



## REPORT TO MAYOR AND COUNCIL

<b>PRESENTED:</b>	NOVEMBER 9, 2020 - REGULAR MEETING	<b>REPORT:</b>	20-144
<b>FROM:</b>	ENGINEERING DIVISION	<b>FILE:</b>	0810-20
<b>SUBJECT:</b>	FORT LANGLEY OUTDOOR POOL REPLACEMENT UPDATE		

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### RECOMMENDATION:

**That** Council endorse the public engagement strategy outlined in this report; and direct staff to proceed with the proposed framework to obtain feedback regarding the Fort Langley Outdoor Pool and bring forward the results, including potential next steps, for Council's consideration.

### EXECUTIVE SUMMARY:

At its meeting on September 21, 2020, Council referred a motion regarding the Fort Langley Outdoor Pool to staff for a report, to include the process for public input opportunity and the cost of the various pool repair and replacement options.

Staff have reviewed and updated the information previously provided to Council, to include additional potential options for Council's consideration of endorsement for presentation to the public for consideration, input and comments.

To ensure adequate public input, it is expected that the consultation may take up to three months to provide opportunities utilizing different forums, within the context of the current pandemic as well as the Christmas Holiday Season. Subject to Council's endorsement, it is proposed to commence the public engagement/consultation process early in the New Year, or as otherwise directed by Council. Following completion of the public consultation process, as outlined in this report, staff will provide a report to Council, summarizing the findings and seeking Council direction with respect to next steps.

In light of current circumstances, public consultation techniques will remain predominately electronic (virtual) and include online information tools (such as web based platforms and social media outlets), a digital survey, and virtual dialogue sessions, as needed. If required, small in-person engagement sessions can also be accommodated, subject to compliance with public health orders, guidelines and safety protocols.

The Pool is estimated to have been constructed in or around 1962 and has outlived its useful life. In recent years, the Pool has experienced a number of unplanned closures to ensure public health and safety, and compliance with applicable standards. In general terms, the issues relate firstly to the size, design and overall configuration of the Pool and secondly to the age of the facility and the failure of mechanical equipment with significant replacement costs, based on applicable public health requirements and standards.

### PURPOSE:

This report is in response to Council's direction for staff to incorporate an opportunity for public input on the proposed plan to replace the Fort Langley Outdoor Pool.

**BACKGROUND/HISTORY:**

At its Regular Meeting on September 21, 2020, Council resolved as follows in relation with the components of a Notice of Motion, as noted below, regarding the Fort Langley Outdoor Pool:

1. *Council to ask staff to place any further action on the Fort Langley Outdoor Pool Replacement Plan on hold until an extensive public input opportunity on the merits of this plan has been held;*

Motion was referred to staff, for a report to include the process for public input opportunity and the cost of the various pool repair and replacement options;

2. *That a Public Input Opportunity be set up in a “Public Hearing” style format at the next open meeting of Township Council to receive comments from the public;*

Motion was deferred until after the staff report on the public engagement process and costing has been received;

3. *That Council have a full discussion on the Fort Langley Outdoor Pool Replacement Plan at an open Council meeting; and*

Motion was carried;

4. *That Council revisit at this open Council meeting whether or not to proceed further on the replacement of the Fort Langley Outdoor Pool with a Splash Park.*

Motion was carried.

The existing Fort Langley Outdoor Pool (the Pool) is situated within the Fort Langley Community Park (the Park). The Park is approximately 5.67 acres in size, and incorporates amenities that include sports field (soccer/ball diamond), the Pool, tennis courts, caretaker residence, concession, play area, picnic shelter, change rooms, and community garden. The Pool (including building and deck space) covers an area of 0.12 acres. See Attachment A for a site map.

The Pool has outlived its useful life as it was originally constructed over 55 years ago, circa 1962.

The Pool is 20' (6 m) by 50' (15 m) in area, and was typically open seasonally from mid-June to early-September, prior to the current closure due to safety concerns. Some programming has historically been available, based on municipal standards, consisting of swim lessons, pool parties, and rentals. Records indicate that most of the attendance has been associated with public swims.

