



BUILDING A CASE FOR AQUATIC SPORT FRIENDLY POOLS - A GUIDE

AQUATIC SPORT COUNCIL OF ONTARIO

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TUCKER - REID & ASSOCIATES

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TABLE OF CONTENTS

(1.0) SECTION ONE: INTRODUCTION TO BUILDING A CASE FOR AQUATIC SPORT	3	(3.09) THE AGING POPULATION	20
(1.01) INTRODUCTION	3	(3.10) THE BENEFITS OF SPORT	21
(1.02) ABOUT THE AQUATIC SPORT COUNCIL	4	(3.11) DROWNING PREVENTION	21
(1.03) THE PURPOSE OF “A GUIDE FOR BUILDING THE CASE FOR SPORT FRIENDLY POOLS”	4	(3.12) CAPITAL FUNDING SOURCES	22
(1.04) DEVELOPMENT OF THE GUIDE	5	(3.13) OPERATING COST ANALYSIS (PROGRAM MODELS AND RESPECTIVE EXPENDITURES/REVENUES)	23
(2.0) SECTION TWO: SO YOU WANT TO DEVELOP A CASE FOR AN AQUATIC SPORT FRIENDLY POOL - GETTING STARTED	6	(3.14) OPERATING BUDGET ASSUMPTIONS	23
(2.01) AQUATIC SPORT IN ONTARIO	6	(3.15) ECONOMIC IMPACT ASSESSMENT OF AQUATIC SPORT EVENTS	25
(2.02) DEFINITION OF A SPORT FRIENDLY POOL: SPACE AND DESIGN REQUIREMENTS	6	(4.0) SECTION FOUR: BEING WELL POSITIONED AS A COMMUNITY	26
(2.03) BUILDING THE TEAM OF AQUATIC INTEREST GROUPS AND INDIVIDUALS	7	(4.01) UNDERSTANDING & CREATING COMMUNITY RELATIONSHIPS	26
(2.04) GATHERING AND ANALYZING BACKGROUND DOCUMENTATION	8	(4.02) NAVIGATING MUNICIPAL GOVERNANCE AND ADMINISTRATION STRUCTURES	26
(2.05) DEMOGRAPHICS AND POPULATION GROWTH	8	(4.03) IMPACT OF AQUATIC SPORT ON SOCIAL ISSUES	29
(2.06) OFFICIAL PLANS	9	(4.04) THE CONCEPT OF SHARED FACILITIES	31
(2.07) CORPORATE STRATEGIC PLANS	10	(4.05) SAMPLE GUIDING PRINCIPLES FOR A SHARED POOL GUIDING PRINCIPLES FROM THE MISSISSAUGA, MILTON, OAKVILLE – SHARED 50M POOL STUDY – REPORT EXCERPT	31
(2.08) PARKS AND RECREATION MASTER PLANS AND AQUATIC STRATEGIES	10	(4.06) SAMPLE IDEAL CONDITIONS FOR DECIDING ON SHARED POOL LOCATION	32
(2.09) POOL PROVISION STANDARDS	10	(4.07) MANDATORY CRITERIA FOR SITE SELECTION OF A SHARED USE POOL - FROM THE MISSISSAUGA, MILTON, OAKVILLE –SHARED 50M POOL STUDY – REPORT EXCERPT	32
(2.10) AQUATIC STRATEGIES	10	(5.0) SECTION FIVE: DEVELOPING A STRATEGY FOR AN AQUATIC SPORT FRIENDLY POOL	33
(2.11) EXISTING FACILITY CAPACITY AND USE	11	(5.01) WHEN IS THE BEST TIME TO DEVELOP THE STRATEGY?	33
(2.12) LOCAL AND REGIONAL AQUATIC FACILITY PROVIDERS	11	(5.02) MUNICIPAL STRATEGIC PLANNING PROCESSES	33
(2.13) GROWTH OF AQUATIC SPORTS	11	(5.03) THE DEVELOPMENT OF A PARKS AND RECREATION STRATEGIC MASTER PLANS	34
(2.14) ADVICE FROM KEY AQUATIC LEADERS AND DECISION MAKERS	12	(5.04) THE DEVELOPMENT OF AN AQUATIC STRATEGY	34
(2.15) SUMMARY OF FINDINGS, ISSUES AND OPTIONS	12	(5.05) MUNICIPAL LONG RANGE CAPITAL PLANS & DEVELOPMENT CHARGES BY-LAWS	34
(3.0) SECTION THREE: BUILDING A CASE	13	(5.06) CREATING THE STRATEGY TO DEVELOP A SPORT FRIENDLY AQUATIC FACILITY: BUILDING THE TEAM	35
(3.01) CONSIDERATIONS FOR A POSITIVE RECOMMENDATION	13	(5.07) VISION AND MISSION STATEMENTS	35
(3.02) NEEDS AND FEASIBILITY STUDIES: BUILDING AN AQUATIC FACILITY FROM CONCEPT TO COMPLETION	14	(5.08) GUIDING PRINCIPLES	35
(3.03) STATISTICS CANADA: ACTIVITY PREFERENCES	16	(5.09) KEY RESULT AREAS AND IMPLEMENTATION PLAN	36
(3.04) SPORT PARTICIPATION IN CANADA	16	(5.10) NEXT STEPS	36
(3.05) SPORT DEVELOPMENT AND SPORT FOR LIFE	17	(5.11) REPORT TEMPLATE: BUILDING THE CASE FOR AQUATIC SPORT FRIENDLY POOLS	36
(3.06) EVIDENCED BASED BENEFITS OF AQUATIC SPORTS	17	CONCLUSION	39
(3.07) SCOPE OF AQUATIC SPORTS THAT REQUIRE INDOOR POOL TRAINING FACILITIES	19		
(3.08) FEMALE PARTICIPATION IN AQUATIC SPORT	19		

(1.0) SECTION ONE: INTRODUCTION TO BUILDING A CASE FOR AQUATIC SPORT FRIENDLY POOLS

1.01 INTRODUCTION

Canadian's enjoy swimming as one of their top 5 favoured leisure and sport activities. Our country is surrounded by waterways and we care as a population about being safe in and around water. Swimming is one activity that can be enjoyed by all ages and abilities as water buoyancy creates a level playing field for swimmers with physical limitations. The benefits of swimming on individuals and communities are significant as pools provide gathering places for social interaction and cohesion for neighbourhoods and a wide choice of aquatic activity that builds skills and confidence in individuals. Participating in aquatic sports is very popular and enjoyed by Canadians and as with any sport, adequate infrastructure has everything to do with promoting a choice of sport activities, providing opportunities to learn and develop and accommodate growing participation rates.

Most municipalities prioritize lessons, public swim and pools rentals to be the core “businesses” of swimming pools. While aquatic sport is considered a rental by many; there is a case to be made for the importance of aquatic sport in the continuum of aquatic activities; there is also a clear case to be made for a mixture of pools types to meet a myriad of aquatic needs within a community or a region.

In Ontario, there are over 234 Class A swimming pools (designation of pool types) owned and operated by municipalities and 55 owned and operated by YMCAs and Boys and Girls Clubs of Canada according to work completed by the JF Group (a renowned recreation and sport consulting firm in Ontario) for Parks and Recreation Ontario. The same study found that over \$625M was needed to refurbish or renovate the existing municipal pool supply in Ontario, it should be noted that this was not replacement costs but repair and refurbishment costs only and that additional pools have been constructed and are being constructed since that time. The recent announcement of infrastructure funding jointly shared and funded between the three levels of government has addressed only a portion of this shortfall (under study). The point is that there may be opportunities to refurbish and re-construct the municipal supply at a minimum to be both sport friendly and meet the leisure needs of Ontarians. As discussed, this is the main point of this document; the Aquatic Sport Council in Ontario has set about to build the case for a mix of pool types within municipalities or regions in order for all aquatic activities and aquatic sports to better develop and flourish. Consideration should be given to aquatic sport requirements when pools are being refurbished or new ones are being constructed.

1.02 ABOUT THE AQUATIC SPORT COUNCIL

The Aquatic Sport Council of Ontario (ASC) under the auspices of the Aquatic Federation of Canada was formed in 2007 to best represent the interests of the aquatic sport in Ontario. ASC has a membership comprised of representatives from diving, lifesaving sport, Parks and Recreation Ontario, competitive swimming, synchronized swimming and water polo at this time. While there are many more recognized aquatic sports (see page 4), focus has been to develop facilities for these core aquatic sports. ASC benefits from the interest and advice from practitioners, coaches, design specialists and other interested parties.

ASC'S vision of *"Making Ontario a global leader in aquatic sport"* will be realized through its mission and drive.

By 2015, Ontario will be a recognized leader in aquatic sport because of the:

- Sustained collaboration among stakeholders and communities
- Creation of a compelling picture of the multiple benefits of Aquatic sports
- Development and dissemination of resources, research and expertise related to aquatic facilities
- And as a result,
- Communities value and support aquatic sports;
- Ontarians of all ages, abilities, and aspirations participate in Aquatic sports through the continuum of sport for life;
- There is an optimal mix of facilities accessible for training and competition.

The driver behind developing "A Guide for Building the Case for Sport Friendly Pools" rests in the organization's mission to develop an optimal mix of facilities for aquatic activity, training and competition. The thinking is clear that municipalities and aquatic sport advocates can come together for the public good in developing a range of pool types that will meet common goals in aquatic activity and sport alike.

