

Township of
Langley



Est. 1873

REPORT TO MAYOR AND COUNCIL

PRESENTED:	JULY 27, 2020 - REGULAR MEETING	REPORT:	20-112
FROM:	PARKS AND RECREATION DIVISION	FILE:	7710-01
SUBJECT:	REOPENING OF RECREATION FACILITIES AND SERVICES		

RECOMMENDATION(S):

That Township of Langley's initial Reopening Plan for Recreation Services and Facilities affected by COVID-19, included herein, be received by Council; and

That regular updates to the Township of Langley Reopening Plan be presented to Council as details are developed in consideration of recreation sector guidance, specific facility and program risk assessments; and all COVID-19 Safety plans are developed.

EXECUTIVE SUMMARY:

The COVID-19 pandemic has had a significant impact on Township of Langley's (TOL) ability to deliver recreation programs and services to the community. All TOL recreation services temporarily shut down operations in response to COVID-19 effective March 17, 2020. These services were paused to ensure the health and wellness of the community and staff and in reaction to requirements by public health authorities for physical distancing among individuals. Of recent note is the latest spike in COVID-19 cases and the concern expressed by the Provincial Health Officer about the need to continue to vigilant with risk reduction measures.

Staff have been planning for the strategic restoration of recreation programs and services for when the timing is appropriate to do so. It is recommended that reopening of recreation services is a gradual process as is outlined in a five stage progression from lower risk, lower potential for exposure, to higher risk, higher impact services. Each stage will take into account staff and public health effects, finances, and public expectations. All programs and services offered by TOL will be risk assessed and evaluated on health and safety criteria to mitigate risks to the public, staff, and the Township of Langley.

The renewal of services will feature new control measures and workspace modifications that will be necessary to ensure current health guidelines are adhered to. These modifications have financial impacts which also need to be considered. Stages 3 and 4 are where the greatest impacts will be felt by TOL as expenses are projected to outpace revenues and further approval of these expenses are required before implementation.

PURPOSE:

To provide Council with information in a detailed staged approach to reopen recreation services and facilities that have been closed in response to the COVID-19 pandemic.

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BACKGROUND/HISTORY:

On May 6, the Province announced their four-phased '*BC's Restart Plan*' and shortly thereafter on May 19, '*BC's Restart Plan*' was launched. On May 8, the Township carefully began implementing its Restart plan, and throughout May and June incrementally reopened parks, trails, community gardens, sport fields, playgrounds, spray parks, tennis courts, sports boxes, and several other park amenities. With 84 parks, 83 sports fields, 76 playgrounds, kilometres of walking trails, several picnic areas, and many other amenities to reopen, it took time to plan reopenings, implement safety protocols, and develop and post signage. Our reopening pace has also been intentionally cautious as we chose to make the safety of all people paramount over the demands of some who felt they would be safe if we reopened everything quickly.

At the time of this report, BC is officially in Phase 3 of the Restart Plan. This phasing approach allows sectors and activities within the phases to open when the evidence and data indicate the time is right, and as protocols and guidance are in place to do so safely. The Township's restart plan aligns with the BC Restart Plan but must also follow mandatory Public Health Authority orders, notices, guidance, and other legislated rules put in place, and others that may come into place in the future, with the ultimate goal of keeping employees and community members safe.

While other municipalities have partially opened some facilities, others have not opened and additionally, some who have partially opened have now further reduced their services due to a lower participant rate than anticipated.

Since the beginning of the temporary shutdown staff have been planning for reopening of services and facilities, and using a detailed and staged approach have prepared a series of considerations for reopening.

DISCUSSION/ANALYSIS:**1. Decision Making Framework**

A range of factors must be considered in the decisions to reopen facilities or resume services:

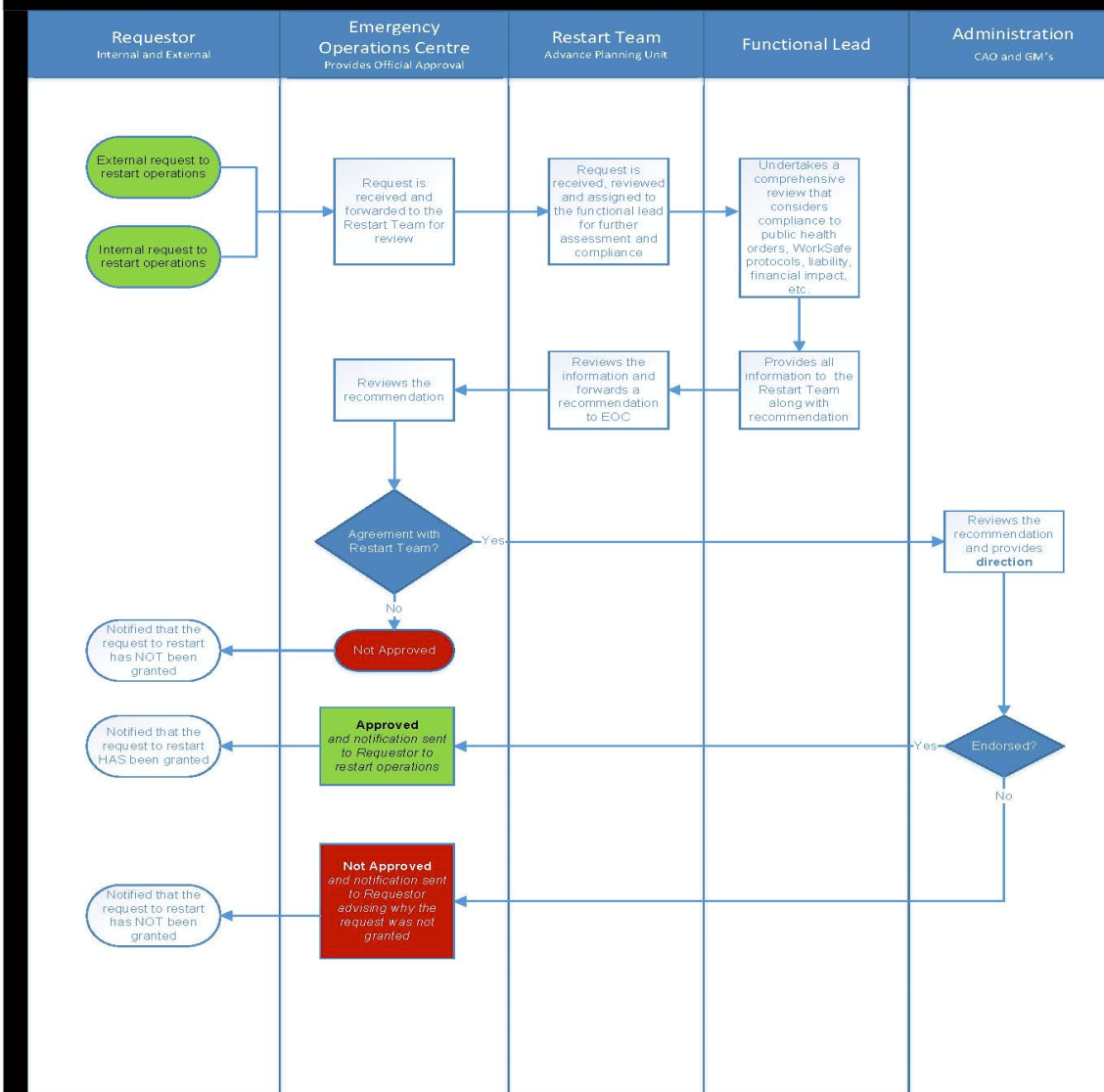
- Ability to comply with Provincial Health Orders, WorkSafe BC guidelines and sector specific best practices;
- Safety measures for public and staff are in place;
- Risks can be sufficiently managed;
- Sensible demand for the service or facility;
- Appropriate staff resources are available with required training;
- Timeline to implement safety measures, training and modifications required for reopening; and
- Financial implications in the context of approved budgets and Council direction.

The following is a flow chart showing the decision making criteria by the TOL Advanced Planning Team:

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Restart Decision Making and Approval Process



2. Health and Safety Measures

As outlined in the BC Restart Plan, in every circumstance there are five key principles that will minimize the risk of transmission of the COVID-19 virus. These principles help to form the basis as control measures and safety guidelines within Recreation's reopening processes.

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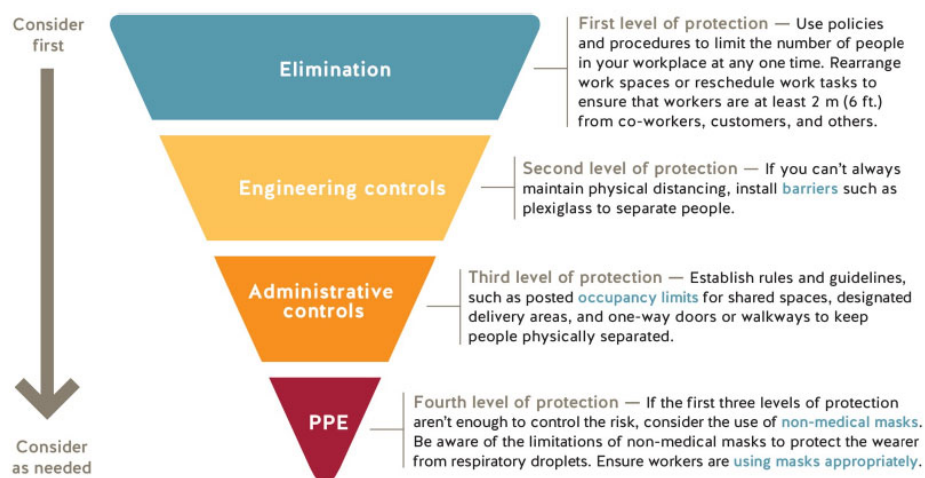
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Personal Hygiene	Stay Home if You Are Sick	Environmental Hygiene	Safe Social Interactions	Physical Modifications
<ul style="list-style-type: none"> - Frequent handwashing - Cough into your sleeve - Wear non-medical mask if desired - No handshaking 	<ul style="list-style-type: none"> - Routine daily screening - Anyone with any symptoms must stay away from others - Returning travelers must self-isolate 	<ul style="list-style-type: none"> - More frequent cleaning - Enhance surface sanitation in high touch areas - Touch-less technology 	<ul style="list-style-type: none"> - Meet with small numbers of people - Maintain distance between you and people - Size of room: the bigger the better - Outdoor over indoor 	<ul style="list-style-type: none"> - Spacing within rooms or in transit - Room design - Plexiglass barriers - Movement of people within spaces

Source: BC's Restart Plan PowerPoint Presentation May 6, 2020

When considering the reopening of recreation facilities to an increased staffing complement and eventual reopening to public use, each space will be evaluated to ensure that a safe environment is provided.

As required by WorkSafe BC, each TOL facility and space will have a Risk Assessment completed and a reopening COVID Safety Plan developed in collaboration with staff and management. The Facilities Department will evaluate communal staff spaces, public spaces, and grounds/parking areas.



