

**HARBOUR POOL
CITY OF FORT SASKATCHEWAN
AQUATIC SAFETY AUDIT
DECEMBER 2013**



**FINAL REPORT
FEBRUARY 19, 2014**



LIFESAVING SOCIETY
The Lifeguarding Experts



LIFESAVING SOCIETY®

The Lifeguarding Experts

HARBOUR POOL, CITY OF FORT SASKATCHEWAN AQUATIC SAFETY AUDIT

Published by the Lifesaving Society. March 2014.

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The Lifesaving Society is Canada's lifeguarding expert. The Society works to prevent drowning and water-related injury through its training programs, Water Smart® public education initiatives, water-incident research, aquatic safety management services, and lifesaving sport.

Annually, well over 1,000,000 Canadians participate in the Society's swimming, lifesaving, lifeguard, and leadership training programs. The Society sets the standard for aquatic safety in Canada and certifies Canada's National Lifeguards.

The Society is an independent, charitable organization educating Canadian lifesavers since the first Lifesaving Society Bronze Medallion Award was earned in 1896.

The Society represents Canada internationally as an active member of the royal Life Saving Society and the International Life Saving Federation. The Society is the Canadian governing body for lifesaving sport - a sport recognized by the International Olympic Committee and the Commonwealth Games Federation.

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AQUATIC SAFETY AUDIT

HARBOUR POOL
CITY OF FORT SASKATCHEWAN



LIFESAVING SOCIETY®

The Lifeguarding Experts

About the Lifesaving Society

- Saving lives for over 100 years



The Lifesaving Society is a full service provider of programs, products, and services designed to prevent drowning. The Society saves lives and prevents water-related injuries through its training programs, Water Smart® public education, drowning research, aquatic safety management and lifesaving sport. The Society is a national volunteer organization and registered charity composed of ten provincial/territorial branches, tens of thousands of individual members, and over 4,000 affiliated swimming pools, waterfronts, schools, and clubs.

The Society has been teaching swimming, water safety and water rescue in Canada since 1986. Established in England (1891) as the Swimmers' Lifesaving Society, it became The Royal Lifesaving Society in 1904. Today, it is known simply as the Lifesaving Society. The Lifesaving Society is a leader and partner in the delivery of water safety education throughout Canada and around the world.

Teaching Canadians to save themselves and rescue others

Annually 1,000,000 Canadians participate in the Lifesaving Society's swimming, lifesaving, lifeguard, first aid, and leadership programs. Each year, the Society certifies thousands of instructors who provide the leadership for its training programs. Over 30,000 Canadians earn the Society's Bronze Medallion each year. As Canada's lifeguarding experts, the Lifesaving Society sets the standard for lifeguard training and certifies Canada's National Lifeguards.

Making Canadians Water Smart

The Lifesaving Society focuses Water Smart drowning prevention efforts on people most at risk - like men fishing in small boats - or on those who can make a significant difference, such as parents of young children. The Society delivers Water Smart messages through its swim program, through the media and community action. The Society's Swim to Survive® Program provides the essential minimum skills required to survive an unexpected fall into deep water.

Drowning Research

The Lifesaving Society conducts research into fatal and non-fatal drowning, aquatic injury and rescue interventions. Ongoing research and analysis supports the Society's evidence-based water rescue training and Water Smart drowning prevention education.

Setting the Standard

The Lifesaving Society establishes aquatic safety standards and consults on aquatic safety issues for the aquatic industry, governments and the judiciary. The Society offers a suite of services to help aquatic facility operators maintain and improve safe pool and waterfront operations. The Society performs aquatic safety audits and serves as experts in legal cases involving aquatic safety.



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Aquatic Safety Audits

Section 1

Purpose

The City of Fort Saskatchewan retained the Lifesaving Society to undertake a comprehensive aquatic safety audit of aquatic operations.

It was agreed that the purpose of the aquatic safety audit was to maximize the safety, supervision and customer service for guests of the Harbour Pool. The aquatic safety audit would identify what steps should be taken to minimize the risk of drowning or serious water-related injuries.

