

# **Memorandum**

To: Lisa Spitale, Date: December 4, 2023

Chief Administrative Officer

From: Dean Gibson, File:

Director of Parks and Recreation

Subject: Budget 2024: Preparing for the Opening of the new təməsewtxw Aquatic and Community Centre- Analysis if funding were reduced

#### **PURPOSE**

The purpose of this memo is to answer Council's question regarding the impacts to the təməsewtxw Aquatic and Community Centre if incremental budget enhancement funding levels were reduced.

#### **BACKGROUND**

Included as Appendix "B" this memo is the November 20, 2023 department memo which provided an overview of the historical context, public engagement outcomes and ensuing project vision that ultimately guided the development of the City's new aquatic and community centre and resulting programming and operating model. At the November 20 Budget Workshop, Council asked that staff provide an analysis of the impacts to the service delivery model if full funding were not approved.

#### **EXECUTIVE SUMMARY**

To analyze the impacts to the service delivery model for the təməsewx Aquatic and Community Centre (TACC), four funding scenarios have been developed. The first scenario is the model recommended by City Staff and is considered 100% proposed enhancement funding – and acts as the baseline. The remaining three scenarios are derived from Scenario 1 by reducing hours of operation (in increments of 25%) and illustrate the resultant budget, levels of service, and public access impacts.

Depending on the degree to which the proposed service enhancements may be reduced, one or a combination of the following will result:

- Reduction of total public operating hours
- Negative impacts to asset maintenance
- Reduction in service delivery community programs, facility rentals, customer support services, preventative maintenance and janitorial services.

- Facility access reductions intermittent closures of rooms, gyms, fitness centre and pools
- Reputational risk

The new TACC operating model incorporates operating budgets and permanent staff positions from the former Canada Games Pool (CGP) and Centennial Community Centre (CCC) supplemented by proposed additional resources in order to support expanded sustainability targets, building operations, grounds maintenance, and community programs and services.

When modelling the effects of service reduction implications, not all revenue and expense line items are affected proportionately when services are reduced. Incremental revenues and variable expenditures (auxiliary salaries and supplies and materials for programs and services) are affected proportionately to the service reduction percentage. However, incremental fixed costs associated with office supplies, permanent regular salaries (including benefits and training), subcontracts, scheduled maintenance and janitorial supplies are not affected proportionally by service reductions as all of these line items are seen as imperative to keep the building operational day after day regardless of the total weekly operating hours. Incremental fixed costs associated to pool chemicals, electricity, solid waste, water and sewer decreases to a maximum reduction of 50% as all of these items are required to keep the facility open even with limited hours of operation.

# Scenario Analysis

	Scenario 1	Scenario 2	Scenario 3	Scenario 4
Percentage	100%	75%	50%	25%
<b>Weekly Hours</b>	109.0	81.5	54.5	27.3
Revenues	\$0.49M	\$0.37M	\$0.25M	\$0.12M
Expenses	\$1.50M	\$1.27M	\$1.04M	\$0.94M
Net Subsidy	\$1.01M	\$0.90M	\$0.79M	\$0.81M
Cumulative	-	\$0.11M	\$0.22M	\$0.20M
Savings				

A detailed breakdown of each scenario across various expenditure line items is included at Appendix "A" to this memo.

### Scenario 1 – 100% Operating Hours (Net operating subsidy \$1M)

- Total weekly public operating hours: 109. Net operating subsidy: \$1M
- This base case service delivery model is outlined in the attached November 20, 2023 memo (Appendix "B"), wherein Parks and Recreation staff have already value engineered a number of service enhancement requests and phased in a number of positions over the course of the first operating year.

