

**HARBOUR POOL
CITY OF FORT SASKATCHEWAN
AQUATIC SAFETY AUDIT
FEBRUARY 11-12, 2018**



**REPORT
OCTOBER 16, 2018**



LIFESAVING SOCIETY
The Lifeguarding Experts



LIFESAVING SOCIETY®

The Lifeguarding Experts

HARBOUR POOL, CITY OF FORT SASKATCHEWAN.

AQUATIC SAFETY AUDIT

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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

CITY OF FORT SASKATCHEWAN HARBOUR POOL



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 1886. 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 could 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 Alberta and Northwest Territories residents 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

Aquatic Safety Audit AUDIT REPORT

Auditor The Lifesaving Society was represented by Kelly Carter, Executive Director as Chief Auditor; and Christina Palech, Strategies and Partnerships Manager. The Lifesaving Society has extensive experience in aquatics and facility evaluation.

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

Audit Components The auditors followed a process that included:

- On-site safety inspection of the indoor 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 February 11-12, 2018. 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
- Previous 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 draft 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
- Lifeguard 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 TWO (2) observations to warrant Priority Concern status.
 - Pool Lighting – At the time of the audit it was noted that pool lighting levels did not meet the Alberta Building Code requirement of 215 lux as measured by the aquatic safety auditors at both the surface of the pool(s) and areas around the pool deck. Inadequate lighting levels can significantly impact the lifeguard surveillance system affecting the lifeguards' ability to see through the water column. This may result in increased time for a lifeguard to identify a person in distress below the water's surface
 - Lifeguard Surveillance System - At the time of the audit the auditors observed that the existing Lifeguard Surveillance system was not effective. There was a time when bathers were present in all areas of the aquatic facility and only one lifeguard was present on the pool deck. It is the opinion of the auditors that with the complex design of this facility and sightline challenges it would not be recommended to have only one lifeguard on the pool deck providing surveillance during recreational swim times (Public Aquatic Facility Safety Standards). It is recommended that the safety and supervision plan be reviewed and updated, and that a minimum of two (2) lifeguards be stationed around the pool to provide surveillance during recreational swims. The number of lifeguards may need to increase further based off bather load, activity, risk, and lifeguard comfort. Every facility is required to have a safety and supervision plan (Alberta Health Public Pool Standards). There is no location in this pool where one lifeguard is able to see all areas of water at all times. With only one lifeguard positioned on the pool deck there are sections of the water that are not checked for extended periods of time

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

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 **Eight (8)** 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 five 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." The report does not address items that are noted by auditors as satisfactory or exceptional.

Based on the information and materials supplied to the Lifesaving Society and the inspection of the aquatic facility on February 11-12, 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 - **BELOW** 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 inadequate lighting levels were identified as a priority concern.

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.

2. 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.

3. Aquatic Safety Audit

It is recommended all facilities have 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 Primary 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 it is unclear if all outlets in the male change rooms are GFI protected (Appendix A - photo 8, 12). It is recommended that management consult with an electrician to check, label and if necessary, replace all non-compliant outlets (Canadian Electrical Code sec. 68-068). If outlets are not GFI protected there is an increased chance of electrical shock.

At the time of the audit it was noted that the lifeguard pathways are not consistently followed by staff. It is recommended that the Safety and Supervision plan be posted in an accessible location and that staff are trained. (AB - Pool Standards 10.1 f.). It is important that staff understand the expectation for the lifeguard pathway from each lifeguard position.

At the time of the audit it was noted that the carbon dioxide leak alarm system was not functioning (Appendix A - photo 33, 36) It is recommended that this system be repaired in order to ensure staff and patron safety in the event of a leak.

Secondary Recommendations

No Secondary Concerns.

Lifeguard Systems

Section 6

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

Priority Concerns

At the time of the audit the auditors observed that the existing Lifeguard Surveillance system was not effective. There was a time when bathers were present in all areas of the aquatic facility and only one lifeguard was present on the pool deck. It is the opinion of the auditors that with the complex design of this facility and sightline challenges it would not be recommended to have only one lifeguard on the pool deck providing surveillance during recreational swim times (Public Aquatic Facility Safety Standards). It is recommended that the safety and supervision plan be reviewed and updated, and that a minimum of two (2) lifeguards be stationed around the pool to provide surveillance during recreational swims. The number of lifeguards may need to increase further based off bather load, activity, risk, and lifeguard comfort. Every facility is required to have a safety and supervision plan (Alberta Health Public Pool Standards). There is no location in this pool where one lifeguard is able to see all areas of water at all times. With only one lifeguard positioned on the pool deck there are sections of the water that are not checked for extended periods of time.

