Indoor/Outdoor Aquatic Facility Feasibility Study

Final Report

November 2023

MONCTON

Sierra Planning and Management
advice • strategy • implementation

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1 PROJECT OVERVIEW

1.1 Study Background and Purpose

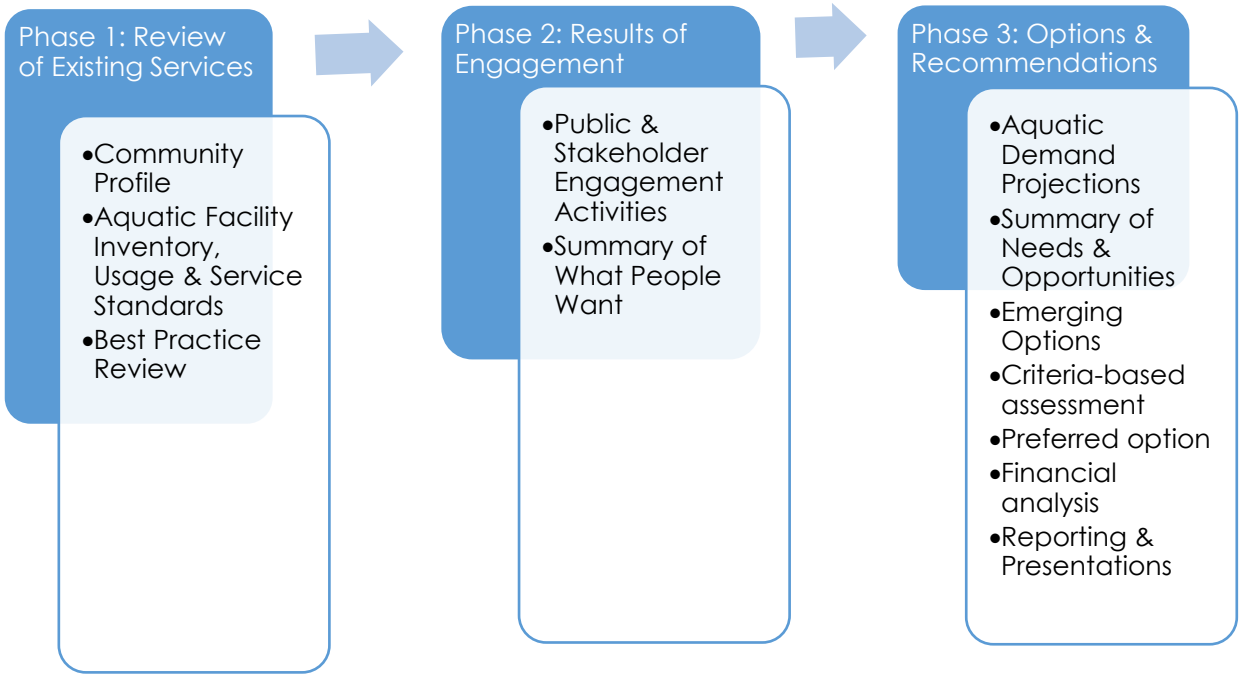
The City of Moncton has recently completed the Recreation Master Plan Phase 2 (Facilities and Programming), which provides high-level guidance for the management and development of recreation facilities and programs, infrastructure, resources, and investments over the next 10 years.

The purpose of the Aquatic Feasibility Study is to identify Moncton's indoor / outdoor aquatic recreation and leisure needs to 2032 (and over the longer term) and provide details of the indoor / outdoor aquatic facility infrastructure that will be required to meet these future needs. The study defines a preferred path forward by which to appropriately direct future development and resource allocation that will efficiently and effectively guide the municipality in future decision making as it relates to indoor and/or outdoor aquatic facilities. Specifically, the study establishes:

- Existing and target (1) population-based and (2) utilization-based standards of provision for aquatic facilities that should guide the municipality going forward.
- Current and future deficits / surpluses based on established target population-based standards.
- A range of options for aquatic facility development within the City, as municipal facilities, or through partnerships.
- Basic criteria and associated rationale for geographic location and acquisition of lands required for the development/redevelopment of future aquatic facilities.
- A preferred option for the development of aquatic facilities in Moncton, including operating and capital cost estimates.
- Funding options and potential delivery mechanisms.
- Recommendations for implementation of the preferred option.

1.2 Project Process and Reporting

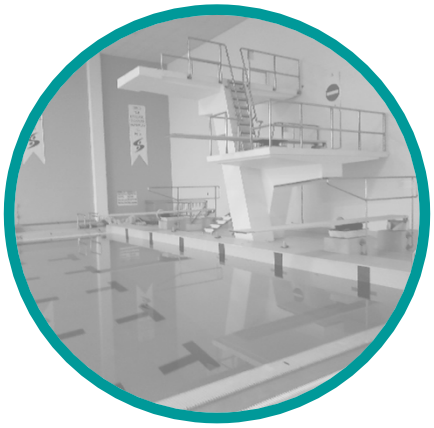
The Study process began in October 2022, and followed a linear three phase approach.



Reporting for Phases 1 and 2 was provided by way of two separate Technical Memorandums that provided a summary of the outcomes of each phase. This report encapsulates all reporting completed to date.

Technical Memo #1 provided a situational assessment that detailed the current and future context within which the feasibility study is being conducted. It included a review of the current planning policy context, historic and future population dynamics, an inventory of existing aquatic facilities in the City and region and the corresponding standards of provision, as well as a review of trends in terms of facility design, aquatic programming, and participation trends. A benchmarking exercise was also undertaken to examine comparable best practice examples of aquatic facilities from around the country. This is generally provided within Part A of this report.

Technical Memo #2 provided a summary of what we heard through engagement activities, including engagement with stakeholders and the public, and provides preliminary conclusions of what people want in a potential aquatic facility. This is provided in Section 6 of this report.



Part A: Situational Assessment

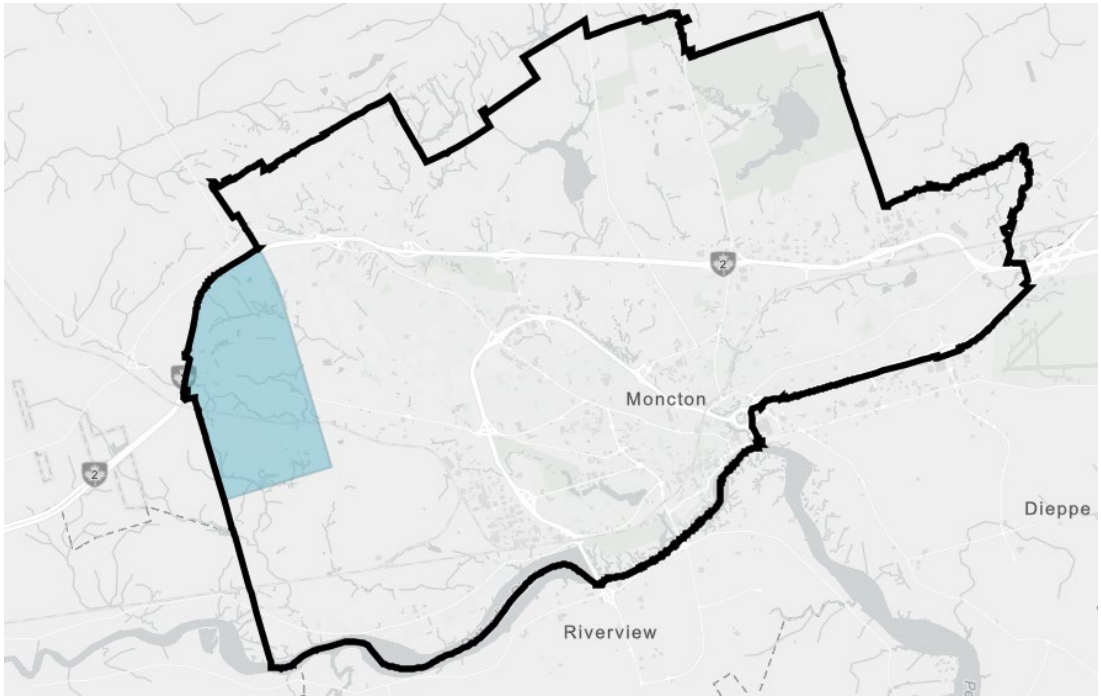
2 PLANNING WITHIN THE MUNICIPAL POLICY CONTEXT

The City's recreational assets are currently planned through the following supportive municipal policies. These documents provide an understanding of the priorities and goals of the city as it relates to future recreational facilities.

2.1 Moncton Local Government Reform

The Government of New Brunswick is in the process of local government reform, moving from 340 local governments to 89. On January 1, 2023, Moncton's municipal boundary expanded to include the Lute's Mountain area, located in the far northwest area of the city, beyond the urban boundary. The area, home to approximately 650 residents, has been incorporated and is now part of the City of Moncton as shown on the map below.

Exhibit 1: Moncton's Expanded Municipal Boundary



Source: SPM based on City of Moncton, Esri Canada data.

2.2 PlanMoncton: The City of Moncton Municipal Plan

The City's Municipal Plan, PlanMoncton, guides the physical development of the city as it relates to the use and development of land, planning of municipal services, facilities, and infrastructure, improvements to the environment, among other items. The Plan is premised on a series of principles, including but not limited to: embracing nature; city-building will be centered on people, accessible to all, and inclusive of diversity; creating vibrant spaces, with a true sense of place and identity; vibrant

downtown; be a city of more complete neighbourhoods; sound growth management; and fostering bold leadership.

The Plan identifies a land use designation "Community Use", which in addition to assisting with protecting the natural environment, is used in recognition of sport, recreation and leisure facilities, schools and other important community uses. This designation is where the development of major recreational and leisure facilities is to be encouraged.

A Review of the Municipal Plan is anticipated to begin in 2023 and will be based on the outcomes of the Urban Growth Strategy.

2.3 City of Moncton Strategic Plan

Moncton's 2023 Strategic Plan provides a framework for priorities and outcomes that will be pursued over the next three years (to 2025). It is based on five pillars, each with associated actions, which will aid in the realization of Council's vision of being "A City that inspires!" Pillars include Environment - to be a green community, Social - to be a safe and healthy community, Culture - to be a vibrant community, Economy – to be a prosperous community, and Governance – to be an engaged community.

The Social pillar includes action items related to the continued implementation of the Recreation Master Plan over the three-year period.

2.4 Urban Growth Strategy

The City of Moncton is in the process of developing an Urban Growth Strategy. This document's preliminary findings identify a preferred growth forecast for the city, which estimates a population of 116,200 by 2046 (an increase of 35,400 from 2021 population figures). This represents a cumulative growth rate of 1.46% per annum. At present, the Greater Moncton Area is the fastest growing metropolitan area in Canada.

Released documentation related to the project indicate that there will continue to be single-family homes and ground-oriented development, while preferences are anticipated to continue to shift towards higher density forms of housing over the longer term. Such housing will continue to drive demand for a variety of recreation programs, facilities and parkland. Higher density housing will appeal to all segments of the market including younger households, older households, lower and higher income households, and new immigrant populations.

The Strategy will ultimately provide clear direction as to where and how residential and employment growth should occur in the city over the next 25 years.

2.5 Recreation Master Plan

The City's most recent Recreation Master Plan, Phase 2 (2023), focuses on facilities and is predicated on the five goals of *A Framework for Recreation in Canada:2015: Pathways to Wellbeing*, and include active living, inclusion, and access, connecting people and nature, supportive environments, and recreation capacity. The Master Plan identifies eight principles that will guide the planning of recreation facilities and programs over the 10-year plan period, these include:

1. Encourage Active Living
2. Supporting Inclusion and Access
3. Create Connections between People and Nature
4. Foster Supportive Environments
5. Increase Recreational Capacity
6. Continue to Participate in a City-Tri-Community Model
7. Delivering at the Community Level
8. Leading Administration

Each principle includes a series of goals. Relevant goals to this project include to "plan for recreational growth within existing or expanding communities", "make assets big, adaptable, and available" (under Principle 5), and "understand that Moncton is part of a regional network of recreational assets" (under Principle 6).

The Master Plan delineates the city into five recreation communities to ensure that resident's recreational needs are addressed equally and equitably, and assets are located based on spatial distribution and refined based on population densities and demographics within each of the communities.

Indoor Pool Considerations

Indoor pools are heavy infrastructure and should be planned at the scale of the entire city they are serving. In fact, a regional perspective is key as well. As it relates specifically to aquatics, the Plan identifies a recommended standard of 1 indoor pool per 36,000 residents within the city and tri-community area. This results in an existing need **within the city (considering no other regional pools)** of 2 pools, and 3 pools by 2032. The master plan analysis assumed a total of 2 existing pools in the City.

With a supply of 4 pools on a regional basis, and using the Master Plan's recommended standard of 1:36,000 there is no existing deficit of indoor pools, and by 2032, it decreases to a slight deficit of less than 1 indoor pool. Planning should take stock of the regional supply and blend this with the need for city control over the direction of its aquatic services, the economics of supply, and the need for equity in access to those facilities. This means that despite the regional level of service, there is a need to add pools in the city.

Perhaps the larger point here is that the City of Moncton, which represents a significant City in Atlantic Canada along with other major centres in New Brunswick, Nova Scotia and PEI, is in a minority by itself when it comes to having a City-controlled supply of **indoor aquatics**. Partnerships are of course a valuable way to meet the needs of the City, and offer financial and other benefits to the taxpayer, but as the City grows, the need to balance this approach with a commitment to a more direct level of service is likely a prudent planning strategy.

It should be noted that the approach that Sierra Planning and Management takes to the estimation of service gaps is based on a more nuanced assessment of the overall available supply. The population ratio we use is the same as that in the master plan, but it is the quality and availability of existing supply that is also part of the drill-down assessment of needs as is required by this study which takes the guidance of the Recreation Master Plan to the next level.

We agree with the suggestion of the Master Plan that if the UdeM pool were to be decommissioned (it is currently in poor condition) the City would need to explore its options related to developing an indoor aquatic facility to meet resident's needs. We believe this should be done regardless, because of the need for the city to better control the provision of services. The Plan recommends that any new aquatic facility should be "part of a multi-use complex that functions as a significant recreation, social, and economic development tool within the city, region, and Atlantic Canada".

One of the key action items identified in the Recreation Master Plan has resulted in this feasibility study being undertaken:

> ACTION NO. 10 - REGIONAL-LEVEL RECREATION CENTRE. The City of Moncton should work with its academic and recreation communities to explore the feasibility of creating a significant regional-level multi-use recreation centre with contemporary aquatic facilities that support significant event hosting while meeting community needs. This feasibility analysis should include discussions with the Town of Riverview about their replacement for their indoor pool to ensure the facilities are complimentary regional facilities.

We would emphasize the necessity for meeting community needs over aquatic event hosting. Both can be achieved, but the emphasis impacts design and utility of the facility.

Consideration for Other Indoor Amenities

The Master Plan identifies the need for additional multi-use field house facilities. The Plan recommends that the City work with UdeM to explore reassigning the CEPS field house from an academic facility that allows for community use to a regional facility that allows for university use. Other considerations related to field houses include increasing multi-use activity at the Moncton Coliseum Complex without impacting the trade show events.

In Moncton, community-level, adaptable recreation centres typically provide multi-purpose gymnasium space, activity and meeting rooms, and various other gathering spaces. The Master Plan also identifies the need for an additional community-level recreation centre within the downtown core area, and upgrades to the Boys and Girls Club facility that provides community-level recreation facilities in Recreation District One (city's northwest). Identified upgrades include the provision of pickleball courts and the inclusion of an indoor walking track to meet local needs.

Indoor walking/running surfaces are recommended to be included in all future multi-use facilities.

There are no plans for additional arenas or the retrofit of any. This removes a potential "easy fit" partner to a new aquatic facility that promotes a range of operational efficiencies (all of which will be assessed in future reporting). The Master Plan does however recommend "exploring a clarified role of the Coliseum as a regional activity hub".

On the above basis, a new multi-use facility in Moncton should be located to serve growth-related community needs of the City. While the approved multi-use facility in

Riverview may be similar in function, that facility itself serves both replacement and growth needs specific to the communities south of the River. Ensuring a commitment to complementarity between these facilities should, nevertheless, be pursued to enhance and diversify the overall regional offer. This is likely best achieved at the preliminary design stage with reference to more detailed testing of facility inclusions and their capital and operating implications.

Outdoor Pools and Splash Pads

Outdoor pools are recommended within the Plan to be provided at a standard of 1 pool per 25,000 residents, indicating an existing deficit of 1 outdoor pool. This deficit grows to 2 outdoor pools by 2032. The Plan identifies the west end as a potential location for a new outdoor pool.

ACTION NO. 16 - RECREATION DISTRICT OUTDOOR POOL. Work with a recreation district one community centre to explore the creation of a community-sized outdoor pool that can be operated by the community centre.

While the city is well served by splash pads, the Master Plan identifies the need for an additional splash pad in the northwest area of the city, as the population grows. The Plan recommends a standard of 1 splash pad per 4,000 residents.

ACTION NO. 17 - RECREATION DISTRICT SPLASHPAD. Again, within the life of this master plan, the City of Moncton will require a splashpad in the area close to the northwest area of district one. Therefore, the city should explore future community park development requirements in this area and plan for a splashpad.

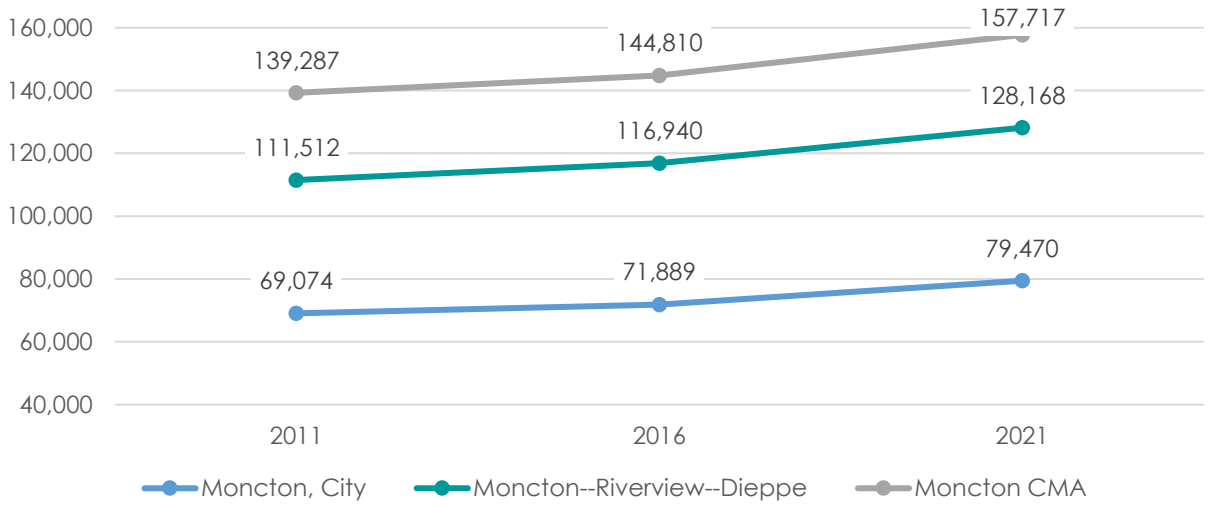
3 POPULATION DYNAMICS

3.1 Historic Population Growth

As per 2021 Census data, the City of Moncton had a population of 79,470; the Tri-Community Area had a population of 101,227, and the Moncton CMA[1] had a population of 157,717. The City's population represents 50% of the CMA population, and 64% of the Tri-Community Area's population base.

Population at all levels of geography increased over the 10-year period from 2011 to 2021. The following exhibit shows that between 2011 and 2021 the City of Moncton experienced population growth of 15%, the Tri-Community Area and Moncton CMA populations increased by 13%. This pace of growth is faster than the Province of New Brunswick over the same period (3%).

Exhibit 2. Historic Population Change 2011-2021, Comparison Moncton City, CMA, and the Tri-Community Area



Source: SPM based on 2021 Census

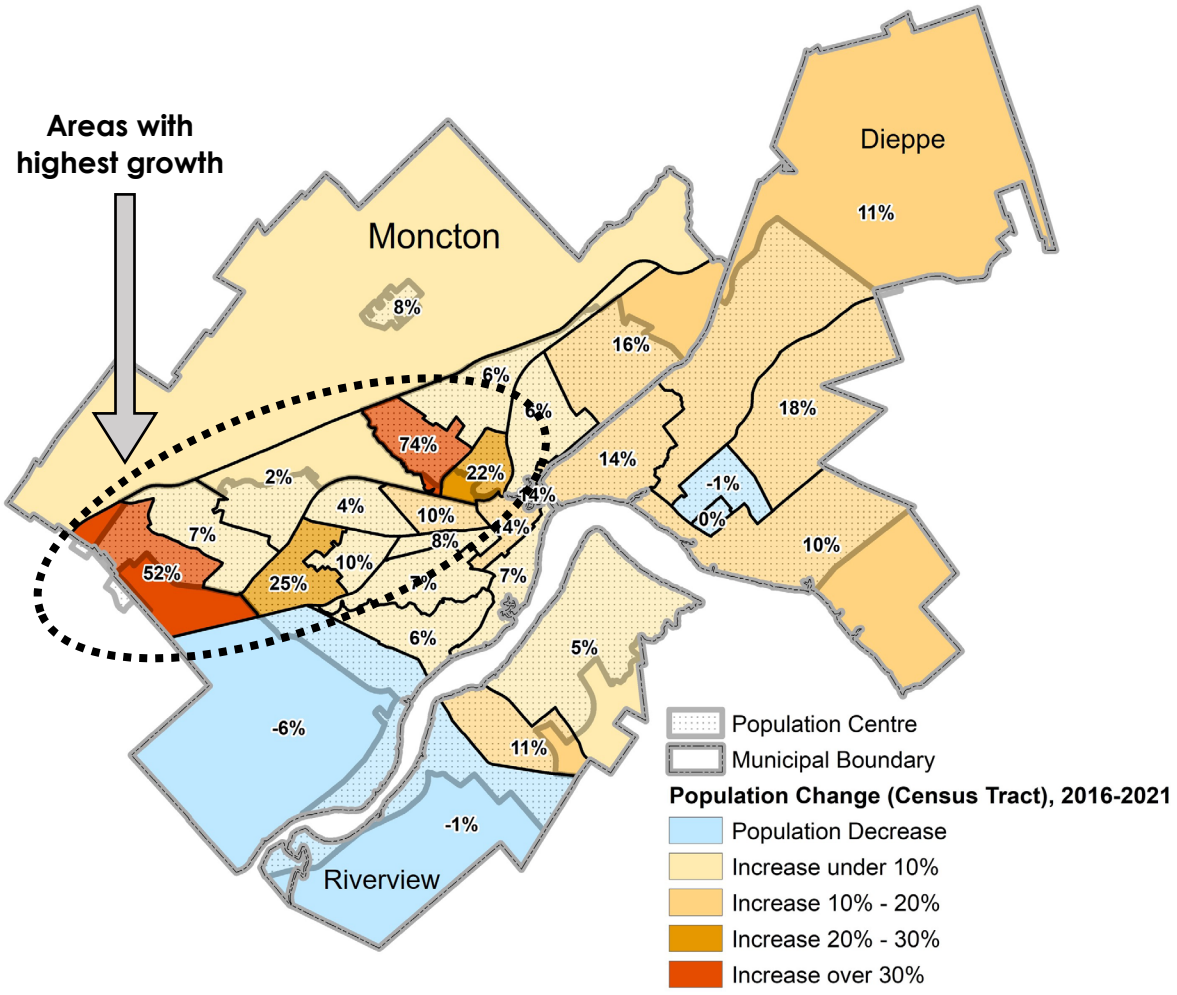
The Greater Moncton Area is among the fastest growing metropolitan areas in Canada and New Brunswick. From 2016 to 2021, the population growth rate in Moncton CMA was 9%. This is higher than average growth in all Canadian CMAs (6%) and the nearest CMAs in New Brunswick – Fredericton CMA (6%) and Saint John CMA (4%). The five-year population growth rate in the City of Moncton was 11%, which is higher than the rate of growth in the Moncton CMA, the Tri-Community Area, and the province of New Brunswick.

[1] The Moncton CMA includes the cities of Moncton and Dieppe; the Town of Riverview; the villages of Dorchester, Hillsborough, Memramcook and Salisbury; and the parishes of Dorchester, Elgin, Hillsborough, Hopewell, Moncton, and Saint-Paul.

Between 2016-2021 most areas of Moncton experienced population growth. This growth was significant in several western and central areas (as shown below), coinciding with where new residential development is being built.

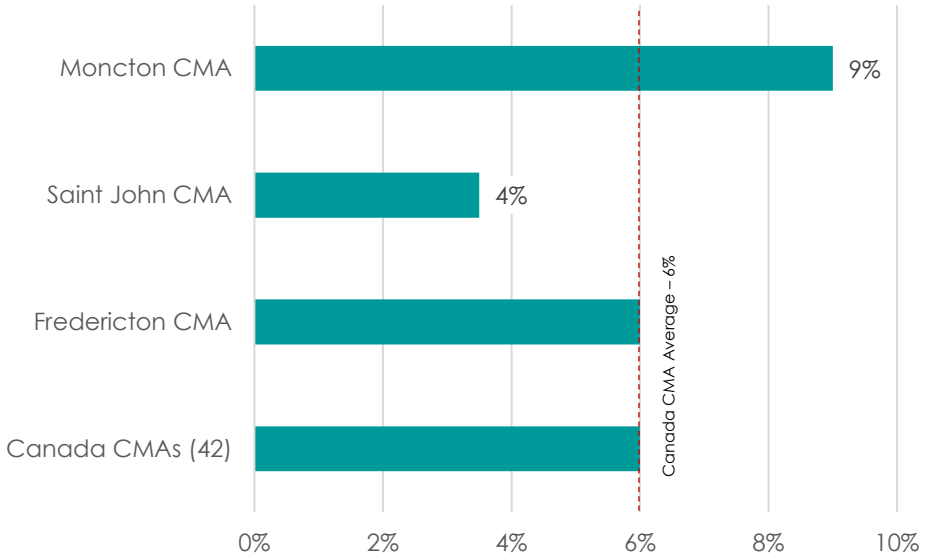
Growth in Riverview (2.8%) was slower than in the City of Moncton (11%) and Dieppe (9%).