- This service delivery model recognizes that given the size and the projected scope of service provision envisioned for this facility (as developed through comprehensive community consultation processes early in the project development phases), scenario 1 is the minimum requirement to maintain suggested hours of operation for all areas of the facility (i.e. Monday to Friday 5:30am to 10:00pm, Saturday 8:00am to 8:30pm and Sunday 8:00am to 10:00pm). These service hours are similar to that of the former Canada Games Pool operating hours which has set the benchmark for public expectations around levels of service in the new facility.
- This service delivery model includes enhancements requested from Engineering and Parks Operations as a direct result of the scope and size of the natural landscape and site operations requirements.
- This service delivery model accounts for projections of increased electrical and utility provisions to fully operate the facility.
- This service delivery model accounts for an expansion of programs and services for all functional areas (early years, preschool, children, youth, adult and seniors).
- This service delivery model activates all spaces of the facility at all times gymnasiums, multi-purpose spaces, natatoriums, fitness centre and fitness studios.
- This service delivery model accounts for projected incremental revenues associated with a fully operational facility (open 109 hours per week)

# Scenario 2 – 75% Operating Hours (Net operating subsidy \$.90M)

- Total weekly public operating hours: 81.5. Net operating subsidy \$.90M. Cumulative net savings over scenario 1: \$0.11M.
- This service delivery model includes a reduction of 25% of suggested operating hours, community programs and services.
- With 75% funding, the facility would be open with a full scope of services with a balance of prime and non-prime hours. A reduction of public operating hours from 109 hours to 81.5 hours per week might look like: Monday to Friday 8:00am to 8:00pm, Saturday 8:00am to 8:00pm and Sunday 10:00am to 7:30pm.
- This service delivery model has an impact on the ability to provide access to the
  facility during the early morning hours before school and work impacting access
  for the community swim club, the fitness centre and regular length swimming users
  in the morning hours. It would also limit access to the facility services during
  evenings and weekends directly affecting youth and family access to services.
- This service delivery model will limit evening league play or rentals for sports including volleyball, badminton, pickleball and others.
- This model will reduce expenditures related to auxiliary salaries and facility supplies and materials.
- Incremental savings for regular salaries, utilities, scheduled maintenance and pool chemicals are not significant relative to savings from reductions to auxiliary salaries.

- In this model, the facility maintenance is still required. The lights will still be on, the pool will still be heated and treated, and the natural areas will continue to need to be maintained and serviced.
- This model will create a reduction in expected revenues as service hours are reduced.
- A 75% reduction in service hours will produce an estimated net savings of \$111K over the base case scenario 1.

# Scenario 3 – 50% Operating Hours (Net operating subsidy \$0.79M)

- Total weekly public operating hours: 54.5. Net operating subsidy: \$0.79M. Cumulative net savings over scenario 1: \$0.22M.
- This service delivery model includes a reduction of 50% of recommended weekly operating hours, community programs and service delivery.
- With 50% funding, the facility would be open with a full scope of services with a balance of prime and non-prime hours. A reduction of public operating hours to 54.5 hours per week might look like: Monday to Friday 9:00am to 6:30pm, Saturday 10:00am to 5:00pm and Sunday closed.
- This service delivery model has an impact on the ability to provide access to the facility during the early morning hours before school and work impacting access for the community swim club, the fitness centre and regular length swimming users in the morning hours.
- This service delivery model will greatly reduce the community's access to swim lessons, community recreation programs, and leisure swimming opportunities for families on evenings and weekends.
- This service delivery model will reduce access to the fitness centre, gymnasiums and group fitness classes on evenings and weekends directly affecting youth and regular drop-in sport and fitness centre users.
- This service delivery model will not support evening league play or rentals for sports including volleyball, badminton, pickleball and others.
- This model will reduce expenditures related to auxiliary salaries and facility supplies and materials
- Incremental savings for regular salaries, utilities, scheduled maintenance and pool chemicals are not significant relative to savings from reductions to auxiliary salaries.
- In this model, the facility maintenance is still required. The lights will still be on, the pool will still be heated and treated and the natural areas will continue to need to be maintained and serviced.
- This model will create a reduction in expected revenues as service hours are reduced.
- A 50% reduction in service hours will produce an estimated incremental net savings of \$222K over the base scenario 1.

