



CITY OF OREGON CITY PARKS AND RECREATION ADVISORY COMMITTEE AGENDA

City Hall Mt. Hood Room, 625 Center St., Oregon City, OR 97045
Thursday, April 23, 2026 at 6:00 PM

Ways to participate in this public meeting:

- Attend in person, location listed above. Please see the public comment guidelines below.
- Attend the livestream of the meeting on the City's YouTube Channel:

<https://www.youtube.com/user/CityofOregonCity>

- Register to provide electronic testimony (email kbuth@orccity.org or call 503-496-1511 by 3:00 PM on the day of the meeting to register)
 - Email kbuth@orccity.org (deadline to submit written testimony via email is 3:00 PM on the day of the meeting)
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1. CALL TO ORDER AND ROLL CALL

2. PUBLIC COMMENTS

Please see the public comment guidelines below.

3. APPROVAL OF MINUTES

- a. March 26th, 2026 - PRAC Meeting Minutes

4. PRESENTATIONS

- a. Swimming Pool Operational Assessment

5. GENERAL BUSINESS

- a. Water Safety
- b. Clackamette Park Plan Update
- c. General Project Updates

6. MEMBER REPORTS

7. NEXT SCHEDULED MEETING - MAY 28, 2026

8. ADJOURNMENT

PUBLIC COMMENT GUIDELINES

Complete a Comment Card prior to the meeting and submit it to the clerk. When the Chair calls your name, proceed to the speaker table, and state your name and city of residence. Each speaker is given 3 minutes to speak. As a general practice, the committee does not engage in discussion with those making comments. Complaints shall be addressed at the department level prior to addressing the committee.

ADA NOTICE

The location is ADA accessible. Hearing devices may be requested from the City Recorder prior to the meeting. Individuals requiring other assistance must make their request known 48 hours preceding the meeting by contacting the City Recorder's Office at 503-657-0891.

Agenda Posted at City Hall, Pioneer Community Center, Library, City Website.

Video Streaming & Broadcasts: The meeting is streamed live on the [Oregon City's website](#) and available on demand following the meeting. The meeting can be viewed on Willamette Falls Television channel 28 for Oregon City area residents as a rebroadcast. Please contact WFMC at 503-650-0275 for a programming schedule.

Parks and Recreation Advisory Committee

Meeting minutes

March 26th @ 6:00 pm

Mt. Hood Room – City Hall

Call to Order and Roll Call

The Parks and Recreation Advisory Committee meeting was called to order at 6:00 PM on Thursday, March 26th, 2026. Roll call was conducted by Kori Buth with the following members present: Karen Buehrig, Tim Lainhart, Erin McClellan, Kevin Cayson, Emily Lisborg (online), and Melissa Deyoe (online).

Public Comments

No public comments were received.

Approval of Minutes

Motion: Erin McClellan moved to approve the minutes from January 22nd and February 26th, 2026.

Karen Buehrig seconded the motion. The motion passed unanimously by roll call vote.

Public Works ADA Transition Plan

Assistant City Manager, Alex Troutman, and Assistant City Engineer, Josh Wheeler, presented the ADA Transition Plan for the public right of way. They explained that an ADA Transition Plan is a Master Plan that evaluates ADA services, policies, and practices while prioritizing implementation of upgrades over time. The plan is required under the Americans with Disabilities Act of 1990 for public entities with 50 or more employees.

The presentation focused specifically on the public right of way portion, which covers items adjacent to parks and other areas. The City has 3,368 ramps total, with 3,026 in the City's right of way. Nearly 60% of inspected ramps are noncompliant, with an estimated 1,800 requiring reconstruction. Inspections proceed at about 20 per month, which will take approximately 7 years to complete assessment of all ramps.

Josh explained the prioritization system based on federal law: state and local government public uses are priority one, central community services are priority two, and single family neighborhoods are priority three. Each ramp reconstruction costs approximately \$10,000 plus design costs, allowing the City to complete only 10-20 ramps annually. Based on current funding levels of \$100,000-\$200,000 per year, it would take nearly 90 years to achieve full compliance.

Karen Buehrig asked whether the 10-20 annual ramps were separate from those completed through other PMUF projects. Josh clarified that most ramps are done through the pavement maintenance program, with additional ramps completed through private development and capital improvement projects.

Karen also inquired about setting aside dedicated funding specifically for priority-driven ramp improvements. Josh indicated this question would likely be raised during City Commission adoption meetings.

Tim Lainhart asked about coordination with parks projects, and Alex noted that a City-wide transition plan is being developed through an upcoming RFP process that will examine all City departments and programs more comprehensively.

Introduction of Management Team

Tom Kissinger introduced the management team members present at the meeting.

Cecily Rose, Social Service and Community Center Manager, reported that the Pioneer Center is in its closure week for maintenance projects, including new ADA-compliant slider doors funded by a Metro enhancement grant. In the past year, the center provided 47,753 meals, with over 38,000 through the Meals on Wheels program serving both Oregon City and West Linn residents. The transportation program provided nearly 7,000 one-way rides using four vehicles and three drivers. The Center averages 4,500 documented visits monthly and offers various programs including line dancing, bingo, and fall prevention classes. Cecily manages 12 additional staff members and oversees City events including Fall Fest, Fourth of July, and Concerts in the Park.