Worksafe BC's Hierarchy of Controls model (source: <https://www.worksafebc.com/en/resources/health-safety/checklist/covid-19-safety-plan?lang=en>)

The Recreation Department's considerations for reopening recreation facilities will be prepared using the Worksafe BC Hierarchy of Control model and the *TOL COVID-19 Safety Plan* (see *Appendix B for the reference*) to reduce the risk of person-to-person transmission. Controls that fall into the top level of protection will be considered first but a variety of controls will be used to address the risks throughout the facilities.

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Once the safety plans have been completed and approved, the Facilities Department will coordinate all required facility alterations. The Recreation Department will be responsible for its own staff training, communications, and internal procedures.

Enhanced Cleaning

Enhanced cleaning is being provided at the facilities by providing a Building Service Worker (BSW) to clean the high-touch points during working hours in addition to the nightly cleaning by the other BSW staff. The BSW is to complete the *Enhanced Cleaning Checklist* for each day of cleaning at the given facility. This is collected by the Facilities Department to ensure that a high standard of cleaning is maintained.

Occupancy Loads

Room and Facility occupancy limits have been calculated based on the minimum requirement of two (2) meters between people to reduce the risk of transmission of COVID-19. In washrooms, the occupancy limits consider number of stalls, sinks, and urinals that could be safely in use at any given time. Occupancy limits of one (1) do not apply to immediate family members or people who require an attendant. Facilities Maintenance have developed an Occupancy Limit Assessment that will be used for common space calculations.

For recreation facilities, the BC Recreation and Parks Association (BCRPA) have also established a sector best practice guideline of 5m² as the allowable space for calculating active persons load capacities and 3m² for non-active recreation spaces (multipurpose rooms). Various other factors will be considered for each space such as allowing for movement within a space for staff for monitoring and overall egress patterns through a space.

3. Stages For Reopening Facilities and Services

The TOL Recreation facility and services reopening strategy consists of five stages that incrementally results in the reopening of facilities and resumption of recreation programs and services. The timing and order of implementation of actions within each stage is subject to change as the COVID-19 pandemic evolves. The COVID-19 pandemic along with the guidance and directives provided by the Province is rapidly changing so it is expected that this plan will also evolve over time in response to these changes.

Stage 1: Critical Business Operations

Since closure of facilities and services in March, the focus has been on and continues to be providing core business services for essential operations.

Stage 2: Initial Reopening

After May 19 and the initiation of Phase 2 of BC's Restart Plan. Low risk outdoor access to parks and activities with physical distancing and enhanced cleaning protocols. Primarily outdoor facilities with exception of Civic Facility opening for 3 days for the collection of property taxes and libraries for curbside pickup.

Stage 3: Partial Reopening

Within Phase 3 of BC's Restart Plan and includes limited and modified reopening of recreation services. This Stage is subject to there being no resurgence of COVID-19 cases and transmission remains low.

Stage 4: Additional Reopening

Further incremental reopening of facilities and resumption of programs and services based on learnings in Stage 3 and further adaptation and response to relevant orders and guidelines.

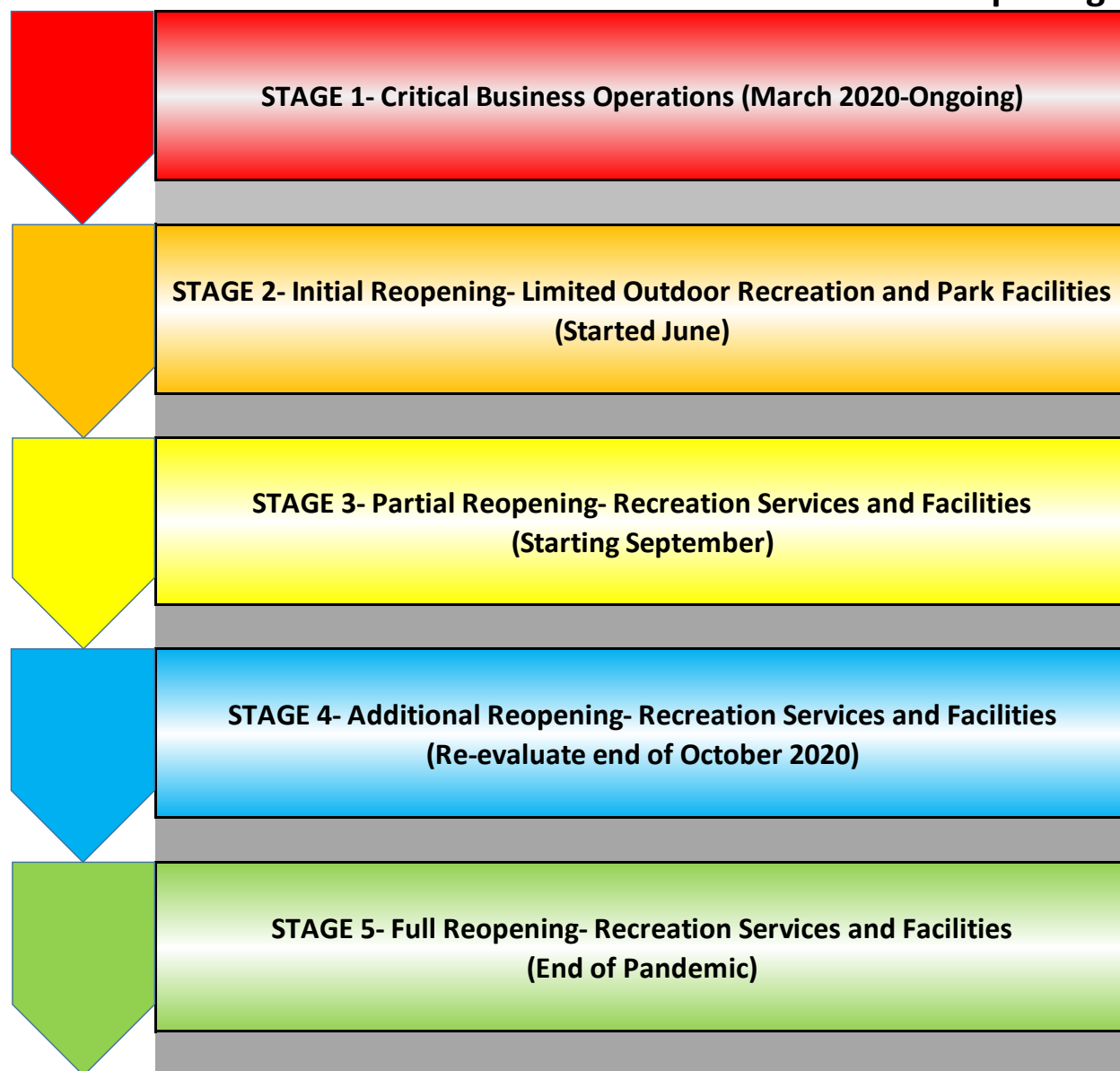
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Stage 5: Full Reopening