Exhibit 3: Population Change (%) by Census Tract (2016-2021)



Source: SPM based on Statistics Canada Data, Census 2016-2021

Exhibit 4: Growth Rate Comparison of New Brunswick CMAs (2016-2021)

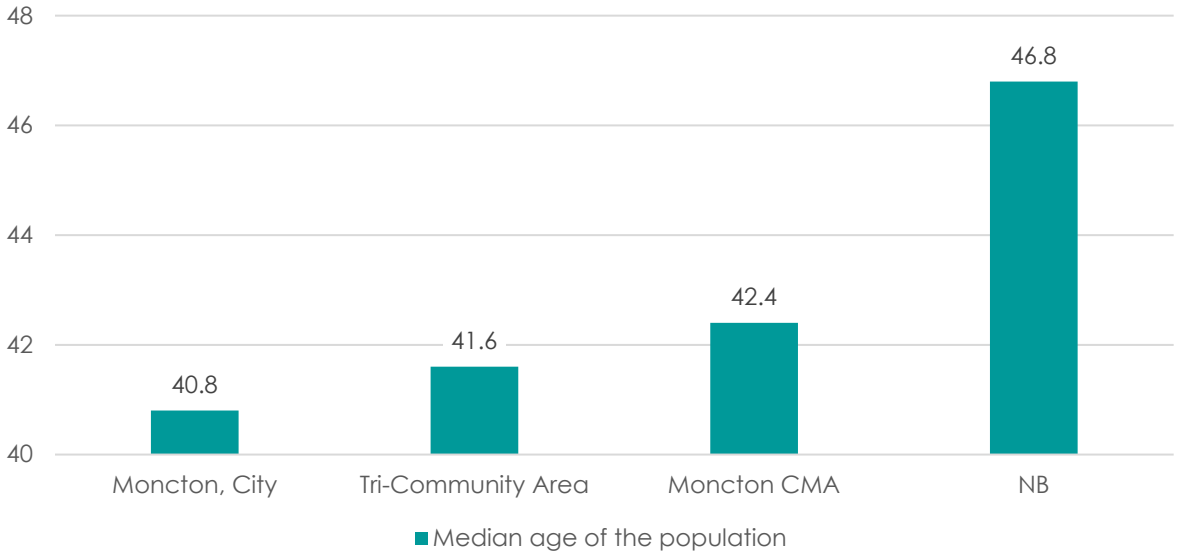


Source: SPM based on 2021 Census

3.2 Demographic Characteristics

When considering the average and median age of residents, the City of Moncton has the lowest median age of 41 years. The Tri-Community Area and the CMA both have median ages around 42 years. All are significantly lower than the province of New Brunswick's median age of 46.8 years.

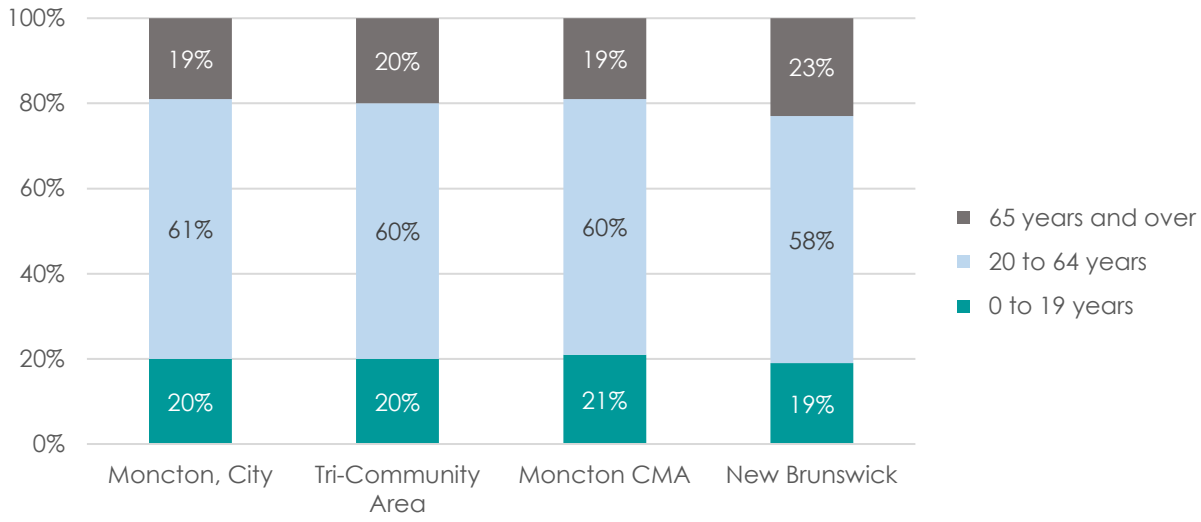
Exhibit 5: 2021 Total Population Median Age



Source: SPM based on 2021 Census

Moncton (City and CMA) and Tri-Community Area age distribution profiles align with that of the province. In 2021, 20% of the population were within the children and youth age cohort (0-19 years old), while 60% of population is between the ages of 20-64 years. The share of senior adults (65+ years old) is higher in the province (23%), compared to 19% in Moncton (City and CMA) and 20% in the Tri-Community Area.

Exhibit 6: Population Breakdown by Age Cohort (2021)



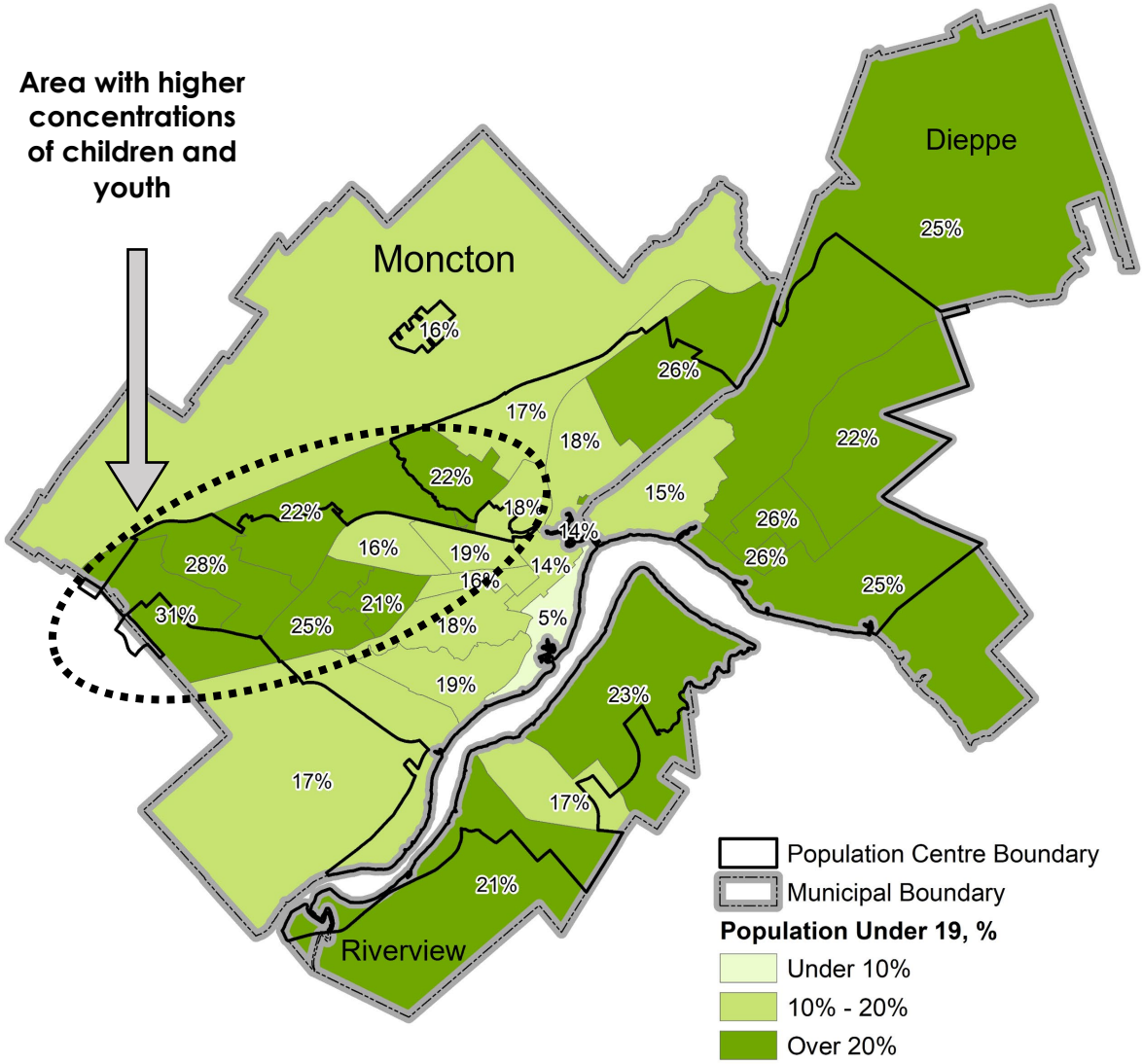
Source: SPM based on 2021 Census

Over the past 5 years (2016-2021), the age distribution within the City of Moncton has not changed significantly.

The distribution of children and youth (0-19 years), and in turn younger families, indicate that higher concentrations are mostly focused within the northwestern census tracts[2] in Moncton. This is the location of much of the recent new residential developments, indicating that young families are moving into these newly built homes. Most of the census tracts within Dieppe and Riverview have higher concentrations (over 20%) of children and youth.

[2] Statistics Canada defines census tracts (CTs) as small, relatively stable geographic areas that usually have a population between 2,500 and 8,000 persons.

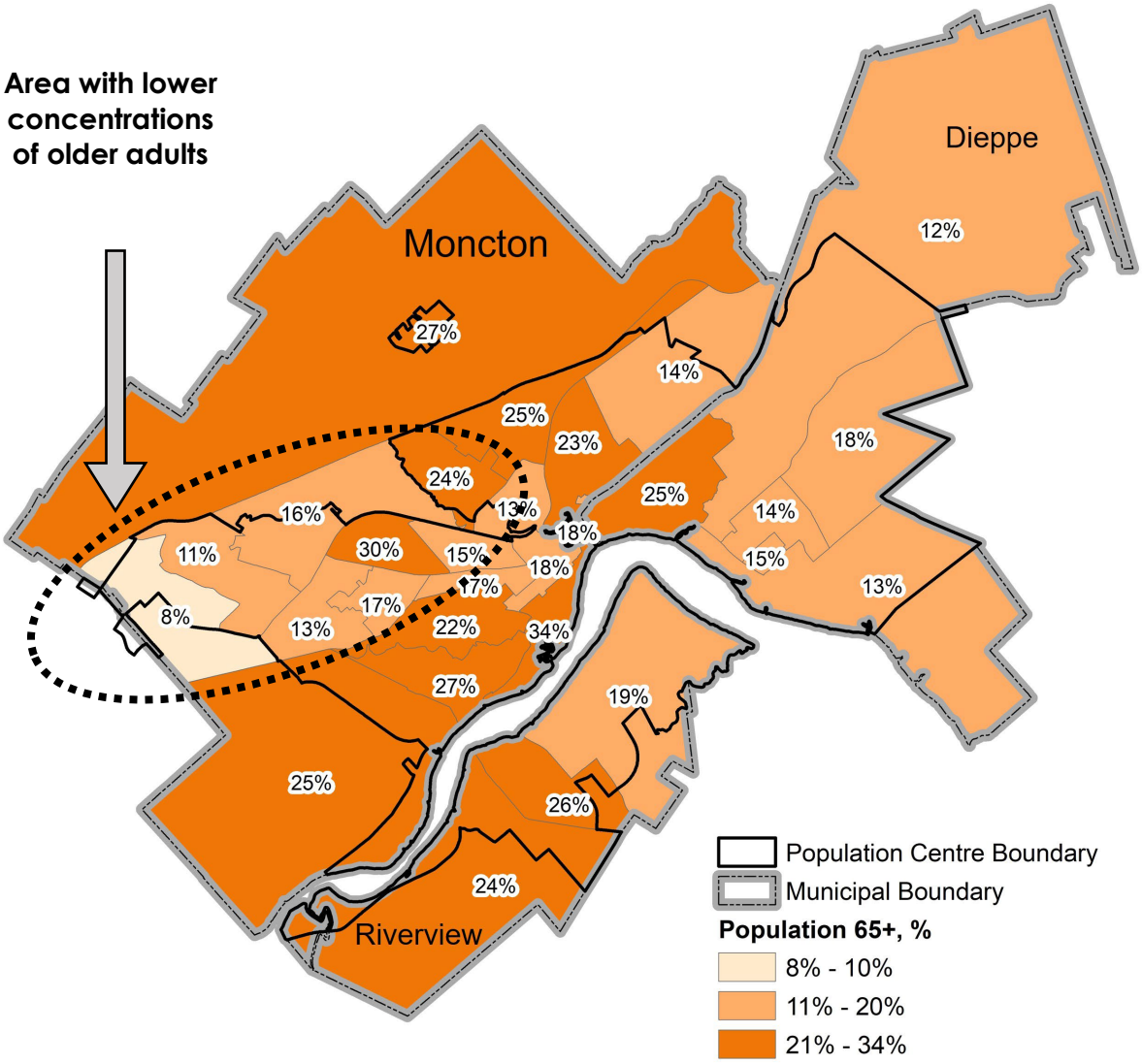
Exhibit 7: Distribution of Children and Youth within the Tri-Community Area



Source: SPM based on 2021 Census

In contrast, higher concentrations of older adults (65+ years) are found in certain areas in the south-western, north (more rural), and central areas within City of Moncton, and in southwestern Riverview. Dieppe has a concentration of older adults in the census tract that abuts the City of Moncton East End but clearly has higher concentrations of children and youth, and lower concentrations of older adults. The City of Moncton is more mixed in its composition, but the urban northwest area of the city is clearly comprised of more children and youth and fewer older adults.

Exhibit 8: Distribution of Older Adults within the Tri-Community Area



Source: SPM based on 2021 Census

3.3 Accommodating Future Growth

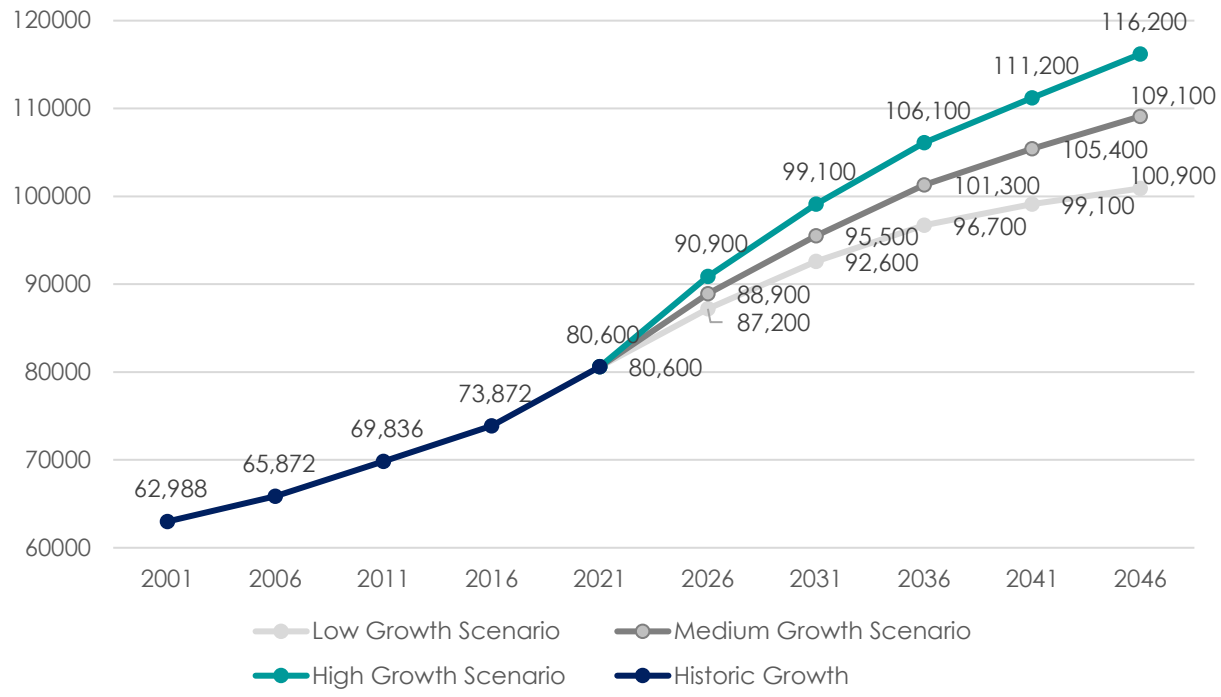
Future Population Growth

The University of New Brunswick projects the regions surrounding Moncton and Fredericton to be the fastest growing in New Brunswick between 2011 and 2036.[3] This speaks to the reality that the broader CMA will also be a source of demand for aquatic services, raising the level of expected utilization of any new pool.

The City of Moncton Urban Growth Strategy includes three growth scenarios. The high growth scenario projects a population of 116,200 by 2046, assuming an annual population growth rate of 1.5% over 25 years. Based on the Medium Scenario, the City of Moncton population could be around 110,000 by 2046 and based on the low scenario – a population of 100,900 by 2046. These projections are based on the historic 2001-2021 Census population data, including the undercount estimated at 2.7%.

The Urban Growth Strategy identifies the High Scenario as a preferred growth forecast for the city.

Exhibit 9: City of Moncton Population Growth Forecast, 2011-2046



Source: SPM based on Urban Growth Strategy, City of Moncton.

[3] The University of New Brunswick Small-Area Population Forecasts (2011-2036). 2018_small_area_cohort-component-model.pdf (unb.ca)

Demographic Composition of Future Population Growth

Discussions with the City indicate that population growth cannot be attributed to one specific demographic but is comprised of various circumstances. This includes empty nesters and families moving to/back to the area from other parts of Canada to realize capital gains or lower the cost of living, as well as new immigrants to Canada coming from a variety of countries around the globe.

As it relates to immigration and diversification of the population base, the Moncton CMA has seen an increase in the number of permanent resident landings based on information obtained from Immigration, Refugees and Citizenship Canada's Immigration Landings website. In 2021, the Moncton CMA welcomed 2,285 new permanent residents, while 2022 saw a doubling of new permanent residents with 4,580 permanent resident landings. This is higher than immigration landings experienced in both Saint John (1,490 permanent resident landings) and Fredericton (1,990 permanent resident landings in 2022). With much of this new population settling within the Tri-Community Area, the high growth targets for immigration identified in the 2020-2024 Greater Moncton Immigration Strategy (3,500 permanent resident landings by 2024) have already been surpassed.

Locations to Accommodate Future Population Growth

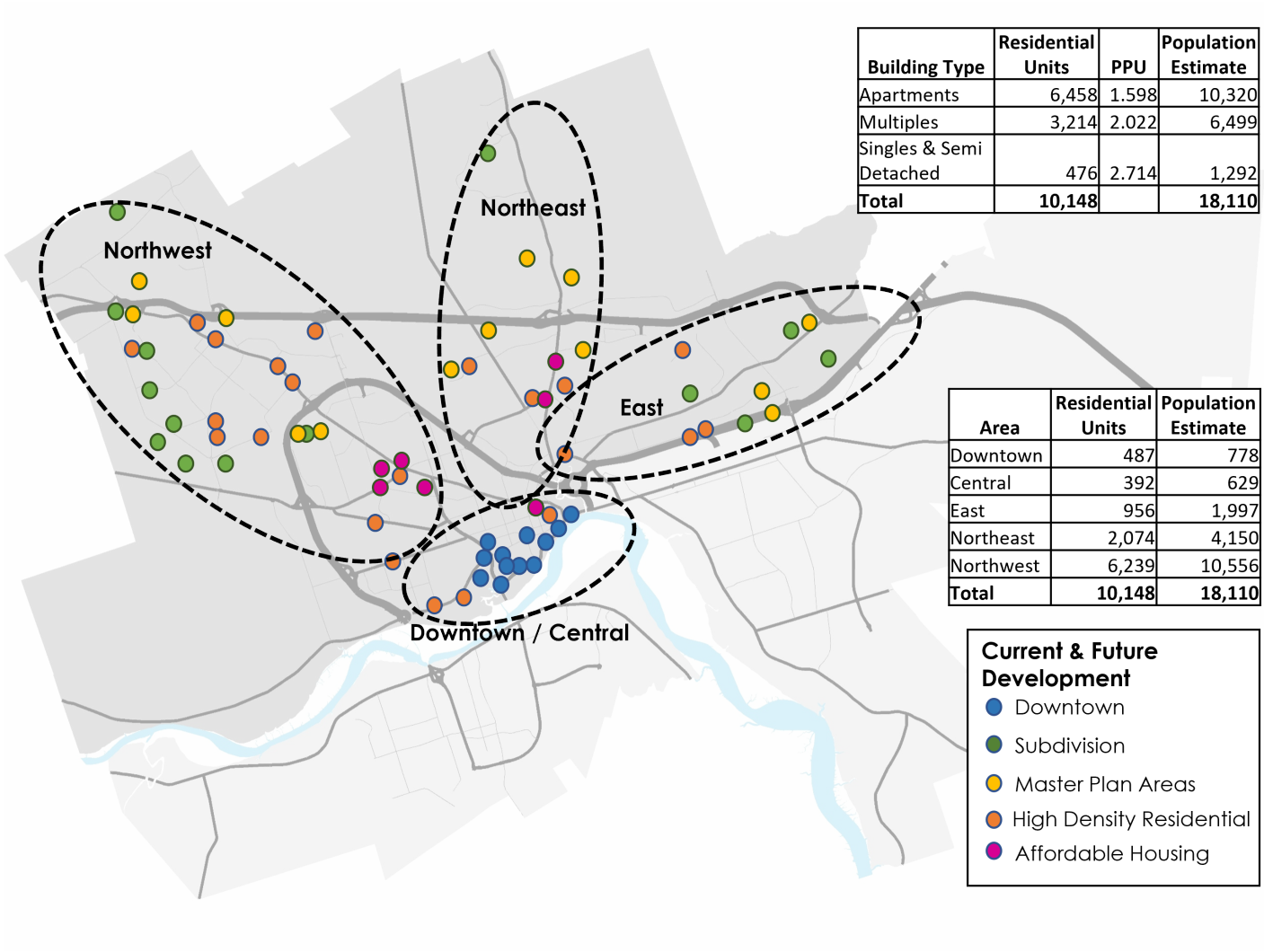
Based on current development plans and applications filed with the City, there are currently over 10,000 residential units under development, under review or in the pre-application stages.

These development areas are spread out across the city, but the northwest area of the city is set to experience high growth, having the greatest number of units proposed and/or planned with over 6,000 units. This equates to an additional 10,000 people[4] residing in the northwest area of the city over the next decade or so. Much of this development is slated to be single family homes (subdivisions) and high rise residential, as is the development proposed for the east end of Moncton. Much of the development areas identified in the northeast area of the city are currently in the master plan stage. Developments proposed and/or planned within the downtown area are focused on densification and infill developments.

The exhibit below provides an overview of the type of development that is proposed and/or planned and where it will be located within the city.

[4] Based on Persons Per Unit (PPU) as identified in Moncton's Urban Growth Strategy.

Exhibit 10: Locations to Accommodate Future Population Growth in Moncton



Building Type	Residential Units	PPU	Population Estimate
Apartments	6,458	1.598	10,320
Multiples	3,214	2.022	6,499
Singles & Semi Detached	476	2.714	1,292
Total	**10,148**		**18,110**

Area	Residential Units	Population Estimate
Downtown	487	778
Central	392	629
East	956	1,997
Northeast	2,074	4,150
Northwest	6,239	10,556
Total	**10,148**	**18,110**

Source: SPM based on data provided by the City of Moncton.

4 EXISTING AQUATIC FACILITIES

Within Moncton and its broader metropolitan area there are several indoor and outdoor aquatic facilities. This includes facilities that are publicly available (Class A) as well as those that are operated within hotels (Class B). This section focuses on detailing the existing pool inventory locally (within the City of Moncton), within the Tri-Community Area, and within the broader region (Census Metropolitan Area, CMA).

Class A pools are generally defined as public pools to which the public is admitted or that is operated in conjunction with or as part of a program of an educational, instructional, physical fitness, or athletic institution, supported in whole or in part by public funds or public subscription.

Class B pools can be defined as public pools that are operated in conjunction with a place of residence (for use by residents and their visitors), operation of a hotel (for use by guests and their visitors), operation of a club (for use by members and their visitors), or operation of a detention or treatment building (for use by its occupants and their visitors). Class B pools typically do not have lifeguards on duty.

4.1 Class A Indoor Pools

Supply

While there are currently not any indoor pools that are under municipal control in Moncton, there are two pools within the city boundaries that are available for public use, mainly through memberships. This includes pools at the YMCA Vaughan Harvey facility and at the Université de Moncton.

Beyond the City of Moncton, but within the Tri-community area, there are two additional indoor pools, including one located in Dieppe and one in Riverview. There are no additional indoor pools within the broader Moncton CMA. These facilities are detailed below.

It is important to note that both the Riverview Pool and the pool at CEPS are slated to be replaced, with concept designs having been developed. The pool in Riverview will be replaced with a new facility, in a different location, which will include a 25m 10 lane pool (recently increased from an 8-lane pool as per original designs), a leisure pool, an artificial turf field house, a community walking track, multipurpose community space, and facility office space. The CEPS replacement pool is envisioned to be a 50m 8 lane pool, with a significant leisure component, in addition to a twin-pad arena and double gymnasium.