Melissa Sebastian, Aquatic and Recreation Manager, has worked at the swimming pool for nearly 20 years. The facility operates six days a week from 5-6 AM to 8-9 PM, serving four swim teams and hosting recent swim meets where world records were broken by participants in their swim lesson programs. The department focuses heavily on swim lessons as drowning remains a leading cause of death for ages 0-18. They recently added a full-time aquatic program coordinator to expand teen and adult swim lessons. The recreation side offers fitness classes, camps, and junior camp counselor programs. The Frances Ermatinger House provides historical programming, with field trips serving over 1,000 children in the past two years, plus special events and tours throughout the year.

Brandon Watt, Parks and Cemetery Manager, oversees two cemeteries (Straight Cemetery and Mountain View) with dedicated cemetery grounds staff and office staff for bookings and family meetings. The Parks maintenance team of six staff members maintain 35 parks, handling mowing, trimming, ball field renovations, and general landscape maintenance while assisting other departments with event setup and support.

Committee members expressed appreciation for the comprehensive services provided by all three departments, noting the impressive numbers served and the community-building aspects of the programs.

New Parks & Recreation Guide Introduction

Tom announced the development of Oregon City's first Parks and Recreation Guide, replacing the parks content previously included in the quarterly Trail News publication. The guide will be published three times annually: a summer edition, a fall edition, and a combined spring/winter edition. The inaugural summer edition will be mailed in April to all addresses that previously received the quarterly Trail News.

Tom presented a draft mascot called "Scout the Squirrel," representing the City's squirrel population. The mascot is part of a broader effort to establish a unique Parks and Recreation brand identity. When asked about the mascot's role, Tom jokingly noted he may be the one to wear any future mascot costume.

The guide will include a Director's message, project updates, contact information for PRAC members directing inquiries through staff, and program information. A digital version will be

available on the website with archived editions. Erin McClellan suggested future editions could include PRAC member profiles or welcome letters. Tom confirmed this would be an iterative process with improvements in each edition.

Erin also asked about multiple language availability. Tom indicated this is desired for the future but current budget constraints limit the initial edition to English only.

Emerald Ash Borer Plan Review

Tom provided an update on the Emerald Ash Borer response plan, noting they have been working with Oregon Department of Forestry to acquire free tree plotter software for inventory and cost calculation. The first data set has been uploaded to ODF and will soon be publicly viewable on the tree plotter website, including all previously surveyed trees from Parks, Public Works, and Planning department data.

Tim Lainhart asked about the plan's end goal and timeline. Tom explained they are developing a response and mitigation plan covering all City departments that manage trees. This will include modifying planting lists to avoid new ash trees, response plans for at-risk trees, potential permit exemptions for ash tree removal, and replanting strategies to offset canopy loss. The main strategy is SLAM (Slow Ash Mortality) to spread die-off over time rather than experiencing sudden mass tree loss.

Kevin Cayson, drawing from previous experience with EAB, confirmed that all ash trees will eventually be lost and asked about current mitigation efforts. Tom indicated proactive removal is being considered but is currently limited by tree code requirements to demonstrate tree death before removal. Code updates may be proposed through this plan.

Emily Lisborg added information about treatment costs, toxicity concerns, and funding opportunities through FEMA for documented canopy loss mitigation. She also noted that emerald ash borer targets olive trees as well.

Emily mentioned coordination with the Natural Resources Committee on educational content for Trail News about EAB identification and reporting.

Bee City USA Policy Review

Tom noted this item continues from the previous month's discussion without new information to present. The goal is to achieve Bee City USA certification within the current biennium (by June 30, 2027) as a Commission goal. Tom scheduled individual meetings with Emily Lisborg to incorporate her previous comments and invited other members to schedule similar discussions.

Tom emphasized the need to identify sites for pollinator habitat projects, noting many potential areas were identified through the Community Choice Grants Program. Emily suggested prioritizing locations with existing irrigation infrastructure to reduce operational costs and support plant establishment.

Aquatics & EOT Conceptual Planning Update

Tom explained that both project components have begun with initial meetings and are developing community engagement plans. To maintain project timelines, staff requested that PRAC designate one member to represent the committee when reviewing smaller deliverables that don't warrant full presentations but require timely feedback.

Tim Lainhart asked about time commitment and duration. Tom estimated this would involve reading documents and providing feedback approximately every six weeks for about 30 minutes, lasting the project's estimated one-year duration. The role would primarily involve email or document sharing, with occasional meeting invitations during daytime hours for focus groups or similar activities.

Erin McClellan sought clarification on whether this representative would provide final decisions or guidance to keep the project team on track before bringing larger packages back to the full committee. Tom confirmed it was the latter - helping ensure proper direction while major decisions would still involve the full PRAC.

Motion: Tim Lainhart nominated Erin McClellan to serve as the PRAC representative for the Aquatics and EOT conceptual planning process. Kevin Cayson seconded the nomination. The motion passed unanimously by roll call vote.