It was agreed that the scope of the aquatic safety audit would include discussions with management and staff in addition to an evaluation of the aquatic facility's operation. This evaluation would report only on those items that require attention. It would not address aspects that were satisfactory or exceptional.

On-going Support

The Lifesaving Society is a national charity working to prevent drowning and water-related injury. We save lives and prevent injury through our training programs, Water Smart® public education, water incident research, aquatic safety management services, and lifesaving sport.

The Lifesaving Society enhances the quality of life of residents of Alberta and Northwest Territories by setting health and safety standards and collaborating with partners for injury prevention, sport, recreation and active living initiatives, making Alberta and the Northwest Territories a safer place to live, work, and play.

Aquatic Safety Audit Process

Section 2

Auditor

The Lifesaving Society was represented by Shaun Percival, Development Manager as Chief Auditor; and Dr. Edward Montgomery, certified aquatic safety auditor. The Lifesaving Society has extensive experience in aquatics and facility evaluation.

The City of Fort Saskatchewan appointed Lindsay Poitras, Aquatics Operations Supervisor, as the primary contact for the auditors.

Audit Components

The auditors followed a process that included:

- On-site safety inspection of the aquatic facility
- Interviews with staff at various levels within the aquatic facility
- A review of existing documentation provided to facilities and staff concerning the operation of aquatics in the centre
- Completion of a draft and final report

Facility Safety Inspections

The auditors completed the inspection of the aquatic facility on December 9, 2013. In the detailed inspection, the auditors examined the facility applying criteria developed by the Lifesaving Society from sources that include:

- Government of Alberta statutes and regulations governing public swimming pools
- Past recommendations from fatality inquiries, coroners' inquests from across Canada
- Lifesaving Society standards concerning the operation of public swimming pools
- Lifesaving Society research into drowning in swimming pools

Results were recorded in the audit documentation which will be retained by the Lifesaving Society.

During the audit and inspection, the staff member designated on the inspection day as the facility representative, was accessed for additional information and clarification regarding specific facility operations, staff training and certifications, and other general topics.

If priority concerns were identified, they were discussed by the auditors with the designated facility representative immediately following the facility inspection.

Staff Interviews

Following the facility inspections, the auditors conducted interviews with a selected cross-section of staff representing various relevant functions. The interviews were designed to gather the input of staff on the aquatics operations.

The auditors interviewed each staff member, after which staff were invited to share additional thoughts with assurances that specific comments would be unattributed.

Documentation Review

The auditors examined the aquatics-related literature supplied by the facility and reviewed all relevant documentation.

- Facility Procedures and Checklists
- Operations and Construction Documentation
- Various Job Descriptions
- Marketing Materials

Reporting Process

Drawing on all documentation supplied by the facility, auditor notes, assessments and observations, the Lifesaving Society has documented a report for review by the City of Fort Saskatchewan.

Upon receiving feedback and updated information from the facility, the final report will be formalized and delivered to for consideration of implementation.

Summary Findings

Section 3

The Lifesaving Society's Aquatic Safety Audit reports Priority Concerns, Primary and Secondary Recommendations in five categories:

- Personnel
- Emergency and Operating Procedures
- Lifeguarding Systems
- Communication and Education
- Facility and Equipment

Priority Concerns

Priority Concerns represent major safety risks to the public or staff and merit immediate action. The Society alerts aquatic facility operators to Priority Concerns at the time of facility inspections.

- The Society's aquatic safety audit revealed **One (1)** observations to warrant Priority Concern status.
 - At the time of the audit it was noted that the lighting in the pool area ranged from 64 to 184 lux. At the surface of the shallow end the reading was found to be 64 lux, at the surface of the warm pool the reading was found to be 125 lux, at the surface of the whirl pool the reading was 151 lux, and the reading in the middle of the deep end of the main pool the reading was 64 lux. Lighting is required to be 215 lux on the pool deck and at the surface of the water (Alberta Building Code 7.3.3.21). Adequate lighting assists lifeguards to see through the water column and helps reduce shadows on the bottom of the pool.