Return to "normal" operations once there is an effective treatment/vaccine available (timeline uncertain). Coincides with Phase 4 of BC's Restart Plan.

Stages 2-4 of TOL's Plan are all within Phase 2 and 3 of BC's Restart Plan and would be implemented over many months up until such time as there is a vaccine or effective treatment (stage 5).

Overview- Recreation Services and Facilities Reopening

Reopening Summary: Each stage follows the decision making and approval guidelines and is subject to compliance with Provincial and Regional Health Authorities orders as new information becomes available. Additionally, any implications related to financial increases would be presented to, evaluated, and approved by Council.

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4. Stage 3- Partial Reopening- Considerations

The partial openings for consideration in Stage 3 are a limited re-introduction of services to the community, utilizing outdoor and indoor open spaces, or medium sized indoor environments with either physical distancing or barrier controls in place. All spaces would need to allow for physically distanced spacing with low touch points and limited participants and spectators.

In this stage, rentals will need to provide a COVID-19 Safety Plan that will be approved by the TOL. Local Sport Organizations will need written approval of their governing body. Rental groups will initially only be rented to for skill development and non-competition settings. Public programs, such as public swims, will need smaller participant capacities to allow for 5 m² distancing for active programs. Regular programming such as recreation or fitness classes will also need smaller participant to instructor ratios to allow for physical distancing. In many instances the cost increase to provide those services is significant and the estimated additional expenses would need Council approval. For all services not activated in Stage 3, they would be considered in subsequent stages of service and activity openings.

For any restart of services, the timelines would need to allow for approximately 2-3 weeks for the notice, reactivation, and training of staff in new protocols. Based on learning from other municipalities, obtaining staff may be a challenge, particularly since the Canadian Emergency Response Benefit (CERB) has now been extended and some recipients may be eligible up to December 2020.

Based on lower ratios and limited capacities as well as the increased cleaning and supply costs, the net expense to provide the limited services in Stage 3 is significant. It is estimated that the additional reopenings for consideration in Stage 3 combined, as described below, would be a net expense of approximately \$1.23M to the end of 2020.

i. Arenas**a. *Ice Rentals***

George Preston Recreation Centre (GPRC) and Aldergrove Credit Union Community Centre (ACUCC), each have one sheet of ice and under normal operating conditions are utilized extensively by a variety of community ice associations and user groups. Based on informal inquiries with ice user groups that normally start up in late August, the indications are that the demand for ice for the fall of 2020 remains high.

Recommendations for limits on number of people on the ice vary from municipality to municipality, as do guidelines between different associations. The recommendation based on a survey of other municipalities would be to initially allow for 14 skaters (including coaches) on the ice at once primarily for skill development, and expanding and evolving as sport governing bodies eventually consider allowing for competition. Each player would be allowed one parent or guardian to accompany them in to the rink, but would need to maintain physical distancing rules established at the facility. With long lead time necessary staff have tentatively planned, pending Council approval, to have the “ice in” completed for GPC by August 15 and for ACUCC by September 8. Based on the initial high demand, but also factoring in additional cleaning costs, it is estimated that ice rentals would be \$47,000 positive net revenue to the end of 2020.

b. *Ice Public Programs*

Public Skate has wide appeal for many during the fall and winter months under normal operating conditions. Supplementing ice rentals and with the goal of maximizing ice utilization, would be implementation of some limited public skates and stick and puck sessions with a limit

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number of people on the ice at once. Staffing would be on a cost recovery basis and the expense is considered to be neutral.

c. Curling Rink Rentals

The curling rink rentals at George Preston Recreation Centre under normal operating conditions are moderately revenue positive. Based on initial conversations with the Langley Curling Club, it is estimated that the use for the upcoming season would be limited to 2 shorter season sets with limitations on player numbers. Based on those conversations, it is estimated they would utilize approximately 60% of the comparable 2019 rental times. The costs of the contractor that installs and maintains the ice throughout the season would be reduced based on later start dates as well as shorter season. With changes to the number of participants initially allowed on the surface as well as additional cleaning costs, it is estimated that the net expense would be approximately \$4,963 to the end of 2020.