Tom provided updates on recent facility tours including Lake Oswego Recreation and Aquatic Center, Conestoga Recreation Center, and Southeast Community Center in Portland, plus their own Pool facility. Common themes included the need for more storage, flexible classroom space, and consideration of building flow and entry points. Melissa Sebastian emphasized the importance of having two bodies of water for different programming needs and water temperatures. The tours highlighted various amenities and operational considerations for future planning.

Cecily Rose noted her participation in the tours from the perspective of adult fitness programming needs, observing space sizes, equipment storage solutions, and locker facilities. Kevin Cayson cautioned about fitness equipment operations, noting consultants often advise against departments operating fitness equipment due to poor return on investment and maintenance costs.

Tom clarified that the project focuses on program development first, with facility design following program needs. The goal is to understand community desires and associated costs, likely resulting in two conceptual options: a modernized version of current facilities or a larger recreation and aquatics center similar to Lake Oswego or Conestoga.

Peace Pole Project Update

Tom added an unscheduled item regarding a request from the local Rotary chapter to install a peace pole at Library Park. Leah Sundquist from Rotary Club of Oregon City explained that peace poles display "May Peace Prevail" in multiple languages, including Chinuk Wawa with Grand Ronde tribal permission. The pole requires minimal maintenance and would include a QR code linking to a worldwide peace pole registry.

The proposed location is outside the library entrance, requiring moving an existing bench and extending the sidewalk. The library staff supports the project, and the area has security camera coverage. Rotary would fund the pole and installation, requesting a small plaque or sticker acknowledging their donation.

Kevin Cayson noted experience with occasional vandalism of similar installations but indicated support. Brandon Watt confirmed the site would work well with minor modifications. Tom noted this would be handled at the staff level through a Memorandum of Understanding with standard City property rights protections.

Tom also provided updates on other projects, including Park Place Park's \$200,000 improvement budget with ongoing Neighborhood Association meetings and a survey currently available on the City website. The Wesley Lynn dog park project has been approved with

contracts in place, anticipating substantial completion by fall 2026. The Chapin playground update showed community preference for the barn design option at the recent Gaffney Lane Neighborhood Association meeting.

Erin McClellan asked about the possibility of adding the Neighborhood Association meeting times/dates as calendar reminders for PRAC members.

Member Reports

Tim Lainhart reported attending several swim meets at the pool and noted excellent cleanliness and maintenance across multiple parks over the past six months, particularly given the dry winter conditions.

Erin McClellan praised the continued improvement in social media engagement and content quality, noting increased positivity and better copywriting generating more community engagement.

Karen Buehrig participated in the tree planting event at Hillandale Park, noting good community attendance and ongoing appreciation for the Lautorette's basketball courts, which attract diverse groups of young people throughout the day.

Next Scheduled Meeting - April 23rd, 2026

The next Parks and Recreation Advisory Committee meeting is scheduled for April 23rd, 2026.

Adjournment

The meeting was adjourned about 7:45 pm.



Counsilman · Hunsaker
AQUATICS FOR LIFE

Operations Assessment

February 10, 2026

**Oregon City
Oregon City Swimming Pool
1211 Jackson St
Oregon City, OR 97045**

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Executive Summary

In October 2025, the City of Oregon City commissioned Counsilman-Hunsaker (CH) to perform an Aquatics Operational Analysis of the Oregon City Swimming Pool. Approaching its 60th year of operation, the facility is limited by its aging infrastructure and a small six-lane footprint. The objective of this engagement was to evaluate the facility's existing operations, market position, and financial sustainability to define a course of action that aligns with current and future community needs while maintaining fiscal responsibility.

A site visit was conducted on October 13th and 14th, where observations indicated a misalignment between the City's Master Plan priorities and the facility's actual performance. While the Master Plan designates Water Safety and Swim Lessons as a first priority, the current schedule allocates 12 hours, or 14% of weekly pool time to these programs. Conversely, lower priority activities, specifically Swim Teams and Rentals consume nearly 39% of the schedule. This gap widens between 3:00 PM and 6:00 PM where the Competitive Swim Team currently uses 12.5 hours of deep-water access, which is more than double the 6.0 hours allocated for Swim Lessons. The current scheduling structure suppresses the facility's financial potential and ability to serve the larger community in Oregon City. Furthermore, the assessment identified critical safety risks concerning the outdoor wading pool, which fails to meet current suction entrapment standards and depends on an obsolete shared filtration system.

CH recommended resolving these operational conflicts and maximizing the community benefit. The core recommendation is the implementation of Instructional Zones during the peak demand window of 4:00 PM to 6:00 PM, Monday through Thursday. By dedicating this block entirely to Swim Lessons and shifting Swim Team practices to the 6:00 PM to 8:00 PM window, the facility can accommodate significantly higher volumes of resident instruction without eliminating competitive team access. Additionally, the facility should capitalize on unused capacity by converting mid-day "Office Hours" into revenue-generating aquatic therapy or conditioning programs and expanding operations into Sundays for low-labor activities such as lap and recreational swimming. Expanding operations requires realigning the organizational structure by dedicating the Aquatics and Recreation Manager exclusively to aquatic operations and creating a half-time Aquatic Maintenance Technician position to ensure regulatory compliance.