Primary Recommendations

Primary Recommendations address situations in contravention of a relevant statute, regulation or the Lifesaving Society's Public Aquatic Facility Safety Standards on what constitutes reasonable safe practices. Primary Recommendations should receive focused attention by facility management.

- The Society's aquatic safety audit presents **Thirteen (13)** Primary Recommendations. There were no Primary Recommendations identified that present an unreasonable risk to public safety.

Secondary Recommendations

Secondary Recommendations are designed to enhance the safe use of the aquatic facility. Secondary recommendations may also refer to items that affect the comfort of users or that may be recommended as "Best Practices". Action on Secondary Recommendations can proceed within the facilities' ongoing operations.

- The Society's aquatic safety audit presents **Seventeen (17)** Secondary Recommendations

Range of Safe Practice

The Lifesaving Society recognizes a range of Safe Practice.

The Lifesaving Society considers a facility to be operating within the range of Safe Practice if the aquatic safety audit identifies no Priority Concerns, and only Primary Recommendations which in the opinion of the Society represents a low risk to public safety.

The Lifesaving Society considers a facility to be operating below the range of Safe Practice if any Priority Concerns are identified, or if any Primary Recommendations address unreasonable risk to public safety.

Each of the four categories is assessed according to whether a facility is operating within or below the range of Safe Practice. If one or more categories (ie: Emergency and Operating Procedures) receives an assessment below the range of Safe Practice, this will result in an overall audit assessment of "below the range of Safe Practice."

Based on the information and materials supplied to the Lifesaving Society and the inspection of the aquatic facility on December 9, 2013, the following is the Lifesaving Society's expert opinion that at the time of the audit:

- Personnel - **WITHIN** the range of safe practice
- Emergency and Operating Procedures - **WITHIN** the range of safe practice
- Lifeguard Systems - **WITHIN** the range of safe practice
- Communication and Education - **WITHIN** the range of safe practice
- Facility and Equipment - **BELOW** the range of safe practice
- Based on the results indicated above, it is the Lifesaving Society's expert opinion that at the time of the audit, the Facility was operating **BELOW** the range of Safe Practice as one (1) priority concern was identified in one or more categories.

We direct your attention to the following observations and recommendations found in sections 4 – 8 of this report.

Future Action

For priority concerns identified the Lifesaving Society recommends management immediately develop an action plan to address them. This plan may involve further consultations, planning, budgeting, along with implementing short term and long term changes to manage the priority concerns.

Following the completion of aquatic safety audit the Lifesaving Society offers follow up support. The following services are available to support facility's following the completion of their audit.

1. Ongoing Consultation

To support implementation plan of aquatic safety audit recommendations.

1. Follow Up Site Inspection

An audit follow up inspection is recommended for facility's where one or more priority concerns is identified. This inspection will review how the facility has addressed the priority concern(s) and primary recommendations that were identified in the aquatic safety audit report. This follow up inspection consists of an on-site inspection of the specific priority concerns and primary recommendations identified in the aquatic safety audit report. Following the completion of the follow up inspection the facility would then be provided with a letter indicating what has been satisfactorily addressed.

2. Aquatic Safety Audit

All facilities are recommended to complete a Lifesaving Society aquatic safety audit every 3 to 5 years. It is recommended that facilities plan and budget when their next audit will take place.

Personnel

Section 4

At the time of the aquatic safety audit, the Personnel were **WITHIN** the range of safe practice.

Priority Concerns

No Priority Concerns.

Primary Recommendations

No Priority Recommendations.

Secondary Recommendations

No Secondary Recommendations.

Emergency & Operating Procedures

Section 5

At the time of the aquatic safety audit, the Emergency and Operating Procedures were **WITHIN** the range of safe practice.

Priority Concerns

No Priority Concerns.

Primary Recommendations

At the time of the audit it was noted that the tags on the fire extinguishers were not being initialed on a monthly basis after inspection, but that it was being documented on a monthly checklist (See Appendix A - Photo 1,14,15,16). Initialling the tags on a monthly basis will immediately identify to any staff member that the equipment has been inspected. It is recommended that the fire extinguisher tags be initialed after being inspected on a monthly basis (Fire Code 6.2.7.2).