ii. Fitness Centres

a. Registered Drop-in

Many private facilities have begun to reopen or are making plans to open their Fitness Centres, with physical distancing or other controls in place. A challenge in opening TOL fitness centres is that guests have to walk through other parts of the facility to get to the fitness centre, so monitoring, maintaining common space distancing, managing what other activities are happening in the facility, and increased touch points throughout becomes a larger consideration. Willowbrook (WBK) Fitness Centre at the Civic Facility for example is one of the standalone Fitness Centres within the TOL, however, guests still have to walk through the Civic Facility, which is not fully open at this time. Fitness Centres at all TOL sites of Walnut Grove Community Centre (WGC), WC Blair Recreation Centre (WCB), ACUCC, Willowbrook Recreation Centre (WBK), and Willoughby Recreation Centre (WBY) are all options that could be reopened. Initial measures of limiting the number of users at a time based on the individual foot print of each site, with use by registered times, and the enhanced cleaning measures would be put in place. Supervision of the site while open is imperative, and would require either recall of regular full time or part time staff, or the utilization of existing staff. Operating hours would be reduced for each site with coordinated times amongst all sites to provide a wide range of options for TOL guests. Under these parameters, the estimated net expense is \$228,000 combined for all facilities to the end of 2020.

b. Fitness Classes

Fitness classes in general under normal operating conditions are a revenue positive to neutral endeavour. The current situation of Recreation Worker 6 instructors recently voting to become a part of the union has meant an interruption in utilizing those staff in reopening Fitness classes. At this time as we have not negotiated the terms and conditions of employment specific to the RW6's, it difficult to ascertain how the unionization of these positions may impact operations. Accordingly, until an agreement can be reached, the opportunity to offer fitness classes would be limited to utilizing regular staff that have appropriate certifications.

iii. Pools

a. Public Swim

The operation of pools in general is a significantly subsidized community activity. Meeting COVID-19 related physical distancing requirements and reduced bather loads will limit the revenue potential while enhanced cleaning and required modifications to facilities are additional

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costs. The opening of pools requires the recall of regular full time or part time staff or assignment of temporary work for those in layoff.

With the goals of opening with optimal use as well as being financially responsible, the consideration would be to open the three pool sites of ACUCC, WCB and WGC with reduced hours. Suggested pool total capacities' would initially be capped at 40 for ACUCC, 30 for WGC, and 70 for WGC, with specific limitations for each area of the pools, to allow for physical distancing. As with Fitness Centres, the pool operating hours would be coordinated amongst the three sites to optimize options for residents. Pool reopening initial recommended structure would to host limited numbers of guests who would be able to register for a session at each of the 3 sites. WGC and WCB would be open 7 days a week and ACUCC 5 days per week. Public swim sessions would be 1.5 hours in length, with 30 minute exit and cleaning in between each session. In an 8 hour opening time frame, 4 sessions per site would be hosted.

Recreation's net expense to operate within these parameters for public swim is estimated at \$761,000 combined for all facilities, starting in September to the end of 2020. Net expense by facility within these parameters for public swim are as follows: ACUCC \$206,000, WCB \$242,000, WGC \$313,000. If the intention by Council was to increase to normal operating hours, the expense in the same time frame for pool public programs to the end of 2020, would be approximately \$1.3M.

b. Pool Rentals

Pool rentals is an area that some user groups are enthusiastically requesting TOL starts soon. Some municipalities have opened outdoor pools for the summer, while some have not and each has its own parameters. Some that are open are run by 3rd party contractors (Surrey), and some are run by the municipality (City of Langley). Some municipalities that have not opened their outdoor pools (i.e. Abbotsford, Chilliwack) for the summer are instead shifting their focus on opening planning of indoor pools later in early fall (September-October).

Based on informal inquiries with pool user groups that normally start up in the fall, indications are that the demand for pool rentals for the fall of 2020 remains moderately positive. In normal conditions, the majority of pool rentals occur at Walnut Grove Community Centre, and it is suggested to place the majority of rentals back at WGCC upon re-opening. If the decision is made to open only a limited amount of pools, such as only ACUCC, the rentals and revenue would move to that site. With limiting operational hours it is estimated that approximately 60% of previous year's revenue would be realized. Depending on the opening hours at the given site, the costs could be mitigated if coordinated with public swim times.

Since the pool is not currently open and would have limited hours if it was, the unusual circumstance comes up as to whether to charge the user group for the cost of lifeguarding on top of the cost of their rental fee, or whether to just charge the rental fee. Charging for 2 lifeguards per rental would cost groups upwards of \$75 per hour of rental on top of the rental fee (\$12.70 per lane per hour). In this finance model, if it is based on charging rental groups for Lifeguard costs and rental fees- the cost becomes expense neutral. If the financial model is based on TOL staffing sessions at TOL staffing cost, the estimated net expense would be approximately \$48,000 to the end of 2020 for the one site.

c. Pool Programs

Implementation of Swim Lessons would be considered as the new operations of pools were furthered. Because of high touch nature of swim lessons, considerations would be given to providing lessons to groups at higher levels initially to minimize the touch points. Any

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implementation of swim lessons within later 2020 would be considered once other pool areas were operating and staff would further consider the demand and cost.

As with fitness classes, the aquatic based fitness classes (Aquafit, etc.) are instructed by Recreation Worker 6 (RW6) staff. The current situation of Recreation Worker 6 instructors recently voting to become a part of the union has meant an interruption in utilizing those staff in reopening Aquatic Fitness classes. At this time as we have not negotiated the terms and conditions of employment specific to the RW6s, it difficult to ascertain how the unionization of these positions may impact operations. Accordingly, until an agreement can be reached, the opportunity to offer fitness classes would be limited to utilizing regular staff that have appropriate certifications- which is extremely limited. Based on this restriction, the aquatics based fitness classes have initially not been planned for, however once able to would be run on a cost recovery basis.