Implementing these strategic priorities is projected to deliver immediate value by increasing total programming hours by 54%, pivoting the facility toward its most financially viable revenue streams. The proposed schedule increases total operational hours by 11 hours per week, largely through cost-effective Sunday access and the activation of midday gaps. By reallocating the 4:00 PM – 6:00 PM window to Swim Lesson instruction, the facility will not only correct the prioritization conflict but also maximize the highest-yield program to offset operational costs. Finally, to address the safety concerns of the wading pool, the City must choose to convert the area into a zero-depth spray pad, close the feature entirely to eliminate liability, or accept the safety risks associated with operating the current non-compliant system.

Facility Profile

Dimensions

Length: 25 meters (82 ft.)

Width: 42 ft.

Surface Area: 3,448 sq. ft.

Lane configuration: (6) 25-meter lanes

Depth: Sloping from 3'0" (shallow) to 12'0" (deep)

Programming

The core function of the facility is realized through a varied program schedule designed to accommodate a broad range of ages and user groups.

Structured and Unstructured Programming

Dedicated time blocks support lap swimming and general fitness classes, such as water walking or water aerobics. The facility also supports formalized swimming lessons instruction.

Recreational Activities

The pool is heavily used for recreational swimming and leisure use, often centering on the utilization of aquatic features and amenities, such as the diving board and the waterslide.

Rentals

Additional revenue streams are derived from rentals, typically involving use by local competitive swim teams for practice, as well as hosting special events or other rentals.

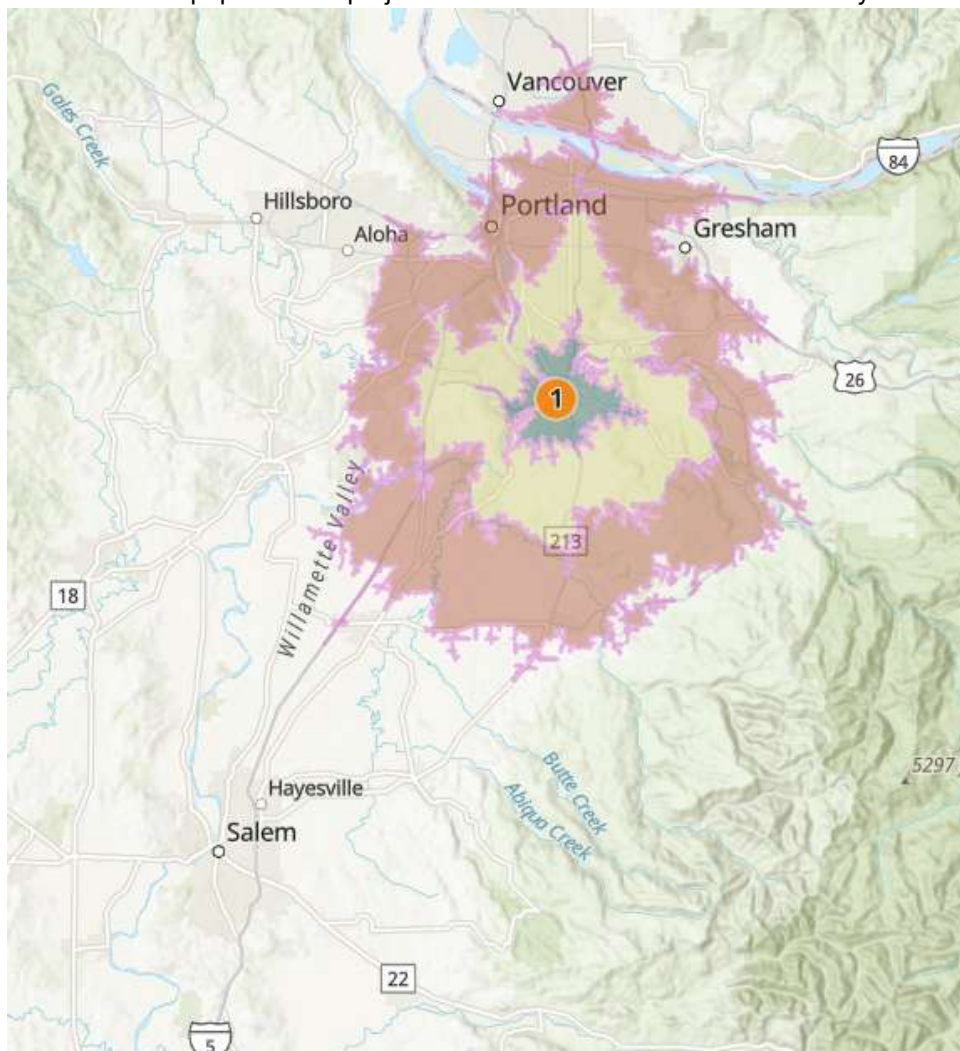
Market & Demographic Assessment

Market Definition and Demographic Context

The primary market area for the Oregon City Swimming Pool is defined as the area accessible within a 30-minute drive time from the facility. Factors that influence attendance and usage rates in this primary area include population trends, income levels, and the age distribution of residents. Understanding these demographic patterns is key to predicting demand for specific programs, such as youth swim lessons or senior water exercise classes.

