes sold options include 1 & 3 month, annual and promotional passes.</p> <p>476 - 10x passes were also sold</p>	<p>14% of the population had a millennium card in 2019. They average 1,731 daily visits. Millennium place accounted for 72% of all fitness visits in 2019.</p>	<p>2022 Memberships sold:</p> <p>Harbour Pool only: 897</p> <p>DCC only: 7159</p> <p>Multi-Facility: 1,252</p> <p>2019 Memberships:</p> <p>Harbour Pool only: 1,040</p> <p>DCC only: 9,421</p> <p>Multi-Facility: 1,589</p>

Each municipality researched offers a variety of memberships to the community, however each membership has all inclusive access to the amenities in each facility.

Policy	City of Leduc	Town of Cochrane	Town of Okotoks	Strathcona County	Fort Saskatchewan
How many hours per week is allocated to spontaneous drop in programming?	Information not available.	<p>Arenas are not available often for spontaneous drop in programming. Nothing available during the weeknight, sometimes available on the weekends. 15% of time in gymnasiums is blocked off for the community.</p>	<p>Annually average approximately 380 hours per week of drop in. Not including outdoor recreation.</p>	Information not available.	<p>Harbour Pool: This varies depending on the season, but an average of 55 hours per week is available for spontaneous use activities.</p> <p>DCC: Some amenities at the DCC are available for spontaneous use during all operating hours.</p>

Spontaneous drop in programming is generally based around user group / private bookings.

Policy	City of Leduc	Town of Cochrane	Town of Okotoks	Strathcona County	Fort Saskatchewan
What proportion of time is allocated to drop in vs scheduled programming for arenas?	Averaging in fall/winter in 4 arenas. 35 hours drop-in total, 13.5 of which is during Prime Time.	Information not available.	We have a designed Leisure ice that is dedicated to drop in skating 76 hrs per week and 92% of open hours. 14 hrs of arena ice is dedicated to drop in. Approx 271 hrs per week (Oct - Mar) is booked by user groups or 95%	Information not available.	DCC Arena: 120 hours per month average for drop in programs in almost exclusively non-prime hours. Accounts for 23% of total available hours. Average 6 hours per month at SPX, zero hours at JRC.

One community has a leisure ice surface that is dedicated to drop in skating which boasts their ability to provide spontaneous activities. Other communities' book spontaneous use around user group bookings.

Policy	City of Leduc	Town of Cochrane	Town of Okotoks	Strathcona County	Fort Saskatchewan
What proportion of time is allocated to drop in vs scheduled programming for aquatics facilities?	Pool is programmed to allow for both programmed and drop-in access. Only exception is 20 hours/week where drop-in is restricted during lessons and sport group bookings. Probably best to view our pool schedule on line for understanding. https://www.leduc.ca/cityguide	Swim lessons are run during the day and they occupy the entire pool from 4pm - 8pm at night. 2/3 of the time on weekends for family swim.	Annually they average 50% of pool time for drop in, 27% for lessons, and 22% for user groups.	Information not available.	Harbour Pool: Drop in: 55% Scheduled programming: 27% Bookings: 18%

Open swim is generally available all day in most communities.

Policy	City of Leduc	Town of Cochrane	Town of Okotoks	Strathcona County	Fort Saskatchewan
What proportion of time is allocated to drop in vs scheduled programming for fitness facilities?	Fall, winter, spring - average of 30 hours/ week of drop-in fitness programs, compared to 20 hours/week of registered fitness programs.	Information not available.	Annually they average approximately 15 hours per week to scheduled drop in classes. The fitness centre is open 98.5 hrs per week.	Information not available.	Fitness & Wellness Programs: Drop In Classes - 2019 - 117hrs* 2022 - 64hrs Registered Classes - 2019 - 276hrs 2022 - 80 hrs

Communities average between 15-300 hours a week of drop in fitness programming.

**Does not reflect classes canceled*

Policy	City of Leduc	Town of Cochrane	Town of Okotoks	Strathcona County	Fort Saskatchewan
Do you account for facility / capital replacement in operating budgets?	No	Account for operating loss and amortization, They exclude donations or grants.	No	Information not available.	Yes - through reserve funds in the operational budget (these include both operational and capital replacements). Some GLs include annual replacement funds for equipment or materials

Of the four communities researched, none of them account for capital replacement in their operating budget. Due to the unique nature of the Spray Lake Recreation Centre, they account for operating loss and amortization.