1.03 THE PURPOSE OF "A GUIDE FOR BUILDING THE CASE FOR SPORT FRIENDLY POOLS"

The purpose of this guide is to educate both advocates for additional/renovated aquatic facilities and pool owner/operators toward a more responsive mix of pools. This guide will serve to increase awareness of the full range of aquatic needs and pool types in Ontario. Municipalities for the most part are lobbied to build sport friendly pools by aquatic sport clubs and aquatic sport clubs need to better understand municipal decision making and the pressures that municipalities face in terms of capital and ongoing operating costs. Further, municipalities and like pool owner operators could better understand the needs of aquatic sport and the benefits a sport friendly pool provides toward the greater good of the community.

In essence the guide must answer these questions;

1. What background information is needed to determine the need for an aquatic facility?
2. What conditions would most favour an aquatic sport friendly pool?
3. How can community leaders work better together?

4. What reference material will help build the case for an aquatic sport friendly pool?
5. What information should be included in a proposal?
6. How can a sport friendly pool concept develop traction?

1.04 DEVELOPMENT OF THE GUIDE

The Aquatic Sport Council (ASC) received funding from the Trillium Foundation to develop and produce “A Guide for Building the Case for Sport Friendly Pools” in supporting its efforts to develop a mix of aquatic facilities accessible for recreational activity, training and competition in Ontario.

ASC awarded a contract to Tucker-Reid and Associates to work with pool owners and operators, practitioners, aquatic sport governing bodies and advocates to develop the guide.

Tucker - Reid & Associates and the Steering Committee (made up of a diverse range of aquatic experts) ensured that the following critical questions could be answered to assist communities in addressing the development and consideration of sport friendly pools;

1. What is a sport friendly pool and what elements must be present to support aquatic sports?
2. What background information is needed to understand decision making in supporting a sport friendly pool?

3. Who should be at the table when discussing the development of a sport friendly pool?
4. What advice can municipal decision makers provide?
5. What is the process followed when developing an aquatic facility?
6. What are the qualified and quantified benefits of aquatic sports?
7. How can aquatic sport clubs be better community partners and ensure that they are aligned with community priorities?
8. What is the municipal governance process in decision making?
9. What information should be included in a strategy that presents the case for an aquatic sport friendly pool?
10. How can the effectiveness of a strategy be evaluated?

This report leads the reader through a sequential process from gathering background information to developing a strategy and is laid out in five sections.

Section One: Introduction to the Guide

Section Two: Getting Started

Section Three: Building a Case

Section Four: Being Positioned as a Community Partner

Section Five: Developing a Strategy

References

Aquatic Sport Council website Vision and Mission Statements
Parks and Recreation Ontario – Infrastructure Study

(2.0) SECTION TWO: SO YOU WANT TO DEVELOP A CASE FOR AN AQUATIC SPORT FRIENDLY POOL - GETTING STARTED

2.01 AQUATIC SPORT IN ONTARIO

The ASC represents the current and future needs of traditional aquatic sports in Ontario; competitive swimming, synchronized swimming, water polo, diving and lifesaving sport. While this is currently the case, designs of sport friendly pools should not exclude emerging and well recognized aquatic sports such as;

- ✓ Adventure racing
- ✓ *Canoeing (www.canoeontario.net)
- ✓ Canoe marathon (marathon racing) (www.OMCRA.ca)
- ✓ Canoe slalom
- ✓ Canoe sprint (www.OCSRA.ca)
- ✓ Whitewater racing (www.whitewaterontario.ca)
- ✓ Surf ski (ocean racing) (www.lifesavingsociety.com)
- ✓ *Diving (www.diveontario.com)
- ✓ Dragon boat racing (www.dragonboat.ca)
- ✓ *Fin swimming (www.CMAS2000.org)
(www.CUGA.org)
- ✓ *Kayaking (www.canoe kayak.ca)
- ✓ *Lifesaving sport (www.lifesavingsociety.com)
- ✓ Masters swimming (www.mastersswimmingontario.ca)
- ✓ *Rowing (www.rowOntario.ca)
- ✓ SCUBA diving (www.underwatercouncil.com)
- ✓ Solo swimming (www.soloswims.com)

- ✓ Surfing (www.americanwavemachines.com;
www.waveloch.com)
- ✓ *Swimming (www.swimontario.com).
- ✓ *Synchronized swimming (www.synchroOntario.com)
- ✓ *Triathlon (swim-bike-run)
(www.triathlonOntario.com)
- ✓ *Underwater hockey (www.CUGA.org)
- ✓ *Water polo (www.Ontariowaterpolo.ca)

NOTE: *Aquatic sports recognized by the International Olympic Committee (list compiled by the Lifesaving Society – Ontario Branch for the ASC)

2.02 DEFINITION OF A SPORT FRIENDLY POOL: SPACE AND DESIGN REQUIREMENTS

The Aquatic Sport Council has worked with aquatics specialists and architects as well as summarizing the design requirements for sport friendly pools utilizing design and space requirements for regional, national and international competitions. For the purposes of this document **sport friendly pools can be described as 8-10 lane 25 metre pools** (with consideration for depths to accommodate waterpolo, synchronized swimming, and diving) considered short course pools for training and competitive purposes at the community level. Each aquatic sport has specific design and program requirements which can be accessed when discussing the

architectural program elements that are desired and feasible within a community. Each community will be different in its interests and participation rates as well as the number of residents that cannot be accommodated due to lack of pool time. This guide does not propose to provide a blanket list of requirements but rather encourage the municipality and aquatic sports groups and other interested stakeholders to have a full discussion on what is possible and would have support within a given community.



2.03 BUILDING THE TEAM OF AQUATIC INTEREST GROUPS AND INDIVIDUALS

The Aquatic Sport Council, many municipalities and pool owner/operators promote the approach that the municipality and aquatic sport community and other interested parties working better together will best determine the use and design of pools based on community needs. The intent is to bring a multitude of aquatic expertise to the table to identify the current strengths and challenges in the pool supply and work on meaningful options.

Building a team of capable individuals and interested parties is a key element in gaining the critical momentum needed toward the development of a community and sport friendly pool. The first step will be to develop a key contact list of interested residents and host a general meeting to address the current situation, develop a joint vision and a path forward. This may require effort to articulate what the true needs are. Is it a matter of not having enough pool time? Is it that the pool is not conducive to training and competition? Might it be that there is a waiting list each year of swimmers that cannot be accommodated thus stunting growth of aquatic activities? Ongoing dialogue is critical to the success of a full aquatic continuum.

Most successful initiatives have been developed by a team with the right skills and competencies needed to get the job done. The team provides a vision based on real evidence and builds a plan to move the initiative forward. In order to start the investigative process it is advised to make a list of the skills and competencies needed and to fill those shoes so to speak.

Community leaders and key spokespersons must possess a combination of the following skill sets and competencies;

- Planning skills
- Communications
- Computer & technical skills
- Research skills
- Business acumen
- Partnership Development expertise
- Local champions who garner respect and credibility
- Connections to fund developers and local service clubs
- Fund development skills
- Architectural expertise
- Local & provincial aquatic and aquatic sport experts
- Elected official
- How can aquatic sport align and contribute to those priorities?
- What are the pool provision standards? Is a new pool on the horizon or is there an opportunity to refurbish a pool?
- Who are the other owner/operators of pools in the community and are there opportunities for increased sport programming if these facilities are expanded or refurbished?
- How well is the existing pool supply utilized and how could better pool design influence participation?
- What is the growth of aquatic sport in Ontario, regionally and locally? Who and how many are not being accommodated?
- What are the missed opportunities because facility time and space is not available?
- Who are the local, regional, and provincial partners?
- What are the key findings of this information and what are the options available to the interested parties?

2.04 GATHERING AND ANALYZING BACKGROUND DOCUMENTATION

Gathering meaningful data and background documentation allows a steering group to understand what the decision makers need in making the best decision for the community. A summary of the background information that is collected and analyzed must answer the following questions;

- Is the population growing and in what age groupings?
- What is the projected population and over the long term and how will growth affect the number of residents participating in aquatic sports?
- What are the community/corporate and departmental priorities?

Each of the following headings describes what data should be collected and identifies where an applicable source of the information can be found.

2.05 DEMOGRAPHICS AND POPULATION GROWTH

It is important to understand how the population of a community is growing and changing, what plans are in place to address population growth, how well aquatic facilities are being used and could be used. Each community can access their current community profile from Statistics Canada and a further breakdown of the number of residents in each age

grouping, income levels, levels of education, immigration patterns, visible minorities, and many other cross sections of the population. This information is gathered through the national census which is conducted every six years. Previous community profiles can offer a glimpse as to how the community is changing from census to census and will give an indication as to growth patterns and if a sport friendly pool would be a viable option in the future. In 2001 the Ministry of Municipal Affairs and Housing prompted regions and municipal communities to develop strategies to support sustainable development and population growth. Each of the 5 zones throughout the province was supported by Smart Growth Panels in order to develop healthy strategies for liveable communities. The notion was that growth is a good thing for a community and key guiding principles must be considered. The region or the municipality will have this information on hand for the leadership team to determine future growth patterns, demographics and considerations for liveable communities.