Primary Recommendations

At the time of the audit it was noted that some of the lifeguards were not able to maintain their scan and did not move to cover the blind spots. It is recommended that management reinforce the importance of head movement while scanning and how to maintain surveillance while walking the lifeguard patrol pathway through mentorship, performance feedback and in-service training. Maintaining continuous surveillance of the area of responsibility is the primary task for a lifeguard (National Lifeguard Standard). An option to consider would be to have lifeguard supervisors take SEE Auditor training.

At the time of the audit it was noted that personal breaks are not consistently included in the staff schedule. It is recommended that lifeguards have a personal break while on duty for more than four (4) hours (Alberta Occupational Health and Safety Standards). Lifeguarding is a vigilance task and all efforts must be made to minimize distractions and to keep the lifeguard alert and focussed on their primary duty of supervision.

Secondary Recommendations

At the time of the audit it was noted that there was one insulated rescue pole available on the pool deck (Appendix A - Photo 18). It is recommended that management look at the strategic placement of rescue aids on the pool deck and place at least two (2) non-conductive reaching poles 3 metres long near the pool (Public Aquatic Facility Safety Standards). Placing additional rescue poles near high risk areas can assist with a quick rescue response. Additional rescue aids 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 head first entries were permitted off of the slide where the water was less than 2.5m deep (Appendix A - photo 15, 16). It is recommended that head first entries and diving is restricted to areas where the water is a minimum of 2.5m. The minimum safe water depth for diving entries off the side of a pool is 2.5m. Entries into water less than 2.5m deep should be feet first (Public Aquatic Facility Safety Standards). Preventing diving in shallow water may reduce the chance of diving related injury.

At the time of the audit it was noted that "NO Diving" signage was absent from the whirlpools and shallow pool areas (Appendix A - photo 19, 24, 25, 28). It is recommended that signage be installed around all pools to indicate the locations where diving is prohibited and permitted (Alberta Pool Standards July 2014 sec 11.2.7). Clearly identifying the location of diving and no diving areas may help to reduce the chance of diving related injury.

At the time of the audit it was noted that the admission requirement for children under 8 years old is confusing (Appendix A - Photo 4). It is recommended that the signage is updated to simplify the caregiver requirements for patrons under 8 years old. It is important that admission requirements are clear.

Secondary Recommendations

At the time of the audit it was noted that the pool rule signs are in English and some do not include symbols (Appendix A - photo 2, 4). It is recommended that management develop an Education Plan that addresses the use of pictorial information (Alberta Pool Standards July 2014 11.1.2). It is important that signage can be easily understood by all patrons.

At the time of the audit it was noted that education for bathers who should wear protective, water-resistant swimwear is absent. It is recommended that an education plan is implemented as per the Alberta Pool Standards July 2014 (11.1). It is important that those who are incontinent wear appropriate protective swimwear to prevent pool contamination. Options may include publishing brochures, including information in the program guide and educating parents during program times. It is noted that the requirement for children under 36 months to wear a swim diaper is present on the Aquatic Centre Guidelines sign.

At the time of the audit it was noted that the restriction of glass containers on deck was absent on pool signage (Appendix A - Photo 3,). It is recommended that an education plan is implemented as per the Alberta Pool Standards July 2014 (11.1).

Facility and Equipment

Section 8

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

Priority Concerns

At the time of the audit it was noted that pool lighting levels did not meet the Alberta Building Code requirement of 215 lux in many areas (Alberta Building Code 2014 section 7.2.3.20). Inadequate lighting levels can significantly impact the lifeguard surveillance system affecting the lifeguards' ability to see through the water column. This may result in increased time for a lifeguard to identify a person in distress below the water's surface. There are multiple ways for the facility to address this concern. In the short term options for managing this risk could include temporary lighting, increased number of lifeguards, or increased patrols in areas of concern. Long term solutions could include working with a professional engineer to assess and enhance lighting at the facility to meet or exceed the minimum required 215 lux. (Pool Lighting - Appendix B).

Primary Recommendations

At the time of the audit it was noted that there are gaps between the ladders and the wave machine grates that present an entrapment hazard. It is recommended that access to this gap be restricted by a barrier (Alberta Building Code 2014 section 7.2.3.3), (Appendix A - photo 23). A swimming pool may not contain any means of entanglement that might cause the submerged entrapment of a bather.