Policy	City of Leduc	Town of Cochrane	Town of Okotoks	Strathcona County	Fort Saskatchewan
How much do you set aside annually for facility / capital replacement?	Capital - annual averages. <ul style="list-style-type: none"> • \$50k general facility, sports equipment. • \$50k aquatics • \$50k spray features • \$100k fitness equipment. 	The currently target is 1.5 - 1.6 million in capital.	Depends on life cycle and needs assessments.	Information not available.	This varies from year to year based on reserve fundings and lifecycle.
This varies based on community, some depend on lifecycle and others have between \$50k - \$1 million set aside annually.					

Policy	City of Leduc	Town of Cochrane	Town of Okotoks	Strathcona County	Fort Saskatchewan
Has your municipality considered repurposing an outdated aquatic space? If yes, what amenities were considered?	No. Significant reinvestment to outdoor pool instead of demolishing.	The old pool was demolished. No other plans in place.	There have been conceptual designs for an expansion and revitalization including a leisure pool with lazy river, water slides and therapeutic spa. We also have conceptual designs for an outdoor pool.	No	To date we have not discussed repurposing the outdated space in any details. The 2008 master plan does discuss the potential to make it an outdoor pool, however, there was no engineering studies, etc
None of the municipalities have re-posed an outdate aquatic space.					

Appendix 12: 2023 Facility Condition Overview

Key Takeaways

- The City has four indoor facilities that provide in-scope amenities.
- These facilities were built between 1965 and 2004 and require ongoing investment to be sustained. Some have undergone major renovations.

The following table provides a high-level overview of the current state of existing recreation facilities that house in-scope amenities. This information has been generated through review of existing assessment reports and research conducted during the development of this study.

Facility	Amenities	Current state	Commentary	Expected major investment timeline
Dow Centennial Centre	Arena Fitness Walking track	Requires regular investment but nothing significant (>\$2M) on the short to mid term horizon	City's most modern facility, constructed in 2004. Well maintained and meets community demand. Heart of a developing indoor and outdoor recreation destination site. Able to accommodate facility expansion.	Mid-long term
Harbour Pool	Leisure aquatics Program aquatics	Requires short term investment (\$14.8-\$19.5M) to maintain current service level	Constructed in 1982. Well maintained and meets some community demand. Significant functional limitations related to program area, accessibility and environmental efficiency.	Short-term
Jubilee Recreation Centre	Arena	Requires short term investment (\$16.5M) to meet modern user expectations	Constructed in 1965. It is the city's premier area with seating for 1,000+ spectators. Functional limitations related to accessibility and environmental efficiency. Functional enhancement planning underway in 2023 with construction expected to begin in 2023 and completed in 2025.	Short-term
Sportsplex Arena	Arena	Requires regular investment but nothing significant (>\$2M) on the short to mid term horizon	Constructed in 1975. Well maintained and meets community demand. Recent functional upgrades completed in 2012.	Mid-long term

Appendix 13: Functional Assessment of the Harbour Pool

Key Takeaways

- A functional assessment of the Harbour Pool was conducted by the consulting team in 2022.
- It utilized the seven aquatics activity types as a reference for the assessment and concluded there are functional deficiencies in the facility.

Seven indoor aquatics facility activities:

1. Recreational and leisure swimming
2. Skill development
3. Fitness swimming
4. Sport training
5. Special events
6. Therapy and rehabilitation
7. Leadership training

Because of the importance of aquatics to municipalities and because of the interest and attention aquatics has received in Fort Saskatchewan, a functional assessment of the current facility was conducted as part of this study process. This functional assessment of the Harbour Pool references seven different activity types that occur in public pools. These activity types are explained in Appendix 6.

The following tables includes observations¹⁵ related to both the natatorium (wet) and support (dry) spaces from a functional programming perspective. Also included in the table are considerations related to the seven desired activity types and their accommodation in the facility. Note, the functions are categorized as leisure, program, or other categories.