Drive Times

The following chart presents a summary of market area population with drive time radiuses surrounding the Oregon City Swimming Pool. 2020 data was used to estimate the population for 2025 and to make projections for 2030. There are currently 189,000 people within a 15-minute drive time of the Swimming Pool, and the entire market population is projected to increase over the next several years.



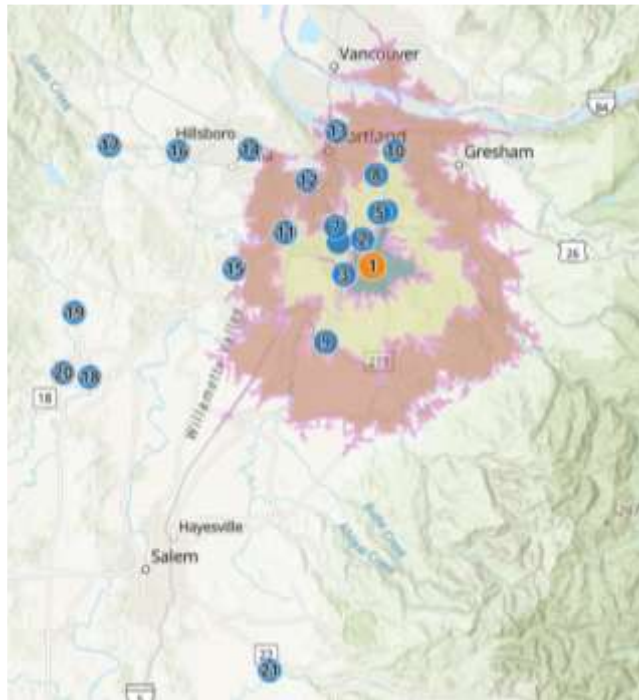
Oregon City, OR
MARKET AREA POPULATION BY DISTANCE

Radius	Population						Average Annual Change			
	Last Census		Current Year		5-Year Projection		5-Year		Current Year	
	Number (000's)	Percent of Total	Number (000's)	Percent of Total	Number (000's)	Percent of Total	Number (000's)	Percent Change	Number (000's)	Percent Change
0 to 5 Minutes	8.7	0.3%	8.6	0.3%	8.8	0.3%	0.0	-0.3%	0.0	0.3%
5-10 Minutes	64.7	2.3%	64.2	2.3%	65.2	2.3%	-0.1	-0.1%	0.2	0.3%
10-15 Minutes	116.4	4.2%	116.4	4.2%	118.9	4.1%	0.0	0.0%	0.5	0.4%
Subtotal	189.8	6.8%	189.3	6.8%	192.9	6.7%	-0.1	-0.1%	0.7	0.4%
15-30 Minutes	976.3	34.9%	964.8	34.7%	985.1	34.4%	-2.3	-0.2%	4.1	0.4%
30-60 Minutes	1,627.5	58.3%	1,627.5	58.5%	1,689.6	58.9%	0.0	0.0%	12.4	0.8%
Subtotal	2,603.8	93.2%	2,592.3	93.2%	2,674.6	93.3%	-2.3	-0.1%	16.5	0.6%
Total	2,793.6	100.0%	2,781.6	100.0%	2,867.5	100.0%	-2.4	-0.1%	17.2	0.6%
Oregon City, OR	37.5		37.0		37.4		-0.1	-0.3%	0.1	0.2%

Source: Alteryx

Competitive Landscape and Schedule Trends

The region has a high density of aquatic providers. We identified 21 facilities within a one-hour drive, with further analysis focusing on ten (10) facilities within a 30-minute drive time. Competitor scheduling analysis reveals a gap in the market during peak after-school hours.



Name	Legend
Oregon City Swimming Pool	1
Eastside Athletic Clubs Milwaukie Pool	2
Goldfish Swim School	3
Eastside Athletic Clubs Clackamas Pool	4
North Clackamas Aquatic Park	5
Skyline Ridge Pool	6
Lake Oswego Recreation and Aquatics Center	7
Mt. Scott Indoor Pool	8
Canby Swim Center	9
East Portland Community Center Indoor Pool	10
Tigard Swim Center	11
Southwest Indoor Pool	12
Matt Dishman Indoor Pool	13
Tualatin Hills Aquatic Center	14
Sherwood Regional Family YMCA	15
Shute Park Aquatic and Recreation Center	16
Forest Grove City Aquatic Center	17
Wings and Waves Waterpark	18
Carlton Swimming Pool	19
McMinnville Aquatic Center	20
Stayton Family Memorial Pool	21

Key Competitive Scheduling Observations

Evening Swim Lessons

All analyzed facilities offer evening swim lessons. The majority of competitors begin their group swim lessons around 4:00 PM. This confirms that the 4:00 PM–7:00 PM window is the highest-demand period for the learn-to-swim demographic.

Swim Teams

Swim teams at competing facilities generally start around the same time as lessons, but often end significantly later, with several competitors offering team practice until 8:00 PM or 8:30 PM. This suggests that the market for older athletes (ages 13–18) is best served by placing practices later in the evening (after 6:00 PM) to accommodate travel and school schedules.