# Scenario 4 – 25% Operating Hours (Net operating subsidy \$.81M)

- Total weekly public operating hours: 27.3. Net operating subsidy: \$.81M. Cumulative net savings over scenario 1: \$0.20M.
- This service delivery model includes a reduction of 75% of suggested operating hours, community programs and service delivery.
- This service delivery model creates an increase in net operating subsidy from the 50% scenario 3 model as fixed costs remain the same as that model yet revenues decrease.
- With 25% funding, the facility would be open with a full scope of services with a balance of prime and non-prime hours. A reduction of public operating hours from 109 hours per week to 27.25 hours a week might look like: Monday/Wednesday/Friday 9:00am to 5:00pm, Saturday 11:00am to 2:30pm and Sunday closed.
- This service delivery model does not support public swimming lessons, community recreation programs and leisure swimming opportunities for families on alternate weekdays, evenings and Sunday's.
- This service delivery model does not support access to the fitness centre, gymnasiums and group fitness classes on alternate weekdays, evenings and Sunday's – directly affecting youth and regular drop-in sport and fitness centre users.
- This service delivery model will not support evening league play or rentals for sports including volleyball, badminton, pickleball and others.
- This model will reduce expenditures related to auxiliary salaries and facility supplies and materials.
- Incremental savings for regular salaries, utilities, scheduled maintenance and pool chemicals are not significant relative to savings from reductions to auxiliary salaries.
- In this model, the facility is still required to be maintained. The lights will still be on, the pool will still be heated and treated and the natural areas will continue to need to be maintained and serviced.
- This service delivery model creates an inverse impact to incremental savings.
   While reducing service delivery and revenue projections greatly, the expenditures to keep the lights and heat on and maintain the asset of the facility stay the same.
- A 75% reduction in service hours will produce an estimated incremental savings of \$200K.

# Appendix A

TACC Operating Budget Enhancement Analysis – Reduction in Weekly Operating Hours Scenarios

	Scenario 1	Scenario 2	Scenario 3	Scenario 4	NOTES
Percentage	100%	75%	50%	25%	
Weekly Hours	109.0	81.5	54.5	27.3	
REVENUES					
Incremental Revenues	(493,100)	(369,825)	(246,550)	(123,275)	
TOTAL REVENUES	(493,100)	(369,825)	(246,550)	(123,275)	
EXPENDITURES					
Variable Costs					
Supplies and Materials	83,996	62,997	41,998	20,999	
Salaries, Benefits and Training	325,006	243,755	162,503	81,252	
	409,002	306,752	204,501	102,251	
Fixed Costs					
Supplies and Materials	1,665	1,665	1,665	1,665	
Salaries, Benefits and Training	375,529	375,529	375,529	375,529	
Subcontracts	50,200	50,200	50,200	50,200	
Scheduled Maintenance	127,724	127,724	127,724	127,724	
Janitorial Supplies	13,561	13,561	13,561	13,561	
Pool Chemicals	30,000	22,500	15,000	15,000	NOTE 1
Electricity	388,536	291,402	194,268	194,268	NOTE 1
Water and Sewer	95,759	71,819	47,880	47,880	NOTE 1
Solid Water	14,442	10,832	7,221	7,221	NOTE 1
	1,097,416	965,232	833,048	833,048	
TOTAL EXPENDITURES	1,506,418	1,271,983	1,037,549	935,298	
NET OPERATING SUBSIDY	1,013,318	902,158	790,999	812,023	
<b>CUMULATIVE SAVING</b>	-	111,160	222,320	201,295	
NOTES					
NOTE 1: At minimum fixed cost	held at 50% op	erations			

# **Appendix B**

# Memorandum

To: Lisa Spitale, Date: November 20, 2023

Chief Administrative Officer

From: Dean Gibson File:

Director of Parks and Recreation

Subject: 2024 Budget – Preparing for the Opening of the new təməsewtxw Aquatic and

**Community Centre** 

#### **PURPOSE**

The purpose of this memo is to provide an overview of the historical context of the development of the City's new aquatic and community centre, and to introduce the resulting programming and operating model now that the facility is near to opening.

#### **BACKGROUND**

After over two years and thousands of community conversations, many formal public engagement sessions, followed by detailed planning and design, the City broke ground in the spring of 2021 for the new community recreation center that would be named the temesewtx Aquatic and Community Centre (TACC). Envisioned by the community as a place that is inclusive, accessible, and welcoming; where the community comes together to connect; where diversity is celebrated and all people can belong; barriers to access and participation are reduced; sustainability principles are practically applied; and a source of community pride; the temesewtx Aquatic and Community Centre represents the largest single investment in community infrastructure in the history of the City at \$114.6 million.