Exhibit 11: Locations of Class A Indoor Pools within the Tri-Community Area

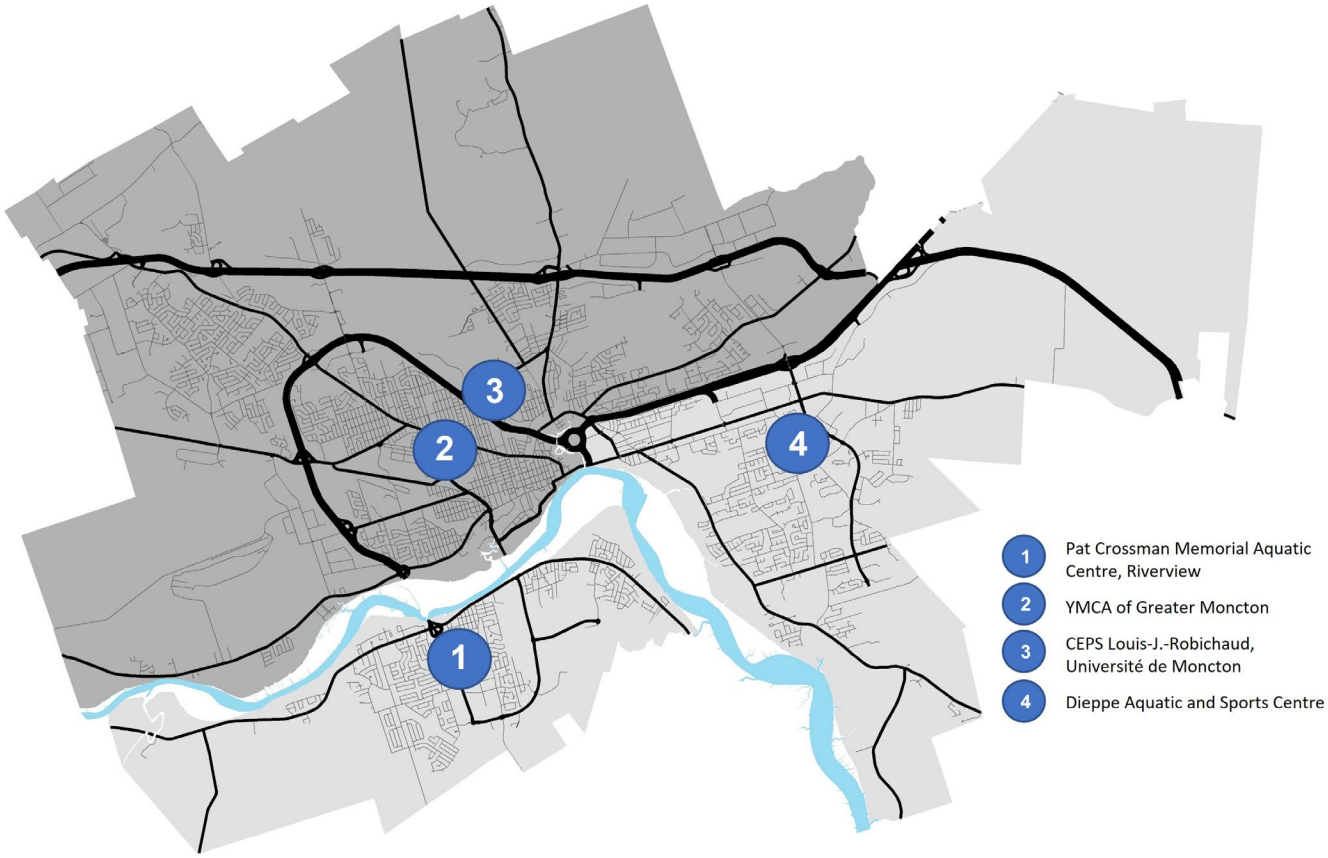
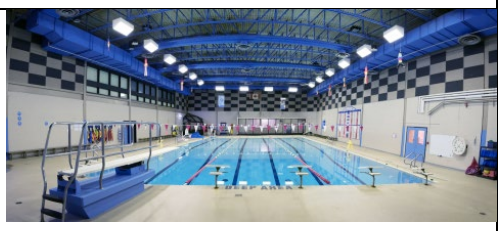


Exhibit 12: Details of Class A Indoor Pool Supply

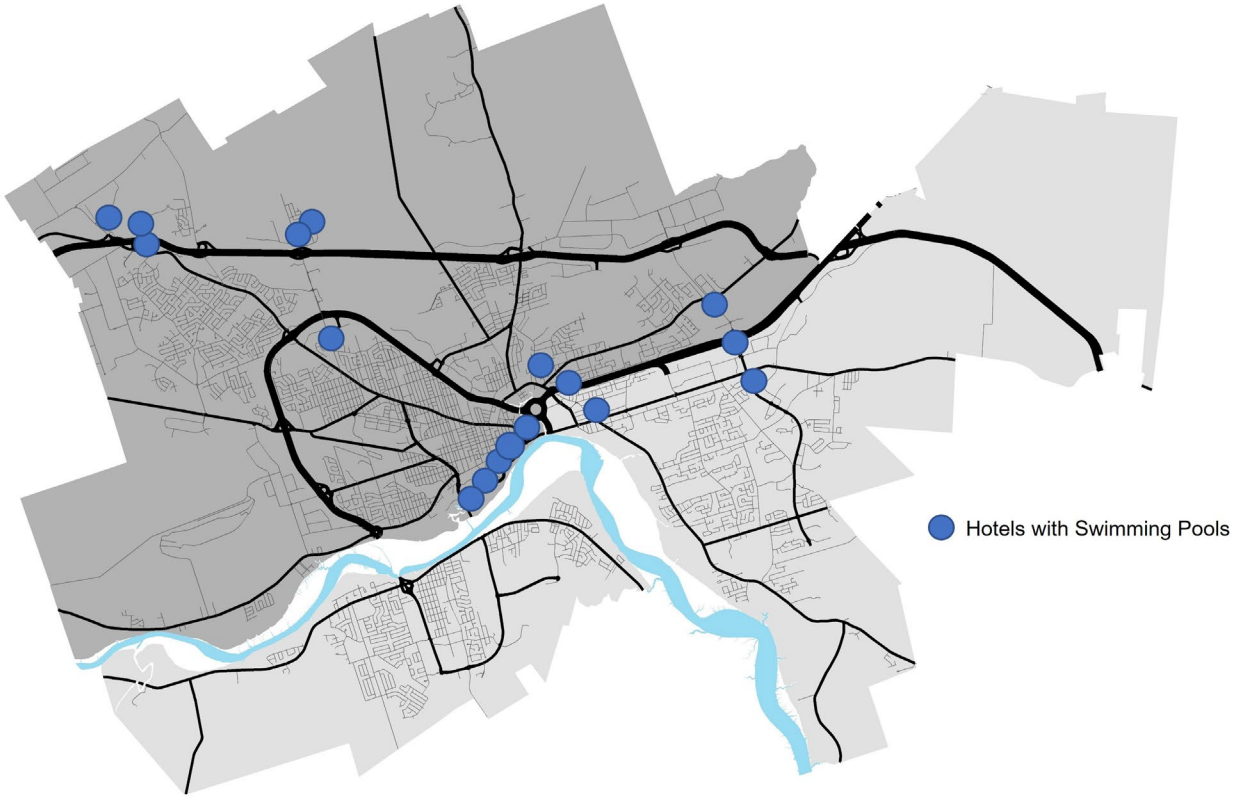
	Facility Name	Aquatic Amenities	Imagery
City of Moncton	**YMCA of Greater Moncton (Vaughan Harvey)**	• Three pools: play pool, therapy pool and lane pool (25m 4 lanes, with ramp entry). • Built in 2004.	
City of Moncton	**CEPS Louis J. Robichaud, Université de Moncton**	• 37.5m 6 lane pool with a movable floor and movable bulkhead to enable a diving pool (5m deep end). • Small deck space limits event hosting capabilities. • Complex includes a double gym, fieldhouse with running track and interior courts. • Understood to be nearing the end of useful life.	
Town of Riverview	**Pat Crossman Memorial Aquatic Centre**	• 6 lane, 25-metre pool. • Attached to Riverview High School. • Understood to be nearing the end of useful life.	
City of Dieppe	**Dieppe Aquatic and Sports Centre**	• 6 lane, 25-metre lane pool. • 2 lane exercise pool. • Recreational pool with zero entry and a maximum depth of 1.4 m - includes games, Tarzan rope, 5m water slide and a children's pirate ship. • Facility includes meeting rooms.	

4.2 Class B Indoor Pools

Indoor pools are also provided at 17 hotel properties within the Tri-Community Area. Many of these facilities are located within Downtown Moncton. While these facilities are typically not open to the public and are of a smaller size and lesser quality than a municipal Class A facility, it is worth noting that they do exist, and in some cases can be accessed by the public.

Some of the hotels offer drop-in and/or membership options for pool use by the public. One example is the Days Inn and Suites Moncton, where drop-in visits cost $5/person, and monthly membership passes cost $50 for individuals or $75 for a family. These costs also enable access to the hotel's gym facilities.

Exhibit 13: Inventory of Class B Indoor Pools



Source: SPM

It is important to note again that Class B pools do not have lifeguards and are unlikely to contribute significantly to meeting any unmet demand for instructional or program uses by the resident base of the city.

4.3 Outdoor Pools

Supply

There are a total of 5 outdoor pools within the Moncton CMA, with two under municipal operation in the City of Moncton. These facilities are limited to operating only for the summer months, meaning they are functional for approximately 8 to 10 weeks of the year.

There are three additional outdoor pools within the Moncton CMA, located in Riverview, Salisbury, and Hillsborough.

Exhibit 14: Locations of Outdoor Pools within the Moncton CMA

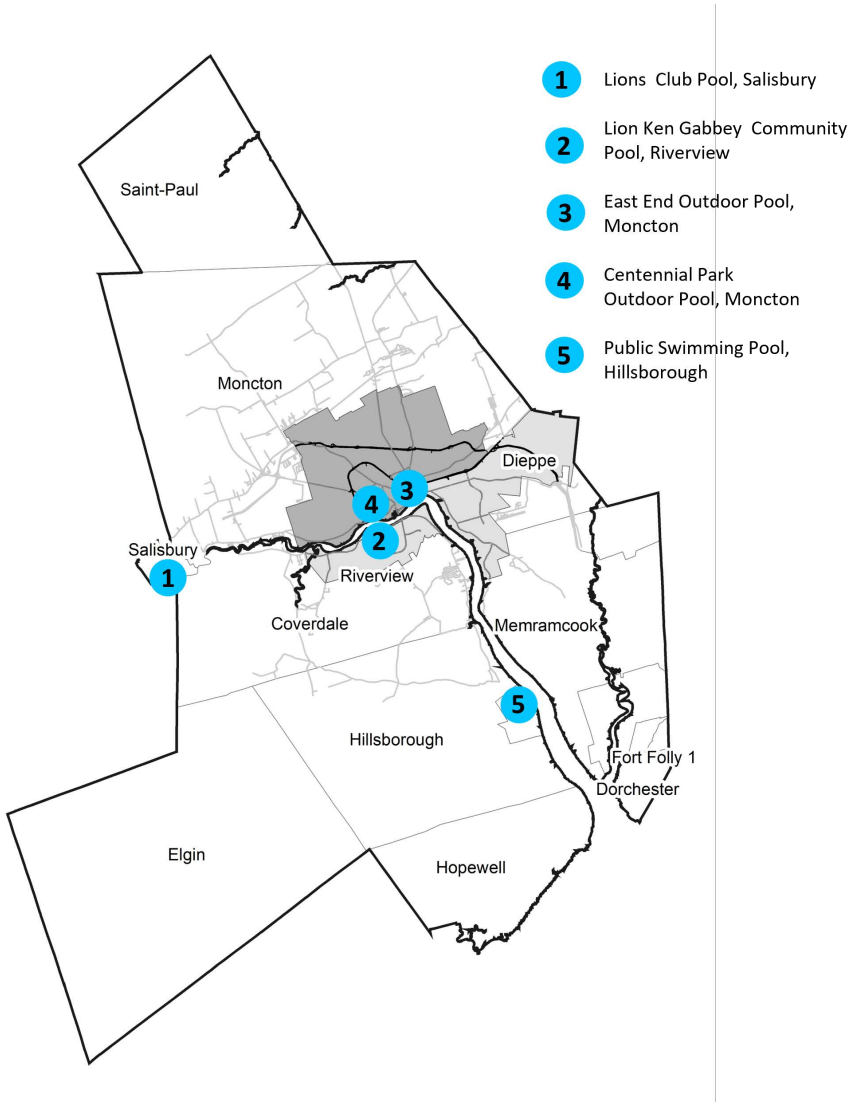
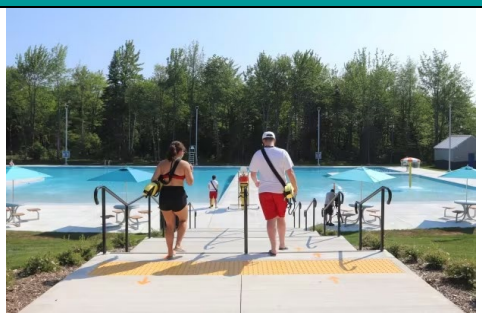
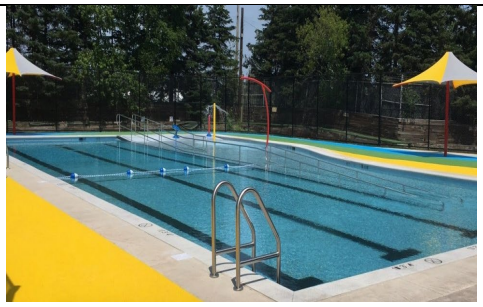
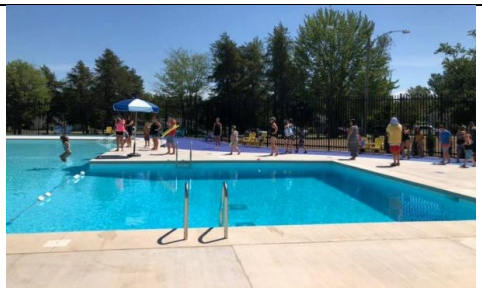


Exhibit 15: Details of Outdoor Pool Supply

	Facility Name	Aquatic Amenities	Imagery
City of Moncton	**Centennial Park Pool**	• 50m 4 lane pool (not heated). • Recently built (capital cost $5.5 M). • 1,300 sq. m pool area. • Zero-entry wading pool. • Main pool, seating and shaded areas, senior-friendly amenities, and accessible features. • Significant facility located close to trails. • Clear recreation hub for summer activity.	
City of Moncton	**East End Pool**	• 25m 3 lane heated pool with splash pad elements, entry ramp. • Recently rebuilt facility (capital cost $2.3 M). • Includes shade umbrellas and rubberized anti-slip decking. • Washroom/changeroom facilities. • Programs include Seniors Leisure Swim, Lap Swims, Parent and Tots Swim. • Adjacent to East End Youth Centre.	
Town of Riverview	**Lion Ken Gabbey Community Pool**	• Supervised outdoor pool with large deck area. • Washroom/changeroom facilities. • Adjacent to playground and ball diamond. • Offers I CAN SWIM Programs.	
Town of Salisbury	**Lions Club Pool**	• Washroom/changeroom facilities. • Limited deck space. • Offers drop-in and registered programs.	

	Facility Name	Aquatic Amenities	Imagery
Village of Hillsborough	**Hillsborough Community Pool**	• Heated outdoor pool. • Offers public swimming and Red Cross Swim Lessons.	

4.4 Splash Pads

Splash pads are another significant form of water-based facilities within the Moncton CMA. The City of Moncton owns and operates 21 splash pads in parks located across the city. An additional 3 splash pads are provided within the broader CMA with one in Riverview, one in Dieppe, and one in Salisbury. While this assignment is related to indoor and outdoor pools, splash pads remain an important consideration in the provision of water-based facilities.

Part B: Trends & Community Priorities

5 REVIEW OF TRENDS & BEST PRACTICE

5.1 Benefits of a New Aquatic Centre

It is widely recognized that regular and adequate levels of physical activity can have positive effects on health, wellbeing, and quality of life, including improved muscular and cardiorespiratory fitness; improved bone and functional health; reduced risk of heart disease, stroke, diabetes, breast and colon cancer, and depression; reduced risk of falls and fractures; and are fundamental to energy balance and weight control.

Insufficient physical activity is now identified as one of the leading risk factors for global mortality and is on the rise in many countries, adding to the burden of non-communicable diseases (NCDs) and affecting general health worldwide. The economic burden of these risk factors on the Canadian healthcare system is significant.

It is increasingly evident that providing accessible aquatic programs that target all age groups, socioeconomic populations, and at-risk populations, including those with chronic illness, can be an important tool in the creation of a healthy community. Aquatic facilities of all types contribute significantly to the physical, mental, social, and rehabilitation wellbeing of the individual undertaking the activities, and in turn, the wellbeing of the community.

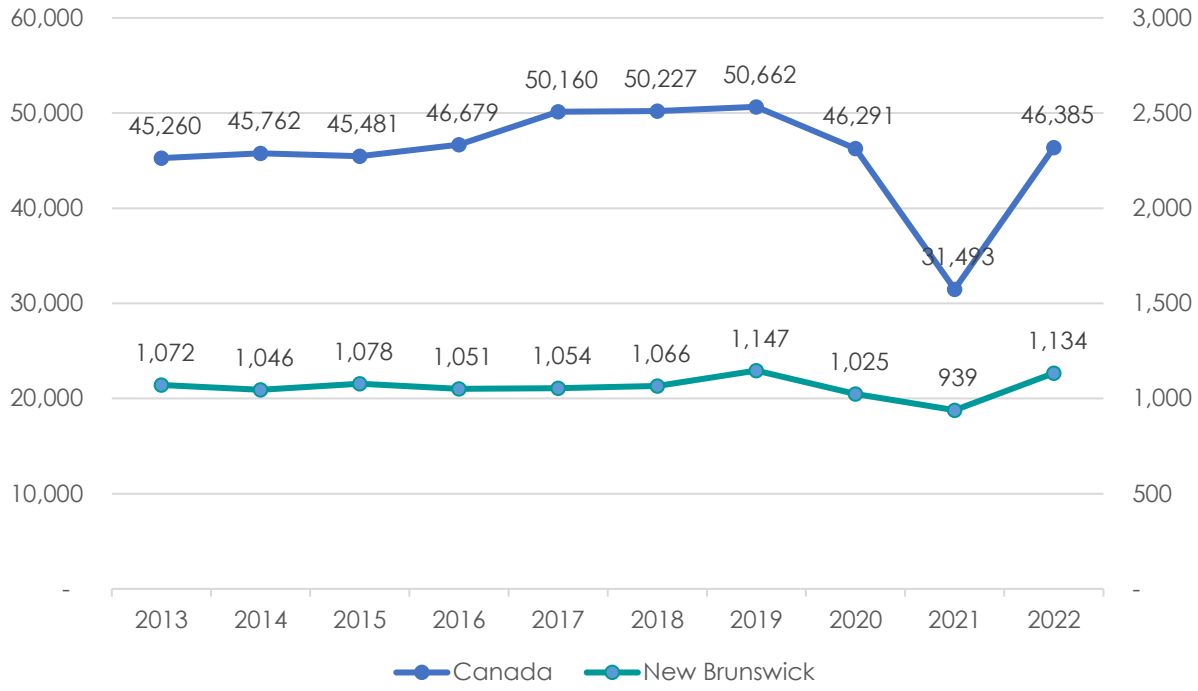
Beyond the general aquatic programming offered to the community, aquatic facilities also can accommodate a variety of other features and programs to individuals of all ages, such as competitive swimming and diving opportunities, fitness classes, rehabilitation classes for injuries, and therapeutic classes for a variety of users (e.g., chronic illness, disabilities, etc.). Such a variety of programs can contribute to the overall well-being of the community by improving mental and emotional health and wellbeing and encouraging social inclusion and familial connectivity.

5.2 Trends in Aquatic Participation

National and Provincial Trends

Prior to the Pandemic (2019), participation in swimming in New Brunswick and across Canada had been steadily increasing since 2013. With the closure of public facilities, including pools, the Pandemic had a negative impact on participation in the sport during the 2020 and 2021 seasons. In 2022, New Brunswick saw a complete rebound of participation in swimming, nearly reaching its pre-Pandemic number of registered swimmers.

Exhibit 16: Total Registrations in Swimming Canada, 2013 to 2022



Local Trends

In terms of local swim club registrants, clubs have seen their memberships remain steady over the past five years, Pandemic aside. This is mostly due to the limited pool availability that they can book. Both swim clubs that were interviewed (CNBO and Codiac Vikings) indicated that if they could book more pool time, they could expand their memberships as they both currently have a waitlist. The existence of unmet demand as it relates to aquatics is a significant factor to take on board and arises because of the following:

- The particular type of pool offering is not perceived as being "community-first" in terms of priorities. This includes pools on university or college grounds, as well as third-party providers such as the YMCA as membership based.
- Compaction at peak-use times. The reality for many communities is one of strong demand for all types of pool use during prime time (weekday late afternoon and early evening and during the day on weekends). A portion of this demand is not met as a result.
- Allied to strong demand in peak periods, programs, including instructional swimming, can be over subscribed.

Without a City-operated facility, it is likely, in our view, that a moderate degree of demand is not met in the existing University or YMCA pools or may feed demand at facilities in Riverview and Dieppe. It should be noted that excess demand (or compaction) is a feature of all pools and is not itself a reason to overbuild. In short, building to the peak is not a viable strategy. However, it reflects the capacity of a new, municipally owned and operated pool to meet some of the existing demand, which will only increase in absolute terms as the population grows.

At present, the CNBO Swim Club has around 100 members, while the Codiac Vikings Aquatic Club has 130 swimmers, and has had up to 150 at some points in the past.

5.3 Facility Design Trends

In general, indoor aquatic facilities today are being built to function as multi-purpose community hubs – buildings that incorporate several major components where a variety of activities for a range of ages and abilities can take place under one roof.

Regional community and competitive aquatic facilities are typically designed to be part of a larger multi-use recreation centre program. This affords the aquatic users the opportunity to enhance their pool visit with access to the gymnasium, fitness centres, multi-purpose programs, group exercise rooms, and/or libraries.

Developing these types of multi-purpose facilities have many benefits to both the users and the municipalities developing and operating them, including:

User Benefits:

- It meets the current expectations of users for modern recreation facilities;
- There is the opportunity for a larger variety of activities to be provided;
- The facility is multi-generational – all family members can recreate in the same facility; and
- It is an accessible and inclusive environment.

Municipal Benefits:

- Operational efficiencies including a reduction in staffing requirements;
- Potential for heating and cooling offsets through redirecting energy;
- Reduced capital costs;
- Improved utilization and revenue potential; and
- Increased sport tourism potential.

Where aquatic centres are being planned as 'stand-alone' facilities, the building program should also consider some core social and fitness spaces (e.g., multi-purpose rooms, group exercise space, small program rooms, food service, etc.). The support space needs will differ by type of user (i.e., competitive, learning, leisure or therapeutic), but some type of support spaces should be provided to complement the core aquatic function of the facility.

5.4 Aquatic Programming Trends

The range of programmatic opportunities is ever expanding, such that the single-purpose, dedicated "swimming pool" type of facilities is increasingly a reflection of more dated facilities. A mistake that is often made in replacement planning for these facilities is to assume replacement of like for like. Rather, modern solutions should reflect lifestyle changes that have occurred over time, best practices including the better use of technology and customer relations management (CRM) systems, and patron expectations for level of service.

The extent to which competitive swimming drives the program is also important both in terms of the nature of the primary swim tank, as well as the associated decking,

change and ancillary facilities. In the municipal context, with significant capital and operating costs at stake, the needs of competitive swim programs should reflect a compromise with all the other needs including the focus on general leisure, family swim, lessons and fitness programs.

While capital costs are always a key consideration in the design, and in turn the programming that can occur, setting a capital cost limit at the outset can diminish modern design and program practices. There are a range of short-term, cost-saving design solutions which result in longer-term capital and operating impacts (outdoor pool enclosure options, lack of deck space, inclusion of a single tank only, lack of amenity/meeting/administrative space, etc.).

5.5 Ensuring Accessibility and Inclusivity

Recreational facilities are increasingly inclusive and accessible to accommodate people of all ages and abilities. In addition to meeting accessibility requirements, accommodation of personal comfort and gender identity is evolving. Accessibility trends and best practices include:

- ☐ Welcoming environment - easy to access and navigate for a range of demographics, cultures and capabilities;
- ☐ Intuitive wayfinding supported by clear signage and floor patterns;
- ☐ Barrier free accessible routes throughout all public areas of the building; and
- ☐ A ramp and/or beach entry for each tank.

Adherence to changeroom design solutions that meet the following realities is also important:

- ☐ Accessible change rooms
- ☐ Universal change rooms that enable:
    - Gender neutrality
    - Greater privacy and comfort
    - More accessibility options
    - Better supervision
    - Easier maintenance

- ☐ Universal Hybrid
    - Individual change only cubicles
    - Limited change and shower cubicles

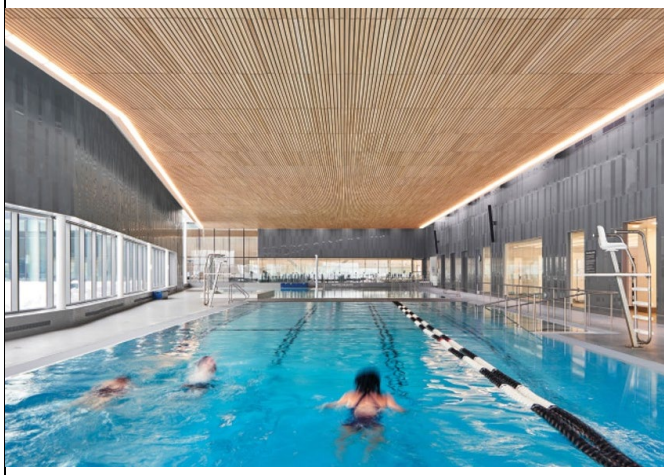
- ☐ Universal with Gender Specific
    - Individual change only cubicles
    - Separate gender specific change added as well.
    - More easily accommodates teams, larger groups & events

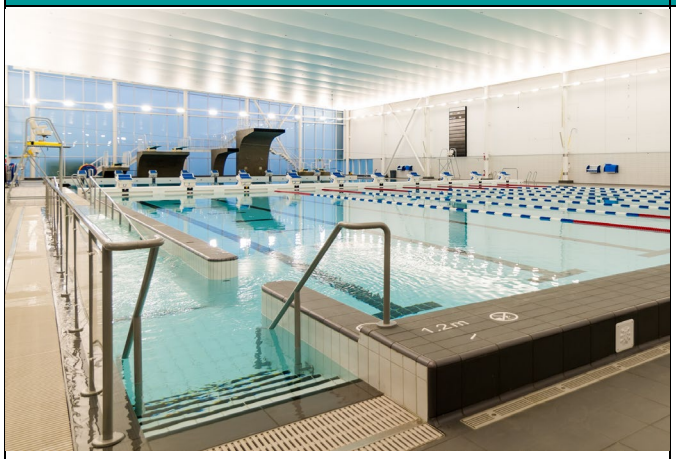
5.6 Best Practice Review

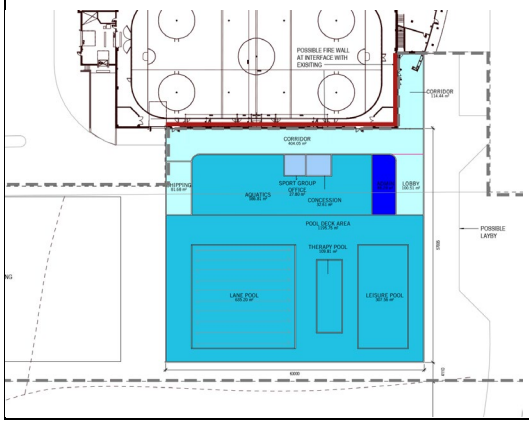
The following exhibit provides examples of aquatic facilities that have been recently constructed, under construction at present, or are currently in the design stage of development. These aquatic facility examples, from Ontario, Quebec, and Atlantic

Canada, each employ the design, programmatic and accessibility/inclusivity trends identified above to the highest degree possible.