Secondary Recommendations

During staff interviews, it was noted that while there are evacuation procedures in the facility's policy and procedures manual, there is no training or practise for the emergency procedures. It is recommended that management consider implementing practising evacuation procedures into new hire orientation and in-service training. This will allow staff to better understand what to do during an evacuation, and will educate and train the public on their role during an evacuation.

Lifeguard Systems

Section 6

At the time of the aquatic safety audit, the Lifeguarding Systems were **WITHIN** the range of safe practice.

Priority Concerns

No Priority Concerns.

Primary Recommendations

At the time of the audit, it was noted that the lifeguard pathways are not clearly identified in the facility's safety and supervision plan. It is recommended that the safety and supervision plan be reviewed to better indicate what the lifeguard pathways are for each lifeguard position and that they be accessible for lifeguard staff (Pool Standards, 2006 for the Swimming Pool, Wading Pool and Water Spray Park Regulation). It is important that staff understand the expectations for the lifeguard pathways from each lifeguard position and have a visual reminder they see on a daily basis.

Through staff interviews it was identified that staff did not believe they were visible to the public. It is recommended that uniforms allow staff to be easily and quickly recognizable to the public. The purpose of the lifeguard uniform is to make the lifeguards stand out so that they are readily distinguished from bathers and spectators, and can be quickly contacted in case of an emergency or when assistance is required (Public Aquatic Facility Safety Standards).

At the time of the audit, it was noted that there was not two (2) throwing aids with a line available on the pool deck. Two (2) throwing aids with lines are required to be on the pool deck and readily accessible (Public Aquatic Facility Safety Standards). It is recommended that two (2) throwing aids with lines are available and readily accessible at all times on the pool deck in the event of an emergency.

Secondary Recommendations

Through staff interviews it was identified that staff did not believe that the pool rules are consistently enforced. It is recommended that management review the effectiveness of staff training with regards to pool rules. It is important that staff are educating the public and consistently enforcing the pool rules.

At the time of the audit it was noted that the facility had the minimum amount of lifeguard rescue aids available on the pool deck. It is recommended that management review the location and amount of emergency equipment on the pool deck. Placing additional rescue aids around the pool could allow the staff more options when responding to an emergency.

Communications & Education

Section 7

At the time of the aquatic safety audit, Communication & Education were **WITHIN** the range of safe practice.

Priority Concerns

No Priority Concerns.

Primary Recommendations

At the time of the audit it was noted that No diving signage was absent on the pool deck with the exception of two (2) signs pointing into the main pool. It is recommended that this signage be placed around all the pools that indicate where diving is permitted and where it is restricted. The Swimming Pool, Wading Pool, and Water Spray Park - Pool Standards 2006 and the Public Aquatic Facility Safety Standards require facilities to post signage in areas where diving is not allowed.

At the time of the audit it was noted that signage for public safety did not include all of the required notices (Appendix A - Photo 3). Alberta Health and Wellness (Swimming Pool, Wading Pool, and Water Spray Park Pool Standards 2006; Public Aquatics Facility Safety Standards) indicates each pool must have a sign(s) containing written information and, if possible, visual information, in a size and location that may be easily seen by all users, which directs or specifies:

- Each bather must take a 'cleansing' shower prior to entering the pool
- No glass is allowed on the pool deck or in other barefoot areas
- Persons on medication for high blood pressure, heart condition or other medical conditions must consult with a physician prior to use of the whirlpool or sauna
- No bather may be intoxicated while using the facility
- The pool depth and those areas where diving is not allowed
- The temperature range of the whirlpool, steam room and sauna
- Bather load and provides an explanation of why bather load is limited
- No pets are allowed onto the premises, except for seeing eye dogs or other animal used to assist persons with disabilities
- No street shoes may be worn in wet traffic areas
- Any other information that the responsible person determines is necessary to maintain the health and safety of the pool facility users
- Any person with diarrhea or a history of diarrhea over the previous 2 weeks must not use the pool facility
- Young children, 35 months and under, and anyone who is incontinent must wear protective, water-resistant swimwear in order to minimize the introduction of contamination

At the time of the audit, it was noted that there was no sign indicating where the emergency telephone is located (See Appendix A - photo 2). It is recommended that signage be placed as to the location of the emergency phone (Public Aquatic Facility Safety Standards). Identifying the location of the emergency phone will minimize confusion in the event a patron is asked to use it.