Through the community engagement process, the Aquatic and Community Centre was designed to include increased fitness and wellness space, licensed childcare space, several multipurpose and studio spaces, gymnasiums, leisure pool, 50m lap pool, and many amenities and features to provide an accessible, inclusive, efficient and 'green' facility for the residents of New Westminster.

The təməsewx Aquatic and Community Centre is scheduled to open in late spring of 2024 and will provide aquatic and recreation services replacing and expanding upon the services and programming provided to the community through the former Canada

Games Pool (CGP) and Centennial Community Centre (CCC), to more effectively support the needs of the diverse and growing community.

#### **OVERVIEW AND CONTEXT**

## Facility Amenities

TACC facility amenity space is over 50% larger than the combined square footage of the former CGP and CCC. The addition of a community living room, meeting space, studio, gymnasium and lease space are additional to the previous facilities' offerings. TACC amenities include:

- A 37 space licensed childcare facility
- 2 gymnasiums (1 large and 1 small)
- Up to 10 multi-purpose program spaces (rooms may be divided for individual purposes or combined for larger programs/events)
- Community living room
- Community meeting space
- 1 leisure pool featuring three 25m lanes, a lazy river, spray toys and a tot zone, adult hot pool, family hot pool, accessible gendered and universal change rooms, steam room and sauna
- 1 lap pool featuring eight 50m lanes, two bulkheads, a moveable floor, 1m springboard, 3m springboard and 5m platform
- Over 12,000 square feet of fitness centre over 2 floors including accessible weight room equipment, stretching and functional training areas
- Cycle studio for up to 30 bikes
- Up to 3 specialty fitness studios for group fitness and wellness classes (some rooms may be divided for individual purposes or combined for larger programs/events)
- Active rehabilitation lease space
- Retail food services space

#### **Exterior Amenities**

TACC features expansive exterior open space, outdoor play spaces, public art, natural environment enhancements and on-site contributions towards the City's urban forest, as well as prioritized pedestrian routes, enhancement to the adjacent Rotary Crosstown Greenway, bike racks, covered outdoor spaces, all of which promote opportunities for connecting, relaxing and active play.

#### Operating Model

Core TACC operations revolve around recreation programming (i.e. registered program and lessons), drop-in services (aquatics, fitness, sport), and rental of facility spaces for organized and informal community uses. It is expected that all facility spaces will be

programmed or available for rental during all operational times with the busiest activation times during evenings and weekends.

The projected hours of operation for TACC are modelled after the historical operating schedules of CGP and CCC as follows:

Monday to Friday 5:30 a.m. to 10:00 p.m. Saturday 8:00 a.m. to 8:30 p.m. Sunday 8:00 a.m. to 10:00 p.m.

Customer service and administrative support staff schedules will be adapted to support the demand for increased visits resulting from various functional program participants, drop-in users and facility rentals. Early estimates suggest up to 3,000 visitors a day will visit the facility.

Given the size of TACC and the expected extent of facility usage, building and pool operations staff will be needed twenty four hours a day, seven days a week to ensure a safe and clean environment while also maintaining the asset itself through a rigorous preventative maintenance and asset management program. Daily and preventative maintenance requirements of TACC are expected to be double that of the combined previous facilities. Additional pool service workers will be needed to manage and maintain multiple bodies of water, deck spaces, and new state of the art sustainable mechanical and pool-water filtration systems. The design of two separate natatoriums to create energy efficiencies, air quality improvements and programming improvements adds to aquatic, facility and program staff demands. Sufficient building operation staff levels are essential to safely and efficiently set up and take down equipment for daily programs and rentals, maintain a consistent standard of cleanliness for public washrooms, change rooms and multi-purpose spaces, and carry out preventive maintenance work on the facility.

#### Levels of Service

TACC will be the first City recreation facility that will encompass programs and services from almost all functional areas provided by the Parks and Recreation Department (arena services excluded). This multi-generational, multi-purpose facility will be host to aquatic, fitness and community recreation programs and services. In addition, residents will experience after-school youth programming, seniors programming, drop-in sport programming, league programming and, over time, additional gymnastics programming. This city-wide programming approach will provide increased access to, and more equitable service delivery across all functional areas for all residents.