2.06 OFFICIAL PLANS

Each municipality is required to maintain a current Official Plan (OP). An official plan is developed to determine the land use patterns and designations within the municipal geography. The City of Windsor aptly describes the purpose of its official plan;

The Official Plan provides guidance for the physical development of the municipality over a 20-year period while taking into consideration important social, economic and environmental matters and goals. For example, the City of

Windsor Official Plan provides the policy framework that will guide the following:

- *Where new development can locate*
- *How existing and future neighbourhoods will be strengthened*
- *How Windsor's environment will be enhanced*
- *What municipal services, such as roads, water mains, sewers and parks, will be provided*
- *When and in what order Windsor will grow*

Furthermore, the Planning Act provides that no public works shall be undertaken and, except as provided in the Act, no by-law passed for any purpose by the Municipality that does not conform with the Official Plan. An Official Plan is a policy document adopted by Council under the provisions of the Ontario Planning Act. As such, it reflects matters of provincial interest and applies to the entire city. Using the Plan as a guide, Council may adopt more detailed planning policies such as secondary plans and community improvement plans for specific neighbourhoods, and it also directs the development of new subdivisions. The use and development of individual parcels of land is also influenced by the Official Plan, which establishes more specific regulatory measures related to land subdivision, zoning and site plan control.

Under the Planning Act, Official Plans are required to be reviewed at intervals of not less than once every five years. This review ensures the Plan remains relevant to the changing circumstances within Windsor and to current provincial legislation, policies and appropriate guidelines.

2.07 CORPORATE STRATEGIC PLANS

Most municipalities in Ontario create an overarching strategic document that sets about to capture the pressing priorities of the residents and businesses in the community. A community vision, values and guiding principles as well as community initiatives and action plans are mapped out to address these issues over the course of the municipal term of office. Each year the departments build their own operational plans that demonstrate alignment with the strategic priorities of the community. Annual reports are developed and communicated to ensure that Council and staff are accountable to the constituents and are transparent in their work.

2.08 PARKS AND RECREATION MASTER PLANS

The purpose of parks and recreation strategic master plans is to identify strategic initiatives to best serve the residents over the subsequent 5 to 10 years. The development of the plan considers;

- Future growth in the population, demographics and socio-economics, social trends and issues
- Diversity, inclusion and access and equity in the delivery of programs and services
- Current trends in the delivery of service
- The current state of repair of parks and facilities as well as a proposed inventory that will best serve the population in the future
- The current supply and use of all facility types (capacity and fill rates)

- An extensive consultation program that sought public input into the supply and use of facilities and future needs
- A futuristic vision, mission and guiding principles and the development of goals and actions plans at a high level
- An assessment of the staff and governance models to ensure that appropriate resources are in place to support master plan outcomes.

2.09 POOL PROVISION STANDARDS

The development of pool provision standards determines the number of pools that a community could reasonably support. These standards are not universal as each community is different and the use of pools differs due to design, accessibility, transportation, amenities, age and cleanliness amongst other factors. The provision standards are usually listed in the facilities section of the master planning document. The facilities section of the master plan will also recommend as to whether the community should be developing new facilities or refurbishing the existing supply of pools or utilize both approaches.

2.10 AQUATIC STRATEGIES

Larger municipalities with a significant supply of aquatic facilities develop aquatic strategies to determine the current, future and best use of the aquatic facilities. The City of Mississauga developed a strategy entitled SPLASH! in 2009. The City of Toronto developed a strategy “Everyone in the Pool” in 2008. It is worthwhile exercise to seek out these strategies to understand the extent of these types of studies

and look at other promising practices and differing options. For example the City of Mississauga recommended closing 3 school pools and relocating them to community centre sites and also suggested the aquatic sport community take over another school pool once the pool was upgraded to meet their needs. The refurbishment of existing pools is a consideration in the scheme of options.

2.11 EXISTING FACILITY CAPACITY AND USE

Most aquatic pool operators measure the pool's performance based on what percentage of the time the pools are being utilized described by the term fill rates. The registration system tracks the lesson capacity and some owner/operators have people counters to track daily attendance. The success of the pool is generally measured by use in three categories;

1. lesson registration against lesson capacity,
2. public and lane swim attendance against capacity, and
3. rental use as compared to the rental hours available.

A pool with a 75% plus fill rate is considered well utilized considering lower use in non prime time hours.

2.12 LOCAL AND REGIONAL AQUATIC FACILITY PROVIDERS

The vast majority of Class A pools (designation of pool types that serve the public) are owned and operated by municipalities; others are owned and operated by YM/YWCAs, Boys and Girls Clubs, and universities. Class B pools (hotel, privately owned, fitness clubs etc.) round out aquatic facilities within a community. It is important to inventory all of the

facilities locally and regionally that can offer use to aquatic sport users. Often the road to developing new aquatic facilities can take many years to accomplish and interim use of other facilities becomes necessary. Case in point; Markham Aquatic Club began advocating for a 50M long course pool in 1976 and have recently realized their goal as part of the Pan Am Games infrastructure, taking over 3 decades to achieve. The goal of the ASC is to shorten the timeframe to get sport friendly pools refurbished or built.

2.13 GROWTH OF AQUATIC SPORTS

Municipalities must consider the best use of the tax dollar when recommending that capital and ongoing operating expenditures be dedicated to the development of sport and recreation facilities. They must weigh the needs of one group against another and most often critical mass comes into play. Hockey has been a popular sport for decades and most recently the growth of women's hockey and ringette has forced municipalities to look at the allocation of space between genders and as well the number of arenas required to service the full population. Soccer is increasing in popularity and many clubs are experiencing pent up demand; indoor soccer venues are being jointly funded by soccer clubs and municipalities as well as an increasing number of private providers. Aquatic sport will be considered no differently and must be able to demonstrate the growth of aquatic sport, the pent up demands, and the ability to work in partnership. Often aquatic sport clubs are limited in the use of pool time and indicate that they could grow to a greater extent if allowed additional pool time. It will be important to gather waiting list data from all aquatic sport clubs to demonstrate

growth, pent up demand, and the critical mass needed in order for the community to invest and get a return on the invested tax dollar. As critical is the articulation of lost opportunities if a pool is not sport friendly. As critical is the positioning of the lost opportunities if a pool is not sport friendly.

2.14 ADVICE FROM KEY AQUATIC LEADERS AND DECISION MAKERS

The development of this document included input through questionnaires and interviews from aquatic leaders and decision makers in Ontario. Their advice is valuable in developing a case for aquatic sport friendly pools and there is consensus that this advice be considered in the development of proposals and strategies.

- *“Ensure you have a diverse mix of representation at the table’ not just aquatic professionals but senior managers, members of Council, people with needed skills etc.”*
- *“Focus on what you bring to the general community. How does aquatic sport contribute to the public good?”*
- *“Ensure that the aquatic sports groups work in collaboration and understand the needs of the larger community.”*
- *“Keep the collaboration high between all partners as this is a critical factor.”*
- *“Make the case that they (sport friendly pools) are more cost efficient. Make the case that they attract the*

same numbers if not more participants. Consider the economic impact of competitive meets on the benefits side of the equation”

- *“The lack of understanding by politicians and senior management that a sport friendly pool can be multi use and serve the needs of the community (leisure components) and the sports groups themselves must be addressed.”*

2.15 SUMMARY OF FINDINGS, ISSUES AND OPTIONS

A summary document of the findings of the review of the background data will be a critical element in moving the agenda forward to develop a sport friendly pool. Observations must be garnered from evidenced based data in order to be credible and gain traction with decision makers and the community.



(3.0) SECTION THREE: BUILDING A CASE

Section three of this document speaks to moving further with the project development once there are positive indicators that a sport friendly pool is an option for the municipality. This section informs the working group of the benefits of aquatic sport to both the individual and the community, conditions that should support an aquatic sport friendly pool. The initial step is to ensure that there is a need for a new or refurbished pool. This guide does not propose that stakeholders advocate for a sport friendly pool when there is no need for additional pool(s) within a community.

3.01 CONSIDERATIONS FOR A POSITIVE RECOMMENDATION

When asked, representatives from the municipal sector indicated that most of the following ideal conditions would have to be in place before they could recommend an aquatic sport friendly facility to Committees of Council and Council;

- The population would need to be growing and a pent up demand demonstrated for both aquatic recreational activity (lessons, public swim) and aquatic sport
- The pool provision standard would indicate that construction of a new pool or refurbishment of an existing pool is timely or past due
- An evaluation of other aquatic facility/program providers would need to demonstrate that there is pent up demand or little access available for the public and aquatic sport clubs
- Articulation of anticipated user data based on demographics, user types and projected use
- The community would need to endorse or demonstrate support for the design of a sport friendly pool and possibly combined with elements of more leisure type elements (adjacent learn to swim pool, slides etc).
- The benefits of an aquatic sport friendly pool would need to be understood and promoted
- A facility needs assessment/study would need to describe the pool components as supported by current and projected uses
- A reasonable estimate of capital costs and available capital funding sources
- A business plan outlining the programming of the facility and a five year operating budget pro-forma
- The demonstrated ability of the tax base to support the ongoing pool deficit



While these requirements seem extensive, they are the base requirements for each facility type be they arenas, fitness centres, community spaces or outdoor amenities. It will be important for the team building the case to populate these data requirements. Having said that the responsibility to gather, analyze, and report out should not rest solely with the aquatic interest groups or the municipality; there should be a joint effort, an integrated approach that takes an honest look

at the information and can build options and recommendations as a collective.