iv. Recreation Programs

a. Weekly Recreation Classes

The re-activation of recreation classes in an indoor setting would continue to require limiting class sizes below normal ratios to ensure physical distancing. Opportunities would exist to offer classes in recreation activities for skills development in areas such as lacrosse, ball hockey, badminton, soccer, babysitting courses, sciences and arts. Based on lower ratios, with limited numbers of classes being offered and increased cleaning costs, it is estimated across the 5 facilities, the net expense to provide this service would be for \$137,000 combined to the end of 2020.

b. TOL Pre-School

Before being shut down due to COVID-19 precautions, TOL Preschools were operating from the TOL facilities of WGC, WCB, and WBY. Based on initial inquiries from past registrants, the estimated demand is moderately positive. Resumption of operations at these sites will require limiting of the participants to ensure physical distancing and COVID Safety Plans to be developed. Under normal operating conditions pre-schools are revenue positive. Assuming a restart of other parts of the facility, preschools would remain relatively expense neutral. If needing to staff the broader facility exclusively for preschool to function, along with the estimated cost to implement safety measures this becomes a net expense of approximately \$71,425 for all 3 facilities combined to the end of 2020.

c. Active Beyond the Bell

Active Beyond the Bell (ABTB) is a TOL after school program that was active at 12 schools within the Langley School District before being shut down due to COVID-19 in March 2020. In partnership with the School District through use of their facilities, this program runs during the regular school year. With schools adjusting to new protocols for their sites, it is unclear if or when ABTB will be able to restart, however, as the School Districts plans become more firm, the relaunch of programming in this area will become clearer. At this time it is assumed that any programming in partnered schools may not restart until early 2021.

5. Staff Considerations

As described in the table below, a large number of Parks and Recreation regular staff were laid off in April-May and there were no hours for auxiliary recreation staff. Additionally, as part of the TOL COVID-19 Workplace Agreement, all staff were given the opportunity to submit an

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Expression of Interest for Specific Work, and noted in the 2nd part of table below are the number of staff who subscribed.

PARKS AND RECREATION LAYOFFS

<u>RFT</u>	<u>RPT</u>	<u>Layoffs</u> <u>AUX **</u>	<u>TOTAL</u>
21*	29	340	369
* One layoff notice rescinded - employee reassigned to another Division			
** Auxiliary employees did not receive official layoff notice - but rather those that worked in March were informed there would be no hours beyond March 31			

<u>Expression of Interest Forms Received</u>			
<u>RFT</u>	<u>RPT</u>	<u>AUX</u>	<u>TOTAL</u>
11	5	11	27
<u>Called but not interested / available for work</u>			
<u>RFT</u>	<u>RPT</u>	<u>AUX</u>	<u>TOTAL</u>
5	2	0	7
<u>Called and returned to available work</u>			
<u>RFT</u>	<u>RPT</u>	<u>AUX</u>	<u>TOTAL</u>
4	1	0	5

As remaining staff work to lay out a framework that would enable laid off staff to return to work, the return to work will need to be gradual and phased. While undoubtedly there will be many looking forward to return to their regular work at the earliest possible opportunity, the statistics do also highlight the cautious approach that some may take in return to work given the opportunity and the need for a strategic and flexible approach to restarting.

Of additional note is the position that CUPE BC has taken in requesting the public communicate and advocate for staff to return to work and facilities to open in the form of an email campaign. Based on the wording, this approach does not appear to take any consideration for the relevant expenses or the permanence of staff recall. This email campaign is referenced in Appendix B.

6. Sport User Group Considerations

Many Local Sport Organizations (LSO) hope to resume operations in a timely manner as facilities start to re-open. A condition of gaining access to restart is that the LSO's need to have authorized COVID-19 Restart Plans approved by their respective federal and provincial sport organizations (PSO). This includes ensuring that the appropriate insurance provisions are in place which will be required for rental agreements between TOL and the user groups.

viaSport as a coordinating provincial sport body in consultation with over 70 PSOs, and feedback from private and governmental groups has developed a document called *Return to Sport: Guidelines for BC*. In the guideline, the emphasis is on the importance of preparing a plan for safety measures to mitigate the risk for all.

The different phases will enable certain businesses and activities to open and operate within the current orders of the Provincial Health Officer (PHO). This is not a return to normal, but rather to a "new normal" which will require everyone to modify their behavior, stay informed, apply protective measures and follow public health advice. Restarting is not mandatory – each

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organization must assess and decide for itself whether and when it is appropriate to restart operations.

Prior to restarting, every organization must have an explicit plan for the measures they will implement and maintain over the coming 12 to 18 months. These plans must be in compliance with orders and guidance from the PHO, and must be made available to the public either by posting on the wall of the organization's facility or on its website.

With the reopening of fields to outdoor user groups in June 2020, much of the framework for user groups that is needed by TOL has been already prepared, and as TOL works to provide access to LSOs for indoor facilities, such as arenas and pools, a similar process will be implemented.

Interdivisional Implications:

The maintenance and cleaning of recreation facilities is administered by the Facilities Maintenance staff within the Engineering Division. Both divisions work closely to coordinate hours of operation, and operating procedures, to ensure smooth operations. Under COVID-19 reopening protocols, this good communication and collaboration would continue in order to ensure all safety measures are being implemented and met.

Financial Implications:

The reopening of recreation facilities and services has financial repercussions. Recreation's approach to reopening is in line with the broader TOL approach that a series of short term and provisional plans to moderate any budgeted shortfalls will be more beneficial to the long term fiscal health of TOL than proceeding with spending in an unbudgeted deficit position in 2020 that would take a lengthy time to recover from. Additionally, given that the COVID-19 pandemic will likely impact the Townships budgets in 2021, fiscal responsibility in 2020 is particularly important to a strong and sustainable recovery of TOL Recreation in future years.