The addition of new service areas to the complement of programs traditionally offered at CGP and CCC requires additional program support staff to plan and implement these services. Requests for additional staff, both regular and auxiliary, will support the

expansion of youth and seniors' programming citywide, inclusive of new opportunities available within TACC.

# Strategy for Transitioning

Staff have worked with the project management team to develop a phased approach to opening TACC in 2024. Public access to the facility will commence in late April 2024 and will feature fitness, community recreation and drop-in sport programs. Aquatic programs and services such as lap and leisure swimming, aquatic fitness and lifeguard development courses will gradually come on-line in May 2024. Swimming lesson and enhanced functional programs servicing youth and seniors will ensue the weeks following the grand opening of TACC on June 1, 2024. Facility rentals will commence in June 2024.

Plans to phase-in staff positions during different quarters of the year will allow the budgetary impact to be moderated over two annual operating budget cycles. Where practical to do so, staffing needs in many service areas will be supported through auxiliary staff as we grow into the facility and operations. This approach enables staffing models and requirements to be piloted for effectiveness and efficiency prior to committing to a long term, more permanent structure.

Building operations staff will be recruited and hired in the first quarter of 2024 in order to facilitate training in the new mechanical, technical and chemical operations systems during the commissioning process. Customer Service and administrative support staff will be recruited and onboarded in March to activate and set up the operations of the front desk and recreation management software systems.

Community Recreation and Fitness staff do not require extra resources to start programming in TACC. An approach to maintain program offerings from CCC to TACC has been developed to manage budget implications in 2024. As community demand for services increases, programs will be expanded and added under a direct-cost recovery approach. As this portfolio expands past the current supervisory capacity, service enhancements for additional supervisory support will be brought forward in future years. Auxiliary staff will be activated as of April 2024.

Aquatic staff recruitment and onboarding will commence in April of 2024. The recruitment process is expected to be ongoing for the balance of the year. Auxiliary staffing levels will increase as service delivery demands grow. Auxiliary staffing is to be phased in between April and the TACC grand opening.

Youth Services and Seniors Services assistant program coordinator staff and auxiliary program staff will be recruited and onboarded for June of 2024.

Supplemental grounds maintenance staff will be recruited and hired after the second quarter to maintain the natural areas and open spaces surrounding the site.

#### **ALIGNMENT WITH THE STRATEGIC PLAN**

Establishing the new təməsewxx Aquatic and Community Centre aligns with multiple strategic priorities of the City, all aimed at supporting and enhancing a high quality of life for all New Westminster residents in a socially conscious, sustainable and environmentally responsible fashion.

# Community Belonging and Connecting

TACC provides a community space for residents to gather and connect. TACC was designed with a grand community living room (lobby) that invites visitors to stay awhile. Communal tables, multiple sitting areas and seating for all ages and abilities are scattered throughout the lobby. TACC was designed to be a hub for the community, it will serve all demographics in different functional areas. Participants may come for a swim, a music lesson, preschool, childcare, art class, dance class or a senior social. All generations and functions come together under one roof, highlighting the benefits of recreation and social connectedness. By creating a space where all can connect and recreate both indoors and outdoors, the community benefits through enhanced mental, physical and social wellbeing.

TACC will provide important resources to the community through the licensed lease space for childcare. The licensed lease space will provide all-day care for 37 children and will help to facilitate connections between households that share common early-years family interests.

The additional lease space for active rehabilitation will provide opportunity for private enterprise to offer core rehabilitation services within the facility, connecting community to health care and health care customers to the recreation-based services within the facility.

#### Asset Management and Infrastructure

Under the direction of the existing Facility Operations Coordinator, the facility operations team, along with staff from Civic Buildings and Properties (CBP) will utilize TACC as a pilot for uploading new data and utilizing gathered data to drive decision making in regards to preventative maintenance and capital planning. The facility operations supervisory team (both TACC and CBP) will be invested in reporting data, scheduling timely replacement of mechanical components and scheduling of preventative maintenance on asset infrastructure to ensure the building delivers the level of service

expected by Council and the public. This approach will support long term financial planning and operations resilience.