3.02 NEEDS AND FEASIBILITY STUDIES: BUILDING AN AQUATIC FACILITY FROM CONCEPT TO COMPLETION

The architectural consulting firm Cannon Design described the development of recreation and sport facilities from concept to construction completion in a presentation at the 2008 Athletic Business Conference and Expo. The presentation “How to Initiate a Feasibility Study” was presented by Robert Johnson and Colleen McKenna. The following illustration describes what must happen to gain approval for a project and then take the owner/operator through the concept design and construction processes. It is important for community groups advocating the development of aquatic sport friendly facilities to realize that the planning, approval, design and construction processes can take many years to accomplish and that the processes are complex.

BUILDING A CASE FOR AQUATIC SPORT FRIENDLY POOLS - A GUIDE

PROJECT STEPS	DESCRIPTION
DEPARTMENTAL MASTER PLAN	Multi-year planning document that identifies community priorities in the delivery of parks and recreation services and the refurbishment of existing or development of new facilities (includes research and significant consultation with the public). Facility refurbishment/development is prioritized over a number of years.
APPROVAL FROM COUNCIL TO PROCEED WITH A FEASIBILITY STUDY	More detailed consultation with key stakeholders and public driven at the staff level as to the facility components at a high level, approximate programming elements, location etc., presentation to Committee and Council to proceed.
CONSULTANT SELECTION	Select the best possible consultant team for the project, having regard for budget and level of in-house expertise.
NEEDS ANALYSIS	Produce a document that identifies and justifies space needs based on capacity and anticipated fill rates in the first 5 years of operation.
DEVELOPMENT OF THE SPACE PROGRAM	Produce a summary document that lists spaces, areas, and relationships required to meet a proven need. The space program is the basis for conceptual capital and operating budgets, master planning, feasibility studies and schematic design.
SITE MASTER PLANNING	Prepare an easily comprehended and flexible document (often a conceptual drawing) that creates a basis for future incremental implementation of its components (possible phasing in of facility components).
SCHEMATIC DESIGN	Interprets the functional spaces and relationships of the program - resolves planning and contextual issues within budget constraints and creates a working piece of architecture.
DESIGN DEVELOPMENT	To prepare a set of technical drawings that describe basic materials and engineering systems. This is a transition from planning and aesthetics to a more technical emphasis.
CONSTRUCTION DOCUMENTS	Production of a final set of architectural and engineering drawings and specifications that will permit excellent contractor bids and trouble-free construction. This is the most difficult phase of design to maintain user involvement.
COMMITTEE AND COUNCIL APPROVAL	Most Councils will require staff to report out at this phase of facility development to gain approval to go out to tender with the required specifications and to ensure that there has been adequate public consultation and agreement
BIDDING OR NEGOTIATION	A Request for Proposal or possible negotiation to get the best qualified contractor to build your building at a fair price.

PROJECT STEPS	DESCRIPTION
COMMITTEE AND COUNCIL APPROVAL	Once a recommendation to award the construction contract is brought forward to Council consideration, staff must demonstrate that the recommended firm is qualified and can demonstrate the most efficient and effective use of the tax dollar.
CONSTRUCTION	To build the building in accordance with the construction documents - on budget, on time with minimal change orders.
POST OCCUPANCY EVALUATION	To ensure that minor omissions are corrected and that any defects that surface during the maintenance period are corrected.

3.03 STATISTICS CANADA: ACTIVITY PREFERENCES

A 2005 Study – Sport Participation in Canada developed by the Culture, Tourism and the Centre for Education ranked swimming as the third sport of choice just behind golf and ice hockey. Swimming has always ranked high in both sport and recreational activities and is positioned as having a great value to one's health and has little minimal risk for injury.

3.04 SPORT PARTICIPATION IN CANADA

Statistics Canada surveyed 10,000 Canadians in 2005 to better understand the participation rate and respective trends in sports participation through the General Social Survey. The most relevant trends that can be cited to support the work of this strategy include;

- Swimming is the third most popular sport in Canada followed by, soccer, basketball, baseball and volleyball.
- Participation in sport has decreased substantially. One in three Canadians over the age of 15 years participated in one or more sports (at least once per week) as compared to one in two Canadians in the early 1990s. The decline was witnessed in all age

groups, income and education levels, both sexes and in most provinces.

- Many Canadians exercise regularly (walking, jogging, gardening, etc.). and this may accommodate for the decrease in participation in sports.
- Involvement in sports on a voluntary basis increased and female coaches slightly outnumbered their male counterpart.,
- As Canadians age, their rate of participation in active sports decreases, due to other pressures including lack of time, family responsibilities, careers, lack of interest, and interest in other leisure pursuits.
- Women are gaining ground as referees, coaches and umpires. The male female ratio is 2 to 1 versus 5 to 1 in 1992. There still remains a gender gap in active participation, although females are closing the gap.
- Participation rates were above the national average in Ontario, PEI, Nova Scotia, Manitoba, Saskatchewan and Alberta.
- Participation rates are still higher amongst those with higher levels of education and income.

- The most active groups are students and school aged children, although participation rates are down from 64% in 1998 to 51% in 2005.
- 55% of boys are active in sports while 44% of girls are active in sports. Female participation remained stable while male participation dropped from 59%.

3.05 SPORT DEVELOPMENT AND SPORT FOR LIFE

Municipalities, Sport Councils, and Provincial Sport Organizations continue to work with sport groups and associations to support long term athlete development and encourage lifelong sport involvement. The Canadian Sport for Life movement has developed the Long Term Athlete Development Program (LTAD) which highlights the values and benefits of sport to both the individual and the community at large. The program describes a continuum of sport development which is athlete/participant centred and moves a participant/athlete through the stages from participant to elite athlete and on to adopting an active lifestyle throughout one's life.

The continuum delivers on best practices, sport research and is based on principles that emphasize ethics, fun and appropriate age and cognitive related development. The LTAD program provides resources and a speakers program and relies on implementation at the provincial and community levels. There is clear alignment with the goals of the Canadian Sport Policy and a program at the community level will be most successful when a collective of participants, parents, educators, health experts and stakeholders are involved.

The continuum of long term athlete/participant development includes;



Source: Canadian Sport for Life and the Long Term Athlete Development.

3.06 EVIDENCED BASED BENEFITS OF AQUATIC SPORTS

The Canadian Parks and Recreation Association produced a “Benefits Catalogue” in 1997 that summarizes the research of the advantages and benefits of why “recreation, sports, fitness, arts, culture and parks are essential to personal, social, economic and environmental well being”. This research, although in the process of being re-catalogued, is still relevant today.

The clear benefits of leading an active lifestyle include the following personal health benefits;

- The slowing of physical decline by over 50%
- More rapid recovery following a serious illness
- Prospects for increasing social networks
- Older adults who are physically active are more self-confident, more independent and enjoy life more than older adults who are sedentary (Government of Canada, 1983)

- Those who were physically active earlier in life tend to be physically active later in life
- Significantly reduces the risk of heart disease, stroke, type 2 diabetes and some forms of cancer (colon, breast and lung)
- In childhood and adolescence, physical activity leads to increased bone mass and bone strength (Paffebarger,1991)
- Contributes to mental health – including reducing stress, depression and increasing emotional and psychological well being

The benefits of being physically active far outweigh the choice to be sedentary. Efforts to improve active lifestyles in will take a commitment to develop thoughtful inclusion strategies – preferably based upon the population health approach (spending resources and energies on prevention, evidenced based interventions, collaboration, community engagement and measuring outcomes) - that are implemented over the long-term.

The Lifesaving Society - Ontario Branch has recently completed research on the benefits of aquatic sport. The full document is available at the ASC website (www.aquaticsport.com)

An excerpt of the documentation is provided.

- ***Aquatic sports are some of the most popular activities in Canada.*** Canadians participate in nearly 100 different sports, but participation surveys always place aquatics near the top of the list.

- With 25% of the world's freshwater, ***Ontario should be a leader in aquatic sport participation.***
- ***Half of public registration in municipal recreation is in aquatic programs.***
- ***Aquatic sports are a socially acceptable activity for most new Canadians.*** Ontario cities are chosen by a high percentage of new Canadians (54% of Toronto residents were not born in Canada). Ontario drowning data suggests that first and second generation Canadians need aquatic training.
- ***Definition of Sport.*** Sport is an activity that involves two or more participants engaging for the purpose of competition. Sport involves formal rules and procedures, requires tactics and strategies, specialized neuromuscular skills and a high degree of difficulty and effort. The competitive nature of sport implies the development of trained coaching personnel. It does not include motorized sports. (See *Sport Participation in Canada, 2005*)
- ***Canadian Sport Policy.*** Both federal and provincial/territorial governments in Canada supported the first ever Canadian Sport Policy in 2002 with 4 goals to enhance participation and excellence. The vision of the *Canadian Sport Policy* is to have, by 2012, a leading- edge sport environment that enables all Canadians to experience and enjoy involvement in sport to the extent of their abilities and interests and, for increasing numbers, to perform consistently and successfully at the highest competitive levels.
- ***Fun and relaxation are ranked as the most important benefit of sport participation.*** Contrary to popular

opinion, the majority of sport participants do not place winning and competition as the primary purpose of sport. Sport facilities provide fun and relaxation, physical health and fitness, new friends and acquaintances. (See *Sport Participation in Canada, 2005*)

3.07 SCOPE OF AQUATIC SPORTS THAT REQUIRE INDOOR POOL TRAINING FACILITIES

The number of aquatic sports that require the use of competition and training facilities is much broader than is commonly recognized. The aquatic facility requirements of the competitive swimming, diving, synchronized swimming, lifeguard sports and waterpolo should be confirmed at a minimum within a community prior to making proposals to government decision-makers or planning a facility design. A broader range of aquatic sports may require dry land and pool training time at indoor facilities (See full list on page 4).