Exhibit 17: Aquatic Facility Examples of Best Practices

Facility & Location	Program Components	Capital Costs
Laurier Brantford YMCA, Brantford, ON 	• 125,000 sq. ft • Main Pool: 25m, 6 lanes • Therapy Pool • 5 changerooms for inclusivity • Double Gym, Single gym, Weight room, fitness center, multiple multipurpose rooms.	$67 million (2018)
Sherwood Community Centre, Milton, ON 	• 128,000 sq. ft • Main Pool: 25m, 4 lanes • Leisure/therapy Pool • Twin-pad arena, multipurpose community rooms, community library, Lounge, Active Living Centre, Kitchen, and concession.	Approximately $60 million (2019)
Brossard Aquatic Complex, Brossard, QC	• 58,000 sq. ft • Main Pool: 50m, 10 lanes • Diving platforms • Leisure/therapy Pool	$45 million (2020)

Facility & Location	Program Components	Capital Costs
	• Water play area, lazy river • Multipurpose community rooms.	
East Hants Aquatic Centre, Elmsdale, NS 	• 26,063 sq. ft • Main Pool: 25m, 6 lanes • Leisure Pool • Lazy river resistance pool, slide, climbing wall, hot tub • Outdoor splash pad • Multipurpose community room, kitchenette.	$19 million (2020)
Regional Recreation Centre (at Memorial University), Corner Brook, NL 	• Main Pool: 25m, 6 lanes • Leisure/therapy pool • Water slide, lazy river, saunas • Divisible gymnasium, multi-purpose room, full-service daycare, childminding, fitness centre, lounge area.	$25 million (2022) for Expansion project Currently under construction
Regional Aquatic Centre (addition to Grant Harvey Centre), Fredericton, NB	• 61,500 sq. ft • Main Pool: 25m, 10 lanes	$38 million (2020) Currently in design stage

Facility & Location	Program Components	Capital Costs
	• Leisure and Therapy pools • Administrative space.	

6 WHAT WE HEARD

6.1 Engagement Activities Undertaken

Engaging with a variety of aquatic users and stakeholders was a key component of the study's process in understanding current and future needs and opportunities. Different methods of engagement were employed which targeted different stakeholders. This included:

1. Discussions with external stakeholders, including:
    a. YMCA Moncton
    b. Université de Moncton

2. Individual interviews with local user groups, including:
    a. Codiac Vikings Swim Club
    b. CNBO Swim Club

3. Engaging members of the public through:
    a. An online Public Survey (open From February 1 to March 1, 2023)
    b. Two Public Open Houses (afternoon and evening of April 18, 2023)

The outcomes of these engagement activities are summarized in the following sections of the report.

6.2 Outcomes of External Stakeholder Engagement

The study team undertook discussions with a range of stakeholders to understand the current baseline of community needs and the planning strategy of each to meet future needs. This engagement is informational, and we do not ascribe an opinion to any stakeholder as to the merit of a new aquatic facility – that determination will be an outcome of the report as a whole.

YMCA Moncton

Discussions with the YMCA focused on the experience of their existing pool and the organization's interest in pursuing additional aquatics services through a municipal-YMCA partnership. As regards the existing pool, the typical 25 m, 4 lane tank is complemented by a toddler pool and warm pool. According to management, some 20% of the YMCA's approximately 5,700 members use the pool, with a core presenting more frequent users. In addition, the YMCA provides rental hours to the local swim clubs.

Without the value of detailed financial reporting, which is housed with the YMCA, the pool represents a loss leader for the YMCA. As the YMCA is fully responsible for the operations and maintenance of the pool and its capital repairs account, this is the reality of indoor pools – even with membership fees, the high costs of the pool need to be spread out over the more profitable elements of the YMCA's operations. Yet that indeed is the business model, and it works – a portion of membership gains considerable value from access to the pool and overall membership is heightened as

a result, also providing a clear distinction between the services of the YMCA versus other fitness centres.

It should be noted that in several of the largest urban centres in Canada, the US based Lifetime Athletic is establishing a market presence predicated on a full range of services to members including access to indoor aquatics.

This may not be a market-scaled possibility (yet) in the Greater Moncton Area, but the concept of a non-municipal provider of aquatics remains relevant – both with the YMCA and other potential partners.

In the context of a partnership with the City of Moncton wherein the risks of capital and operations are shared (or in those instances where the YMCA can provide operational control in a fee-for-service model or limited operational risk-sharing model), this will remain a relevant consideration as part of the options presented in the final report.

With respect to the North End YMCA, we understand that this is potentially constrained as a location for developing indoor aquatics as an addition to the existing building. We will confirm this through some site testing. We understand that the presence of a geothermal bed would limit the area of the site where expansion was possible. We are also aware that the YMCA has, at this time, little interest in developing aquatics at this location (regardless of the distinction between taking on all risks associated with this service versus partnership with the City).

Outcomes / Implications	
Range of Services	Currently a major contributor to indoor aquatics in the City. The maintenance of that role is important.
Current and Future Priorities and Needs	The YMCA has no plans to prioritize further investment in indoor aquatics. Maintaining its contribution to City demand is primary; the option of partnering to provide additional aquatics in a city-owned facility remains an option for consideration.

Université de Moncton

The University has plans to replace the existing 1963 arena which has an ammonia-based ice plant as well as the 1976 pool. The pool measures 37.5 m in length and is currently closed due to a broken component of the plant. Neither building is currently to code, and does not meet accessibility standards.

Discussion with Sierra Planning included proposed building floorplans (schematics) for a new multi-use athletic centre, the development of which is an opportunity to fund major facility renewal through infrastructure that will first be commissioned as part of the 2029 Canada Summer Games. In addition to the pool and arenas the building will also include a single gymnasium with telescope seating and a volleyball court to

promote the varsity volleyball teams games. The entire complex is proposed to be attached to the north side of the existing rec complex (the fieldhouse).

Focusing on the aquatics component of what is an ambitious plan at this stage, the components include:

- A 50 metres lane pool (increasing the provision from the current 37.5 metre pool).
- Approximately one third of the pool complex to comprise community/leisure aquatics with design to include the variety of leisure pool features, decking widths and so forth that would customarily be associated with a community leisure pool.

The details of the community pool were not fully developed at this time but the location on the edge of campus is an important recognition that full community access requires a location that is perceived as being fully public in nature.

The University has indicated its desire for a strong municipal partnership, improving on the existing partnerships with the City which have experienced challenges. Clearly plans are in their infancy and more detailed analysis would be required to test the feasibility of this concept as a solution for improved community access to indoor aquatics. In this regard, the site plan and building concept would need to be assessed for the degree to which it can be amended to meet community needs as a primary service mandate. If the primary user constituency remains the University community, this project may not be in the best interests of the City.

Wrapped up in any discussion of partnership is the funding formula – whether a municipal-University partnership will indeed access greater and more varied forms of assistance from upper levels of government remains to be seen.

Outcomes / Implications	
Range of Services	A University-Community Partnership (if realized) could provide significant advantages to the City but would have to be Community-First in terms of both planned building elements and operational mandate. Progressively more detailed discussions would be required.
Current and Future Priorities and Needs	As City-wide service, a major new indoor aquatics centre can be reasonably justified in a number of areas of the City including the edge of the University Campus. However, as identified from other research summarized elsewhere in the report, the primary focus of many residents is for leisure pool development – a 50 m Olympic pool would account for a large proportion of both capital and operating costs. Financial involvement by the City involvement would need to be clearly scoped. The option for partnering remains relevant as part of the overall solution to meeting the City's future indoor aquatic service needs. As the Games bid process is launched in the

	Fall of 2023, we anticipate the opportunity for the City and University to commence further dialogue.

6.3 Outcomes of Local User Group Engagement

Individual interviews were conducted with the leadership of two of Moncton's aquatic clubs – the Codiac Vikings Aquatics Club and Club de natation Blue et Or (CNBO) Swim Club. These interviews were conducted in January 2023. Key points from the discussions related to usage, needs, and opportunities are summarized below.

Codiac Vikings Aquatics Club

The Codiac Vikings Aquatic Club (CVAC) has 130 members at present. Over the past five years, their membership has been as high as 150 members. Their members range in age from 7 to early 20s. Member skill levels typically range from entry level to high performance national level competitive swimmers.

The main facility used by CVAC is the Pat Crossman Pool in Riverview. The club also books time at the Vaughn Harvey YMCA 2 days per week; however, this rental arrangement is understood to be coming to an end soon. The club also uses both outdoor pools in the City – the Centennial Outdoor Pool and the East End Outdoor Pool; however, the Club's regular season programs that take place indoors end in early June, so there is a one-month gap in available pool time until the outdoor pools open for use.

The main issue that CVAC is currently experiencing is that there is limited pool time availability during times that are convenient for small children to be able to practice (after school/early evening). The Club has had to implement a capacity limit for some teams because there is not enough pool time to accommodate all interested parties.

The ideal facility for CVAC training purposes would include a 50m pool with 8 or 10 lanes; however, the Club indicated that a pool that is of a size large enough (e.g., 25 metre lane pool with 8 or 10 lanes) to hold competitions and events, with starting blocks, diving depths, etc. would be acceptable.

Outcomes / Implications	
Range of Services	English instruction swim club ranging from entry level swimmers to national level competitive swimmers.
Current and Future Priorities and Needs	Currently need additional pool time to expand programming available. Future priority for an indoor 25m (minimum, 50 m ideal) 8 or 10 lane pool with competitive hosting capabilities.

CNBO Swim Club

CNBO Swim Club is focused on introducing lifelong opportunities for sport involvement through aquatics.

Typically, membership of the CNBA Swim Club hovers around 100 members. At present, there are 95 members, ranging in age from 7 years old up to 22 years old. The skill levels of members range from beginner/ intro to aquatics all the way up to international competition level.

It is understood that membership would increase if the Club were able to accommodate more members. Since August 2019, the Club has had to turn away 103 kids due to a lack of pool time / space to accommodate participants. Other constraints to expanding CNBO programs include the national lifeguard shortage caused by pool closures as a result of the Pandemic.

At present, the group splits its 25 hours per week of booked time between the CEPS pool at UdeM and the Dieppe Aquatic Centre in the neighbouring community of Dieppe. In the past, the Club has traveled as far as St. John or Sussex just to get enough pool time.

CNBO also runs a parasport program which has different requirements than their other programs (e.g., less swimmers per session, specialized equipment in some cases, etc.). The Club is looking to expand the paralympic sport program in the future.

Additionally, CNBO is looking to provide lessons for newcomers to Canada to be able to get into a pool through introduction to swimming classes. The Club also identified opportunities related to access to recreational resources, including pools, for local First Nations communities.

In terms of a potential new aquatic facility, the ideal facility would include 50m, 10 lane pool with a dive tank, and adjacent 25m 8 lane pool. Generally, any new facility should meet the minimum requirements for competitive hosting (25m 8 lane).

Outcomes / Implications	
Range of Services	French instruction swim club ranging from entry level swimmers to national and international level competitive swimmers.
Current and Future Priorities and Needs	The Club requires additional pool time to expand the programming available (e.g., lifeguard courses). The Club is looking to expand their program offer to include newcomers, Paralympians and First Nations youth. The future priority is for an indoor 50 m, 8 or 10 lane pool that is capable of competitive hosting with an adjacent dive tank.

6.4 Outcomes of Public Engagement

Understanding the needs of user groups is important, as is understanding the needs of the largest constituent, the public. The outcomes of the public engagement activities are summarized below.

Public Survey Outcomes

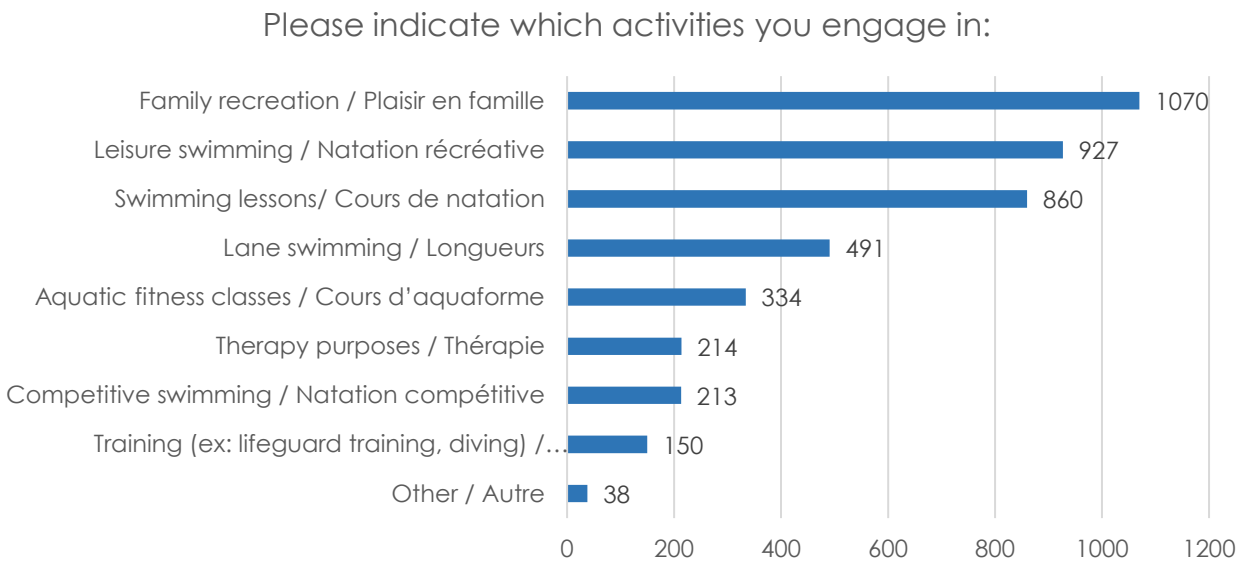
Who We Heard From

A total of 1,795 responses to the public survey were received. Most respondents (71%) indicated that they live within the City of Moncton. Of the 1,257 respondents who live in the City, 57% live in the North End, compared with 16% living in the East End, 14% living in the Centre City, and 13% living in the West End.

Approximately two-thirds (66%) of survey respondents are from households comprised of a couple with one or more dependent child. This implies a significant number of respondents are part of families with young children.

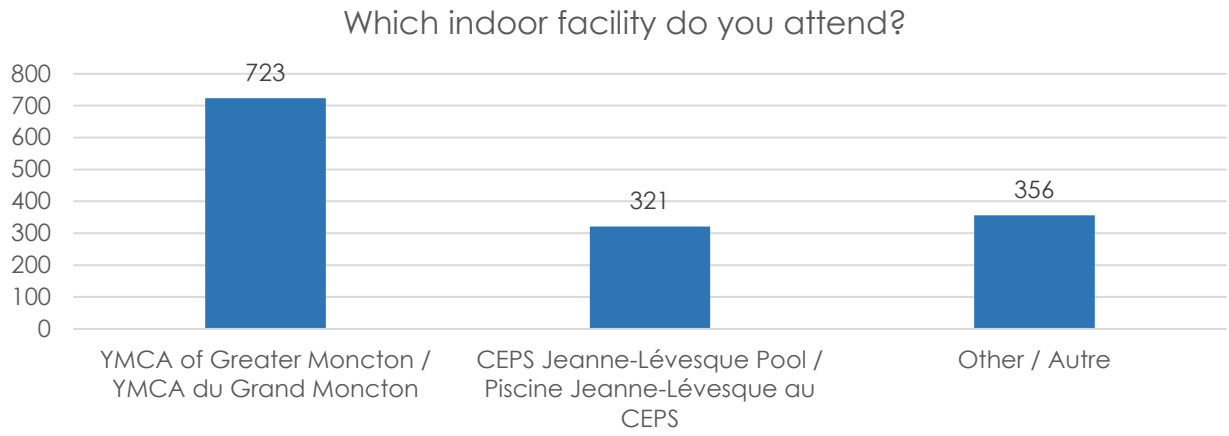
Current Use of Aquatic Facilities

A vast majority of survey respondents (1,586 or 88%) indicated that they, or a member of their family, swims or engage in aquatic activities. Family recreation, leisure swimming and swimming lessons were the top activities that respondents or members of their family took part in.



Use of Indoor Pools

Nearly two thirds (1,115 or 62%) of survey respondents, or a member of their family, use indoor pools in the city. Most of which use the YMCA of Greater Moncton pool.

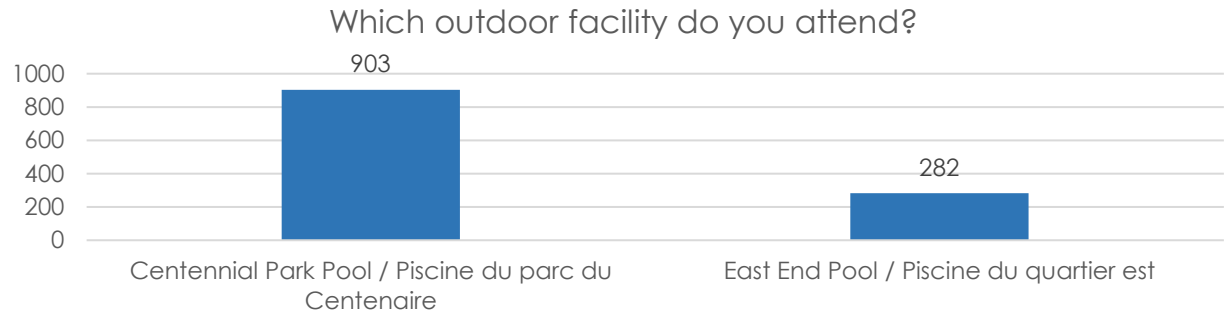


Of the respondents that use indoor pools in the city, approximately one-third use them a few times a week. Indoor pools are frequented once a week or a few times per month by 20% and 21% of respondents, respectively. Six percent (6%) of respondents use indoor pools on a daily basis.

Sixty three percent (63%) of survey respondents indicated that they, or members of their family, use other indoor pools in the region (in Dieppe and/or Riverview) or the province. This includes municipal facilities, membership-based facilities, and private aquatic facilities in hotels.

Use of Outdoor Pools

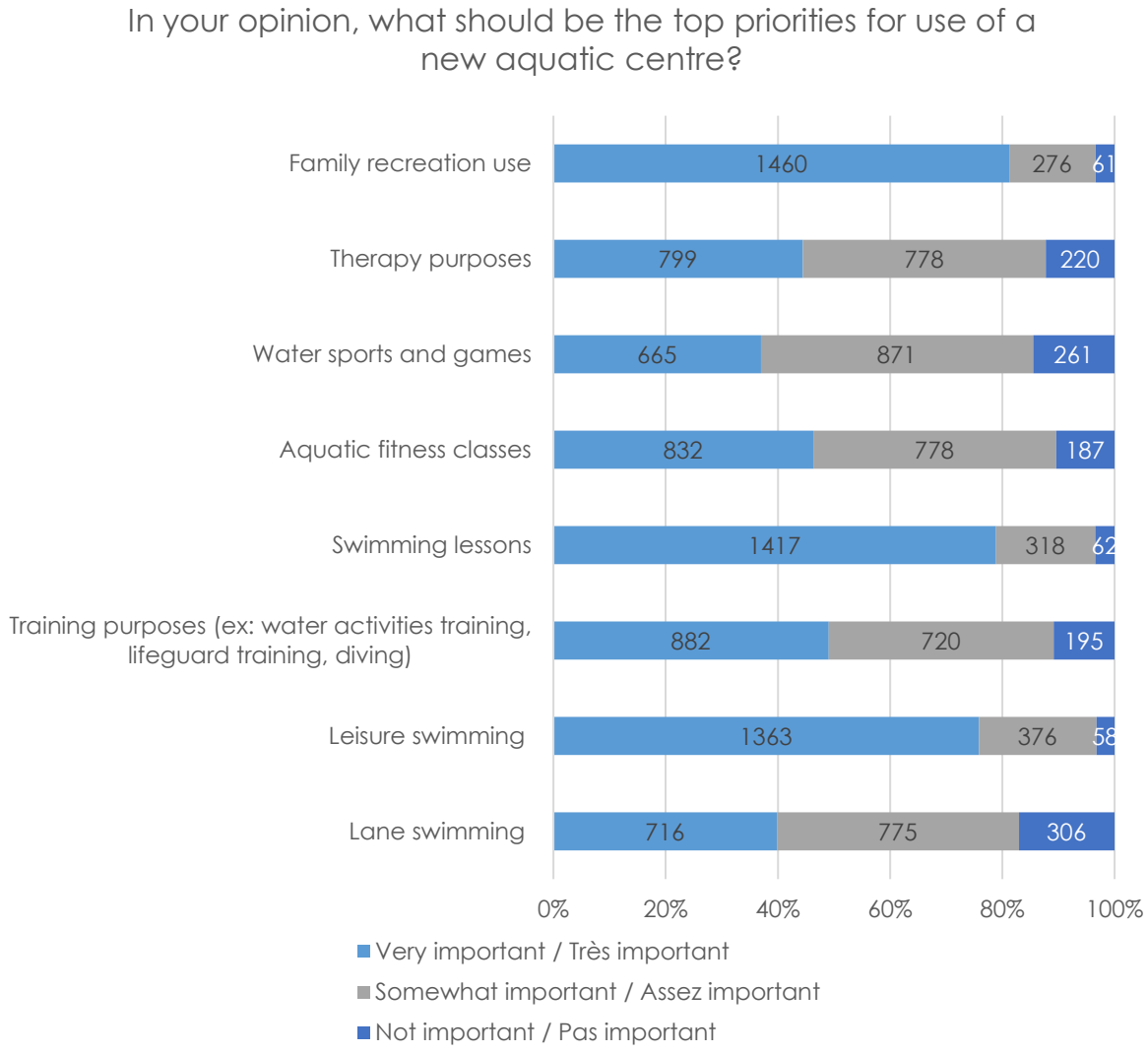
Just over half of respondents (53%) indicated that they, or a member of their family, use outdoor pools in the City. Most of the outdoor pool users attend the outdoor pool at Centennial Park



Many of the respondents that use outdoor pools in the city indicated that they use them a few times per month (34%), or a few times a week (25%). Two percent (2%) of respondents use outdoor pools daily, while 24% use them once a month or less often.

Future Use and Priorities

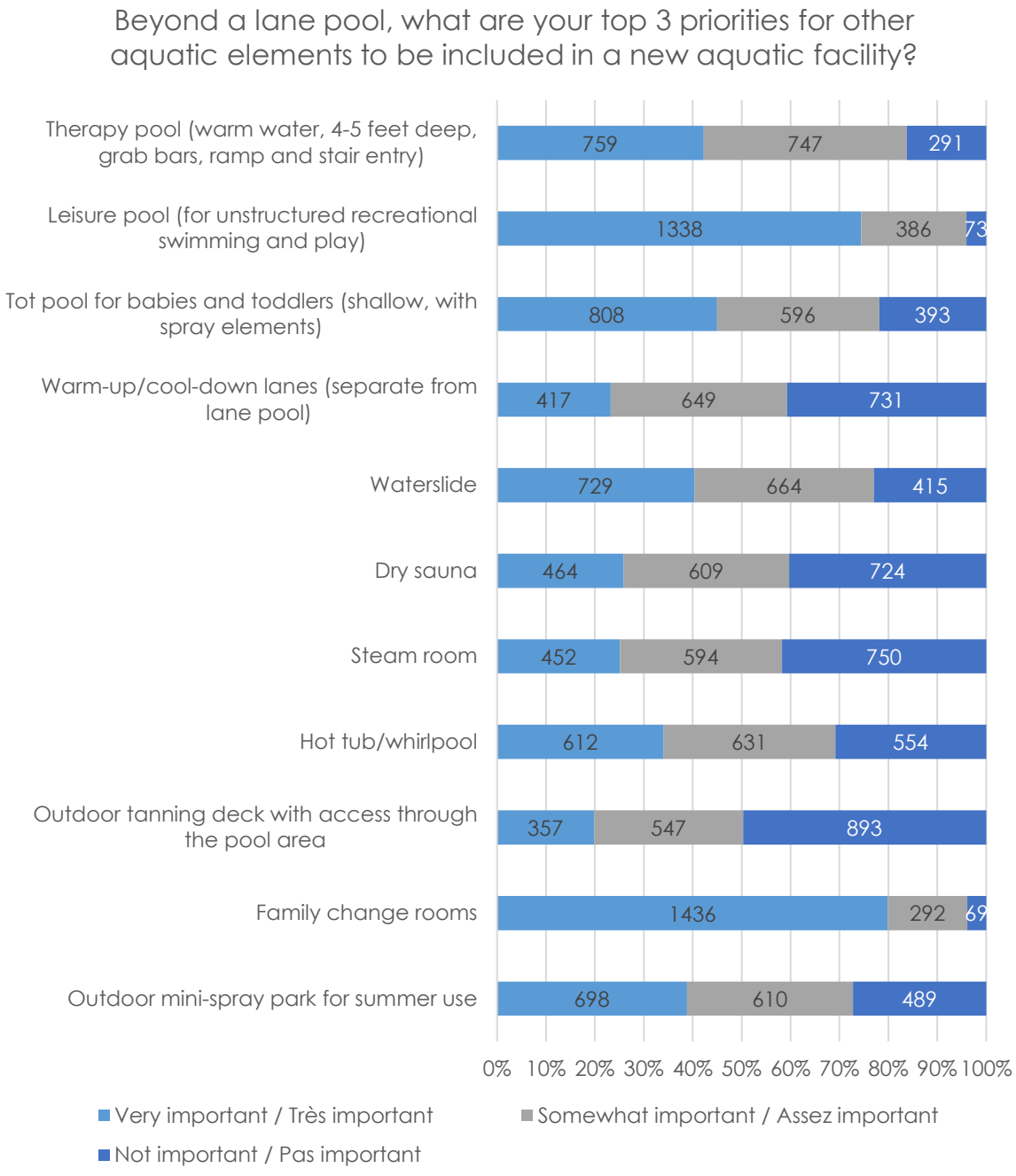
Survey respondents indicated that their top three priorities in terms of the use of the pool were family recreational use, swimming lessons, and leisure swimming. Aquatic fitness classes, therapy purposes, and training purposes were also priorities for many people.