## 7 Bold Steps for Climate Action

TACC is a celebration of all seven of the City's Bold Steps for Climate Action:

- Carbon Free Corporation TACC design and construction will achieve LEED Gold and Zero Carbon Building Standard certification resulting in a 90% reduction of GHG emissions compared to the previous buildings of CCC and CGP.
- Car Light Community All modes of travel (i.e. transit, cyclists, pedestrians and motorists) were considered, to ensure the new community centre is welcoming and inclusive by incorporating connections to existing pedestrian, greenway and transit networks.
- Carbon Free Homes and Buildings TACC will be the first aquatic centre in Canada to achieve the Canada Green Building Council Zero Carbon Building standard.
- 4) Pollution Free Vehicles Access to public EV charging stations enhances the public charging network for community members.
- 5) Carbon Free Energy TACC was built with roof-mounted photovoltaic panels which will provide a projected electrical yield of 300MWh per year.
- 6) Robust Urban Forest The landscape surrounding TACC recalls a portion of the Glenbrook Ravine and forest that once extended through the site. Approximately 200 new trees, a meandering water channel and ravine planting create an attractive foreground and provide ecosystem benefits such as storm water capture, carbon sequestration, reduced heat island effect and enhanced biodiversity
- 7) Quality People-Centred Public Realm Community health was considered through TACC's innovative aquatic center filtration system (first of its kind in North America) which will increase aquatic indoor air and water quality, while reducing chemical supplementation for sanitization. The landscape design also includes community amenities such as seating areas, drinking fountains, lighting, bike parking, open lawn area, and play equipment.

# Indigenous People and Reconciliation

Urban Indigenous engagement was initiated early in the planning process to create a series of steps City staff should take in creating an inclusive and welcoming space in TACC for Indigenous peoples. Work has continued from these suggestions including the Naming Advisory Panel, building design, public art, landscape design and program planning.

## Accessibility and Inclusion

TACC was designed to follow the Rick Hansen Foundation Gold Accessibility certification which considers people of differing levels of physical mobility, as well as addresses gender and cultural sensitivities. Program staff are partnering with local immigrant and community services societies and New West Pride to create programs that welcome and support all in our community, especially the most vulnerable and marginalized. Recreation services continues to provide Financial Assistance to lower income residents, one to one support for program participation, and provides free admission to any attendants supporting those with special needs.

#### FINANCIAL IMPLICATIONS

The new təməsewtxw Aquatic and Community Centre is over 50% larger than the former pool and community centre and as a result, requires supplemental resources to sustain both the building's operations and associated programs and services. These enhancements are needed to appropriately maintain daily and scheduled maintenance demands, to deliver an enhanced suite of citywide functional community programs and services, and to provide quality customer service and administrative support to facility patrons. Existing operational budgets for Canada Games Pool (CGP) and Centennial Community Centre (CCC) will be combined to fund the operation of TACC. Further operating budget enhancements are necessitated in order to deliver the scope of service as prioritized by the community in the project planning phases.

The replacement of natural gas with electricity as the sole energy source creates a significant improvement in the City's GHG reduction targets but does come with marked impact to the facility's operating expenses.

Additional revenues generated by TACC are accounted for through expected increases in attendance in programs and services, increased facility rentals, and new revenues attributed to lease spaces. Fees and charges, previously approved by City Council, have been adjusted to be commensurate with services in comparable community recreation facilities in the region.

The new TACC operating model incorporates operating budgets and permanent staff positions from the former CGP and CCC supplemented by additional resources in order

to support expanded sustainability targets, building operations, grounds works, and programs and services. Pro-rated incremental 2024 operating budget impacts are phased in over a two year period and are summarized below:

2024 new pro-rated expenses

ltem	# FTE	Total pro-rated enhancement request
Customer service and	1	•
administrative support		
Building Operations	4	
Engineering Ops. and CBP	1	
support staff		
Program Delivery	1.3	\$706K
Auxiliary Salaries to support		
program delivery, customer service		
and building operations		
Water and Sewer		\$95K
Electricity		\$525K
Program Supplies		\$38K
All other facility operating costs		\$96K
	7.3	\$1.46M

2024 new pro-rated revenues

	Item	Total pro-rated revenue projections
	al revenue including program	\$490K
registration	ns, rentals and active pass sales	

2024 Net Operating subsidy

 224 Not operating caselay	
	\$970K

Wherever feasible, the impact of needed additional resources is being phased in over two annual budget cycles to moderate the associated funding implications over time.