3.08 FEMALE PARTICIPATION IN AQUATIC SPORT

Female participation should be the focus of any community-based presentation for a new training or competition facility.

Gender makes a difference. There remains a huge gender gap in sport participation: men participate in sport much more than women; 36% of men and only 21% of women participate in sport. (See *Sport Participation in Canada, 2005*)

Participation is highly concentrated in a few sports. Out of nearly 100 sports played in Canada, participation is highly concentrated in about 20 sports. **Swimming is the 3rd most**

popular sport in Canada. For men the primary sports are ice hockey, golf, basketball and soccer. But for women there is a very different participation pattern – **swimming is the female sport of choice** followed by golf, soccer and volleyball. The reported participation numbers in swimming do not include the thousands that participate in canoeing, kayaking, lifesaving, diving, synchronized swimming, water polo, and rowing which collectively are also female dominant. (See *Sport Participation in Canada, 2005*)

Additional aquatic training and competition facilities will allow women to narrow the participation gender gap. Swimming pools are the female hockey arena. To address the gender imbalance, municipalities need to address the facility imbalance between swimming pools and arenas.

The following points are noted in *The Contribution of Sports to Gender Equity and Women's Empowerment* by Allison Huggins and Shirley Randell which was first presented at the International Conference on Gender Equity on Sports for Social Change, Kigali (2007).

- Women face many barriers to participating in sport which prevents them from reaping the many benefits that can be gained from playing sports. Women encounter discrimination and stereotyping. The sporting world epitomizes many of the gender stereotypes which persist around the world today and has proved to be highly resistant to meaningful gender reform. By creating opportunities for women and girls to engage in sport, communities empower women and girls on an individual level, by promoting self-

confidence, leadership and a sense of achievement. They also challenge existing gender norms and roles within society. Sport provides a space in which women can demonstrate to their communities what they are capable of achieving. Promoting girl's and women's sport is an important tool in gender equity and women's empowerment.

- Throughout the 1900s there was considerable discrimination between men's and women's sport in terms of facility access. Boys own the playground space and the facilities.
- Sport personalities endorse a variety of products in this globalized world and are among the most recognized celebrities worldwide. Children wear T-shirts depicting sport stars. The stars serve as role models and idols for children around the world. Yet female sport figures were noticeably absent. As a result, girls have less exposure to female role models. Consequently, they are less likely to benefit from the positive example that these figures can serve.
- As women attempt to engage in sports they encounter different forms of resistance imposed upon them by society. Subtle forms of discrimination exist. Men's sports are given preferential access to sport facilities. Communities are more willing to build a hockey arena than a swimming pool.
- Despite advances in gender equity and the women's empowerment, women continue to lag behind men in opportunities and resources. Thanks to the advocacy work of committed individuals, the policies of sport organizations and governments have begun to change.

The declarations which have emerged from the world conferences call on all governments, sporting organizations and individuals to promote opportunities for women and girls to participate sport. This includes the Montréal Communiqué, which calls for the development of a sustainable infrastructure on which to build women's sports opportunities

- By participating in sports, girls can derive many of the benefits long reserved for boys. Just 4 hours of physical activity a week has been shown to reduce the risk of many diseases such as breast cancer and heart disease. Moreover, participation in sport promotes body consciousness, which is been shown to reduce rates of teen pregnancy. It is recognized that there is a strong connection between participation in sport with academic success. Girls can benefit from the encouragement and leadership of a coach, who can serve as an important role model. Opportunities for leadership in sport arise early – becoming a team captain, going on to become coaches and administrators.
- Though discrimination persists, and acts as a deterrent to girl's participation in sport, the value of challenging these norms has become increasingly recognized by government bodies and communities.

3.09 THE AGING POPULATION

The aging of the Canadian population affects numerous aspects of society from health needs to recreation and sport choices. Factors contributing to the aging of the Canadian population include low fertility rates, longer life expectancy

and the sheer numbers of the baby boom generation. The combination of these 3 factors has meant that an increasing proportion of the Canadian population is 55 years of age and older.

The median age in Canada was 29.5 in 1981. It rose to 38.5 by 2005. In 1981 the proportion of the Canadian population aged 14 and under was 22.3%. By 2005 it had dropped 5% to 17.6%. Seniors in 1981 represented 9.6% of the population and by 2005 had increased to 13.1%.

This demographic change will have a significant impact on sport facility selection and construction as adults alter their choice of sports. Adults will continue to migrate to sports that provide long-term carryover potential for participation throughout their adult years. Low impact, low injury rate sports will dominate. Aquatic sports and aquatic training facilities will continue to grow in popularity. Aquatic sports current popularity is strong across all genders and all age groups from youth to seniors. Most aquatic sports provide excellent carryover characteristics.

3.10 THE BENEFITS OF SPORT

There are numerous articles and studies available online describing the health and social benefits of participation in sport. The following sources are particularly helpful:

The Benefits of Parks and Recreation. The catalogue of *The Benefits of Parks and Recreation* produced in 1992 by Parks and Recreation Ontario is distributed by Canadian Parks and Recreation Association. The catalogue summarizes the

benefits of recreation and parks and provides an overview of research evidence backing up each of the benefit statements. The Alberta Parks and Recreation Association (ARPA) has recently launched an online Benefits DataBank that summarizes research findings of over 700 studies surrounding the benefits of participating in parks and recreation activities and sport.

Strengthening Canada: The Socio-economic Benefits of Sport Participation in Canada by Michael Bloom, Michael Grant and Douglas Watt. This 2005 report from The Conference Board of Canada outlines the socioeconomic benefits of participation in sport for federal, provincial and territorial governments to better understand its economic and social importance. The report examines the impacts and benefits of sport participation on individuals and communities. It finds that sport participation has important benefits related to health, skills development, social cohesion and economic performance.

Sport Participation in Canada, 2005. This report prepared by statistics Canada and published in February 2008 looks at sport participation by Canadians. It is based mainly on data from the 1992, 1998 and 2005 General Social Survey.

3.11 DROWNING PREVENTION

Drowning is the 2nd leading cause of accidental death in Canada for people 55 years of age and under. Year after year, the majority of people who drown have no intention of going into the water. 68% of drownings are associated with recreational activity in and around water.

In Ontario's water rich environment, swimming ability and lifesaving training are required life skills for survival. Participation in aquatic sports provides the confidence necessary to recreate in on and around water. Aquatic sports provide the basic skills and motivation to take aquatic lifesaving training to learn self-rescue and rescue of others. The same deep water, large deck and classroom characteristics of sport training facilities are required to properly train the over 65,000 Ontarians who enroll in lifesaving and leadership staff training programs annually in Ontario.

3.12 CAPITAL FUNDING SOURCES

Pools are the most costly recreation and sport facilities to construct and operate. Municipalities and other pool owner/operators accept that pools (because of energy and maintenance costs) will generate a deficit. There is a significant capital outlay and estimates in 2009 indicated that construction costs were \$450.00 per square foot. Owner/Operators must plan for capital costs overtime and municipalities utilize various funding sources and often a combination thereof. It would be prudent for the working group to understand the funding sources, what rests in reserves and in Development Charges funding to be dedicated to the development of aquatic facilities.

- **Capital Reserve Funds**

Municipalities develop long range capital plans that evaluate what capital projects require funding over time and set about to put funding away in advance in reserve funds. Annual reviews and prioritization assists

in the development of annual plans for specific projects that will draw down on these funds.

- **Development Charges**

The Development Charges Act allows municipalities and school boards to levy developments for the costs to service new residents housed within the housing projects. There are very stringent guidelines and new development must mirror existing levels of service.

- **Infrastructure Funding**

From time to time the three levels of government (federal, provincial and municipal) participate equally in funding new facility development and the refurbishment of aging plants. It should be noted that infrastructure funding is not offered to owner/operators on an ongoing basis and is often limited to a finite window of opportunity. The current infrastructure project funding is stipulated to be spent by the spring of 2011 and was offered in early 2009.

- **Debentures**

Municipalities have an opportunity to debenture the cost of capital projects over time. The carrying costs of debenturing would need to be added to the total cost of the project.

- **Sponsorship and Fund Development**

Some communities have been very successful with fund development and sponsorship programs to assist in offsetting the capital costs of constructing swimming

pools and other recreational amenities. In some cases the municipality will cover the costs of the capital program upfront with a commitment of the community groups to pay the debt back over an agreed to number of years.