The table below illustrates the typical peak time scheduling of key competitors within the regional market:

Facility Name	Swim Lessons Availability	Swim Team Availability
Goldfish Swim School	All Day (Morning, Afternoon, Eve)	Tue: 7:15pm - 8:15pm
Eastside Athletic (Milwaukie)	1:00 PM – 7:00 PM	7:00 PM – 8:00 PM
Eastside Athletic (Clackamas)	2:00 PM – 7:00 PM	7:00 PM – 8:00 PM
Lake Oswego Rec Center	4:00 PM – 7:00 PM	4:00 PM – 8:30 PM
Mt. Scott Indoor Pool	4:15 PM – 6:45 PM	4:30 PM – 6:00 PM
NCAP (North Clackamas)	4:30 PM – 7:00 PM	4:30 PM – 7:00 PM
Canby Swim Center	5:30 PM – 7:30 PM	5:30 PM – 7:30 PM
Tigard Swim Center	5:30 PM – 7:00 PM	4:00 PM – 8:30 PM
Oregon City Pool	Variable / Seasonal	Variable / Seasonal
Skyline Ridge Pool	Mornings (Summer Only)	N/A

Operational Analysis and Programming Review

Operations and Scheduling Constraints

The facility maintains daily operations for around on average 14 hours, Monday - Saturday, resulting in 85 available hours for programming. The pool's compact nature, with its six 25-meter lanes and limited shallow water area, creates a significant constraint for simultaneously accommodating multiple high-density programs, such as competitive practice and group swim lessons.

Weekly Program Allocation

The City's Master Plan defines three distinct programming priority levels to guide hour allocation:

Priority 1 (Highest):

Water Safety Classes, Swim Lessons, and Lifeguard Certification.

Priority 2 (Mid-Level):

Lap Swim and Water Exercise.

Priority 3 (Lowest):

Swim Teams, Recreation Swims, Aquatic Events, and Family Swim.

The following table details the weekly allocation of the 85 available hours:

Program	Priority	Total time – hrs.	% allocated
Lap swim	Priority 2	26	32%
Swim team	Priority 3	13.5	17%
Swim lessons	Priority 1	12	15%
Rentals	Priority 3	10.5	13%
Water Aerobics	Priority 2	9	11%
Rec Swim	Priority 3	7.5	9%
Masters	Priority 2	3	4%

Lane allocation	Total time – hrs.	% allocated
Priority 1	12	14%
Priority 2	38	44%
Priority 3	33.5	39%
Unprogrammed	3	3%

Conflict in Priority Alignment

A misalignment exists between the expectations established in long-range planning for community benefit and the existing operational performance of the facility, which limits the maximization of the pool during times of increased programming participation.

- Under-Allocation of Priority 1: Priority 1 programs (Water Safety/Lessons) receive only 14.1% (12.0 hours) of the total weekly allocation.
- Over-Allocation of Priority 3: Lowest Priority 3 programs (Swim Team, Rentals, Recreation Swim) dominate the schedule, consuming 38.65% (31.5 hours) of the total time.

The learn-to-swim conflict peaks every Monday through Friday after 3:00 PM, when residents need accessible after-school water safety programs. Currently, the Competitive Swim Team dominates this window, using 12.5 hours compared to only 6.0 hours allocated for Priority 1 afternoon lessons. Optimizing the schedule to prioritize resident learn-to-swim programs will ensure the Swimming Pool meets the City's top goal, as heavy scheduling for lower-priority groups during peak hours currently limits availability for these key programs.

Program Cost Recovery

Based on an annual operating expense of \$1,500,000, a cost recovery analysis was performed to identify the profitability and required subsidy for each revenue stream.

The total revenue for Programs is budgeted at \$343,300. However, it is essential to note that this figure includes a non-aquatic, offsite revenue stream of \$70,000 generated by Summer Camps and Community Events.

Revenue - Type	Budgeted Revenue	Cost Recovery
OPEN SWIM	99,600	83%
PROGRAMS	343,300 (\$273,300 – aquatic programs) (\$70,000 – camps/events)	81%
SWIM TEAM	64,700	24%
RENTALS	42,500	23%

Open swim and swim lessons require the lowest subsidy aligning with the City's Master Plan. The high utilization of subsidized programs, such as Swim Team and Rentals, warrants a review of current fee structures to better align their cost recovery with their significant time allocation.

Revenue and Programming Opportunities

Review of the weekly schedule and facility downtime reveals significant opportunities for increased resident service and revenue generation.

Increase Mid-Day Programming

The 3 hours per week designated as "Office Hours" or unscheduled mid-day time should be converted into revenue-generating programs. Potential options include:

- Swim Conditioning/Jr. Swim Team: A non-competitive offering for residents who require endurance building prior to joining an organized team.
- Additional Group Exercise: Increasing class frequency could decrease participation ratios in existing blocks or free up high-demand pool space in the late afternoon.