The following have been identified as some of the current key challenges/limitations with the Pool, relating to public health and safety, functionality, liability and compliance with applicable standards:

- Failure of mechanical equipment to function as necessary to maintain minimum public health standards;
- Inability to comply with provincial Building Code, Plumbing Code, Guidelines for Pool Design and the Public Health Act;
- Lack of accessibility features required based on current acceptable standards;
- Inability to run school-age swimming lessons past ‘Swim Kids 6’, due to size limitations;
- Inability to run higher level ‘Advanced Leadership’ programs due to depth, length, and overall space availability; and
- No diving being permitted, due to the lack of depth in the Pool.

**DISCUSSION/ANALYSIS:**

Site Constraints

Due to the small footprint of this site there are a number of limitations that will have an impact on potential development opportunities and available options for this Park.

Fort Langley Cemetery	On May 13, 2019 a report to Council was provided on Township of Langley Cemetery Operations Review. The report referenced potential expansion of the Fort Langley Cemetery to accommodate current and projected needs, which must be borne in mind in the context of any planned Pool options, as it would have a significant impact on available parking.
Significant Trees	A recent assessment has identified that there are over 102 trees within the Park and many of them are close to 150 years old. Due to the extent of the critical root zone there is a large area of the site that would potentially be impacted.
Utility Services	There are currently no sanitary or storm sewer infrastructure servicing the site.
Caretakers Residence	Constructed in 2002 and is located just west of the existing pool with driveway access from the parking lot.
Adjacent Properties	The north side of the Park is bound by private properties and to the south the property is owned by the Langley Board of Education (School District).
Parking	The existing parking is situated on the Fort Langley Cemetery property and part of the long term plan where portions are targeted for cemetery use.
Sports Fields	As the only sports field (soccer/ball diamond) in Fort Langley, the site is used by a number of sports organizations, for special events (May Day), and by the School District for school activities.
Other Amenities	Picnic shelter, playground, concession and community gardens.

Potential Options

The following table identifies six potential options. The first four options (Options 1 through 4) presented reflect those previously considered as part of a previous report to Council (January 27, 2020), forming the basis of the approach to proceed with conversion of the Pool to a spray park.

The first four options presented below include the minor and major upgrade options; like-for-like pool replacement option; and the conversion option as the preferred option. It should be noted that the costs associated with these options have been updated based on the most current and up-to-date information and assumptions. Other costs provided as a range of potential costs are based on the inherent uncertainties associated with the option.

Two additional options (Options 5 and 6) have been added, which consider a larger pool (Option 5), that is more aligned with current outdoor pool sizes, configurations and standards, and based on the assumption that a like-for-like replacement of the existing pool (Option 3) is unlikely due to limitations and costs.

Another option (Option 6) has also been added that does not limit possibilities, while at the same time precludes aquatic amenity features. This option provides for other amenities that could appeal to a diverse age group. However, due to the uncertainties as to the ultimate components of the features to be included, subject to public input and Council direction, the option cannot realistically include an estimate of costs, with such to be determined at a later date upon identification of scope and components.

FORT LANGLEY OUTDOOR POOL REPLACEMENT UPDATE

Option	Description	Est. Capital Cost**	Est. Tax Impact***
<b>Previous Options*</b>			
<b>Option 1:</b> Minimum Upgrades	Addresses only the critical issues at the facility. This has a very high level of associated risk. While this option may appear appealing due to its estimated cost, it is <b>not recommended</b> , as it will not address long term issues and associated costs.	\$0.5 M	0.4%
<b>Option 2:</b> Major Renovations	Major upgrades to the facility to deal with the majority of the concerns outlined in the assessment. However, this is <b>not recommended</b> due to the significant costs involved, high level of risks, and the relatively low associated benefits.	\$2.3 M	1.7%
<b>Option 3:</b> Facility Replacement at Current Site ( <i>like-for-like</i> )	This is a like-for-like replacement of the existing outdoor pool on the current site, with another same size/configuration pool, but based on current codes and health guidelines. It would consist of minimum upgrades to meet current codes and regulations. However, this option is <b>not recommended</b> due to the small size and depth of the Pool, and limited aquatic programming.	\$3 M to \$4 M	2.2% to 2.9%
<b>Option 4:</b> Conversion to a Spray Park	Convert the existing pool site to a Spray Park. This option <b>is recommended by</b> staff based on the overall public cost-benefit analysis.	\$1 M	0.7%
Option	Description	Est. Capital Cost*	Est. Tax Impact**
<b>New Options</b>			
<b>Option 5:</b> Facility Replacement at Current Site (or a different location in the Park) based on an <i>Expanded Footprint</i>	Construct a new (single tank) outdoor <u>four lane 25 m pool</u> . To accommodate a larger pool footprint and additional components/structures (e.g. change rooms, wash rooms, pool building, chemical storage, etc.). Some of the following elements will need to be taken into consideration under this option. <ul style="list-style-type: none"> <li>• <i>Reduce the expansion of the Fort Langley Cemetery</i></li> <li>• <i>Removal of significant trees and greenspace</i></li> <li>• <i>Deconstruction of the existing caretaker residence</i></li> <li>• <i>Loss of the sports field to accommodate the new facility</i></li> </ul>	\$7.5 M	5.4%
<b>Option 6:</b> Other (non-aquatic) Park Improvements	Decommission the existing site and seek public feedback on potential non-aquatic enhancements that could provide for more year round use and appeal to a diverse age group. This could include one or more of the following: sports courts, skate park, bike park, adventure playground, etc. Similar to Option 5, the elements listed above will also need to be considered.	Indeterminate at this stage	