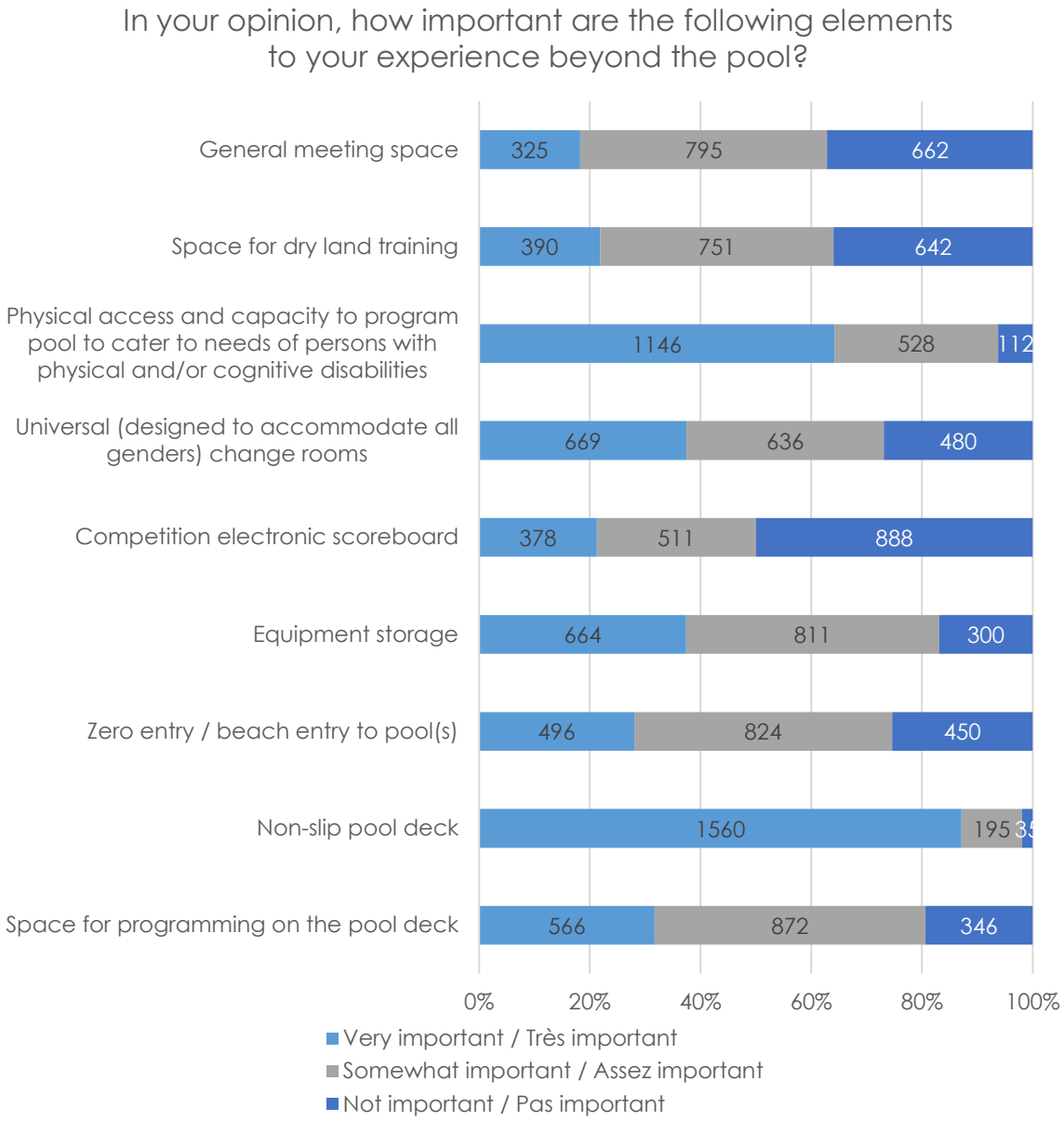
Many survey respondents indicated that they would use a new aquatic centre a few times a week or a few times a month (48% and 31% respectively).

Design Considerations

Generally, survey respondents indicated that the top priorities for other elements to be included in an aquatic facility consist of a leisure pool, therapy pool, and family changerooms. A tot pool and waterslide were also priorities for many respondents.



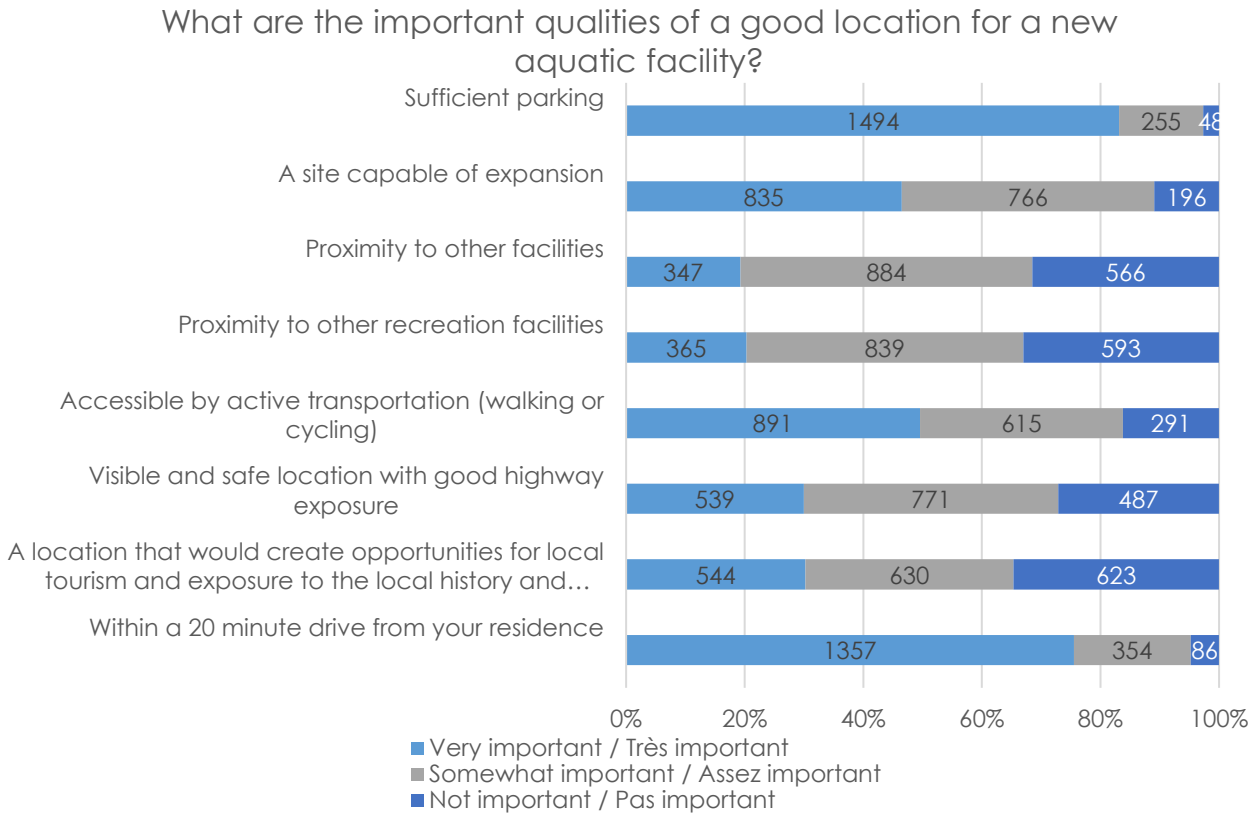
In terms of other non-aquatic facility elements, having a non-slip pool deck and ensuring that the pool is accessible to those that need it were important to many respondents. This was followed by provided space for equipment, ensuring space on the pool deck for programming to occur, universal change rooms, and zero entry to the pool.



Locational Considerations

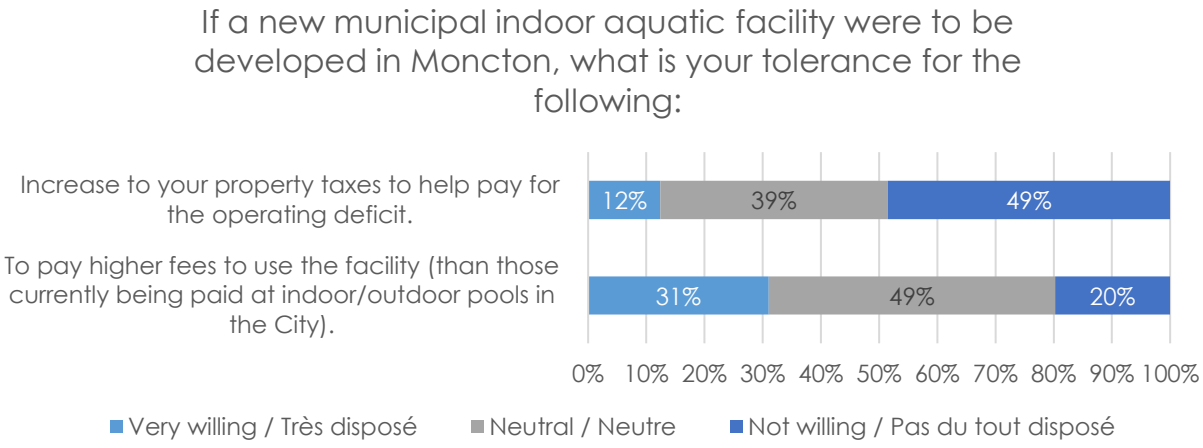
When asked "How much time does it take to get to the indoor aquatic facility that you use most often?", most respondents (738) indicated under 20 minutes. 318 respondents indicated between 20 and 40 minutes, while 59 respondents indicated that it takes them over 40 minutes to get to their indoor aquatic facility.

The most important locational qualities for a new aquatic centre, as identified by respondents, include an adequate amount of parking, being within a 20-minute drive of their place of residence, being accessible by active transportation, and a site that has expansion potential (to co-locate other recreational amenities).



Potential Cost Implications

Municipal indoor aquatic facilities, like arenas, sports fields, and several other services, typically operate with a deficit and are subsidized by municipalities. The survey asked respondents as to their preference for subsidizing a potential new aquatic facility. In general, respondents indicated that they would be more willing to pay higher fees to use the facility than they would be willing to tolerate an increase in their property taxes.



Public Open House Outcomes

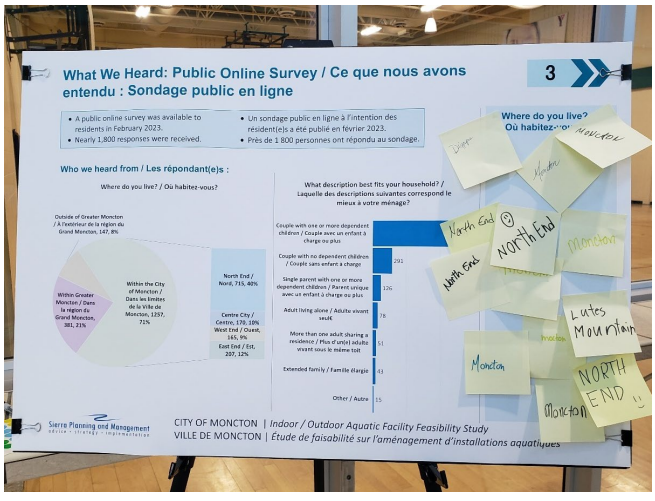
Two public open houses were held on April 18, 2023, at the downtown YMCA location. The sessions were drop-in in nature and were well attended by approximately 50 interested community members.

A series of boards were provided to provide information related to the project and to garner feedback from the community regarding aquatics. The following provides a summary of what we heard.

Who We Heard From

Some of the open house participants indicated where they live. This included:

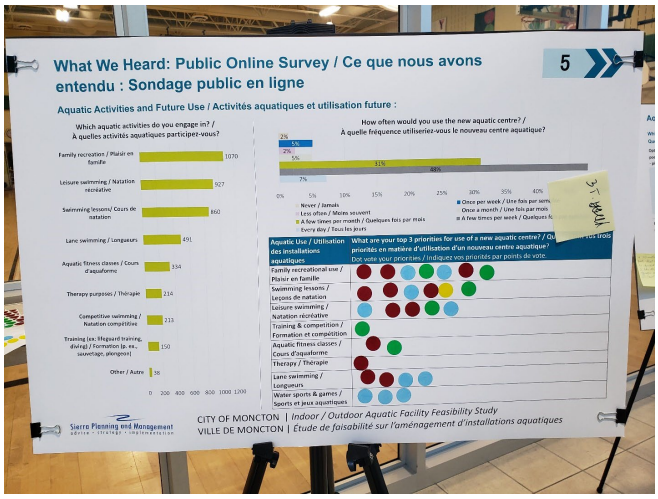
- Moncton (7 participants),
- North End (4 participants),
- Dieppe (1), and
- Lutes Mountain (1).



Future Use and Priorities

Participants voted on their top three priorities for use of a new aquatic centre. Family recreational use had the most votes (7), followed by swimming lessons (6), and leisure swimming (5). This was followed by lane swimming (4), watersports (3), aquatic fitness (2), and training / competitions (1).

Aquatic Facility Options



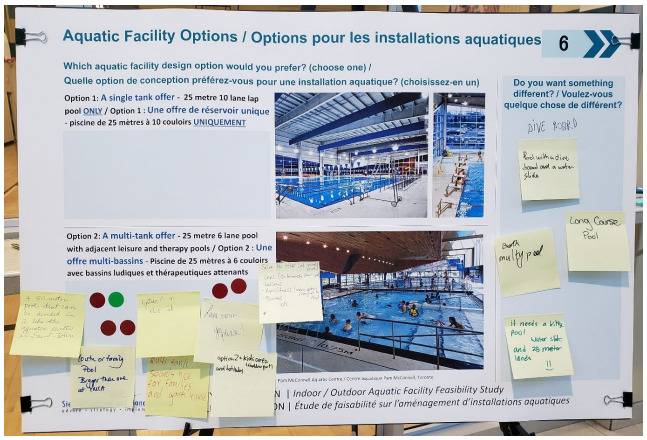
Open house attendees were asked "Which aquatic facility design option would you prefer?" Two options were presented for comments:

Option 1. 25 metre 10 lane pool ONLY – No votes were received for this option.

Option 2. 25 metre 6-lane pool with adjacent leisure and therapy pools - Received 13 votes.

Comments related to Option 2 included (transcribed from board for legibility):

- Youth or family pool bigger than YMCA + areas
- Multi-tank – good for family and youth leisure
- Lane Swim
- Other features identified included: dive board (2), waterslide (2), multi-part pool, kid's pool / kids' area / shallow area, hot tub (2).
- 3 participants suggested a 50-metre pool that can be divided, offers lane swim (continuously 6am-10pm), lessons, aqua fitness, rentals, etc.



Design Considerations

Attendees were asked "What other aquatic elements are important to you? Please indicate your TOP 3 priorities by dot voting."

Based on the number of votes received, the top 3 priorities included Waterslide (10), Hot Tub /whirlpool (10), Concession/cafe (5), and outdoor mini-spray park (5).

Two comments were received regarding Universal changerooms (designed to accommodate all genders) specifically related to keeping locker areas separate for women and men.

All other elements were voted as important.

The following summarizes the votes and comments received from the board below:

Aquatic Support Elements	# votes / comments
Waterslide	**10**
Hot tub/whirlpool	**10**
Concession / cafe	**5**
Outdoor mini-spray park for summer use	**5**
Dry sauna	3
Steam room	2
Universal changerooms (designed to accommodate all genders)	2 comments: Separate gendered lockers / gendered
Outdoor tanning deck	1
Zero entry / beach entry to pool(s)	1

Other Recreational Experiences

Attendees were asked "Are there other recreation spaces that you would like to see on site with aquatics?" The following provides a transcription of the comments:

- Walking track – 3 comments
- Dance Studio – 3 comments
- Pickleball Courts -2 comments
- Gym – 2 comments
- Squash courts – 1 comment
- Exercises with weights – 1 comment
- Lawn tennis – 1 comment

Locational Considerations

Attendees were asked to identify the most important qualities of a good location for a new aquatic facility (ranking by number of votes):

1. Accessibility by Active transportation (walking or cycling) - 6 votes.
2. Proximity to other recreation facilities – 2 votes.
3. Proximity to other facilities – 2 votes.
4. A Site capable of future development - 1 vote.
5. Visible and safe location – 1 vote.

The locational quality "Within a 20-minute drive from residence" received no votes – suggesting this was a less important factor for the open house participants.

When asked "Where should the new aquatic facility go?" Most responses indicated that they would like to see a new aquatic facility be in the North End (13 dot votes).

Other comments received include:

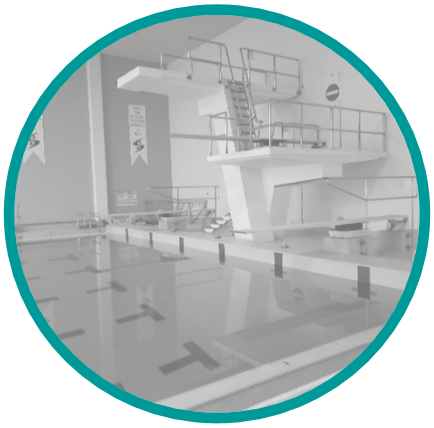
- Where there is the greatest social need (2 comments).
- Lewisville or off the highway between Dieppe and Moncton.
- By Elmwood Granite: next to MSH there are many houses and students.
- Costco area (close to highway, would attract people, more room to grow).

6.5 Summary of What People Want

As it relates to core uses of a potential aquatic facility, the following represent opportunities in provision as a result of our engagement activities:

- There is an opportunity to add a full Municipal Class A pool to the inventory in Moncton and subsequently the Tri-Community Area. This would enhance the existing supply (non-municipal) to achieve a comparable and more acceptable standard of provision and to meet actual demand. This was strongly supported by engagement activities.
- There was considerable support for a multi-tank venue (e.g., lane pool with adjacent leisure and/or therapy pool(s)), with a focus on family recreational use.
- Aquatics-related design elements focused on play elements, such as a waterslide, spray area, leisure pool, tot pool, among others. The importance of these elements, as heard through public engagement activities, supports the preference for a family recreation focused facility.
- Consideration of an appropriately sized pool for training and competition purposes should also be part of the planning for any new aquatic facility (somewhat dependent on the future of the UdeM pool). This sentiment was strongly expressed through engagement with aquatic user groups.
- Best practice in facility design implies the inclusion of multi-purpose functional program spaces. These are typically large spaces that are divisible and flexible for use during meets and events, or for community programming (depending on the operating model).

In terms of location, through all engagement activities it became clear that there is a preference for new aquatic facilities to be located in the northwest area of the City.



Part C: Understanding Future Needs

7 NEEDS ASSESSMENT

7.1 Population Based Standards of Provision

The generally accepted standard for the provision of a single indoor community recreation pool (standard length of 25 metres and 6-8 lanes) is between 1 pool per 30,000 population and 1 pool per 50,000 population. Standards can vary for a variety of reasons including historic factors, political necessity, and the reality of the need to service smaller, rural, and remote communities to a much higher standard than in cities. However, by and large, the planning for new indoor pools in an urban context is based on these typical ratios.

The City of Moncton represents an urban community with a role as a central service hub for the broader Tri-Community Area (including Riverview and Dieppe), as well as the more rural Moncton CMA. For this reason, the level of provision for indoor pools must be considered from a regional perspective. The Recreation Master Plan for the City of Moncton recommends a target standard of 1 indoor pool per 36,000 population at both the City and Tri-Community level. This would provide a consistent level of service than is presently being provided.

For the purposes of the analysis, the CEPS pool has have been counted as 0.5 pool, since the pool does not prioritize public usage. The Moncton YMCA is counted as 1.0 pools, due to the unrestricted ability for non-members to access the pool (by way of a City subsidy). Municipally run facilities, such as those provided in Riverview and Dieppe are counted as 1.0 pool (regardless of the number of tanks within each facility).

At present, the City, with a population of 79,470, provides 1.5 pools, resulting in a standard of 1 indoor pool per 52,980 population. With 2 additional pools in the Tri-Community Area supply and a total population of 128,168, the existing standard of provision is 1 indoor pool per 36,619 population. There are no additional indoor pools within the broader Moncton CMA.

Using the forecasted population growth rate for the City of Moncton as a basis, the future standard of provision has been estimated. If there is no change to the supply of indoor pools within the Moncton CMA, and based on population projections, the level of provision of indoor pools over the short and long terms will continue to decrease and by 2046 will be lower than any relevant acceptable standard.

Exhibit 18: Provision Standard for Indoor Pools

Area / Region	Supply	2021 (Existing)		2031 (Projected)		2046 (Projected)	
		Pop.	Standard	Pop.	Standard	Pop.	Standard
City of Moncton	1.5	79,470	1:52,980	99,100	1:66,067	116,200	1:77,467
Tri-Community	3.5	128,168	1:36,619	159,827	1:45,665	187,406	1:53,544
Moncton CMA	3.5	157,717	1:45,062	196,675	1:56,193	230,612	1:65,889

At present, with the City having a low standard of provision for indoor pools, the aquatic facilities in Riverview and Dieppe are clearly being utilized on a regional basis,

providing aquatics for not only Riverview and Dieppe residents, but also Moncton residents.

While Riverview is currently planning for a new aquatic facility to replace the aging Pat Crossman facility, there is an existing need within the region, and the City in particular, for additional indoor aquatics. The need is present, regardless of what UdeM does in terms of replacing the CEPS and will only increase as the population of the city and the broader region grows as is projected.

The tables below show the need for aquatics facilities based on the 2021 population and estimated population growth and utilizing the recommended standard of provision identified within the Recreation Master Plan (1 indoor pool per 36,000 population). When considering all aquatics facilities open for public use, the tables below show there is an existing deficit of 0.71 within the City in particular, which will become larger by 2031 (deficit of 1.25) and beyond. As it relates to facility needs in the future, it is important to consider that with no municipally controlled aquatics facility in Moncton, the City heavily relies on non-municipal aquatics facilities and pools located in other municipalities over which it does not have control related to ensuring continued access to the public.

Therefore, taking a regional approach to planning for aquatics facilities is most appropriate in this circumstance. The opportunity to build an aquatic facility (net 1.0 pool) within the city that is under municipal control by 2031 is clear.

Exhibit 19: Estimated City-Wide Indoor Aquatic Needs to 2046

Indoor Aquatics Provision	2021	2026	2031	2036	2041	2046
City Wide Population	79,470	90,900	99,100	106,100	111,200	116,200
Target Standard	1 : 36,000 population					
City-wide Needs	2.21	2.53	2.75	2.95	3.09	3.23
Existing Supply	1.50	1.50	1.50	1.50	1.50	1.50
Surplus (Deficit)	**(0.71)**	**(1.03)**	**(1.25)**	**(1.45)**	**(1.59)**	**(1.73)**

Exhibit 20: Estimated Tri-Community Indoor Aquatic Needs to 2046

Indoor Aquatics Provision	2021	2026	2031	2036	2041	2046
Tri-Community Population	128,168	146,602	159,827	171,116	179,342	187,406
Target Standard	1 : 36,000 population					
Tri-Community Needs	3.56	4.07	4.44	4.75	4.98	5.21
Existing Supply	3.50	3.50	3.50	3.50	3.50	3.50
Surplus (Deficit)	**(0.06)**	**(0.57)**	**(0.94)**	**(1.25)**	**(1.48)**	**(1.71)**

7.2 Observed Demand

Understanding the current demand for aquatic facilities in Moncton is key to planning for future facilities. For the purposes of understanding how the existing aquatic facilities in Moncton are currently used, booking and programming data was obtained directly from the YMCA and Université de Moncton. Information for usage of the pools in Riverview and Dieppe could not be sourced. Based on our research, we estimate that the overall number of person visits per annum (PV) at these facilities is in the range of 50,000 to 70,000. This information was analyzed to define the observed demand for aquatic facilities within the city, as summarized in the following table.

When considering all pools within the Tri-Community Area, and based on data provided for 2022, the estimated annual person visits to indoor pools in the region totals 218,831. The YMCA, which is subsidized by the City accounts for approximately one quarter of the total annual person visits.

Exhibit 21: Summary of Annual Person Visits for Indoor Aquatics Facilities, 2022

	YMCA	CEPS	Riverview	Dieppe	Total PV by Use	% PV by Use
Swim Lessons	4,917	643	34,020	12,960	**52,540**	24%
Aquafit	27,600	231	2700	-	**30,531**	14%
Public Swims	11,500	15,965	14,040	45,810	**87,315**	40%
Rentals	9,000	23,650	7,695	8,100	**48,445**	22%
Total PV	**53,017**	**40,489**	**58,455**	**66,870**	**218,831**	**100%**
% of Total PV	24%	19%	27%	31%	**100%**	

Details of the annual person visits at each facility are provided below.

YMCA Vaughan Harvey Pool

The YMCA pool is a well-used facility, with approximately 53,000 person visits on an annual basis. Total annual person visits are comprised of participation in a variety of drop-in and registered programs, group and private lessons, and pool rentals.

Through discussions, the YMCA indicated that they have seen recent increases in swim lesson participation. Historically, they provided an average of between 500 to 800 swim lesson spaces, but recently adjusted the schedule to allow for 900 spaces. Demand for private swimming lessons has also increased significantly since the Pandemic.

Non-members of the YMCA have access to the facility by way of public swim opportunities. These open swims are offered to non-members of the public on Fridays, Saturdays, and Sundays for a fee. Rates for Friday and Saturday public swimming ranges from $4.50 for children to $15.00 for a family. The City of Moncton sponsors the Sunday public swim to enable a rate charge of just $3.00 per person.

The YMCA does not typically offer pool rentals to the public as it operates on a membership model, however, when the St. Patrick's Family Centre (not-for-profit)

closed in 2018, the YMCA began renting pool time to the local swim club that was using the St. Patrick facility to help them out. It is noted that this may be discontinued at any point.