At the time of the audit it was noted that some of the inlet covers in the pool basins were missing. It is recommended that these covers are secured and that a practice is put in place to regularly inspect all inlets, drain covers and vacuum plugs in the pool basins (Alberta Pool Standards July 2014 Sec 9.5). Regular inspections document that anti-entrapment devices are in place and working.

At the time of the audit it was noted that some of the inlet covers and drain covers in the main pool basins were missing screws and that one was cracked (Appendix A - photo 20, 21). It is recommended that these covers are secured and in good repair. It is also recommended that a practice is put in place to regularly inspect all inlets, drain covers and vacuum plugs in the pool basins (Alberta Pool Standards July 2014 Sec 9.5). Regular inspections document that anti-entrapment devices are in place and working.

At the time of the audit it was noted that there were blue tiles on the bottom of the hot tub (Appendix A - photo 26). It is recommended that management plan and budget in their facility maintenance life cycle to install uniform white pool tiles (Alberta Building Code 2014 section 7.2.3.4). Darker pool tiles have demonstrated a significant impact on the ability to identify an object on the bottom of the pool. This could result in a delay in lifeguard recognition of a submerged victim.

At the time of the audit it was noted that the tot docks being used at the facility do not have nets preventing the entrapment of swimmers below the structures (Appendix A - photo 27). It is recommended that nets or other barriers be installed to reduce the chance of entrapment.

Secondary Recommendations

At the time of the audit it was noted that there are no guard rails around the back of the springboard (Appendix A - photo 17). This may present a hazard for diving board users. It is recommended that management consider the fall hazard potential of the diving boards and consider options such as installing guard rails on all sides of the board. Guard rails may reduce the chance of injury for bathers accessing the diving boards.

At the time of the audit it was noted that there are a number of uneven tiles in the main pool. It is recommended that these tiles be repaired or replaced. Replacing damaged tiles can help to prevent bather and staff injuries.

At the time of the audit it was identified that there was a bolt cover missing on the spray feature. It is recommended that these protrusions be covered to prevent injuries to bathers.

At the time of the audit it was noted that there is no barrier delineating where patrons exit the waterslide. It is recommended that the area where patrons enter the water from the waterslide be marked by a rope in order to prevent bathers from swimming in this area while the slide is in operation.