At the time of the audit, it was noted that there was no signage indicating the rules of use for the deep end slide. It is recommended that management post signage at the entrance to the slide indicating what the rules of use are (Public Aquatic Facility Safety Standards). Signage indicating the rules of use for the slide will help educate users of what they are not permitted to do when using the slide.

Secondary Recommendations

At the time of the audit, it was noted that there no signage educating the public about staying within arms reach of children and non-swimmers. It is recommended that management collaborate with the Lifesaving Society to develop signage to educate and build public awareness for caregivers to remain within arms reach of children and non-swimmers.

At the time of the audit, it was noted that the depth markings on the pool deck are only communicated in metres (Appendix A - Photo 20). It is recommended that pool depth markings be written in both metres and in feet. Marking the depth of the pool in both metres and feet may provide users of the pool a better understanding of the depth of the water.

Facility and Equipment

Section 8

At the time of the aquatic safety audit, the Facility and Equipment was **BELOW** the range of safe practice.

Priority Concerns

At the time of the audit it was noted that the lighting in the pool area ranged from 64 to 184 lux. At the surface of the shallow end the reading was found to be 64 lux, at the surface of the warm pool the reading was found to be 125 lux, at the surface of the whirl pool the reading was 151 lux, and the reading in the middle of the deep end of the main pool the reading was 64 lux. Lighting is required to be 215 lux on the pool deck and at the surface of the water (Alberta Building Code 7.3.3.21). Adequate lighting assists lifeguards to see through the water column and helps reduce shadows on the bottom of the pool.

Primary Recommendations

At the time of the audit it was noted that the lighting in the female change room changing stalls was found to be 60 lux. It is recommended that Lighting with a minimum of 215 lux at floor level be provided in swimming pool dressing rooms and any other area used by bathers (Alberta Building Code 7.3.3.21). Lighting requirements can help to provide a safe environment for bathers.

At the time of the audit it was noted that the lighting in the sauna was only 65 lux. It is recommended that lighting with a minimum of 215 lux at floor level shall be provided in swimming pool dressing rooms and any other area used by bathers (Alberta Building Code 7.3.3.21). Lighting requirements help to provide a safe environment for bathers.

At the time of the audit it was noted that there was a ladder that was not secure by the shallow end (See Appendix A - Photo 4). It is recommended that an inspection procedure be put in place to test the ladders and railings on a regular (weekly) basis and that loose ladders and railings be secured (Alberta Building Code 7.3.3.12). Secure ladders help to provide a safe environment for bathers.

At the time of the audit it was noted that the pools did not have anti-entrapment drain covers (See Appendix A - Photo 23). It is recommended that existing drain covers be replaced with white anti-entrapment covers (Swimming Pool, Wading Pool, and Water Spray Park Pool Standards 2006).

At the time of the audit it was noted that there were broken and missing tiles in the shallow end of the pool (Appendix A - Photo 5). It is recommended that the pool basin be added to the weekly maintenance checklists and broken or missing tiles be replaced (Swimming Pool, Wading Pool, and Water Spray Park Regulation). Maintaining the pool in a state of repair provides a safe environment for users.

Secondary Recommendations

At the time of the audit it was noted that the emergency telephone located on the pool deck was located approximately 2.8 metres above the pool deck (See Appendix A - photo 2). It is recommended that the emergency telephone be lowered. It is important that the emergency telephone is accessible by everyone

At the time of the audit, it was noted that there was no family change room. It is recommended that the City of Fort Saskatchewan consider establishing a family change room. A family change room can allow families with children or persons who require assistance to change in a comfortable environment.