Under normal operations, many of the recreation programs and services offered at TOL facilities are a net operating expense to the TOL with a portion of costs recovered through fees and charges. The closure of facilities and disruption of many programs and services resulted in a considerable reduction in revenues that is an estimated \$7.9M to the end of 2020. Many staff associated with the direct delivery of these services have been laid off in conjunction with the closing of facilities and programs which when combined with other reduced expenses allows for cost savings that offset the revenue reduction. If facilities were to remain closed to the end of the year, the estimated net budget variance to the end of 2020 is neutral.

The following financial factors must be considered in reopening facilities and services:

- **Lower Revenues:**

Revenues are expected to be below normal levels because of factors such as: potential lower demand, facility load limits due to physical distancing, limiting class sizes, and limited operating hours.

- **Additional Costs:**

In renewing services, modifications will be necessary to ensure the safety of guests and staff. These modifications mean additional costs both one-time and ongoing. Items for consideration include: additional cleaning staff time, increased cleaning supplies, new and additional personal protective equipment and first aid supplies, and installation of

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barriers. As an example from other areas already operating, library cleaning costs are projected to increase by \$72,000 to approximately \$185,000 by the end of 2020.

- **Staff Recall:**

The reopening of facilities and resumption of services will require recalling staff and incurring the committed cost of doing so, including providing enhanced training in COVID-19 workplace safety. Of additional consideration is the availability and desire of staff to return to work or not work based on receiving other financial assistance (CERB).

It is estimated that Stage 3 renewal of recreation services, as described in the aforementioned, would require an additional \$1.23M to implement.

In Stage 4 the expanded services with further reopening would be proportional to the services that were activated. Any further increases to services would be evaluated at the end of October 2020 and further approvals sought from Council. Any further opening past 2020 would be budgeted for in 2021 forward.

In Stage 5, which would come at the official end of the pandemic, full opening would be in effect and the “new normal” of operating, services and budget would be considered, in future year’s budgets.

While the financial management is one key aspect to consider in reopening, it is also important to remember the investment these moneys bring in the context of the public health benefits of providing community recreation services and the broader expectation of providing access to these services to the public.

Optional Recommendations/Alternatives:

The gathering of new information continues to evolve with best practices from other municipalities who have opened specific services. As with the ever changing information on the pandemic, various alternatives for reopening are also present. As described in the body of the document, Stage 3 is the next series of openings presented to Council for consideration. Other alternatives are also considered below.

- **Remain Closed:**

The COVID-19 pandemic has been unpredictable, and health authorities anticipate a 2nd wave of infections for the fall during regular flu season as a possibility. With that in mind, this alternative would mean keeping recreation facilities and services closed to the end of 2020. The obvious drawback is options for health and wellness for TOL community members would be limited to TOL parks, playgrounds and splash parks, private recreation facilities or neighbouring recreation services. Fiscally, the benefit to remaining closed to the end of 2020 relates to these short term measures furthering the sustainable long term recovery of services.

- **Revenue Positive/ Expense Neutral Opening Strategy:**

As alluded to previously, under normal operating conditions, many of the recreation programs and services traditionally offered at TOL facilities are a net operating expense to the TOL with a portion of costs recovered through fees and charges. One strategy is that only services and facilities that are revenue positive would initially be opened. Part of the limitations of fully taking this approach is that this would on the interim drastically reduce the options and access for a large portion of TOL residents, with only areas such as arenas and meeting spaces for rentals being open.

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- **Alternate Stage 3 Opening Strategy:**

An alternate strategy, should Council wish to take a more moderate approach to the Stage 3 openings would be a balance between the goal of strategically opening low safety risk, revenue positive, and lower expense areas first with gradual addition of other services. This would mean offering a significantly more limited variety of recreation services initially. For example, this strategy could mean staggered openings starting in September and October as indicated below:

- Open GPC Arena for ice rental groups in early September (~\$23,500 Income)
- Open ACUCC Arena for ice rental groups in early September (~\$23,500 Income)
- Open GPC Curling Rinks for rental groups starting October (~\$4,900 Expense)
- Open ACUCC Pool for pool rental groups starting September (~\$48,000 Expense)

The net expense for this series of openings would be approximately \$6,000 to the end of 2020. One of the drawbacks to this approach is that services community wide would initially be significantly reduced as well as more geographically limited to certain communities within TOL. The geographic limitations would be satisfied with subsequent staggered openings considered for the fall. A benefit of the staggered approach would be that the processes and protocols could be established on a smaller scale and rolled out to future site openings. Future openings would continue to consider clustering of activities to make optimal use of staff resources.

- **Full Services Opening Strategy:**

Should the desire be to reopen all facilities immediately, under full operating hours, various operational details would need to be strategized. Doing so would see a significantly increased staffing complement and longer lead time to implement. Due to required limiting capacity limits and reduced programming ratios, along with increased staff cleaning and supply costs, the estimated net expense is approximately \$4M for September to December 2020.

Conclusion

It is important that execution of the reopening plan is done in a methodic manner that ensures the health and safety of the public and staff and also is agile to respond to any changes in orders and directives from Provincial Health in order to manage and reduce the spread of COVID-19. With that in mind, the reopening plan must be viewed as an evolving document, subject to further revision as new information and best practices are discovered. Further reopening analysis will continue to be gathered and revisited in late October to present the next set of services and facilities recommendations for opening.