3.13 OPERATING COST ANALYSIS (PROGRAM MODELS AND RESPECTIVE EXPENDITURES / REVENUES)

Recent work by Brian Connors, an aquatic expert in Ontario and a group of aquatic programming experts compares the expenditures and revenues that can be reasonably generated by 25M sport friendly pools. The work compared the capacity of 6, 7 and 8 lane pools to provide swim lessons, offer public swim opportunities and provide adequate time allotments to support aquatic sports and private rentals and the comparative impact on net deficit. The following table summarizes the findings and observes that 8 lane 25M sport friendly pools would have less of an operating deficit due to the increased lesson capacity and the ability of swim lessons to generate a surplus if direct costs are considered.

3.14 OPERATING BUDGET ASSUMPTIONS

- Full-time salary costs include an aquatic coordinator at \$78,000/annum, maintenance staff hours at \$60,000/annum (17.00 per hour at 3,500 hours per annum) and part-time administrative staff at \$39,700 per annum (2,648 hours at 15.00 per hour)
- Part t-time staff are calculated at \$17.00/hour for supervisors\$ 13.00/hour for lifeguards, \$13.00/hour for

instructional staff and \$27.00/hour for aqua fitness instructors

- Fringe benefits are calculated at 20% for full-time staff and 10.5% for part-time staff
- Lessons are scheduled at 3 Fall/Winter/Spring sessions at 10 weeks length. The summer is scheduled at 9 weeks including 5 lesson sessions
- Lesson registrations are calculated at 75% fill rates for each of the 6, 7, and 8 lane pool types.
- The pool types are each scheduled for a 2 week maintenance shut down annually
- Lesson fees are calculated at an average rate of \$5.50 /children's lesson, \$9.50 for an adult lesson, \$16.90 per semi-private lesson and \$10.00 per lesson for Bronze medallion and other leadership courses. This is reflective of an average across the greater Toronto Area
- All assumptions and figures would need to be modified to reflect the community in question; this is provided as a sample only

BUILDING A CASE FOR AQUATIC SPORT FRIENDLY POOLS - A GUIDE

BUDGET ITEM	6 LANE	7 LANE	8 LANE
REVENUES			
Swim Lessons	285,200	316,500	384,000
Rental Revenue	65,400	79,400	90,300
Recreational Swim and Other Revenues	40,000	40,000	40,000
TOTAL REVENUE	390,600	435,900	514,300
EXPENDITURES			
Full Time Staff	184,700	184,700	184,700
PART-TIME STAFF			
Swim Lessons	156,000	168,000	190,500
Recreation/Lane Swim	153,500	153,500	153,500
Lifeguards for Competitions/Rentals	35,700	49,600	49,600
Total Part-Time Staff	345,200	371,100	393,600
OTHER OPERATIONAL EXPENDITURES			
Mileage/Conference/Training/Program Supplies	4,600	4,600	4,600
Equipment Repair and Maintenance Supplies	5,500	6,000	6,500
Utilities (hydro gas water) \$7.50/Square Foot	298,300	311,200	327,000
GROSS EXPENDITURES	838,300	877,600	916,400
NET DEFICIT	447,700	441,700	402,100

3.15 ECONOMIC IMPACT ASSESSMENT OF AQUATIC SPORT EVENTS

One of the considerations in favour of the development of aquatic sport friendly facilities may be the economic impact of events and meets as each municipality continually strives to support local business development and retention. The Government of Ontario has produced a guide that assists communities, businesses and interested individuals in assessing the economic impacts of events and business generation. In very simple terms, determining the direct economic impact (on restaurants and hotels) of a competition one would need to calculate the number of events annually, how many non-resident visitors might attend these events and determine the average amount per person that would be spent on food and lodging etc. The direct impact is calculated by multiplying the number of attendees by the average amount each would spend per day on local businesses. Quantifying the economic impact can assist in identifying positive local impacts on businesses and further builds the case for the development of a sport friendly pool.

The full assessment description and methodology may be found at <http://www.reddi.gov.on.ca/guide/ecimpactassessment.htm> The Canadian Sport Tourism Alliance as developed software model that can also assist in projecting the economic impacts of sport competitions





In a climate of reduced resources, aquatic sport clubs, municipalities and other aquatic service providers need to work better together. There should be one vision to advance aquatic activities and sport in a given community or region with each group playing their part to realize this vision. Better use of resources, reduced duplication, and alignment with the community needs are all results of strengthened community relationships. This section will discuss ways of creating and strengthening community relationships.

4.01 UNDERSTANDING & CREATING COMMUNITY RELATIONSHIPS

The focus of most aquatic sport clubs has traditionally been to manage (mostly on a volunteer basis) the operations and governance of a non profit group including; hiring coaches, fund development, communications, marketing, registration, managing the competitions schedule and logistics, hosting meets, etc., leaving little time for government relations and working collectively with other groups to address prevalent social issues in the community. While the focus should be on the leadership of sport development, some time could be wisely spent in understanding government and administrative structures and communication flow.

4.02 NAVIGATING MUNICIPAL GOVERNANCE AND ADMINISTRATION STRUCTURES

An overview of municipal governance models is provided to respond to the often cited difficulty in understanding and navigating municipal processes when proposing pool enhancements or the development of new facilities.

GOVERNANCE/ADMINISTRATIVE STRUCTURE	ROLES AND RESPONSIBILITIES
PUBLIC	<ul style="list-style-type: none"> - Vote for Council members who will be most responsive to community issues including the responsible provision of aquatic facilities - Volunteer for advisory committee, project teams and special events - Be engaged in determining issues and bringing them to the attention of staff and Council - Become better informed and offer input/feedback - Ensure that there is transparency and accountability in the governance process
COUNCIL	<ul style="list-style-type: none"> - Operate under value driven principles; honesty, integrity, accountability and transparency - Place priority on the needs of the residents and business - develop a strategic agenda based on community input - Provide ongoing input mechanisms for the public to provide their thoughts on policy, programs and service quality - Set overall strategic directions for the community and the administrative structure - Ensures fiscal responsibility for the municipality - Develops, implements and sustainability measures - Sets policy
COMMITTEES OF COUNCIL	<ul style="list-style-type: none"> - More detailed attention to subject areas (parks and recreation, economic development, culture, planning and development etc.) - Reviews and reports from staff and provides recommendations for Council consideration - Review proposals and plans and spends dedicated time in meetings to hear deputations from the public and interest groups
ADVISORY COMMITTEES AND SPECIAL PURPOSE BODIES OF COUNCIL	<ul style="list-style-type: none"> - Council appoints committees and special purpose bodies to either manage certain elements of the municipality or provide input on specific subject areas - Sport Councils or Recreation and Sport Advisory Committees are constituted and members are appointed by Council and typically supported by staff - Interested parties can make deputations and present studies on related subject matter to these advisory committees or special purpose bodies - Input is minuted and forwarded to either the Committees of Council or directly to Council for consideration

GOVERNANCE/ADMINISTRATIVE STRUCTURE	ROLES AND RESPONSIBILITIES
CHIEF ADMINISTRATIVE OFFICER	<ul style="list-style-type: none"> - Administrative functions, overall responsibility for the corporate administrative structure, staffing, organizational excellence, departmental plans and performance, - Ensures adequate research, consultation and proposes and recommends policy directions to Council - Development of the budget and development of proposed strategies to Council for consideration - Annual reporting on strategic initiatives and performance measures
PARKS AND RECREATION DEPARTMENT MANAGEMENT	<ul style="list-style-type: none"> - Ensures that there is strategic Direction for Parks and Recreation and that programs, services and initiatives are aligned with community priorities - Promotes the benefits of being involved in recreation and sport activities - Ensures that there is an approved multi-year strategy for the development of facilities, programs and services with a budget and resourcing plan - Ensures that programs and services are provided with quality and in an equitable fashion - Supports the strengthening of community through community engagement initiatives and ongoing communications and consultation mechanisms - Promotes the recruitment, training, retention, supervision and recognition of a strong volunteer corps - Works in partnership with other like providers to reduce duplication and maximize resources
AQUATICS COORDINATOR	<ul style="list-style-type: none"> - Legislative and standards compliance - Community relationships and engagement - Equitable and universal access - Program design and promotion/marketing - Budget control - Facility planning and operations - Drowning and water incident prevention – public education and awareness - Operational health and safety - Staff development and training

4.03 IMPACT OF AQUATIC SPORT ON SOCIAL ISSUES

Community Centres and recreation and sport venues are highly recognized for their contribution to the quality of life in a community. There is a growing connection regarding the positive impacts that sport and recreation can have on addressing the social issues that communities face. There is an inherent role for each sport organization utilizing public facilities to be aligned with the social priorities and play their respective role in addressing these issues in a unique and creative way. Sport must continue to be seen as value added,

by looking to be more inclusive so that all residents can participate and gain from the experience. Municipal recreation and parks departments as part of their planning process are identifying prevalent social issues and developing strategies with likely community partners to address them over time. Aquatic sport can play an important role in reaching out to underserved and marginalized populations and being seen as a true community partner because it is the right thing to do and will most likely result in growing aquatic sport in more meaningful ways.