At the time of the audit it was noted that there were broken and missing tiles/grates in the female change room (Appendix A - Photos 6,7,8) and in the male change room (Appendix A - Photos 9,10,11). It is recommended that inspection of tiles/grates of the male and female change rooms be added to the weekly maintenance checklists, and broken or missing tiles/grates be replaced. Maintaining the change rooms in a state of repair provides a safe environment for users.

At the time of the audit it was noted that a soap dispenser in the female change room was not secure (See Appendix A - Photos 12,13). It is recommended that the soap dispenser be secured. This can help keep the facility in good repair and provide service for facility users.

At the time of the audit it was noted that paint was coming off some of the spray features (See Appendix A - Photo 18). It is recommended that these be re-painted. It is important to keep facility equipment in good repair.

At the time of the audit, it was noted that the lower level of the filter room had a low door frame and ceiling (See Appendix A - Photo 17) It is recommended that a caution sign indicating a low ceiling be installed to warn individuals before entry. Signage warning individuals of a low ceiling may reduce the chance of injury.

At the time of the audit, it was noted that some pipes in the lower level of the filter room are at head level (See Appendix A - Photo 19) It is recommended that management consider requiring individuals who access this room to wear hard hats. Wearing hard hats in areas with low pipes or ceilings will reduce the chance of injury.

At the time of the audit, it was noted that there was no barrier to control access between the teach pool and the deep end (See Appendix A - Photo 21). It is recommended that management review accessibility of the deep end from the teach pool and consider installing a barrier. A barrier can help to control access to deep water.

At the time of the audit, it was noted that some of the underwater lights in the pool were not operational (See Appendix A - Photo 22). It is recommended that underwater lights be added to the weekly checklist and that underwater lights that are not operational be repaired. Underwater lights can help to increase the visibility of the pool bottom.