Audit Photos

Appendix A

Aquatic Safety Audit AUDIT REPORT



Photo 1: Admission Desk

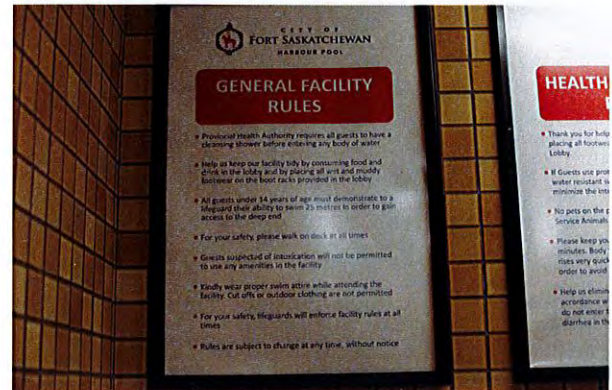


Photo 2: Signage - Facility Rules



Photo 3: Signage - Facility Rules



Photo 4: Signage - Facility Rules



Photo 5: Male Change Room



Photo 6: Male Change Room



Photo 7: Male Change Room

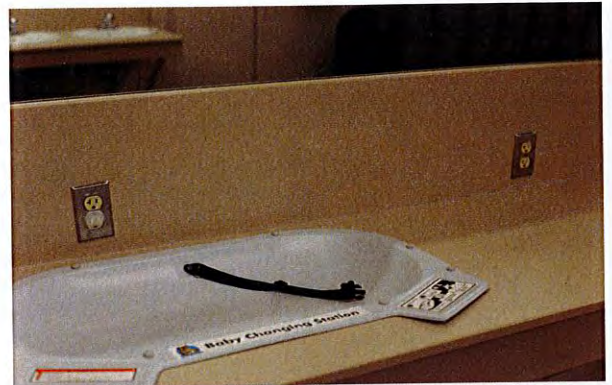


Photo 8: Male Change Room - Electrical Outlets



Photo 9: Female Change Room



Photo 10: Female Change Room



Photo 11: Female Change Room - Electrical Outlets



Photo 12: Female Change Room - Electrical Outlets



Photo 13: Pool Deck - Emergency Equipment



Photo 14: Pool Deck - Signage and Storage

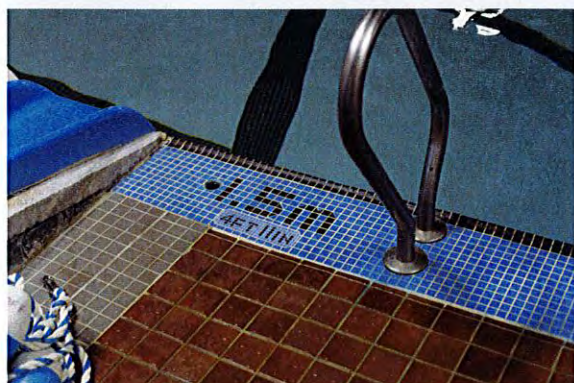


Photo 15: Pool Deck - Depth Signage



Photo 16: Pool Deck - Signage