Exhibit 22: Utilization of YMCA Vaughan Harvey Pool

Programming	2022 Person Visits
Swim Lessons	900
Advanced Aquatics	467
Private Lessons	3,550
Aquafit	24,000
Aqua Stretch, Aqua Yoga, etc.	3,600
Public Swims	6,500
Parent & Tot Swims	5,000
Swim Club Rental	9,000
Total Person Visits	**53,017**

Source: SPM based on data from YMCA of Greater Moncton

This represents a facility in relatively strong demand based on the scale of the pool.

CEPS Louis J. Robichaud Pool

It is understood that the CEPS pool at UdeM is a very well used facility within the community, with part of the mandate being to provide learn to swim programs in the French language to the residents of Moncton CMA.

The facility offers a variety of programming for students and members, including swimming lessons for children and adults, aquafit, and lane swimming. It is important to note that the utilization provided below represents community use only and does not include person visits associated with student and/or varsity sports usage.

Community rentals comprised approximately half of the annual person visits by the community at this facility in 2022. This pool is one of the main facilities used by the CNBO Swim Club, which books a total of 25 hours per week split between CEPS and the Dieppe Aquatic and Sport Centre.

Exhibit 23: Utilization of UdeM CEPS Pool

Programming	2022 Person Visits
Swim Lessons	643
Aquafit	231
Open Public Swims	4,625
Public Lane Swims (16+)	11,340
Community Rentals	21,700
Competitions / Events	1,950
Total Person Visits	**40,489**

Source: SPM based on data from UdeM

Other Aquatic Facilities within the Tri-Community Area

Pat Crossman Memorial Aquatic Centre

According to the Functional and Technical Program Report for a new Riverview Recreation Complex, the existing Pat Crossman pool is very well used – mostly by local Riverview residents, but also by residents within the Tri-Community area. The Report indicates that enrollment in lessons throughout the year is above 70% and other programs typically have 100% enrollment based on spaces available. This is the main facility used by the Codiac Vikings Aquatic Club.

The information below is based on the current pool schedule as provided online, and a reasonable estimate of the number of participants for each type of programming use.

Exhibit 24: Utilization of Pat Crossman Memorial Aquatic Centre

Programming	2022 Person Visits
Swim Lessons	34,020
Aquafit	2,700
Social Swim	7,650
Preschool Swim	1,800
Lane Swim	4,590
Rentals	7,695
Total Person Visits	**58,455**

Dieppe Aquatic and Sports Centre

The Dieppe Aquatic Centre is an important pool within the Tri-Community area. It is one of the main facilities used by the CNBO Swim Club.

The information below is based on the current pool schedule, as provided online, and a reasonable estimate of the number of participants for each type of program use.

Exhibit 25: Utilization of Dieppe Aquatic and Sports Centre

Programming	2022 Person Visits
Swim Lessons	12,960
Public Swim	8,100
Adult Swim	15,075
Sensory Swim	270
Preschool Swim	900
Lap Swim	21,465
Rentals	8,100
Total Person Visits	**66,870**

7.3 Unmet Demand

It is recognized that there is unmet demand at the current indoor pools in the Tri-Community Area, however, determining the actual level of unmet demand for aquatic facilities is difficult.

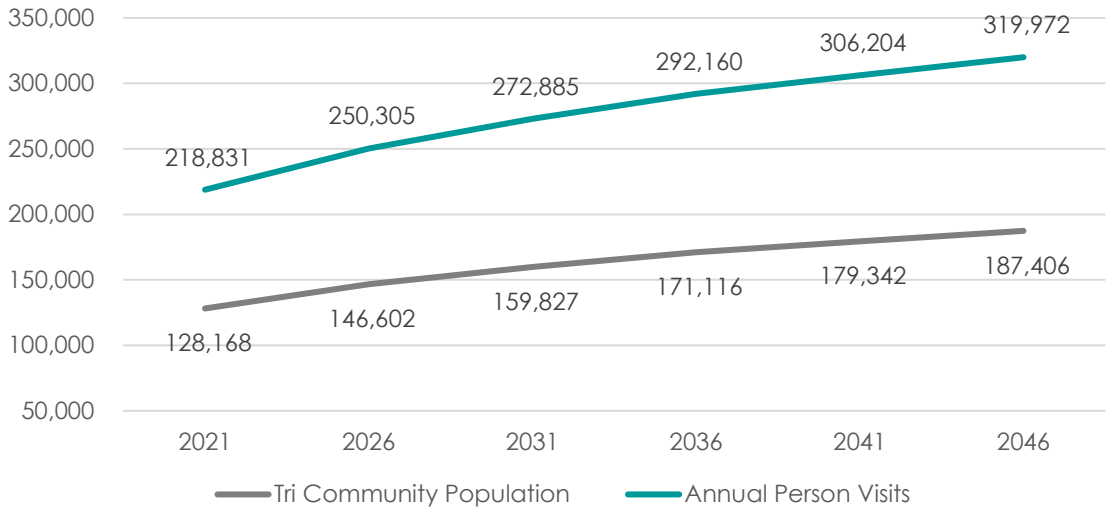
Notwithstanding that waitlists can include persons on multiple program waitlists, the existence of waitlists over the course of the annual swimming calendar, whereby would-be participants might otherwise sign up for 2 or 3 programs per year, could amount to significant unmet demand in terms of person visits per year.

7.4 Projecting Future Demand

Population growth will only increase the need for additional facilities. If the ratio of demand (annual person visits) to population (projected) were to be held constant, the minimum level of future demand can be reasonably approximated. In this regard, the following should be noted:

- Regional (non-City) use of the existing facilities is captured in the estimates of total current demand. With the onset of the Pandemic, obtaining useful metrics of facility use were not possible for 2021 and so the demand (utilization) estimates are based on 2022 visitation.
- The projection of future demand accounts for regional demand - the extent to which this may vary depends on the nature of growth in the surrounding region.
- The estimation of the number of new facilities required over the projection period assumes that all existing aquatic facilities remain viable.
- The projections do not account for unmet demand.

Exhibit 26: Minimum Level of Future Demand



The above provides the minimum number of future person visits, but not the number of facilities required to accommodate these visits. Pools in Moncton currently account for an average of 62,500 annual person visits per facility (based on an

average of 2022 figures). Based on this information, there is an evident demand for new pool construction.

Exhibit 27: Indicative Assessment of Need

	Current Need (2021)	Future Need	
		(2031)	(2046)
Annual Person Visits	218,831	272,885	319,972
Demand	3.5	4.4	5.1
Supply	3.5	3.5	3.5
Surplus/Deficit	**0.0**	**(0.9)**	**(1.6)**

A well-used Class A pool should account for around 80,000 person visits per annum; therefore, the future long-term needs for indoor aquatics in Moncton can somewhat be controlled by the scale at which the City builds indoor aquatics in the short-term.

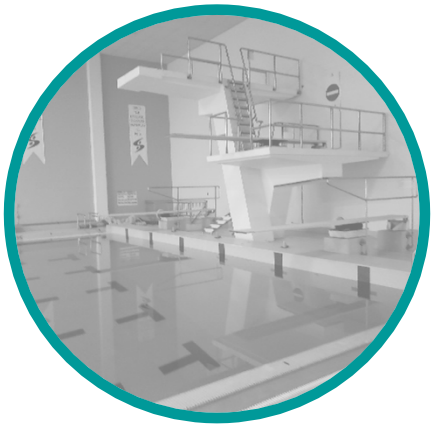
7.5 Summary of Needs and Opportunities

A new indoor aquatic facility in Moncton would be an addition to the landscape of existing aquatic facilities and services, providing a public Class A municipal pool which currently does not exist in the City. While the existing aquatic facility at UdeM is an appropriate size to host competitions, it is aging and in need of revitalization or replacement. Similarly, the YMCA pool does not meet the requirements to host sanctioned meets and events for swimming, artistic swimming and diving.

Anticipated significant growth in the region has spurred the planning for a new aquatic facility at the municipal level. With some of the existing facilities in the region nearing the end of their useful life (CEPS at UdeM and Riverview –replacement facility is currently in the planning stages), this planning is more important now than ever to provide adequate aquatic facilities for residents across the region.

The following summarizes the needs and opportunities based on the analysis conducted as it relates to indoor aquatic facilities:

- The need for a **municipal Class A aquatic facility** in Moncton is evident, based on a desired city-wide and tri-community standard of 1 pool per 36,000 population.
- Any new indoor aquatic facility should meet the primary **leisure and recreation-based** needs of City residents.
- Consideration for **potential event hosting capabilities** on a regional and/or provincial scale.
- **Co-location** with other recreational activities and facilities should be contemplated.
- The geographic distribution of aquatic facilities across the City and ease of access for residents will be important.

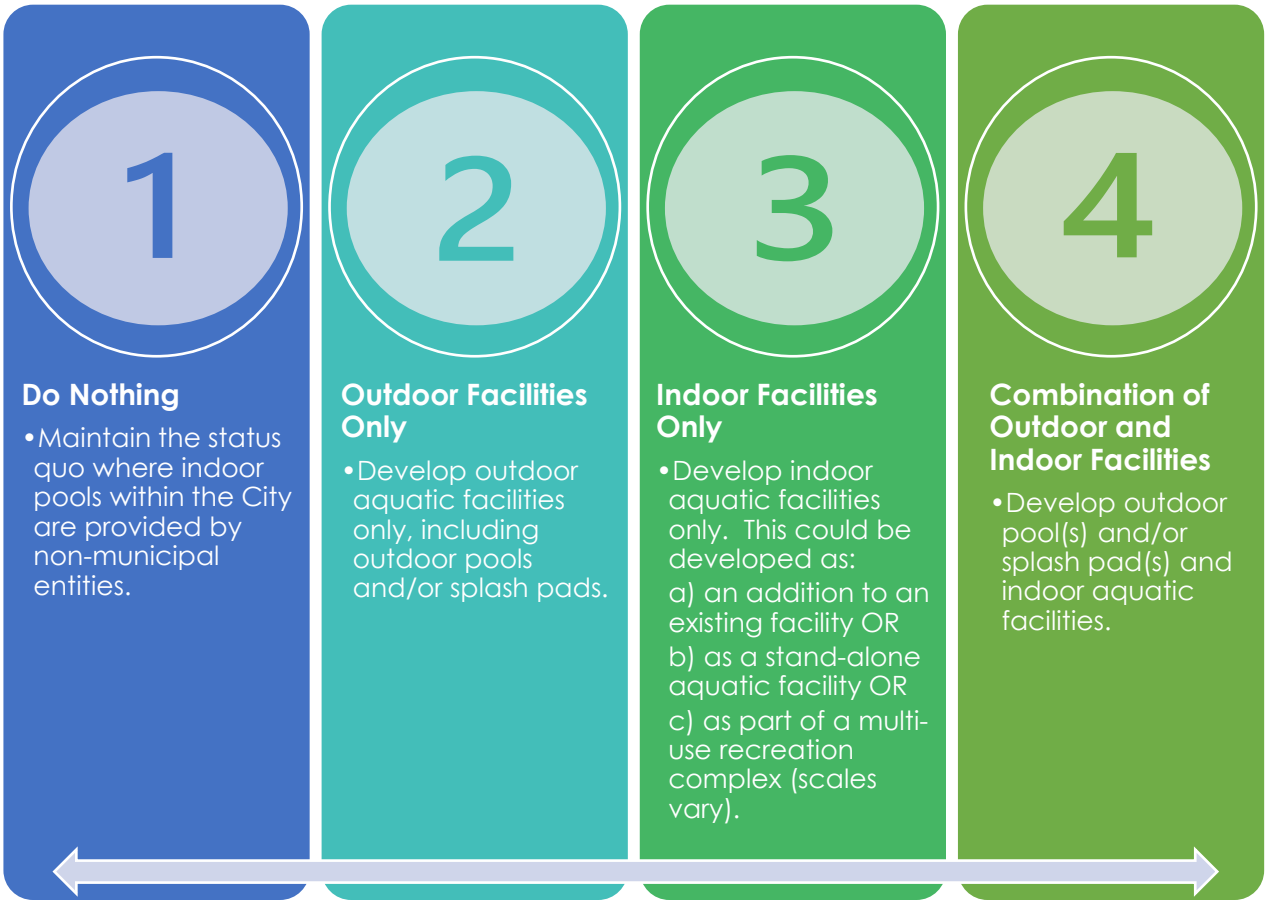


Part D: Identifying & Prioritizing the Options

8 DEVELOPING THE RANGE OF OPTIONS

8.1 Range of Possibilities

When considering aquatic facilities in Moncton, a range of possibilities have been identified. This ranges from maintaining the status quo (doing nothing), to developing both indoor and outdoor aquatic facilities, including splash pads. The range of possibilities are detailed as follows:



If the City were to pursue a "do nothing" approach or develop outdoor aquatics only, there would be significant impacts to the future standards of provision as it relates to indoor pools.

With no changes to the existing indoor pool supply and based on population projections alone, by 2031 there would be a deficit of 1.25 pools for the City of Moncton, and a deficit of 0.94 pool for the Tri-Community Area.

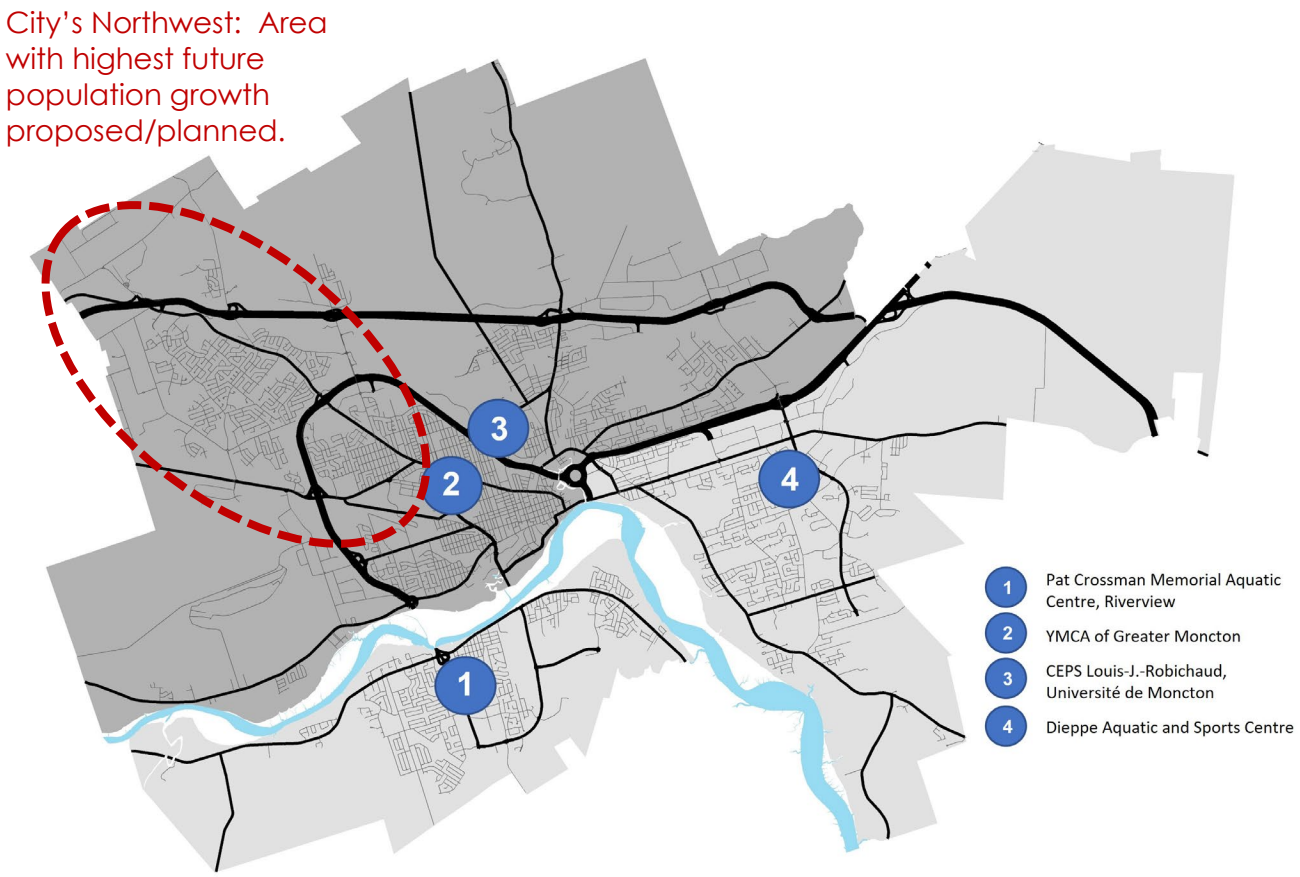
Therefore, based on the need for aquatic facilities expressed in the Recreation Master Plan, combined with our analysis of existing and future supply and demand, and the outcomes of the public engagement, considering the development of a combination of outdoor and indoor aquatic facilities within Moncton is warranted.

8.2 Locational Considerations

A qualitative assessment of several identified sites has been undertaken which outlines the required needs for an effective location below, including maximizing regional access and proximity to the existing and future population base.

This is a high-level assessment of site suitability for properties located within the City of Moncton, with a focus on the northwest quadrant of the City. This area was selected based on the detailed assessment of:

- Current and future population in the City; and
- Locations of existing aquatic facilities and recreation centres in the City and the Tri-Community Area.



8.3 Exploring the Options for Indoor Aquatics

Core Aquatics

Regardless of whether a new indoor pool in Moncton is developed as a standalone facility, an addition to an existing recreation facility, or as part of a new multi-use regional recreation centre, the facility should comprise a municipal Class A pool at its core. These facilities typically include two or three different tanks, comprised of the following:

- **Lane pool**, typically 25m, 6 to 10 lanes (8 is minimum required to accommodate competitions) with diving boards, stair and/or ramp entry, and maintained at a cooler temperature (e.g., 83 degrees Fahrenheit).
- **Leisure or tot pool**, the size of which can vary but is able to accommodate a variety of programming opportunities. These facilities often have beach entry and may contain some splash features; and/or
- **Therapy or therapeutic pool**, provides accessible, comfortable, safe, and supportive environment for gentle physical activity, therapy and/or rehabilitation for people of all ages and abilities, and maintained at a warmer temperature (e.g., 100-102 degrees Fahrenheit).

The following examples highlight the variation in scale for such facilities - from a smaller, community-focused aquatic facility to a larger, community and competition use facility.

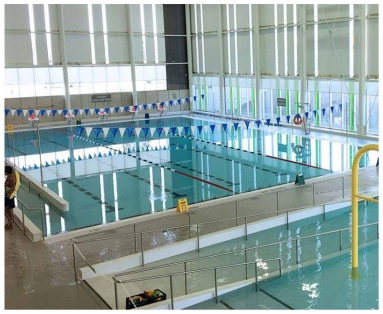
Example A: 25m, 6 lane pool

Aquatic Program:

- 6 Lane Pool
- Leisure Pool
- Upper bleacher seating
- Gender neutral universal Change
- Ramp entries and spray features

Purpose:

- Neighbourhood Pool
- Community Use
- Teaching, relaxation, recreation



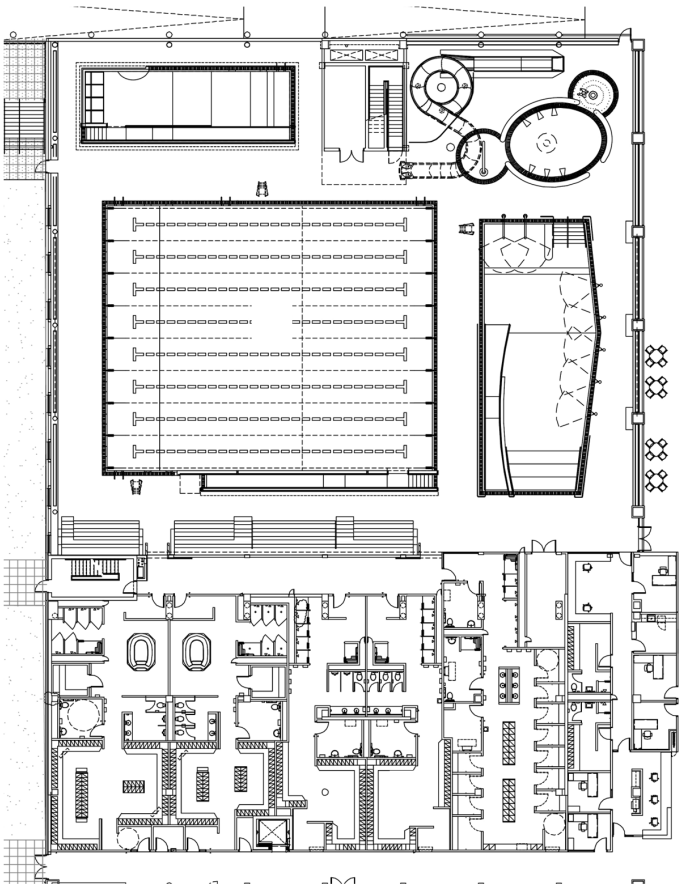
Example B: 25m, 8 lane pool

Aquatic Program:

- 8 Lane Pool
- Therapy Pool
- Leisure Pool
- Splash pad
- On deck bleacher seating
- Family and M/F change
- Slide

Purpose:

- Minor competitive venue
- Community use
- Teaching, therapy, recreation & training



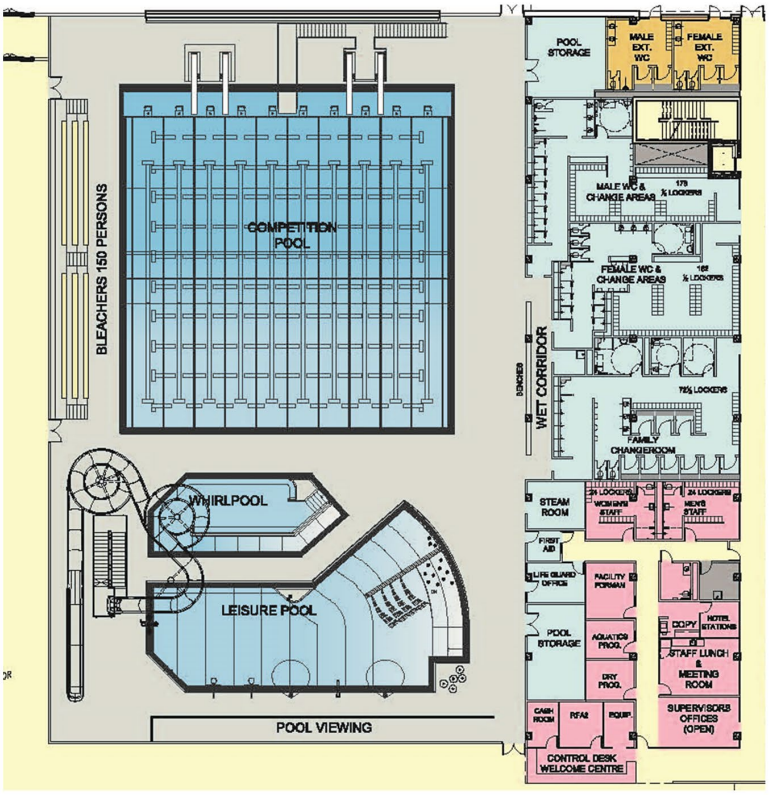
Example C: 25m, 10 lane pool

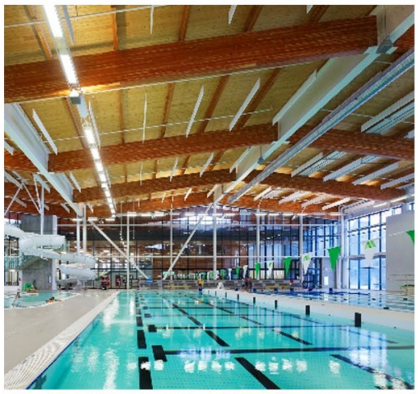
Aquatic Program:

- 10 Lane Pool
- 3m, 5m, 10m Diving
- 1m Diving
- Whirlpool
- Leisure Pool
- On deck bleacher seating
- Family and M/F change
- Slide

Purpose:

- Support training pools for regional competitive venue
- Community use
- Teaching, therapy, recreation & training





Other Potential Indoor Recreational Uses

Consideration for other indoor recreational uses recommended within the Recreation Master Plan is also important when developing an indoor aquatic facility. Inclusion of these additional amenities, and possibly others, would likely constitute a multi-use recreation centre (as per Action No. 10 of the Recreation Master Plan).

Option for Indoor Aquatics	Aquatics Component	Other Potential Indoor Uses	Considerations and Opportunities
Addition to Existing Municipal Facility	Balanced / complementary use of the facility to existing uses (e.g., ice).	Depending on the pre-existing uses of an existing facility, a variety of complementary spaces could be provided.	Available land area at existing facilities may limit the potential for other indoor uses.
Stand-Alone Aquatic Facility	Primary use of the facility.	• Community program rooms • Meeting rooms • Administrative space	Not ideal in terms of modern recreation facility design.
As Part of a Multi-Use Recreation Centre	Primary / balanced use of the facility with other indoor uses (e.g., field house). Depending on the scale of development, may be of a regional-servicing scale.	• Multi-use field house / gymnasium facility • Walking track (elevated, in field house space) • Community program rooms • Fitness studios • Weight / cardio room	This option provides alignment with the Recreation Master Plan in terms of non-aquatic facility recommendations and provides the potential to include other City recreation / cultural needs (e.g., library, etc.).

Depending on the quantity of facilities needed, there are two possible solutions for development that should be considered. This includes:

1. Build: The City building an indoor aquatic facility, either as an addition to an existing recreation facility, a standalone aquatic facility, or as part of a new multi-use recreation centre; and/or

2. Partner: The City partnering to deliver an indoor aquatic facility that enables significant community use. For example, if the City were to partner with UdeM to develop their CEPS replacement facility that will comprise a 50m 8 lane pool and leisure components, operationally, this project would need the support of the City to fully enable community access.