SOCIAL ISSUE	DESCRIPTION	OPPORTUNITIES FOR AQUATIC SPORT
INACTIVITY AND OBESITY	It is clearly apparent that Canadians are not active enough to sustain adequate health levels over their lifetime. There is an increasing body of evidence that suggests that for the first time in history, the current younger generation will not have the longevity or quality of life enjoyed by their parents.	<ul style="list-style-type: none"> - Sit on community-wide committees to promote participation in aquatic sport and physical activity - Promote participation through open houses, and introductory courses to experience aquatic sports

SOCIAL ISSUE	DESCRIPTION	OPPORTUNITIES FOR AQUATIC SPORT
INCLUSION OF DIVERSE AND MARGINALIZED POPULATIONS	Many communities are experiencing changes to their demographics, are developing strategies to be more inclusive and broadening their definition of diversity to include visible cultures, persons with disabilities, persons of low income, females, new immigrants, gays, lesbians, bisexuals and transsexuals and First Nations Canadians.	<ul style="list-style-type: none"> - Developing relationships with diverse groups to better understand their needs, with a view to adapting approaches to be more inclusive and to promote participation aquatic sport - Develop a program to promote aquatic sport to families of low income to ensure that there are no barriers to participation - Assist groups in developing and building capacity for example the ability and capacity to compete in the Special Olympics or the Gay Olympics
AGING POPULATIONS	Canadians are living longer and a growing percentage of residents are considered older adults. Women continue to have a longer life expectancy than men. 33% of the older population are widowed. By 2030, 20% of the population will be over 65 years as compared to the current 13.5%. Source: Statistics Canada	<ul style="list-style-type: none"> - Assist in the development and building capacity of Masters Aquatic Sport Clubs
DROWNING PREVENTION	Drowning Statistics in Ontario 132 fatal drowning in 2004 Inability to swim affected victims in all age groups (25%), especially children under 5 (92%), children 5-12 (43%) and seniors 65+ (31%). Source – Drowning Report - Lifesaving Society	<ul style="list-style-type: none"> - Assist with education and awareness efforts through existing communications vehicles and fund development efforts

4.04 THE CONCEPT OF SHARED FACILITIES

One opportunity to better achieve an increased number of aquatic sport friendly pools is to consider the development of shared facilities. It is possible for a group of adjacent municipalities to plan, develop, construct and operate a centrally located sport friendly pool. A study was undertaken to look at this concept in the municipalities of Mississauga, Oakville and Milton in 2009. The three municipalities were investigating the concept of a shared 50M long course pool, a fitness centre and community meeting spaces. The steering group worked well together and developed a list of guiding principles and ideal conditions that would assist in the location and operation a shared facility.

These guiding principles and ideal conditions for location are shared below to demonstrate that a shared facility is achievable if the right discussions with respect to location, operational guiding principles and a governance/administrative model are held early in the process.

4.05 SAMPLE GUIDING PRINCIPLES FOR A SHARED POOL GUIDING PRINCIPLES FROM THE MISSISSAUGA, MILTON, OAKVILLE – SHARED 50M POOL STUDY – REPORT EXCERPT

The partners agreed that the following principles would guide decisions related to the capital and operating cost sharing of the facility as well as the program schedules, allocations and other facility use standards.

- *The complex would be designed and developed for its end use – to meet community sport, recreation and leisure requirements – and will be adaptable to international competitive standards.*
- *Components included in the facility's building program would be selected so the complex is capable of accommodating a broad variety of sport, recreation and leisure endeavours. Additionally, elements may be included to generate positive revenue to assist in the financial performance of the complex.*
- *The aquatic facility and its supporting elements would be equally accessible to able-bodied and persons with disabilities.*
- *Fairness and equity would underpin all decisions related facility access, program design and the manner in which elements of the complex are allocated to users or groups of users from each municipality.*
- *An integrated program model would be utilized to maximize the operating efficiency and use of the facility. This model would encourage and/or schedule simultaneous use by individuals and groups from across all three municipalities rather than dedicating time for exclusive use to patrons from any one jurisdiction. The integrated program model would be supported by a mechanism to track the proportion of facility use by individuals from each community to ensure that the fairness and equity principle is upheld.*
- *Each municipality's proportionate share of the combined tri-municipal population would be utilized as a standard method to determine an appropriate capital and operating cost sharing formula.*

- *The facility would conform to traditional municipal public recreation service philosophies including the principles of accessibility and affordability.*
- *The complex would align with and support the recreation service mandates and principles of the three municipalities. Where appropriate and possible, the facility's services and programs would enhance the collective mandates of the municipalities and would augment complementary initiatives such as healthy communities programs, physical activity strategies, etc.*

4.06 SAMPLE IDEAL CONDITIONS FOR DECIDING ON SHARED POOL LOCATION

The steering committee for the Mississauga, Milton, and Oakville – Shared 50 M Pool Study had 9 potential sites to evaluate and developed criteria to assist in assessing and determining the preferred site location. These are shared in this report to demonstrate that shared facilities are achievable if there is a spirit of collaboration and the development of a thoughtful approach.

4.07 MANDATORY CRITERIA FOR SITE SELECTION OF A SHARED USE POOL - FROM THE MISSISSAUGA, MILTON, OAKVILLE –SHARED 50M POOL STUDY – REPORT EXCERPT

1. *Within urban area boundaries of one of the 3 municipalities*

2. *Close to 400 series highway exit; main access on collector road; no access through residential streets*
3. *Quick vehicle access from (centre of population of) all municipalities (30 min max)*
4. *Available public transit*
5. *Highly visible / easily accessible*
6. *Minimum 25 acres to accommodate expansion potential*
7. *Owned by one of the municipalities and ready for proposed development within Project Schedule*
8. *No impediments to development (environmental [sensitive ecology, brownfield], legal [zoning, planning, easements], or physical restrictions [topography, lot shape])*
9. *Adjacent land uses are compatible (recreation, medium/high density residential - away from unsafe or non-compatible [industrial] uses)*
10. *The site has few or no physical limitations of topography, lot shape, or existing facilities; the site is flexible and encourages good design.*
11. *Site development costs are reasonable (within the budget allocation- available services capacity and soils conditions)*
12. *Potential capital / operating cost economies thru co-location with other municipal services*

It should be noted that the 50M shared pool under study did not proceed, however not due to a lack of inter-municipal cooperation and collaboration.

(5.0) SECTION FIVE: DEVELOPING A STRATEGY FOR AN AQUATIC SPORT FRIENDLY POOL

A reasonable and concrete plan most often attracts energy and resources. Of equal importance is that the plan be built collaboratively by engaging the right expertise and interested parties. The strategy for your community must reflect community needs, be aligned with municipal priorities and have appeal to the broader population.

5.01 WHEN IS THE BEST TIME TO DEVELOP THE STRATEGY?

While the timing of developing and launching a plan is critical; having a plan that is ready and can be communicated and presented at opportune times is as beneficial. Letting the decision-makers know that the aquatic community has been thoughtful and reasonable and is a partner in the support of aquatic activity is good positioning at any time. There are times in municipal governance and administrative planning cycles that will clearly get the plan for an aquatic sport friendly facility greater visibility and traction.

5.02 MUNICIPAL STRATEGIC PLANNING PROCESSES

In preparation for a new municipal term of office (every four years), Council and senior staff develop a community driven strategic plan. These plans typically articulate a vision, mission, priorities and timelines and in some cases performance measures to aptly measure the effectiveness of the strategies. Staff and Council make efforts to garner the

priorities of the community through surveys, focus groups and public meetings. Senior department heads are then directed to align the work of their departments with the stated priorities of the plan. Often priorities centre on quality of life, or healthy and active communities thus making the development of an aquatic plan easily aligned with the stated priorities of the community. It would serve the group well to anticipate the consultation phase in the development of the four year strategic plan in order to let the needs of the planning group be known. Further a draft strategic plan is typically offered to the community for refinement and this will provide another opportunity to ensure that the aquatic needs of the community are studied.

The planning cycle of Committees of Council must be understood; each committee of council has a mandate and any work to discuss sport friendly pools must align with the mandate and priorities of that respective committee of council. Each four year term of Council office brings with it a list of priorities that are aligned with the community and council strategic plans, getting the consideration for a sport friendly pool on the agenda early in the four year term is the best way to ensure consideration of the initiative sees progress over the term of office.

5.03 THE DEVELOPMENT OF A PARKS AND RECREATION STRATEGIC MASTER PLANS

Parks and Recreation Departments in Ontario develop Strategic Master Plans on average every 5 – 7 years. The purpose of the planning exercise is to;

- develop an environmental scan of demographics, trends, and current issues
- create a future look at the population in order to anticipate needs; identify any social issues facing the community for example; gender equity, inactivity and obesity, access for low income residents, access for diverse populations, aging populations, etc.
- complete an assessment of the current infrastructure including facility use and future facility and parks needs
- propose a set of provision standards for facilities for example – one indoor pool for every 50,000 residents, or one ice surface for every 750 registrants
- complete an operational review of the department in order to assess the capacity of the department to ably implement the recommendations

There are always significant opportunities for input through the initial consultation process (surveys to stakeholders and community groups, key opinion leader interviews, focus groups, briefs from stakeholder groups, community surveys, public meetings) and the final review of the draft master plan (posted on the website, public meetings and deputations at Committee meetings of Council).