Photo 17: Pool Deck - Diving Board Railing



Photo 18: Pool Deck - Reaching Pole



Photo 19: Pool Deck

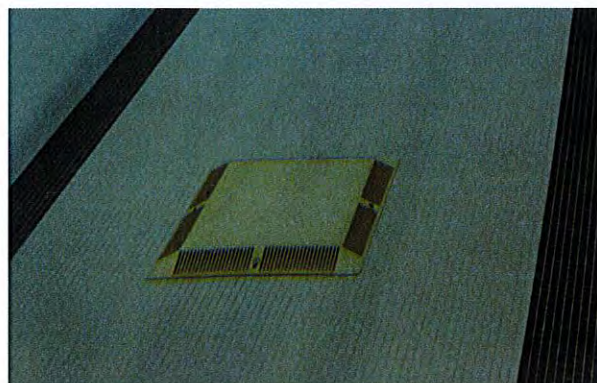


Photo 20: Pool Basin - Entrapment Cover

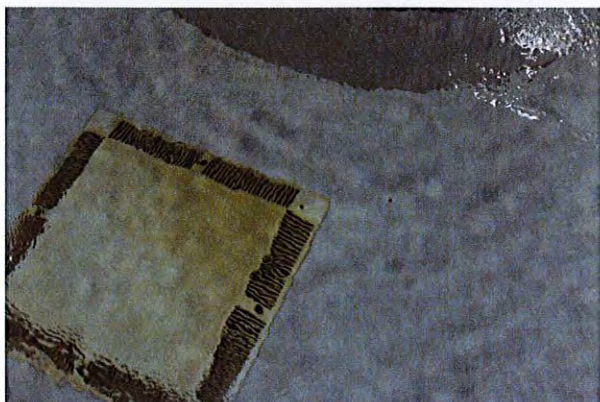


Photo 21: Pool Basin - Entrapment Cover

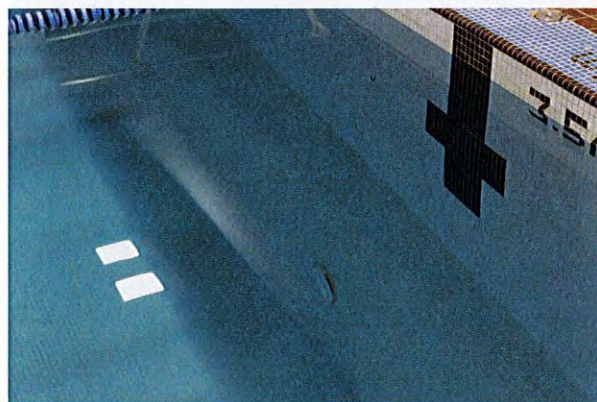


Photo 22: Pool Basin - Entrapment Cover

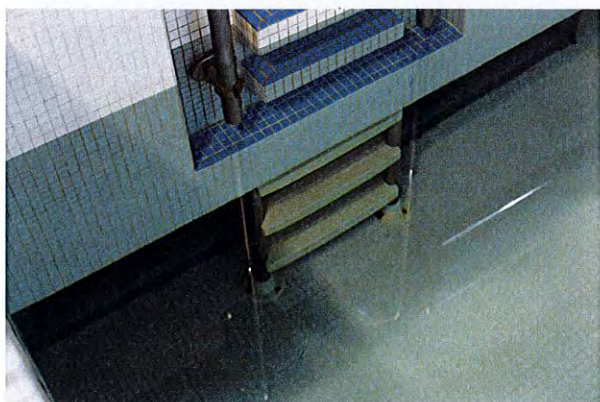


Photo 23: Pool Basin - Ladder



Photo 24: Pool Basin - Signage



Photo 25: Pool Basin - Signage



Photo 26: Pool Basin - Entrapment Cover



Photo 27: Pool Deck - Equipment

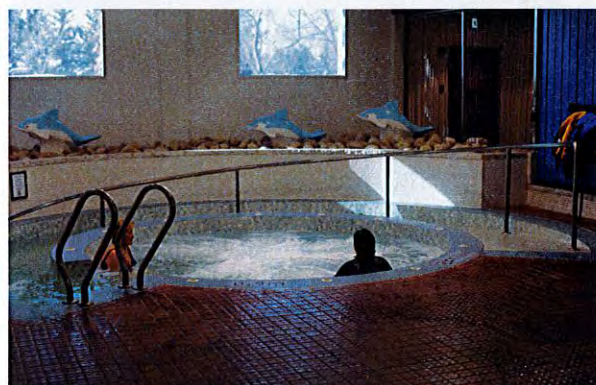


Photo 28: Pool Deck



Photo 29: Equipment Storage



Photo 30: Equipment Storage



Photo 31: Equipment Storage



Photo 32: Chemical Storage



Photo 33: Carbon Dioxide Alarm



Photo 34: Chemical Storage