Functionality of the current natatorium	Potential enhancements to the natatorium
<p>Leisure (activity types: recreation and leisure, skill development)</p> <ul style="list-style-type: none"> • From a leisure perspective the current natatorium does offer a zero-depth entry, warmer water, and some minor leisure amenities / toys. It also includes a warm tot pool and a hot tub which serves a leisure purpose. • The major leisure deficiencies / issues with the current pool, major leisure amenities, and a lack of contemporary spray features. The shared use between leisure and program in the same tank also is problematic due to potential user conflict and the inability, in some cases, to accommodate various activities at the same time thereby enhancing utilization of the entire natatorium increasing overall participation. 	<ul style="list-style-type: none"> • Separate zero depth entry leisure tank • Waterslide(s)
<p>Program (activity types: sport training, special events, fitness, skill development)</p> <ul style="list-style-type: none"> • From a program perspective the existing 6 lane configuration and the length limit activity that can occur. The 6 lanes do not provide minimum requirements for some competitions and do not enable the flexibility of having lane swimming and sport training to occur simultaneously. • The shared tank configuration, the deck height, and the current configuration limit the ability to offer swim lessons as well as hosting special events and competitions. • Having only one tank with the capability of facilitating fitness swimming, sport training, event hosting and leisure greatly limits the multi-use capability of the natatorium. 	<ul style="list-style-type: none"> • Separate 8/10 lane 25M tank • Spectator seating • Competition hosting amenities / characteristics (tank length, scoreboard, etc.)

¹⁵ The expertise and experience of the consulting team in conducting aquatic studies and assessments for communities as well as observations from experienced aquatic operators are reflected in the observations.

Functionality of the current natatorium	Potential enhancements to the natatorium
<p>Other (activity types: leadership training, therapy and rehabilitation)</p> <ul style="list-style-type: none"> From an “other activity” perspective, leadership training can occur in the facility however the deck height and the single tank (primary tank) configuration provide challenges for how and when training can occur. From a therapy and rehabilitation perspective, the only real opportunity for that activity to occur is the zero-depth entry. Even then, competing with other uses and water temperature are significant limitations. Water temperature needs to be higher for other aquatic activity types. 	<ul style="list-style-type: none"> Separate therapeutic and rehabilitation tank

It is important to note that although the preceding commentary on the functionality of the existing natatorium and potential enhancements is valid, it is further informed by the research presented in the What We Learned and What We Heard reports associated with this planning process.

Although it is not completely necessary for a natatorium to be complemented by these types of dry-land or support spaces, the occurrence of them in other aquatics venues that City residents visit sets a market expectation and influences residents’ perspective on what defines appropriate aquatic service provision in Fort Saskatchewan.

Functionality of current dry-land / support spaces	Potential enhancements related to dry-land / support space
<p>Leisure (activity types: recreation and leisure, skill development)</p> <ul style="list-style-type: none"> The current dry-land / support spaces provide basic lobby / user traffic and customer service functions. There is limited capacity for larger groups of people and limited capacity for social gathering and connection. There is also a lack of support amenities such as retail and food and beverage services and limited capacity for hosting parties which all address user expectation and enhance facility usage. 	<ul style="list-style-type: none"> Social gathering Retail and food and beverage Dedicated party rooms
<p>Program (activity types: sport training, special events, fitness, skill development)</p> <ul style="list-style-type: none"> There are limited opportunities for complementary training (program rooms, gymnasias, or weight training). There are also spectator capacity and meet/competition hosting limitations. 	<ul style="list-style-type: none"> Training and warm up Fitness and wellness spaces Program and meeting rooms
<p>Other (activity types: leadership training, therapy and rehabilitation)</p> <ul style="list-style-type: none"> There is a lack of classroom / education space. There are also limitations related to complementary health services or fitness opportunities to support therapy and rehabilitation. 	<ul style="list-style-type: none"> Classroom(s) Lease spaces

Other functional deficiencies related to the existing facility relate, in some cases, to the formal Harbour Pool Assessment report. The physical accessibility of the building, within the natatorium and in the dry land / support spaces, could be enhanced significantly. The current mechanical systems supporting the pool do not reflect modern technology or capacity and lead to economic impacts circa a 1980s facility as opposed to one built in 2023.

From a broader experiential perspective, the aesthetics (e.g. lighting, natural light, sound attenuation) and lack of prominent theming (painting and aquatic theming, occurrence of art and visual enhancement in the facility, etc.) also could be seen to be deficient from a user perspective as compared to other facilities.

It is important to note that due to these functional issues, the current Harbour Pool is not able to be utilized to the same degree as a contemporary indoor aquatics centre with similar water volumes. In fact, the supply and demand assessment completed during this process suggests that a pool with the same water volume (surface area and depth) could have over double the annual swim visits as is currently experienced, despite program participation being between 80-90%. In other words, if the natatorium was configured in a more appropriate way (multiple tanks enabling more concurrent activities), the leisure offering was refreshed, and some of the other issues identified were dealt with, there could be much more utilization out of this important public investment.