Respectfully submitted,

Rob Stare
DEPUTY DIRECTOR
for
PARKS AND RECREATION DIVISION

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

CONCURRENCES	
Division / Department	Name
Finance Division	K. Sinclair
Engineering Division	R. Seifi
Human Resources Division	S. Harvey-Renner

REOPENING OF RECREATION FACILITIES AND SERVICES

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APPENDIX A Guideline Resources

Province of BC

- [BC's Restart Plan](#)
 - <https://www2.gov.bc.ca/gov/content/safety/emergency-preparedness-response-recovery/covid-19-provincial-support/bc-restart-plan>
- [BC COVID-19 Go Forward Strategy](#)
 - https://www2.gov.bc.ca/assets/gov/health/about-bc-s-health-care-system/office-of-the-provincial-health-officer/covid-19/bc_covid-19_go-forward_management_strategy_web.pdf

Provincial Health Officer Orders

- [PHO Order COVID-19 Safety Plan](#)
 - https://www2.gov.bc.ca/assets/gov/health/about-bc-s-health-care-system/office-of-the-provincial-health-officer/covid-19/class_order_employers_covid-19_safety_plans_covid-19_may_14_final.pdf
- [PHO Order Mass Gatherings](#)
 - <https://www2.gov.bc.ca/assets/gov/health/about-bc-s-health-care-system/office-of-the-provincial-health-officer/reports-publications/covid-19-pho-class-order-mass-gatherings.pdf>

WorkSafe BC

- [COVID-19 Safety Plan](#)
 - <https://www.worksafebc.com/en/resources/health-safety/checklist/covid-19-safety-plan>
- [COVID-19 and returning to safe operation - Phases 2 & 3](#)
 - <https://www.worksafebc.com/en/about-us/covid-19-updates/covid-19-returning-safe-operation>
- [Sports and Recreation: Protocols for returning to Operation](#)
 - <https://www.worksafebc.com/en/about-us/covid-19-updates/covid-19-returning-safe-operation/sports-recreation>

Industry Guidelines

- [BCRPA- The Recreation & Parks Sector Guideline for Restarting Operations](#)
 - <https://www.bcrpa.bc.ca/media/242766/bcrpa-restarting-guidelines-final.pdf>
 - <https://www.bcrpa.bc.ca/media/245825/fha-coronavirus-pools-june-3-2020.pdf>
- [Key Principles for Swimming Pools](#)
 - <https://www.bcrpa.bc.ca/media/246689/key-principles-for-swimming-pools.pdf>
- [RFABC COVID-19 Considerations for Restarting Swimming Pool Operations](#)
 - <https://www.bcrpa.bc.ca/media/247654/bcrpa-rfabc-considerations-restarting-pool-operations.pdf>
- [BC Lifesaving Society Reopening Pools and Waterfronts](#)
 - https://www.lifesaving.bc.ca/Areas/Admin/Content/images/DashboardFilePdfUpload/DashboardFilePdf/Dashboard_4638627_Guidelines_for_Reopening_BC's_Pools_and_Waterfronts_-_May_19_2020.pdf
- [viaSport Return To Sport- Guidelines for BC](#)
 - <https://www.viasport.ca/sites/default/files/ReturntoSportGuidelines.pdf>
- [BC Hockey League- Return To Hockey](#)
 - <https://www.bchockey.net/Files/Return%20to%20Hockey%20Template%20for%20Members%20FINAL%20v10%202020-06-23.pdf>
- [Hockey Canada- Return to Hockey](#)
 - <https://hockeycanada.ca/en-ca/exclusive/return-to-hockey/plans>
- [Skate Canada- Return to Skating](#)
 - <https://skatecanada.ca/wp-content/uploads/2020/05/Return-to-Skating-Guidelines.pdf>
- [Curl BC- Return to Curling: A Guideline for BC Curling Centres](#)
 - <https://www.curlbc.ca/wp-content/uploads/2020/07/Return-to-Curling-Guide.pdf>

REOPENING OF RECREATION FACILITIES AND SERVICES

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APPENDIX B

CUPE BC: Reopen Public Rec Centres Messaging

https://www.betterservicesbettercommunities.ca/?fbclid=IwAR2eCPUS_x1V7Yh3v4Bb4UzbHF5iL7PR8alqOISeyEAJ4uVpDXWLNz_odm0#newmode



IT'S TIME TO REOPEN OUR PUBLIC REC CENTRES

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Goal: 500

Every day private gyms and recreation facilities are reopening yet our public facilities stay closed. Under the BC government's Restart Plan, recreation, aquatic (e.g. outdoor pools, splash pads) and other municipal services can safely reopen to serve the diverse needs of our families and communities.

If private sector businesses can adapt and operate to make profit, surely our public facilities can employ the same innovative measures to serve our community.

Join us and SEND A MESSAGE NOW to your Mayor and Council asking that our publicly funded municipal services safely reopen in time for summer.

First Name *

Last Name *

Email Address *

Postal Code *

Please enter a postal code to continue.

Dear [recipient name will go here],

I am writing to voice my support for the immediate safe restoration of recreation and aquatic services.

As popular, accessible and affordable gathering places in our communities, closing public parks, swimming pools and other public recreation facilities was key to slowing the spread of coronavirus. These critical public health measures have helped limit the harm of this pandemic across the province.

The BC Restart Plan includes recreation services as part of Phase II, meaning they could have safely reopened weeks ago. While publicly funded services remain closed, many private gyms, fitness centres and other for-profit recreation services are reopening with proper protective safety measures. If private sector businesses can adapt and operate to make profit, surely our public facilities can employ the same innovative measures to serve the community.

As summer begins, BC is safely reopening, and our community must adapt to ensure everyone has accessible and affordable recreation service options. We need more safe and protected services and programs in our public parks and recreation centres, and more public pools open for the summer.

Recreation in our community shouldn't be limited to those that can afford and access private, for-profit facilities and programs. Accordingly, I am asking that you reopen these important public services.

Sincerely,

[your name will go here]

[your email address will go here] [your location will go here]

ADD YOUR VOICE