\* Previous options have been updated based on most current information about costs and assumptions  
 \*\* This is a high level capital estimate (order of magnitude for comparison purposes) that does not factor in any operating costs, cost to mitigate potential climate impacts and is not based on any design  
 \*\*\* This is estimated as the one-year tax impact that assumes new funding

Public Consultation

In light of current circumstances related to the pandemic, public consultation techniques will remain predominately digital and are proposed to include: online information tools (such as web-based platform, and social media outlets), online survey, virtual dialogue sessions, and may include a public hearing style meeting, subject to Council direction. Smaller in-person engagement sessions can also be accommodated subject to compliance with public health orders and safety protocols.

The survey will be available online and hardcopy for mail out to residents that do not have internet access. The survey will consist of a series of questions intended to solicit public input on the options presented in this report (table above). The survey will include a preamble on the current assessment that was completed, potential options currently being considered, and the estimated high level financial impact of each option.

In addition, it will be important for the public to have a fair and reasonable understanding of the potential timelines associated with each option and the fact that the earliest timeline for completion of a facility, regardless of the selected option, would likely be in 2022.

In addition, there will be signage posted on site, as well as print media notices, encouraging the public, including local area residents, to provide their input. Sufficient timing, as discussed below, will have to be provided to allow for receipt of all public submissions, considering the upcoming holiday season, the COVID-19 pandemic and the accommodation of written submissions.

Project Timeline

To ensure adequate public input, it is anticipated that the public consultation and engagement process will take up to approximately three months to complete, within the current global pandemic and timing of the year. Subject to Council’s endorsement, it is expected that the consultation would commence in January 2021, or as otherwise directed by Council.

Following the consultation phase, the feedback would be compiled, reviewed and synthesized, for inclusion as part of a report to Council. Council would be presented with a summary as well as the entirety of the public feedback received, and potential next steps and recommendations for Council’s consideration.

A preliminary and high-level outline of the key steps and associated timelines is presented in the sketch below:



It should be noted that as a result of the current consultation and public engagement process, and procedural and practical requirements, the earliest date for completion of a facility, regardless of the selected option would be in 2022.

**Climate Action Implications:**

In November 2019, the Township of Langley Council adopted an emission reduction target of 45% by 2030, and carbon neutrality by 2050. One of the key actions to achieving these targets is for all new corporate facilities to be zero carbon in operation. Depending on the desired option more investigation will be required on how to minimize the carbon footprint.

**Financial Implications:**

The options table above outlines the approximate potential costs or range of costs associated with each of the presented options. These are presented based on the information currently available and certain assumptions, in the absence of any detailed design or tendering process. They are presented as an order of magnitude for comparison purposes and are to be considered as high level estimates of the capital cost and associated general tax impact for reference. They do NOT include on-going operational costs.

Generally, prior to more detailed costing assessment, it would be necessary to develop a clear scope and undertake a detailed design process. As can be noted, financial impact, relating to capital costs, will vary significantly depending on the option selected.

Respectfully submitted,

Harb Chohan  
DIRECTOR, FACILITIES AND SUSTAINABILITY  
for  
ENGINEERING DIVISION

This report has been prepared in consultation with the following listed departments.

<b>CONCURRENCES</b>	
<b>Division / Department</b>	<b>Name</b>
FINANCE DIVISION	S.Ruff
PARKS AND RECREATION	C. Blair

ATTACHMENT A     Site Map

**Site Map**