9 CRITERIA-BASED LOCATIONAL ASSESSMENT

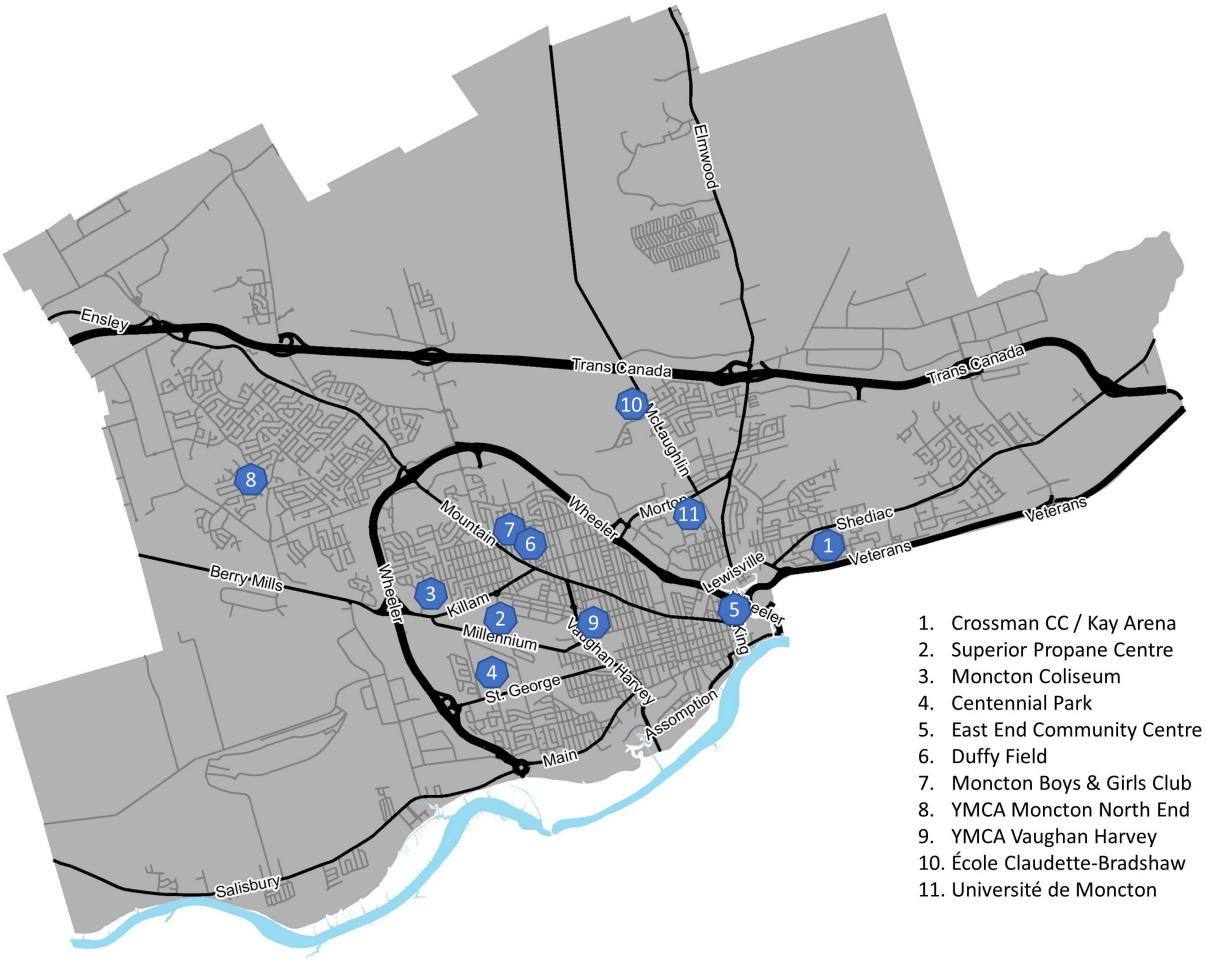
9.1 Identifying Potential Sites

A number of potential locations for developing an indoor aquatic facility were identified on the basis of the following parameters:

1. Identification of publicly owned and/or institutional lands.
2. Sites which have existing recreational facilities in place.
3. Sites which are regional in nature by virtue of their location in proximity to the major highways and arterial roads, surrounding land uses, and visibility to achieve a showcase status of municipal investment, etc.

Eleven existing sites have been selected based on the above and are identified in the exhibit below.

Exhibit 28: Potential Sites Identified for Pre-Screening – Indoor Aquatics



These sites (the long list) were pre-screened utilizing our judgement as professional planners and economic development professionals. The matrix below provides a summary of this screening assessment.

Exhibit 29: Potential Sites Pre-Screening Matrix for Indoor Aquatics

Location / Site	Adequate Land Area Available	Arterial Road/Highway Frontage	Compatible Adjacent Land Uses	Pass/Fail
Crossman Community Centre / Kay Arena  1.4 ha	No, site constrained for expansion/ provision of adequate parking.	No	No, adjacent properties are single family homes.	**FAIL**
Superior Propane Centre  6.9 ha (SPC: 4.7 ha; Fields: 2.2 ha)	Likely would require the relocation of 1 or 2 rectangular fields.	Yes	Yes, adjacent properties are mostly industrial/ commercial.	**PASS**
Moncton Coliseum  17.7 ha	Yes	Yes (on west and south side).	Yes	**PASS**

Location / Site	Adequate Land Area Available	Arterial Road/Highway Frontage	Compatible Adjacent Land Uses	Pass/Fail
Centennial Park  47.4 ha	Development of an indoor aquatic/multi-use facility would reduce usable parkland.	Depends on the facility siting within the Park.	Depends on the facility siting within the Park.	**FAIL**
East End Community Centre  2.4 ha (BGC: 0.4 ha; City-owned: 2.0 ha)	Only as an expansion / replacement of existing building (not in City ownership).	No, but visible from Highway	No, adjacent properties are single family homes.	**FAIL**
Duffy Field  0.6 ha	No, The site is inappropriate for a City-serving indoor aquatics centre where parking, loading and circulation alone would be in well in excess of 1.5 acres (150 spaces).	No, served by collector roads.	No, adjacent properties are single family homes.	**FAIL**

Location / Site	Adequate Land Area Available	Arterial Road/Highway Frontage	Compatible Adjacent Land Uses	Pass/Fail
Moncton Boys and Girls Club  2.1 ha (BGC: 0.4 ha; City park: 1.7 ha)	No	No	No, adjacent properties are single family homes.	**FAIL**
YMCA North End  2.9 ha	No. Parking requirements would not be met.	Yes	Yes	**FAIL**
YMCA Vaughan Harvey  2.4 ha	No. Would only be feasible as a replacement of the existing facility (not City owned). Facility does not require replacement at this time.	Yes	Yes	**FAIL**

Location / Site	Adequate Land Area Available	Arterial Road/Highway Frontage	Compatible Adjacent Land Uses	Pass/Fail
École Claudette-Bradshaw  12 ha	Yes	Yes	Yes	**PASS**
Université de Moncton  1.9 ha	Yes	Potentially - along Morton Avenue.	Yes	**PASS**

9.2 Evaluation of Short-Listed Sites

As a result of the screening process, four sites were short-listed for further assessment:

Site 1: Superior Propane Centre

Site 3: École Claudette Bradshaw

Site 2: Moncton Coliseum

Site 4: Université de Moncton

These sites were assessed applying several site evaluation criteria. The evaluation criteria and results are provided in the table below.

The method used to define the preferred sites is qualitative based on information available at the time of reporting. A numeric scoring system is not advisable where information on several sites is of a nature that is not readily obtainable as part of a high-level location assessment of this type.

Exhibit 30: Site Evaluation Matrix

Evaluation Category	Site 1: Superior Propane Centre	Site 2: Moncton Coliseum	Site 3: École Claudette Bradshaw	Site 4: Université de Moncton
Ownership	City of Moncton	City of Moncton	District scolaire francophone Sud (DSF-S)	Université de Moncton
Existing Site Use	Recreation facility (4 pad arena), parking and outdoor fields.	Recreation facility (1 pad arena, agrena complex), parking.	Greenfield	Institutional Uses
Adjacent Land Uses	Light industrial uses.	Mostly light industrial uses. Some single-family residential.	Suburban residential development.	Institutional.
Site Configuration	Good, but not ideal due to existing sports infrastructure.	Very Good.	Excellent – enables full master planning for land use synergy.	Good, but site constrained by existing development and road network.
Site Visibility and Safety	Very good.	Good.	Could work well - depends on siting of recreation facility in relation to school.	Good – if community visibility from Morton Avenue is obtained.
Proximity to other Recreation or Municipally Owned Facilities	Adjoining existing Municipal recreation facility.	Adjoining existing Municipal recreation facility.	No.	Adjoining existing University recreation facility.
Ease of Access by Transit and Active Transportation (based on existing bus and bike routes)	Fair – serviced by bus route (requires a 5-minute walk) and hard-surface multi-use trail.	Very good – serviced by bus and bike routes.	Very good – serviced by bus and dedicated bike lane.	Good potential – serviced by bus route. Currently no bike route on Morton Ave.

Evaluation Category	Site 1: Superior Propane Centre	Site 2: Moncton Coliseum	Site 3: École Claudette Bradshaw	Site 4: Université de Moncton
Ease of Access by Vehicles	Very good.	Very good.	Very good.	Very good.
Sufficient On-site Parking	Not likely without modifications to existing sport fields – detailed assessment would be required.	Likely – detailed assessment would be required.	Unknown at this time.	Unknown at this time.
Potential for Positive Economic Spin-Offs & Synergies	Significant	Significant	Very Limited	Somewhat significant

The result of the assessment identifies two leading candidate sites in our view – the Moncton Coliseum and the UdeM campus as a replacement to the existing CEPS pool. The other two sites, in our view, have overall limitations on their long-term suitability for the development of an indoor aquatic facility. The Superior Propane Centre site has significant recreational uses already provided on site, and the addition of an aquatic facility would necessitate the removal and/or relocation of some of the established outdoor sports infrastructure. The École Claudette Bradshaw site is workable and through partnership may be an option to consider, but it is secondary to the leading candidate sites as it does not fulfill the need / recommendation for an indoor aquatic facility to be located in the City's northwest area.

As a result of our assessment there are no existing buildings or sites within the northwest of the City that would reasonably offer potential for siting an indoor aquatics facility – but this does not mean that the facility should be located only where an existing site has been identified. The recommendations of the Recreation Master Plan remain highly relevant – the development of aquatics in a multi-use recreation centre. It would follow that there should be a preference for this facility to be a location in the City's northwest.

9.3 Recommended Options

The above evaluation of sites was conducted based on the inventory of existing City-owned land and recreation facilities as options for development. There is, of course, the option to develop a new multi-use recreation centre that can accommodate a broad range of activities and programs. The recommended options for indoor aquatics in Moncton are provided below:

1. **Build a new Multi-use Regional Recreation Centre** – Developing aquatics as part of a new multi-use regional recreation centre is the preferred option.

2. **Partner with UdeM to develop the CEPS replacement facility** – Regardless of the City's decision to build a new aquatic facility, developing a formal partnership with the University for the development / operation of the new CEPS pool is significant. This is required because a new facility at CEPs is a replacement of the existing supply.

   As the need for aquatics continues to grow over the long term, partnership with UdeM on the new CEPS facility will be an important approach to adequately addressing future demand. This is an opportunity in part created by the fact of an aging CEPs facility and by the opportunity related to the Canada Games in 2029. We recommend that partnership discussions are pursued on this project which will be University-led. At the same time, the City should actively pursue the community Aquatics project in the northwest.

3. **Build an addition to the Moncton Coliseum** – This could be considered as an alternative to developing aquatics as part of a new multi-use recreation centre.

10 PREFERRED OPTION AND COSTING

10.1 Multi-Use Regional Recreation Centre

Developing a true multi-use regional recreation centre that includes aquatics, a field house, and other complementary uses is the preferred option for indoor aquatics in Moncton. With consideration for the proposed aquatics programs associated with the replacement CEPS facility (50m, 8 lanes), and that at the Riverview Recreation Complex (25m, 10 lanes), both of which are designed to accommodate competitions, **the aquatics facility developed by the City should be built for community-level use**, focusing on all of the interests that needs to be served: general programming and leisure, lane swimming, and facilitation of some degree of competitive capability (training). This equates to a facility that is likely a 25-metre tank, with 8 lanes, a smaller secondary tank to serve as a warmer pool for leisure use generally, and a whirlpool or other relevant amenities. This type of leisure-focused facility would complement the other proposed pools and be appropriate for inclusion as part of a multi-use recreation centre.

At this time, it has been established that the scale of development should go beyond the bare minimum and achieve the goal of maximizing utilization. A more detailed discussion of facility design and costs should occur in the planning stages of a prospective new pool complex.

10.2 Preliminary Building Program

It is recommended that the multi-use recreation centre include the following elements:

- **Aquatic Facility**
  - 3 tanks – including 25m, 8 lane pool, leisure/tot pool and whirlpool.
  - Potential for play elements to be included (e.g., slide, climbing wall, Tarzan rope, spray features, etc.)
  - Pool administration offices, lifeguard, first aid
  - Change rooms / washrooms (including the correct balance of universal change versus traditional change room design)
  - Storage, mechanical/electrical space
- **Field House or Gymnasium Facility**
  - Double gymnasium (or field house which is significantly larger with flooring typically not that of a sprung floor gymnasium)
  - Storage and office space
  - Elevated walking track
- **Multi-Purpose Program Rooms** (scale, number and function all to be determined in design phases)
- **General Purposes Spaces**
  - Lobby, general administration offices
  - Washrooms
  - Custodial, mechanical/electrical

- **Other Opportunities**
  - leave room for innovations in design and planning, often borne of well received public engagement during the design process and a detailed search for best practice approaches at the national scale.

Note that the location chosen will help determine the next phase of discussions as to what the best mix of uses will be for a new multi-use recreation centre. In terms of feasibility planning for such facilities, it is important to recognize the "core" uses around which the entire concept is based – in this case, aquatics and a large dry-use space whether it is a gymnasium or field house – but also the range of "plus" uses that can inspire the project. These are smaller, dedicated or non-dedicated spaces, which ensure the building operates as a busy community hub year-round.

Possible Program Element	Indicative Space Requirements (sq. ft.)
Aquatic Facility	35,000
Gymnasium or Field House Facility	20,000 – 40,000 sq. ft. (depends on whether gymnasium or field house)
Multi-Purpose Program Rooms	5,000
General Purpose Spaces	5,000
Other Opportunities	**Allocation: 10,000 – 15,000 sq. ft.**
Total	**65,000 – 100,000**

10.3 Recommended Location

The multi-use recreation centre is recommended to be located in the northwest area of the City. Based on an initial scan of municipally owned properties in the northwest, no properties were identified that would be appropriate for such a development. Therefore, the City will be required to find and purchase an appropriate site in a prominent location to develop such a facility. An appropriately sized property should be in the range of 10 to 15 hectares and may require the City to assemble land.

10.4 Likely Scale of Capital Costs

Until the concept and location are determined, and the overall functional space program is developed (including the potential for this to be developed as part of a larger recreation complex), it is not possible to accurately gauge the range of capital costs. At the appropriate time for consideration of this project for Moncton, we recommend that planning commence with an up-to-date environmental scan of projects of recent date to determine the ways in which municipalities have balanced rising construction costs with the achievement of the required functional space program.

Some relevant examples of capital costs for multi-use recreation centres are provided for reference below. Note that the following costs are **ALL-IN PROJECT COSTS** inclusive of construction (hard) costs, all soft costs, and site-related development costs. In the case of projects that are in the study phase, they also include a contingency cost of a further 25% of capital costs to mitigate the risk that these projects have not yet been fully designed. As design proceeds, costs are better known, and contingencies are reduced.

It is assumed that land acquisition costs (if any) are not part of these costs.

Exhibit 31: Relevant Examples of Capital Costs – Escalated to 2023

Project	Sq. Ft.	Original Estimate	Escalation	Q1 2023 Estimate	$/sf
Riverview Recreation Complex	60,150		n/a	$45,700,000	$759.77
Fredericton Region Aquatic Facility (feasibility study 2020)	61,505	$38,490,471	Updated costing exercise is currently underway.		
Summerland, B.C. Aquatic Centre	34,811	$39,922,378	n/a	$39,922,378	$1,146.83
South Okanagan Aquatic Centre (feasibility study 2022)	61,280	$54,438,759	3.7%	$56,443,948	$921.08
Kings County Recreation Centre (feasibility study 2022)	74,637	$58,289,625	1.5%	$59,144,179	$792.42
Average					**$905.03**

Source: Sierra with escalation based on Statistics Canada. Table 18-10-0135-01 Building construction price indexes, by type of building (https://www150.statcan.gc.ca/t1/tbl1/en/tv.action?pid=1810013501).

The above noted projects vary in their scale and building program components which, to some degree, account for the range of estimated total and square foot costs. Details of each project are provided for clarity below:

Riverview Recreation Complex is anticipated to include a field house, elevated running track, aquatic facility with a 10-lane 25m pool (expanded from an 8-lane pool previously identified in concept work) and leisure pool, a multi-purpose room, general administration space, and a strength/cardio room. It should be noted that design work completed in November 2022 provides a range of capital costs – for the purposes of this report and to account for the fact that the pool design has been expanded to 10 lanes, the top end of the cost range has been used in the foregoing analysis. The building concept was larger in earlier feasibility assessments – in the order of 70,000 sq. ft. plus and has been reduced since then as part of the design process.

Fredericton Region Aquatic Facility is currently designed as an aquatic facility as an addition to an existing twin-pad arena (Grant Harvey Arena). The facility is slated to include a 10-lane 25m pool, a 12x25m leisure pool, and a therapy pool, in addition to general administration space.

Summerland Aquatic Centre includes all necessary change/washrooms, mechanical and other required spaces plus a 6-lane lap pool, leisure pool, therapeutic warm pool, fitness centre, multi-purpose recreation rooms, youth and family room, and offices.

South Okanagan Aquatic Centre includes a 6-lane 25m pool, 3 lane therapy pool and tot area with beach entry. Other spaces that comprise the Centre include a fitness

centre, community multi-purpose rooms, lease space, child-minding area, and general administration spaces.

Kings County Recreation Centre has a core building program of an aquatic facility with an 8-lane 25m pool, leisure and therapy pools, a double gymnasium with walking track, four multi-purpose rooms, and a variety of support and amenity spaces.

Based on the assumption of a 65,000 sq. ft. multi-use facility and employing a current unit rate range of between $850 and $950 per sq. ft., results in an estimated total project cost range of $55,000,000 to $62,000,000.

If the project includes a larger field house, the construction of which is less costly in per square foot terms, the cost will increase but not in a linear fashion. For illustration only - the additional 40,000 sq. ft at a cost of somewhere in the region of $500 to $600 per square foot would add another $20 million to $24 million in cost.

It should be noted that the cost range remains speculative until such time as a more involved consideration of final design elements of a pool complex (either as a standalone building or part of a larger multi-use complex) is performed.

We strongly emphasize that these costs are provided solely to begin the process of understanding the relationship between those community uses that are deemed warranted and what their cost may be. The next discussion post-study is about prioritization of needs, a more detailed assessment of design options and the development of a funding plan. That plan will help determine the priorities, ultimate design, and therefore the capital cost envelope.

10.5 Operating Considerations

Municipalities have traditionally been the providers of the first resort for facilities which do not have strong private profit opportunities. The YMCA has been another important provider, as has the institutional sector (principally universities) – both of which currently operate pools in Moncton. The assumption here is that a new indoor aquatic facility would be owned and operated by the City.

Municipal Model: Understanding Operating Costs for Indoor Pools

Getting into the business of providing and operating a pool, regardless of any operating partnerships, will have impacts on the City as it relates to its annual operating budget. The operation of municipal aquatic facilities are almost always deficit propositions. Over the functional life of the building, the operating deficits can amount to a significant overall expense, and in terms of the present value of these future subsidy requirements, can be comparable to the original capital costs.

The degree of variation in operating costs associated with indoor pools can be influenced by several factors, such as:

1. *Staffing model* – facility staff is typically unionized under municipal staffing models ranging from leaner cost centres which include only the staff in direct delivery of programs and building services to the inclusion of much larger cost centre such as when large parts of the recreation department operate from a multi-use recreation centre.

2. *Dedicated or Multi-Use* – whether the building is a smaller, older, single-purpose facility (a traditional swimming pool), or a more modern, larger facility with a range of programs; and

3. *Range of amenities* – the larger the range of aquatic amenities and services, the greater the potential for both cost and revenue.

On the revenue side, variation in the size of the market and the presence of other venues in the region impacts the annual revenues. There is a direct connection between market share, quality of the facility, and utilization (measured in person-visits per year).

Illustrative Operating Overview

The following illustrative operating model provides the general scale of operations that could be expected at an aquatic facility in Moncton.

Typical operating models for new facilities are premised on an operating program for each of the revenue-generating spaces. If a new multi-use recreation centre were to be developed in Moncton, the revenue generating spaces would be defined as the aquatic facility, the gymnasium, and the multi-purpose spaces.

Utilization and Revenue Overview

As an example from other projects where the business planning is at a more advanced stage, the facility's operating program could potentially be based on a 16-hour, 7 day-a week operation, with lower utilization during the 3 summer months (June-August) and a pool closure of 2 weeks over the course of the calendar year to allow for planned maintenance.

Based on our experience of expected utilization for aquatic centres in different geographic markets, and for facilities of varying size, the following estimated utilization is relevant to the financial performance of a new regional recreation centre in Moncton. This reflects a community-centric model whereby programming and public swimming is the main focus, secondary to hourly rentals.

Exhibit 32: Typical Utilization Based on Reasonable Schedule

Use	Annual Hours	Est. Persons / Hour	Annual Person Visits
Hourly rentals	1,544	12	18,528
Public Swim - Lanes	920	12	11,040
Public Swims/Drop-in	710	20	14,200
Lessons – Lane	630	10	6,300
Lessons – Leisure	840	20	16,800
Program - Aqua Fit	336	12	4,027
Total	**4,980**		**70,895**

Revenues are typically anchored in the fees charged for program use, which should be charged at a price comparable to the other Class A indoor pools in the Tri-Community Area (while also considering cost recovery targets). The above outline of programming is entirely illustrative at this stage.

The total hours of represents a facility operating in a fairly aggressive way in terms of opening times – many facilities will have reduced opening on Sundays as well as shortened evening hours several times a week. Notwithstanding, the aim should be to make the facility as accessible as possible and meet the extent of demand that exists and is growing.

We would further note that the capacity to operate a pool complex effectively depends on the availability of lifeguards. The Pandemic has reduced the overall supply of young people with the required accreditation and efforts are being made in many communities to incentivize aquatics leadership programming which leads to the National Lifeguard certification. The availability of qualified staff impacts both operating costs and revenue potential.

Direct and Indirect Expense Overview

The single largest cost is that of facility staffing. As a new service, we believe that there is some degree of flexibility in how the staffing model is organized for this building.

The example below provides a similar staffing model as envisioned in Moncton, which includes the following:

- General Manager
- Aquatics Coordinator
- Administrative Assistant
- Maintenance and Operations Staff
- Front Desk/Registration Staff
- Lifeguards and Lesson providers
- Lifeguard Supervisor
- Fitness Instructors (contract)
- Recreation Coordinator

The cost of front desk and maintenance staff is based on an operating schedule of 112 hours per week.

Owners and operators of municipal Class A pools must fulfill the requirements detailed in the provincial regulations. These regulatory standards (see below for national and other provincial examples) will have an impact on the facility expenses, as will other tasks and costs not noted below, that are involved in ensuring that the pool can be operated in the way it is intended.

- Lifeguard expenses should assume a minimum of two lifeguards present during all operating hours in addition to the supervisor for example (if number of bathers is over 40 at one time).
- Appropriate tests are being taken during every two hours at opening, closing and during operating hours of a facility, including but not limited to tests related to water clarity, pH balance, chlorine/bromine residuals, etc.
- Annual review of procedures by those qualified staff involved in the storage, use or handling of chemicals, in addition to general health and safety training/review, lifeguard certification/recertification, etc.
- First aid and emergency equipment located on site and maintained in good working order.
- Accreditation of aquatic features (e.g., water slide, climbing wall, etc.).
- The lighting level for indoor and outdoor pools must be maintained at minimum 200 lux over the entire water surface and deck throughout all periods of operation.
- A volume of water not less than four times the total capacity of the pool is filtered, disinfected and passed through the pool each day.
- Consideration of occupancy limits which are calculated based on water surface area and water depth.

The following proforma is an illustration for Atlantic Canada for the purposes of demonstrating the range of possible costs and revenues. At the appropriate time, a Moncton-specific proforma will be required in response to the concept design, estimated scale of building and range of uses. The example below includes both an aquatic complex and gymnasium as core uses.

Position	Wage Type	Av. Hourly Rate	Hours	Total	EI/CPP/Benefits/Pension (18%)
General Manager	Salary			$85,000	$15,300
Administrative Assistant (Level 4)	Hourly	$ 26.24	1,875	$ 49,195	$8,855
Maintenance + Operations (Level 2)	Hourly	$ 21.56	2,750	$ 59,287	$10,672
General Cleaning (Part of Life Guard Duty)	Hourly			$ -	
Aquatics Coordinator (Level 4)	Hourly	$ 26.24	1,875	$ 49,195	$8,855
Front Desk/Registration (1.5 staff members)	Hourly	$ 26.24	4,950	$ 129,874	$23,377
Lifeguards (Level 1)	Hourly	$ 19.54	10,320	$ 201,661	$36,299
Fitness Instructors (Level 2)	Hourly	$ 21.56	710	$ 15,307	$2,755
Lifeguard Supervisor (Level 2)	Hourly	$ 21.56	1,875	$ 40,423	$7,276
Recreation Coordinator (Gym) (Level 4)	Hourly	$ 26.24	1,875	$ 49,195	$8,855
TOTAL				**$679,138**	**$122,245**

Annual expenses also account for a third-party management fee (as a percentage of revenues) payable to the operator – if operations were to be managed outside of the City structure. This fee would also exist in practical terms as part of the corporate overhead if the facility were operated as a partnership.

Utility expenses could vary considerably depending on whether the facility is developed as an addition to an existing facility (i.e., Moncton Coliseum), where heat exchange efficiencies may be realized or as a new build multi-use recreation centre.

Illustrative Operating Performance

The following provides an illustration of the potential operating performance for a new City owned and operated aquatic facility. Details of the indicative operating financials result in an annual deficit of around $650,000. Again, this is a generic example and would need to be aligned with likely cost centres for a building in Moncton and the degree to which corporate overhead is applied to the accounting for this facility.

The deficit therefore could vary from the example herein. Further analysis of the City's preferred operating model should be undertaken if the City decides to implement the project.