Photo 35: Carbon Dioxide Tanks

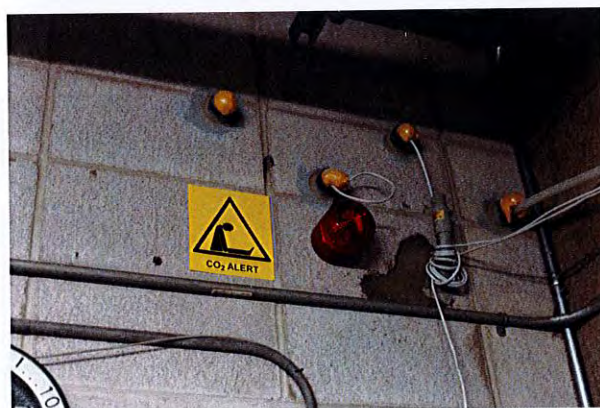


Photo 36: Carbon Dioxide Alarm



Photo 37: Filter Room



Photo 38: Filter Room

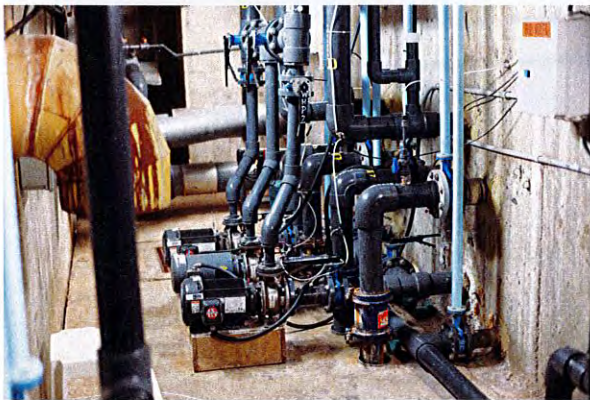


Photo 39: Filter Room

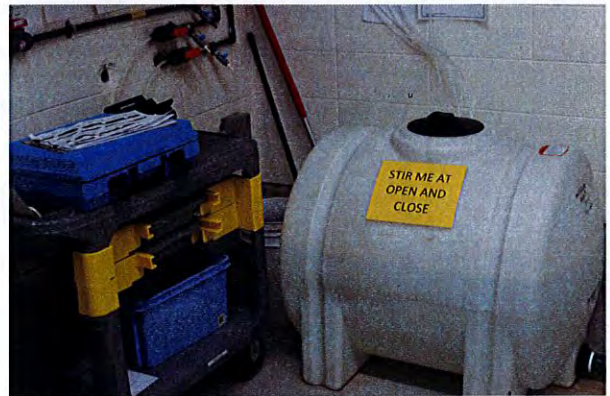


Photo 40: Chemical Storage

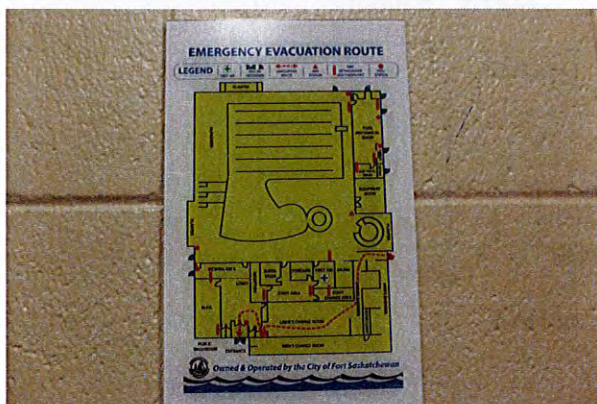


Photo 41: Signage

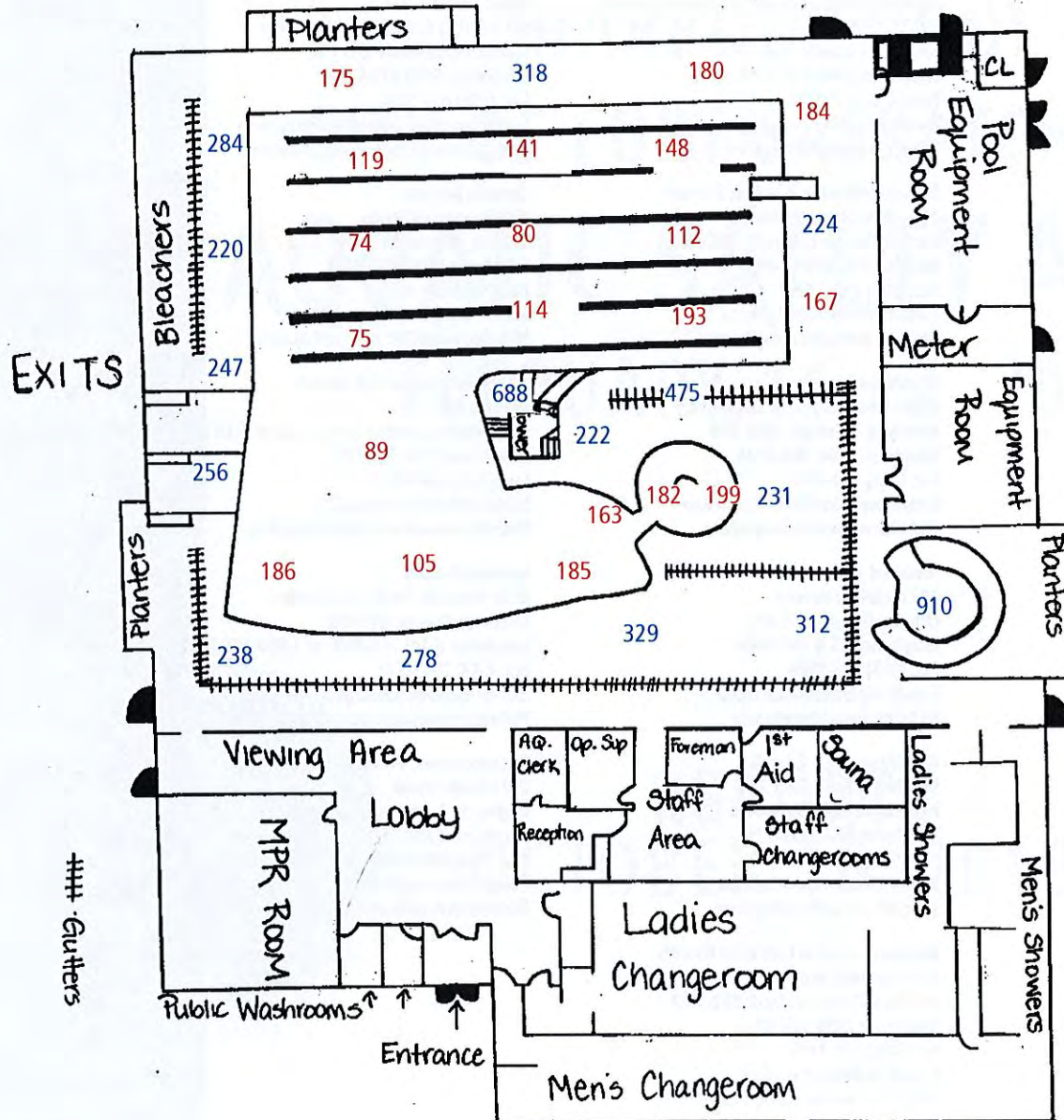


Photo 42: Filter Room

Light Levels

Appendix B

The map below includes lighting level measurements for the pool area at deck level. All lights were functioning at the time of the audit.



Publications of the Lifesaving Society are available from any Branch office. Inquiries from outside Canada should be directed to the National Office.

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