Weekend Prioritization

- Saturday: The high allocation of Saturday time to Swim Teams represents a missed opportunity for maximizing revenue and serving Priority 1 goals. A portion of this weekend time should be reclaimed for high-yield Swim Lesson programming.
- Sunday Opening: The current Sunday closure presents an opportunity for increased access. Opening the facility for unstructured activities like Resident Lap Swim, Water Walking, and Recreation Swimming could meet significant community demand. Initial scheduling should focus on unstructured use to minimize instructional staffing requirements and assess demand effectively.

Wading Pool Assessment

During the site visit, CH assessed the outdoor wading pool, which was not in operation at the time. While the wading pool is a popular community amenity, the assessment identified infrastructure and operational deficiencies that pose safety risks and financial inefficiencies.

Non-Compliance with Suction Entrapment Standards

Observation

The wading pool is currently not compliant with modern suction entrapment standards. The existing drain covers and sump configurations do not meet current safety codes, presenting a risk of hair or limb entrapment for small children. OAR 333-062-1000 requires that suction outlet covers are compliant with the Virginia Graeme Baker Act.

Recommendation

To operate this body of water safely, the City would be required to retrofit the main drains to be VGBA compliant to reduce drowning risks.

Outdated Recirculation System

Observation

The outdoor wading pool is tied into the same recirculation and filtration system as the indoor lap pool. While this design may have been standard practice when the facility was constructed, it is considered an obsolete and inefficient practice in modern aquatic design.

Discussion

Because the wading pool is outdoors, it is exposed to direct sunlight. Ultraviolet rays degrade chlorine rapidly. To prevent this, outdoor pools typically use Cyanuric Acid (CYA) as a chlorine stabilizer. However, the shared water system circulates into the indoor lap pool. OAR 333-062-1000 restricts the use of CYA in indoor aquatic venues to maintain chlorine efficacy. Consequently, the facility cannot use stabilizer in the system without negatively affecting the indoor pool. Without stabilizer, chlorine in the outdoor wading pool will burn off at a rate of 77-95% due to sun exposure. This forces the chemical feed system to overcompensate, increasing chlorine consumption tremendously to maintain minimum residuals in both pools. This significantly inflates facility expenditures on chemicals and creates volatility in the indoor pool's water chemistry.

Supervision and Drowning Risk

The wading pool is currently unguarded, and there are no plans to staff it with lifeguards. The aquatics industry has moved away from offering unguarded standing water, such as wading pools, due to the high risk of drowning, particularly for young children who can drown in as little as two inches of water. While OAR 333-062-1000 allows for some unstaffed venues provided specific signage is posted regarding supervision by persons 18 years or older, best practices for risk management strongly discourage unstaffed bodies of water in public municipal facilities.

Recommendation

Option A: Convert the wading pool into a Spray Pad/Splash Pad. This creates a zero-depth aquatic feature that eliminates drowning risks associated with standing water. A modern spray pad would require a separate tank and filtration system, solving the shared chemicals with the indoor pool.

Option B: If capital funding is unavailable for conversion, the City should consider closing the wading pool to eliminate the liability of unguarded water and the excessive chemical costs caused by the shared recirculation system.

Option C: Maintain Operations and Accept Operational Risk The City may choose to continue operating the wading pool in its current state. However, this option requires the City to accept the safety liabilities associated with non-compliant suction entrapment standards, the hazards of unguarded standing water, and the ongoing technical inefficiencies of the shared filtration system.

Lane Reallocation & Priority Alignment

The operational review identified a critical structural deficiency where the City's highest-priority and most lucrative program, Swim Lessons, is severely constrained by lower-priority, subsidized activities (Priority 3: Swim Teams and Rentals). Addressing this conflict through strategic schedule reallocation is the single most effective way to maximize the facility's financial performance and fully realize the intent of the Master Plan.

Maximizing Mid-Day Revenue

The current schedule dedicates three hours per week to "Office Hours" and general midday rental hold times. This time represents unused programmatic capacity and inefficient labor utilization, as two lifeguard staff are typically required to remain on-site without generating offsetting revenue.

Recommendation

Convert this passive block into active programming, such as Aquatic Therapy / Senior Conditioning and Youth Conditioning.

Resolving the Evening Peak Conflict

The analysis of the Mon-Fri after 3:00 PM schedule shows a prioritization conflict that directly conflicts with the priorities created within the City's Master Plan.

Program (after 3:00)	Total Time – hrs.	% allocated
SWIM TEAM	12.5	15%
PROGRAMS	8	10%
OPEN SWIM	5.5	7%
RENTALS	2	2%

The Competitive Swim Team consumes 12.5 hours of prime after-school time, forcing the highest-yield program, Swim Lessons, into an extremely limited 8-hour slot. This structural allocation limits the facility's ability to maximize its primary revenue engine.

Recommendations to Maximize Swim Lesson Impact

The primary goal is to maximize the capacity and quality of Swim Lessons. To achieve this, a reorganization of the afternoon schedules to reallocate the highest priority programs into the highest demand time slots and adjust ancillary programs accordingly.

Maximizing Swim Lessons

The 4:00 PM – 6:00 PM window is the period of highest demand and greatest convenience for families with young children. This two-hour block will be fully dedicated to essential, high-yield aquatic instruction.

