



**BRIEFING NOTE – June 12, 2019**

**Prepared For: Mayor and Council**

**Prepared by: Lindsay Poitras – Aquatics Operations Supervisor**

**Topic: Facility Audit Results – Lifeguard Position Increase**

**Purpose:**

The purpose of this report is to provide council with information regarding a priority concern that was identified in 2018 during the facility audit conducted by the Lifesaving Society. This priority concern stated that the Lifeguard Positions and Ratios currently in place at Harbour Pool, are not adequate for the facility design. A ‘priority concern’ is defined by the Lifesaving Society as “*representing major safety risks to the public or staff and merit immediate action*”. Therefore, it is necessary to implement new lifeguard positions and ratios as soon as possible.

Facility Audits are a proactive approach to assessing safety practices that improve procedures and operational practices to reduce the potential for injuries. Audits help to reinforce safety awareness and educate staff with industry standard and safety practices. The Lifeguard Position Analysis provides us with the actions that we need to take in order to reduce risk.

**Background and Summary:**

A facility audit took place in 2018 identifying that the lifeguard surveillance system currently in place at Harbour Pool was not effective for the facility design. This is based on the *Public Pool Safety Standards Bather-to-Lifeguard Ratios* – which identifies a minimum number of lifeguards required on the pool deck. In response to the facility audit results, a Lifeguard Position Analysis was scheduled and took place on May 4, 2019. The Analysis identified that lifeguard positions were appropriate at this time, however the bather-to-guard ratios for the facility design and water surface area requires surveillance – we are currently waiting for the final report. Prior to the position analysis, it was expected that there would be a need for additional staff to be added during swim times when the whole pool area is in use. The analysis identified that the NEW required bather-to-guard ratios are as follows:

Recreational Swims

<b>Bathers NEW</b>	<b>Lifeguard NEW</b>
1-74	2 Lifeguards
75-124	3 Lifeguards
125-185	4 Lifeguards
186-246	5 Lifeguards
247-300	6+ Lifeguards

Exception due to contained activity: Swim Club \*using the lane area only\*

<b>Bathers NEW</b>	<b>Lifeguards NEW</b>
1-40	1 Lifeguard
41-80	2 Lifeguards



\*Note: if swim club is using more than just the lane area they must revert to the above bather-to-guard ratio.

The other changes made to the operation of recreational swims are:

1. The Bay Area rope will be put in place during all public swims to identify a depth change
2. Off deck guards must be called out when bathers are required to complete a swim test to enter the deep end.

These changes enhance the layers of protection already in place for the staff and patrons at the facility.

The following things were also taken into consideration when identifying the new ratios and staffing required:

1. Size and configuration of the facility
2. The number of pools
3. The number of bathers per swim
4. Age and ability of bathers
5. Type of bather activity
6. Danger areas
7. Equipment in use during the scheduled swim
8. Blind spots and glare

For reference the old bather-to-guard ratios are below:

Recreational Swims

<b>Bathers <i>OLD</i></b>	<b>Lifeguards <i>OLD</i></b>
1-19	1 Lifeguard
20-74	2 Lifeguards
75-124	3 Lifeguards
125-199	4 Lifeguards
200-300	5+ Lifeguards

Swim Club

<b>Bathers <i>OLD</i></b>	<b>Lifeguards <i>OLD</i></b>
1-49	1
50-99	2

To ensure that we are managing the risk at the facility, this new plan will continue to be monitored and evaluated throughout 2019 and on an annual basis moving forward

**Plans/Standards/Legislation:**

The Lifesaving Society works with government and industry partners to set the standard for Public Aquatic Facilities to create consistency and quality across the industry. Implementing the results of the



Facility Audit and the Lifeguard Position Analysis at the facility, is a way to manage the risk to the City in the event of an incident – basically a risk control strategy.

As stated by the Lifesaving Society – *“Every owner of a Public Aquatic Facility has an obligation to provide a safe environment for every user of the pool. This obligation has been clearly identified and affirmed by court decisions across Canada.”* – Public Aquatic Facility Safety Standards

In order to meet this obligation, we need to rely on expert assistance such as the Lifesaving Society, when applying standards and audit recommendations to protect our patrons and ultimately the City. These controls and strategies help to minimize the risk.

**Financial Implications:**

As a result of the Facility Audit and the Lifeguard Positioning Analysis it was identified that additional lifeguards will be required as per the following chart:

Days	Hours	Hours per Week	2019 Instructor Guard Wage	Wages required per week	Weeks left in 2019	Total Wages Required for 2019	Weeks Required on going starting 2020	Total Wages Required on-going starting in 2020
M-F	6-9am	15	\$25.79	\$386.85	34	\$13,152.90	52	\$20,116.20
M-Th	6:30-8pm	6	\$27.29	\$163.74	34	\$5,567.16	52	\$8,514.48
Saturday	5-7pm	2	\$27.29	\$54.58	34	\$1,855.72	52	\$2,838.16
Sunday	5-8pm	3	\$27.29	\$81.87	34	\$2,783.58	52	\$4,257.24
M-F	5-6:30pm	7.5	\$27.29	\$204.68	16	\$3,274.80	16	\$3,274.80
<b>Total additional wages required for 2019</b>						<b>\$26,634.16</b>		
<b>Total additional wages required per year on-going (this is will be put in as a plan request for 2020)</b>								<b>\$39,000.88</b>

These additional hours are being requested to ensure that we have an appropriate staffing level to meet our commitment to break times in the collective agreement and off deck times for Lifeguards (as per Neate Fatality Inquiry results – breaks from surveillance are required every 2 hours). ***\*Please note that while this potentially increases the number of casual staff at the facility it doesn't allow us to offer more lessons\**** There is potential to increase the fees and charges for rentals, swim club, and school bookings to help offset some of the costs associated with the changes to the bather to guard ratios.



### **Additional Info:**

To follow is a timeline of events leading up to the final decision to increase staff:

- August 2013 – Major incident at Harbour Pool that resulted in a non-fatal drowning. Victim now requires long term care and potential future costs. This resulted in procedure being implemented to conduct a facility audit every 3-5 years.
- February 11 & 12, 2018 – Facility Audit took place at Harbour Pool. At this time, two items of concern were identified-
  - 1) The lighting was not meeting building code standards
  - 2) A review the Lifeguard Positions needed to be completed at some point.

While the lighting was brought forward as a priority concern, it was not clear that the Lifeguard positions were required to be changed immediately but rather reviewed at some point after the audit results were made available.

- October 16, 2018 – Final Audit report was made available to the Aquatics Operations Supervisor. In response to the priority concerns regarding the lifeguard positions, a Lifeguard Position Analysis was booked for May 4<sup>th</sup>, 2019.
- May 4, 2019 – During the Lifeguard Position Analysis, it was identified that according to the *Public Pool Safety Standards – For Canadian Public Swimming Pools*, the surveillance system was not adequate based on the findings from the fatality inquiry that identifies “a lifeguard can only be responsible for 400m<sup>2</sup> of pool surface area”.
- The deficient lighting was taken care of first as a priority during shutdown in December 2018 and January 2019. And the Audit was booked to take place afterwards – this was to make sure that the lighting was not deficient during the analysis.
- The audit outlines the recommendations, while the position analysis identifies the actions that need to be implemented. We waited for the position analysis results so one request for additional staff wages could be put in rather than a half request – and then another one asking for essentially the same thing.

### **Attached:**

Facility Audit Results 2018

Public Aquatic Facility – Safety Standards

Public Pool Safety Standards – For Canadian Public Swimming Pools