Audit Photos

Appendix A



Photo 1: Fire Extinguisher tag in janitorial room



Photo 2: Emergency Telephone

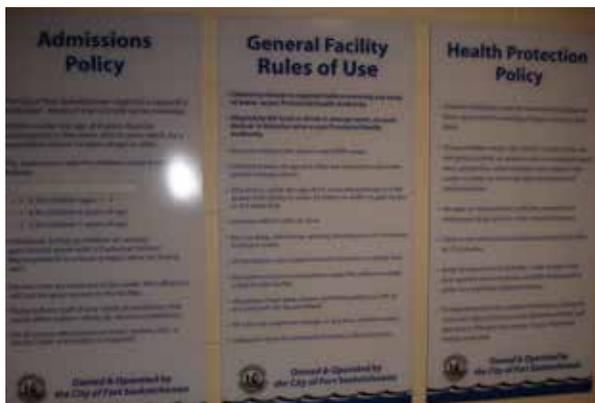


Photo 3: Admission Policy and General Rules Signage



Photo 4: Lose hand railing in shallow end of the pool

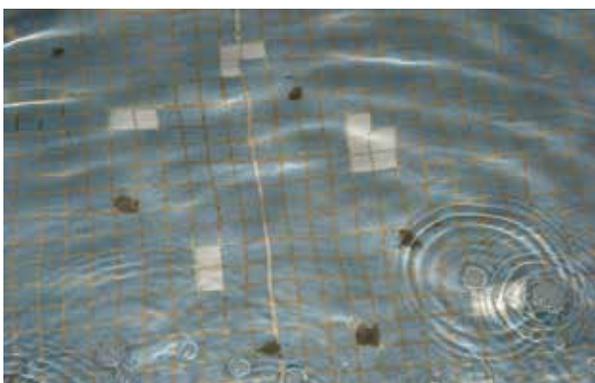


Photo 5: Cracked tiles in shallow end of the pool



Photo 6: Cracked tiles in the female change room



Photo 7: Cracked tiles in the female change room



Photo 8: Loose grate in the female change room



Photo 9: Cracked tiles in the male change room



Photo 10: Cracked tiles in the male change room



Photo 11: Cracked tiles in the male change room



Photo 12: Female change room loose soap dispenser in shower area



Photo 13: Female change room loose soap dispenser in shower area

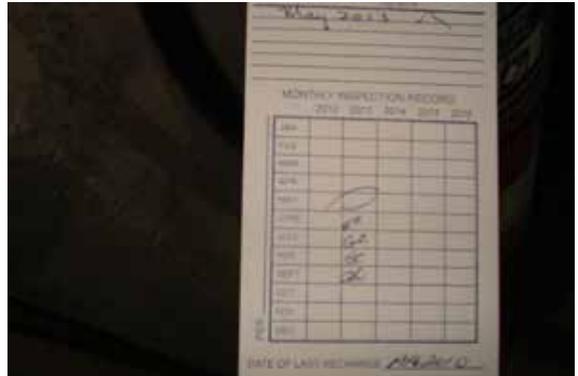


Photo 14: Fire extinguisher tag in mechanical room



Photo 15: Fire extinguisher tag in mechanical room



Photo 16: Fire extinguisher tag in mechanical room



Photo 17: Low ceiling in pool basement



Photo 18: Paint peeling on water features



Photo 19: Low ceiling in basement of mechanical room



Photo 20: Pool depth marking



Photo 21: Pool deck



Photo 22: No diving signage; underwater lights not operational



Photo 23: Main drain

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Alberta and Northwest Territories Branch

13123 - 156 Street
Edmonton, Alberta T5V 1V2
Telephone: (780) 415-1755
Fax: (780) 427-9334
E-mail: experts@lifesaving.org
Website: www.lifesaving.org

British Columbia & Yukon Branch

112 - 3989 Henning Drive
Burnaby, British Columbia V5C 6N5
Telephone: (604) 299-5450
Fax: (604) 299-5795
E-mail: info@lifesaving.bc.ca
Website: www.lifesaving.bc.ca

Manitoba Branch

#100 - 383 Provencher Boulevard
Winnipeg, Manitoba R2H 0G9
Telephone: (204) 956-2124
Fax: (204) 944-8546
E-mail: aquatics@lifesaving.mb.ca
Website: www.lifesaving.mb.ca

National Office

287 McArthur Avenue
Ottawa, Ontario K1L 6P3
Telephone: (613) 746-5694
Fax: (613) 746-9929
E-mail: experts@lifesaving.ca
Website: www.lifesaving.ca

New Brunswick Branch

55 Whiting Road, Unit 34
Fredericton, New Brunswick E3B 5Y5
Telephone: (506) 455-5762
Fax: (506) 450-7946
E-mail: lifesave@nb.aibn.com
Website: www.lifesavingnb.ca

Newfoundland & Labrador Branch

P.O. Box 8065, Station "A"
St. John's, Newfoundland A1B 3M9
Telephone: (709) 576-1953
Fax: (709) 738-1475
E-mail: lifeguard@nl.rogers.com
Website: www.lifesavingnl.ca

Nova Scotia Branch

5516 Spring Garden Road, 4th Floor
Halifax, Nova Scotia B3J 1G6
Telephone: (902) 425-5450
Fax: (902) 425-5606
E-mail: experts@lifesavingsociety.ns.ca
Website: www.lifesavingsociety.ns.ca

Ontario Branch

400 Consumers Road
Toronto, Ontario M2J 1P8
Telephone: (416) 490-8844
Fax: (416) 490-8766
E-mail: experts@lifeguarding.com
Website: www.lifesavingsociety.com

Prince Edward Island Branch

P.O. Box 2411
Charlottetown, Prince Edward Island C1A 8C1
Telephone: (902) 368-7757
Fax: (902) 368-1593
E-mail: info@lifesavingpei.ca
Website: www.lifesavingpei.ca

Quebec Branch

4545 Pierre de Coubertin Avenue
Montreal, Quebec H1V 0B2
Telephone: (514) 252-3100 or 1-800-265-3093
Fax: (514) 254-6232
E-mail: alerte@sauvetage.qc.ca
Website: www.lifesaving.qc.ca

Saskatchewan Branch

2224 Smith Street
Regina, Saskatchewan S4P 2P4
Telephone: (306) 780-9255
Fax: (306) 780-9498
E-mail: lifesaving@sasktel.net
Website: www.lifesavingsociety.sk.ca



LIFESAVING SOCIETY®

The Lifeguarding Experts