Exhibit 33: Indicative Operating Performance

Note: Assumes Normalized Operations as of Year 1

	YR1	YR2	YR3	YR4	YR5
Escalation Rate - 3% p.a.	***100%***	***1.03***	***1.03***	***1.03***	***1.03***
Revenues					
Public Swim/Drop-in	$ 146,260	$ 150,648	$ 155,167	$ 159,822	$ 164,617
Swim Instruction/Lessons	$ 56,622	$ 58,321	$ 60,071	$ 61,873	$ 63,729
Memberships	$ 56,750	$ 58,453	$ 60,206	$ 62,012	$ 63,873
Pool Rentals	$ 256,500	$ 264,195	$ 272,121	$ 280,284	$ 288,693
Locker Rentals	$ 5,000	$ 5,150	$ 5,305	$ 5,464	$ 5,628
Vending	$ 10,000	$ 10,300	$ 10,609	$ 10,927	$ 11,255
Room Rentals	$ 47,520	$ 48,946	$ 50,414	$ 51,926	$ 53,484
Programming	$ 64,800	$ 66,744	$ 68,746	$ 70,809	$ 72,933
Gym Rentals - Public	$ 43,200	$ 44,496	$ 45,831	$ 47,206	$ 48,622
Gym Rentals - User Groups	$ 40,000	$ 41,200	$ 42,436	$ 43,709	$ 45,020
Kitchen Rentals	$ 9,600	$ 9,888	$ 10,185	$ 10,490	$ 10,805
TOTAL REVENUE	**$ 736,252**	**$ 758,340**	**$ 781,090**	**$ 804,523**	**$ 828,658**
Expenses					
Wages	($679,138)	($699,512)	($720,497)	($742,112)	($764,375)
Benefits	($122,245)	($125,912)	($129,689)	($133,580)	($137,588)
Independent Operator Admin	($73,625)	($75,834)	($78,109)	($80,452)	($82,866)
Utilities	($355,624)	($366,292)	($377,281)	($388,599)	($400,257)
Repairs & Maintenance	($20,000)	($20,600)	($21,218)	($21,855)	($22,510)
Insurance	($30,000)	($30,900)	($31,827)	($32,782)	($33,765)
Snow Removal + Waste	($15,000)	($15,450)	($15,914)	($16,391)	($16,883)
Supplies, Materials and Services	($86,500)	($89,095)	($91,768)	($94,521)	($97,357)
Advertising	($10,000)	($10,300)	($10,609)	($10,927)	($11,255)
TOTAL EXPENSES	**($1,392,131)**	**($1,433,895)**	**($1,476,912)**	**($1,521,219)**	**($1,566,856)**
NOI	**($655,879)**	**($675,555)**	**($695,822)**	**($716,696)**	**($738,197)**

Relevant examples of indoor pool operating deficits are provided as a reasonable picture of revenues and costs on an annual basis with the pool fully operational. The first three facility examples provided below are for aquatic centres as part of multi-use recreation facilities with gymnasiums, fitness facilities, multi-purpose spaces, etc. Cost recovery of such facilities is typically around the 50% mark. The following data are drawn from a number of years from public sources in order to straddle the years of the pandemic which distorted the accuracy of long-term financial performance.

Exhibit 34: Examples of Aquatic Facilities Operating Deficits

Facility	Revenues	Expenses	NOI	Cost Recovery
Riverview Recreation Complex, Riverview, NB (estimated for new facility)	$1,145,070	($2,220,453)	($1,075,383)	51%
Regional Aquatic Centre, Fredericton, NB (estimated for new facility)	$818,440	($1,562,421)	($743,982)	52%
Saint John Aquatic Centre, Saint John, NB (50m pool) (2021)	$1,545,000	($2,358,000)	($813,000)	66%
Artillery Park, Kingston, ON (2018)	$825,700	($1,406,214)	($580,514)	58%
Leisure Centre, Whitchurch-Stouffville, ON (2019)	$1,729,100	($2,616,485)	($887,385)	66%

11 STRATEGY FOR OUTDOOR AQUATICS

11.1 Population Based Standards of Provision

When considering outdoor pools, the standards of provision vary dramatically between municipalities. For example, small rural municipalities that provide this service often have a high level of provision because of a smaller population base (e.g., 1 outdoor pool per 5,000 residents). Larger cities, such as Ottawa and Mississauga, have a much lower standard of provision for outdoor pools (in the range of 1 outdoor pool per 100,000 -120,000 residents), with facilities provided on a community (multi-neighbourhood) scale.

Within the City of Moncton, the Centennial Outdoor Pool is considered to be a regional facility, while the East End Outdoor Pool provides a community-level of service, serving the City's south and east populations. The Recreation Master Plan recommends a standard of 1 outdoor pool per 25,000 residents, which is an acceptable standard for a city of Moncton's size.

With 2 outdoor pools in the existing supply and utilizing the target standard of provision identified within the Recreation Master Plan, there is a current deficit of 1.18 pools within the City. If no new outdoor pools are developed over the short and/or long-term, the deficit will continue to grow, reaching a deficit of nearly 2.0 pools by 2031.

Exhibit 35: Estimated City-Wide Outdoor Pool Aquatic Needs to 2046

Outdoor Aquatics	2021	2026	2031	2036	2041	2046
City Wide Population	79,470	90,900	99,100	106,100	111,200	116,200
Target Standard	1 : 25,000 population					
City-wide Needs	3.18	3.64	3.96	4.24	4.45	4.65
Existing Supply	2.00	2.00	2.00	2.00	2.00	2.00
Surplus (Deficit)	**(1.18)**	**(1.64)**	**(1.96)**	**(2.24)**	**(2.45)**	**(2.65)**

When considering outdoor pools on a Tri-Community basis and utilizing the target standard of provision identified within the Recreation Master Plan, the existing deficit of 1.13 will increase to over 2.0 pools by 2031.

Exhibit 36: Estimated Tri-Community Outdoor Aquatic Needs to 2046

Outdoor Aquatics	2021	2026	2031	2036	2041	2046
Tri-Community Population	128,168	146,602	159,827	171,116	179,342	187,406
Target Standard	1 : 25,000 population					
Tri-Community Needs	5.13	5.86	6.39	6.84	7.17	7.50
Existing Supply	4.00	4.00	4.00	4.00	4.00	4.00
Surplus (Deficit)	**(1.13)**	**(1.86)**	**(2.39)**	**(2.84)**	**(3.17)**	**(3.50)**

Splash Pads

The term splash pad can mean many different things – from a very small neighbourhood facility with just a few user-activated spray elements, to a multi-community destination facility with a variety of user activated and other splash and spray elements.

Within Moncton, splash pads are provided on a more local, neighbourhood-level scale, and are not considered to be regional facilities. The population-based standards provided below therefore only consider the City's population. Based on a target standard of 1 splash pad per 4,000 population, the City currently has a slight surplus, however, based on population growth projected to 2031 this becomes a deficit of nearly 4.0 splash pads.

Exhibit 37: Estimated City-Wide Splash Pad Needs to 2046

Splash Pad Provision	2021	2026	2031	2036	2041	2046
City Wide Population	79,470	90,900	99,100	106,100	111,200	116,200
Target Standard	1 : 4,000 population					
City-wide Needs	19.87	22.73	24.78	26.53	27.80	29.05
Existing Supply	21.00	21.00	21.00	21.00	21.00	21.00
Surplus (Deficit)	**1.13**	**(1.73)**	**(3.78)**	**(5.53)**	**(6.80)**	**(8.05)**

Moncton's standard reflects local neighbourhood-scale facilities being provided and does not necessarily lend itself to comparison with any industry standard.

11.2 Observed Demand

Based on data provided by the City, the Centennial Outdoor Pool is a very well used facility, with nearly 30,000 person visits in 2022 during its open season in July and August. Some days in the 2022 summer season saw more than 1,200 person visits. This is much higher than usage of the East End Outdoor Pool, which has a high capacity, but usage has been relatively low with only around 10,000 person visits in total for 2022. The highest number of person visits recorded in one day over the 2022 summer season at the East End Outdoor Pool was 351.

In terms of person visits at the Centennial Outdoor Pool, this is a significant number and is a very important aquatic facility within the City and Region.

11.3 Summary of Needs and Opportunities

In terms of outdoor aquatic facilities, the City has committed to providing outdoor pools and splash pads to its residents in an equitable manner. It therefore becomes clear that the recommendations within the Recreation Master Plan related to outdoor pools and splash pads should be further pursued in some manner, specifically:

- Working with a community centre in the City's northwest to develop a community-sized outdoor pool that can be operated by the community centre (Action No. 16), and

- Exploring opportunities for implementing a splashpad as part of the development of a future community park in the City's northwest (Action No. 17).

11.4 Exploring the Options for Outdoor Aquatics

The importance of outdoor pools in Moncton is apparent based on existing demand data obtained from the City. The City, having recently rebuilt the Centennial Outdoor Pool (in a different location) and the East End Outdoor Pool, plans to continue to provide this as a seasonal service to residents. Any new outdoor pool facilities should employ best practice principles in the design, as have been incorporated into the City's current facilities.

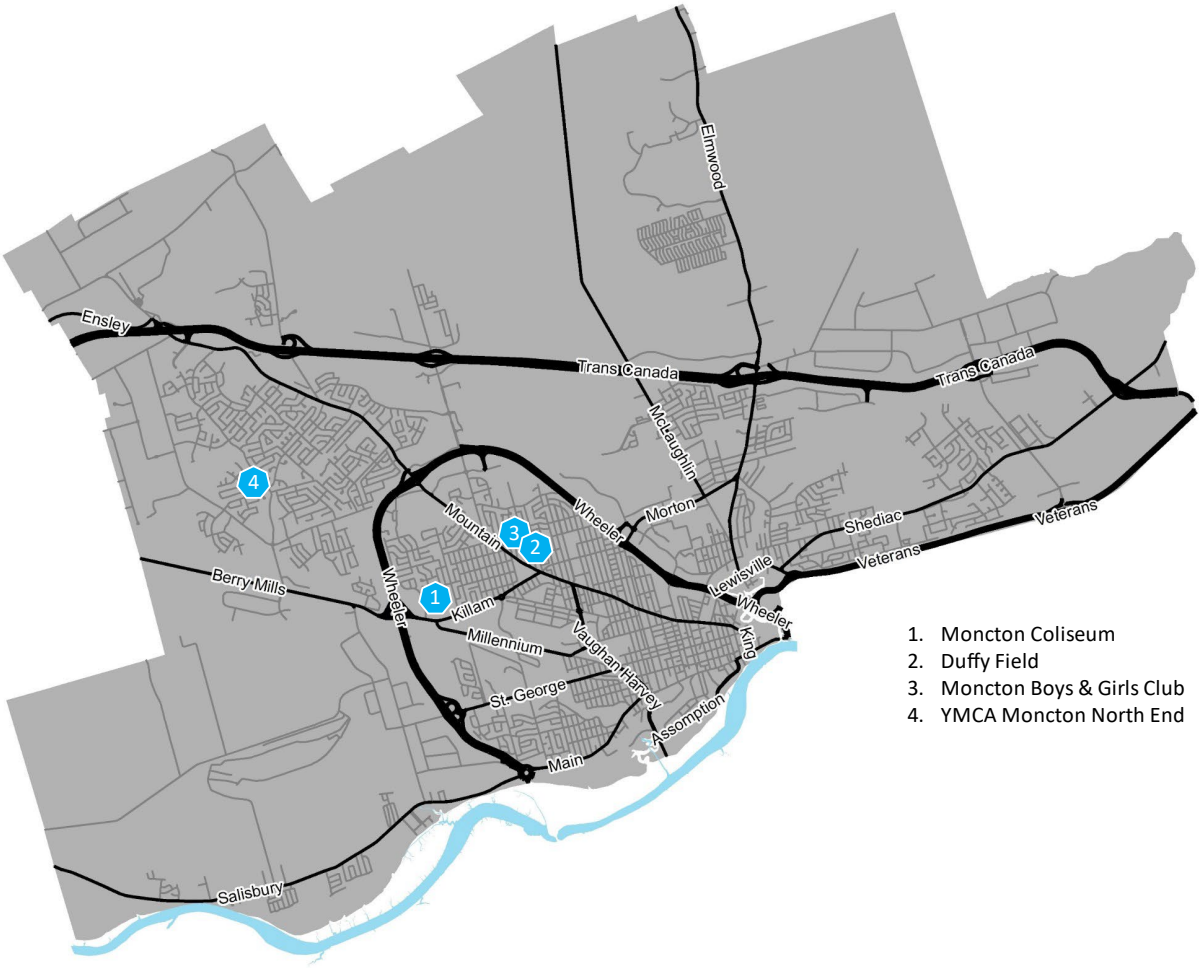
Options for Outdoor Facilities	Considerations and Opportunities
Outdoor Pool Only	• Satisfies Action No. 16 of RMP. • Identified location in the City's northwest would address underserved populations. • Should be developed as a community-scale facility but should consider functionality as a regional facility for residents in the north and western parts of the City and CMA. • Ease of regional access will be an important locational consideration. • Dependent on location, there may be potential synergies with existing indoor and outdoor recreation facilities. • Importance of an appropriate partnership for facility operations.
Splash Pad(s) Only	• Satisfies Action No. 17. • Identified location in the City's northwest, within a future Community Park, would address underserved populations. • New splash pads would likely service the local neighbourhood/community, not a broader population if developed in a similar manner to existing splash pads in the City. • Consideration for the provision of other complementary recreation uses within the Community Park typology. • Opportunity to develop a City-wide or regional destination splash pad (dependent on location). • Consideration of co-location with indoor aquatics facilities.
Combination of Outdoor Pool and Splash Pad(s)	• Satisfies Action No. 16 and 17. • Identified location in the City's northwest would address underserved populations. • Region-based locational considerations will be important. • Opportunity to combine these facilities for a comprehensive outdoor aquatic experience as a destination in the City's northwest. • Importance of an appropriate partnership for facility operation of pool only, or pool and splash pad if co-located.

11.5 Identifying Potential Sites for Outdoor Aquatics

Similar to the analysis completed for indoor aquatics in Moncton, several potential locations for developing an outdoor pool were identified. These sites are focused within the City's northwest and were considered based on public or institutional ownership and sites which have existing recreational facilities in place.

Four existing sites have been selected based on the above and are identified in the exhibit below.

Exhibit 38: Potential Sites Identified for Pre-Screening – Outdoor Aquatics



It should be noted that three of the four sites identified above were screened out of the evaluation for indoor aquatics due to a lack of adequate site size and/or appropriateness of the site for a facility of a regional scale.

Exhibit 39: Potential Sites Pre-Screening Matrix for Outdoor Aquatics

Location / Site	Adequate Land Area Available	Ease of Access	Compatible Adjacent Land Uses	Pass/Fail
Moncton Coliseum  17.7 ha	Yes, however as a future regional activity hub this may not be an ideal location for a community-level outdoor pool.	Very Good – on arterial road with transit and bike lanes. Ample parking.	Some single-family homes abutting property – potential noise impacts.	**FAIL**
Duffy Field  0.6 ha	No - the site is inappropriate for a community-level outdoor pool due to size.	Very poor – on local road, no direct link to bus routes or trails, no parking.	No, adjacent properties are single family homes.	**FAIL**
Moncton Boys and Girls Club  2.1 ha (BGC: 0.4 ha; City park: 1.7 ha)	No - the site is inappropriate for a community-level outdoor pool due to size and a lack of visibility.	Poor – on collector road, no direct link to bus routes or trails, no parking.	Some single-family homes abutting property – potential noise impacts.	**FAIL**

Location / Site	Adequate Land Area Available	Ease of Access	Compatible Adjacent Land Uses	Pass/Fail
YMCA North End  2.9 ha	No, outdoor pool and required parking is likely not achievable on current site.	Good – on arterial road with bike route.	Some single-family homes abutting property – potential noise impacts.	**FAIL**

While a specific existing site for the development of an outdoor pool complex has not been identified through the pre-screening of potential sites, there are several considerations related to the location of outdoor aquatics that will be important going forward:

- The facility should be sited on an arterial road in a visible location.
- Co-location with a future community centre and park in the northwest.
- Site size and configuration should allow for potential expansion of the outdoor pool and must not limit the future capacity of the facility.
- Compatible with adjacent land uses.
- Ease of access for both local and regional visitors (quick highway access).
- Linkages with active transportation and transit routes should also be considered in the planning of all future outdoor aquatic facilities.

11.6 Recommended Option for Outdoor Aquatics

The preferred option related to outdoor aquatics in Moncton is for a combination of outdoor pool and splash pad facilities to be developed. This should comprise:

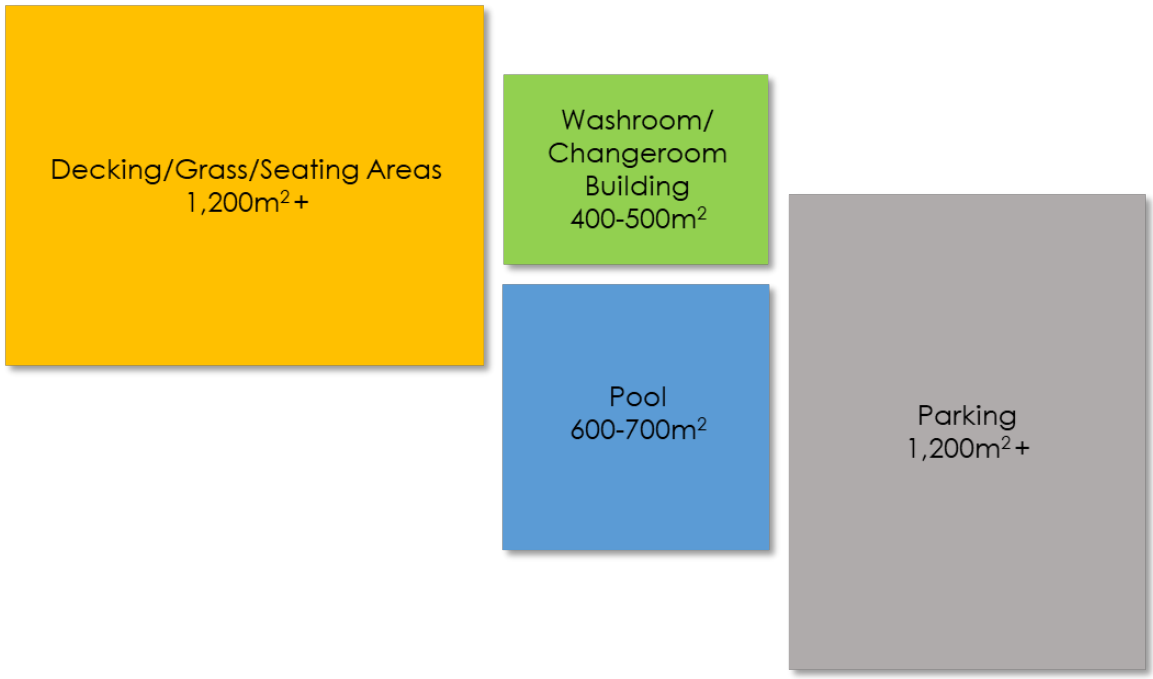
- One community-scale **outdoor pool** to be located in the City's northwest that is of a smaller scale than the Centennial Outdoor Pool (50m, 4 lanes) but larger than the East End Outdoor Pool (25m, 3 lanes).

- At least one community-scale **splash pad**.

The outdoor pool is recommended to include the following features and amenities:

- 25m, 4 lane pool with significant leisure pool component
- Beach/zero entry
- Ample decking of an appropriate material (e.g., rubberized anti-slip)
- Washroom/changeroom facilities
- Splash/spray pad components (this could be a significant component of the facility to create a regional destination facility)
- Seating options and shaded areas (e.g., picnic tables, umbrellas, sunshades)
- Accessible features

A community-scale outdoor pool, as described above, would require a land area in the range of 0.8 to 1.2 hectares of land (approximately 2 to 3 acres). A breakdown of the key components is provided below, with additional space required for future expansion potential, landscaping, site design, and circulation considerations.



As part of the planning for community-scale parks within the City's growing northwest neighbourhoods, inclusion of a sizable community-level splash pad facility at one strategic location is recommended. Co-location with compatible outdoor recreational amenities within a community park will be an important consideration.

The outdoor pool complex and separate splash pad should both be located on City-owned land in the northwest area. The City's approach to obtaining higher order parkland for the development of these assets should be focused on using cash-in-lieu of dedication of parkland (to assemble an appropriately sized land parcel) and/or through a development agreement to purchase land. For a community park, which is intended to serve more than one neighbourhood but not the City as a whole, a minimum of 5 hectares is recommended.

The City recently completely rebuilt its two outdoor pools, at a cost of $5.5 million for the Centennial Outdoor Pool, and $2.3 million for the East End Outdoor Pool. The City of Charlottetown also recently rebuilt the existing Simmons Outdoor Pool at a total project cost of around $2.5 million. The total cost to develop a new outdoor pool, as described above, is anticipated to be in the range of $4 to 5 million.

12 FUNDING ANALYSIS & DELIVERY MECHANISMS

12.1 Funding Possibilities

The approach to the assessment of funding is risk-based. This report identifies a range of possible funding sources and indicates the relative likelihood of achieving each of these. This included a broad investigation of the funding and financing options available to municipal governments in New Brunswick.

The approach to reconciling funding, which is deemed to be most likely available, and therefore identifying any funding shortfall, includes estimates of upfront funding as well as funding which can be applied on an annual basis to cover the annual debt service charge which is potentially associated with the project.

It is important to note that the project capital costs do not include any construction financing charges that may be applicable. These are also not fundable under the terms of the Canada-NB Infrastructure Program.

12.2 Considerations of Funding by Potential Source

Numerous methods of funding have been considered during the study. Such potential areas include benevolent contributions, grants, commercial sponsorship sales, as well as many annual funding sources such as naming rights and user fee surcharges. The City of Moncton should continue to seek out grant opportunities at the provincial and federal levels for projects of this nature.

Investing in Canada Infrastructure Program

It is unknown currently whether this program is still in operation. Federal sources indicated that program intake ended on March 31, 2023, for provinces, with Territories having until March 31, 2025. It is however noted that Provincial and Federal funding has occurred recently for other aquatic facilities in the province. Provided below, for informational purposes, are the specifics of the Investing in Canada Infrastructure Program.

Development of a new municipal aquatic facility in Moncton fits completely into the eligibility profile under this program. The outcomes which are stated objectives of this program – both a quantitative and qualitative improvement in access to recreation facilities by the public – are met in full.

Federal funding is limited to 40% of eligible costs, while the New Brunswick Government maximum is set at 33.3%. The balance must be funded by the municipality through a range of means at its disposal including partnership or fundraising potential.

The New Brunswick portion of the community, culture and recreation program is identified at $234 million of support over 10 years and includes municipalities, aboriginal communities and not for profit entities. At this time, we have assumed that the project could achieve maximum assistance from the Federal and Provincial governments.

Hosting Program for the Canada Games

If the City were to pursue a partnership with UdeM for the replacement of the existing CEPS aquatic facility and Moncton were to secure the Canada Games in 2029, there is funding potential under the Canada Games Hosting Program.

Funding is provided for project-related expenses including capital and operation expenses of delivering a hosting project, as well as expenses identified in the legacy plan developed for the Games. The level of funding is based on a federal-provincial/territorial framework. The Hosting Program does not provide any deficit funding or deficit guarantees.

The most recent Canada Games were held in Niagara Region, Ontario in 2021. As part of this program, federal, provincial, and local governments (consortium of Niagara Region, two local municipal governments, and Brock University) split the capital funding commitments equally (one-third from each) towards the development of Canada Games Park (located on the University's campus).

Fundraising

Fundraising is a risk-based proposition both in terms of the amount of fundraising and the timing of it, and therefore fundraising amounts have been excluded from the analysis. Definitionally, sponsorship and naming rights are not included as part of fundraising. Fundraising can be achieved through a variety of means including recognition of small donations with naming of changing rooms, pools, and more. Larger donations can be suitably recognized but these are separate and apart from commercial naming rights or sponsorship.

To focus clearly on potential funding gaps, fundraising is not subject to an estimated total at this time. It is anticipated that the City will need to undertake further work related to fundraising, to determine the balance of small versus larger donation potential and the appropriate process to execute project awareness and fundraising plans.

Long-Term Debt

Long-Term debt that may be required represents the net unfunded capital after accounting for all upfront capital sources. It is assumed that debt can be achieved based on low interest loans and favourable amortization periods and other conditions per the New Brunswick Municipal Finance Corporation (NBMFC). Amortization periods of long-term loans may range from 5 to 30 years.

Canada Community-Building Fund

Under the Canada Community-Building Fund (CCBF, formerly the Gas Tax), investment in the development of public recreation and sport infrastructure by local municipalities is eligible. This provides up-front, predictable long-term funding to help address local infrastructure priorities, with local municipalities selecting where to direct the funds. It also allows for significant financial flexibility, wherein municipalities can pool, bank and borrow against the funding.

Between 2019 and 2024, New Brunswick has received / is scheduled to receive $278,788 from the Federal Government for the CCBF, which is then divided among the municipalities within the province. While this is not a significant figure when considering Moncton's portion of the total, it should still be contemplated as a funding source for the development of aquatic facilities in the City.

User Group Registration and/or Rental Fee Surcharge

This form of long-term capital revenue generation is achievable and is pursued in several communities across Canada. We have not included any revenue from this source, however, because of the considerable steps required to both formulate, structure, and implement this policy in an equitable manner as well as gain buy-in from the users.

However, it remains a potential means to fund important elements of the capital budget including the capital reserve budgets for all City recreation facilities. Groups would include any users of the facility such as the major groups: swim clubs, artistic swimming, water polo, kayak/canoe groups, dry space users, as well as other renting space on a frequent or occasional basis.

Naming Rights

These are treated as annual operational revenue and are in effect for a specified period (e.g., 5 or 10 years).

Development Charges: Considerations

New Brunswick's Community Planning Act, 2017 (Division G) provides municipalities with the authority to enact a development charge by-law. This enables the imposition and payment of a charge, known as a "development charge", related to land that is to be developed or subdivided.

In 2020, the City implemented its first area-specific development charge By-law. The City now has three area-specific development charge by-laws in place for the areas of:

- Twin Oaks (located in Northwest Moncton; YMCA North End is located on Twin Oaks Drive).
- Humphreys Brook East (located in East Moncton); and
- Mountain Road and Worthington Avenue (located in northwest area inside the Wheeler Boulevard ring road)

The Act stipulates that development charge can be used to collect the capital costs related to water, wastewater, stormwater, transportation, trails, and transit infrastructure. **Currently, it is noted that growth-related recreation infrastructure is not eligible for funding under the Community Planning Act**. Over time, it is likely that the desire by municipalities to fund growth-related community services, such as recreation infrastructure, libraries, fire halls, etc., will be sufficient to provoke changes to the Act.

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