5.04 THE DEVELOPMENT OF AN AQUATIC STRATEGY

Some municipalities have developed strategies specific to the use of pools within their purview. The City of Mississauga had their aquatic strategy SPLASH developed and approved in 2009. The plan articulates the current use of the pool stock and proposes structural changes, the closing of school operated pools, the relocation of pools in adjacent community centres, and the offering of one school pool to the aquatic sport community for exclusive use. While these strategies are specific to a municipality and a unique set of circumstances they provide some options for consideration and a glimpse at a thorough review of the provision of aquatic recreational/sport activity within a community.

The City of Toronto has undergone a three phased review of the provision of swimming pools considering capacity and use, geographic location, age, condition, community input and provides a hierarchy of the types of swimming pools that can be provided to ensure a well rounded provision system.

These strategies have taken a thorough review of the aquatic needs in a community and provide a detailed examination and thoughtful recommendations for the future.

5.05 MUNICIPAL LONG RANGE CAPITAL PLANS & DEVELOPMENT CHARGES BY-LAWS

As earlier stated in this report municipalities develop long range capital plans spanning 5 to 10 years to ensure that the most critical capital priorities are being addressed and that capital and operating funding sources are in place as needed. The Development Charges By-Law must also be addressed and reviewed on a regular basis to ensure that development can fund a portion of the needed infrastructure to support a

growing community. These study reports are available public information and may be influenced by an indication that an upcoming pool renovation or new facility development is on the horizon. A well articulated aquatic strategy may well influence the development of these plans.

5.06 CREATING THE STRATEGY TO DEVELOP A SPORT FRIENDLY AQUATIC FACILITY: BUILDING THE TEAM

The most productive scenario would begin with all interested parties and stakeholders being a strong part of a collective effort. It is best if the initiative could be lead by the municipality as they have the internal expertise and resources. Regardless of the leadership, the right collection of skills and competencies must be included in the deliberations.

(5.07) VISION AND MISSION STATEMENTS

A vision statement describes a desired future state for aquatic facilities within a given jurisdiction. A starting statement that will require discussion and refinement is provided.

“The Town/City of XXXX recognizes the importance of aquatic sport in the development of individuals and community and is committed to providing a mix of swimming pool types to meet a full range of aquatic activity and aquatic sport development needs”

A mission statement speaks to what is setting about to be accomplished, for whom, and how the work will be delivered. A draft statement is provided;

“The Community within the Town/City of XXXX is committed to working together in an integrated fashion in order to realize its vision of a mix of pool types to meet a broad range of aquatic activities and aquatic sport opportunities for all residents”.

5.08 GUIDING PRINCIPLES

Guiding principles serve as touch stones as a strategy is developed and implemented; they state what is important and what must be evident in the final facility. In the development of a sport friendly pool these principles should be evident at a minimum;

1. **Access and Equity** – The pool will welcome all resident of the town/city and the program mix will provide a full range and balance of opportunities.
2. **Health and Wellness** – The pool program will focus on the health and wellness of all residents and will inspire and encourage residents to embrace active lifestyles thus reducing the economic impact of inactivity and obesity.
3. **Sport and Program Continuum** – The program and service mix will provide an opportunity for individuals and groups to develop their skills and abilities to a level of their choice.
4. **Full Range of Aquatic Opportunities** – Communications will promote a full range of opportunities and encourage participants to try new experiences in and around the water.

5. **Drowning and Water Incident Prevention** – Education, awareness and programs will serve to reduce drowning and water incidents in and around water.
6. **All Ages and Abilities** – Opportunities will appeal to all ages and abilities and their needs will be identified and considered.
7. **Strengthening Families and Neighbourhood** – The pool facility will serve as a gathering place where residents can come together to strengthen both family and community.
8. **Climate and Culture** – The climate and culture of the pool facility will be friendly, welcoming and garner positive outcomes for residents and special groups.

- Communications Plan – Consultation and Building Community Momentum
- Partners and Key Leaders
- Implementation and Evaluation

5.10 NEXT STEPS

Mapping out the deliverables on an annual basis will serve to keep the development of a sport friendly pool in focus and achievable. Most facilities will take a minimum of 4 years from the time that a Master Plan is approved to the completion of construction.

5.11 REPORT TEMPLATE: BUILDING A CASE FOR AQUATIC SPORT FRIENDLY POOLS

Typically the municipality has a responsibility to ensure that the development or refurbishment of aquatic facilities is feasible, and can be sustained over the first five years of operation. In an ideal situation, the stakeholders, community and municipality would work collectively to create a summary report. Each municipality is different and in some case the stakeholders might need to develop the initial components of a report to demonstrate the need for a sport friendly pool.

5.09 KEY RESULT AREAS AND IMPLEMENTATION PLAN

The key result areas in any plan focus on key functional areas of the development of an initiative. It is anticipated that the following suggested key result areas will require definition, and an individual action plan that dovetails with the flow of the development of the aquatic sport friendly facility.

- Facility Feasibility and Development
- Preliminary Design and Space Program
- Capital and Operating Costs - 5 Year Business Plan
- Funding Options and Sources

BUILDING A CASE FOR AQUATIC SPORT FRIENDLY POOLS - A GUIDE

REPORT SECTION	SUB-SECTIONS	APPLICABLE REFERENCE SECTIONS FROM THIS DOCUMENT
EXECUTIVE SUMMARY	Acknowledgement of Key Contributors Recommendations Key Study Findings Summary of Recommendations	
INTRODUCTION AND BACKGROUND	Demographics and Community Growth What Exists – Aquatic Facility Inventory Strengths, Challenges and Opportunities Current Use of Pools – Fill Rates Pent Up Demand	SECTION TWO
CURRENT STATE ANALYSIS	A description of what exists within aquatic sport in Canada, Ontario and local conditions Aquatic Sport Participation in Canada Aquatic Sport Growth in Ontario and within the Municipality Trends in the Delivery of Aquatic Sports and Aquatic Activities	SECTION THREE
STRATEGIC ALIGNMENT WITH COMMUNITY PRIORITIES	Alignment with Priorities in the Community Strategic Plan Alignment with the Priorities Housed in the Parks and Recreation Master Plan	SECTION TWO
FEASIBILITY STUDY	Results of Community and Consultation Program Support for a Aquatic Sport Friendly Pool	SECTION THREE
VISION AND GUIDING PRINCIPLES	Facility Provision Vision Mission Guiding Principles	SECTION FIVE
DESCRIPTION OF PROPOSED AQUATIC SPORT FRIENDLY POOL REQUIREMENTS	Predominant Aquatic Sports Dimensions Number of Lanes Amenities Specific Requirements to Support Other Aquatic Sports	SEE WWW.AQUATICSPO.COM
COMMUNITY PARTNERSHIPS AND WORKING RELATIONSHIPS	Description of Community Partners and their Interest in a Sport Friendly Pool	SECTION FOUR

BUILDING A CASE FOR AQUATIC SPORT FRIENDLY POOLS - A GUIDE

REPORT SECTION	SUB-SECTIONS	APPLICABLE REFERENCE SECTIONS FROM THIS DOCUMENT
PUBLIC CONSULTATION	The master planning process and the development of the feasibility study will require may different input mechanisms including interviews with key opinion leaders, focus groups, a community survey, a questionnaire of user groups and stakeholders, possibly a community design conference and opportunities for input on the conceptual design. It will be important to provide a summary of support that the consultations offered	SECTION TWO
OPTIONS AND ALTERNATIVE OPTIONS	A strategy should articulate the options before the leadership team. A costing of each option and the advantages/disadvantages of each. The preferred option should be recommended with an analysis of why this is the preferred option.	
QUALITATIVE ANALYSIS	A qualitative analysis provides the overall benefits of aquatic sport participation and the contribution of aquatic sport to addressing prevalent community social issues	SECTION THREE
QUANTITATIVE ANALYSIS	Providing a quantitative analysis will involve a summary of; The Program Model Participation Numbers – Facility Capacity Capital Funding Requirements and Options Fund Development Options – sponsorships, available grants, partnership opportunities, co-location, shared facilities etc Budget Assumptions and 5 year Operating Budget Projections (Business Plan) Economic Impacts of Competitive Meets	SECTION THREE
RISK ASSESSMENT	A responsible strategy will Identify of the key risks associated with the facility project and of the preferred options	TO BE DEVELOPED BY THE WORKING GROUP
IMPLEMENTATION PLAN	Key Result Areas of the Project Initiation Proposed Timing Associated Costs and Resources	TO DEVELOPED BY THE WORKING GROUP
RECOMMENDED NEXT STEPS	Development of a Project Team and External Expertise to continue to work with the staff team	
OBSERVATIONS, RECOMMENDATIONS AND CONCLUSION	Summary Observations, Recommendations Conclusion	

Building the case for the development of sport friendly pools can take a significant amount of time requiring many dedicated individuals who must gather information, develop a plan, keep the issue on the radar screen and continually look for opportunities. It must be noted that most sports would follow a similar process to gain the infrastructure needed to support their sport of choice. The difference is that pools generally cost more to construct and operate and as a result there is a significant consideration given. The Aquatic Sport Council has provided an invaluable resource in the development of this guide for those interested in aquatic sport development (or any sport development for that matter) to better navigate the required facility development and approval processes. The decision makers will need to consider many other dynamics and pressures within the community that cannot possibly be captured in this document. The working group must anticipate these scenarios and be flexible in developing timely and meaningful options. Having an evidenced based and thoughtful plan in place will attract consideration and resources over time.