Capacity Enhancement

Instructional Zones involve dividing the swimming pool into specific, distinct areas, up to seven or eight zones, to allow multiple swim lesson classes to operate simultaneously. This configuration is designed to be implemented primarily during the high-demand window of 4:00 PM to 6:00 PM Monday through Friday, replacing the current schedule where competitive swim teams dominate peak afternoon hours.

Even with these zones active, the model preserves one lane for public access (Lap Swimming or Water Walking) to ensure facility accessibility.

Quality Improvement

The increased allocation ensures that participants have adequate space to effectively complete all exit skills and learn techniques as designed by the curriculum, significantly improving the overall effectiveness and quality of the lessons.

Observations indicate that current class sizes of up to eight participants place significant stress on instructors to adequately teach and assess all required level exit skills, such as the 13 to 15 competencies required in lower levels, within the limited 27-minute lesson timeframe. A reduction of class sizes to a 1:6 ratio will alleviate this pressure, allowing for higher quality interaction between instructors and students while ensuring sufficient physical space within the pool's shallow water zones to make the learning environment more comfortable.

Recommendation

Increase the Swim Lesson allocation and shift the primary PM instructional block to 4:00 PM – 6:00 PM (Mon-Fri).

To maintain program capacity while scaling class ratios back to 1:6, it is recommended that the City expand the swim lesson block to include the 6:00 PM – 7:00 PM hour. Reducing class sizes decreases the available inventory for participants per class; therefore, adding inventory through extended hours is necessary to accommodate the volume of swimmers and maximize revenue potential.

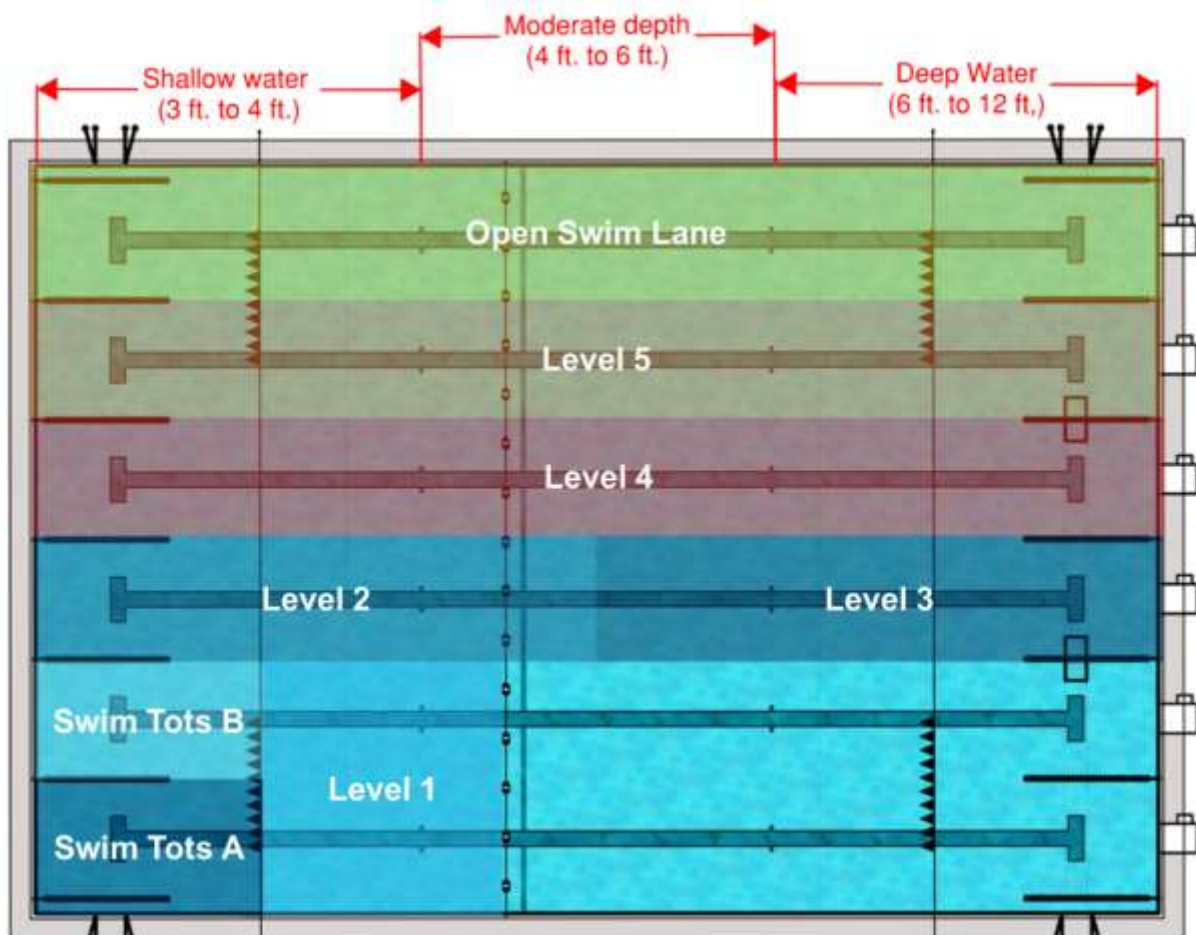


Figure 1: Instructional Zones – Levels Only

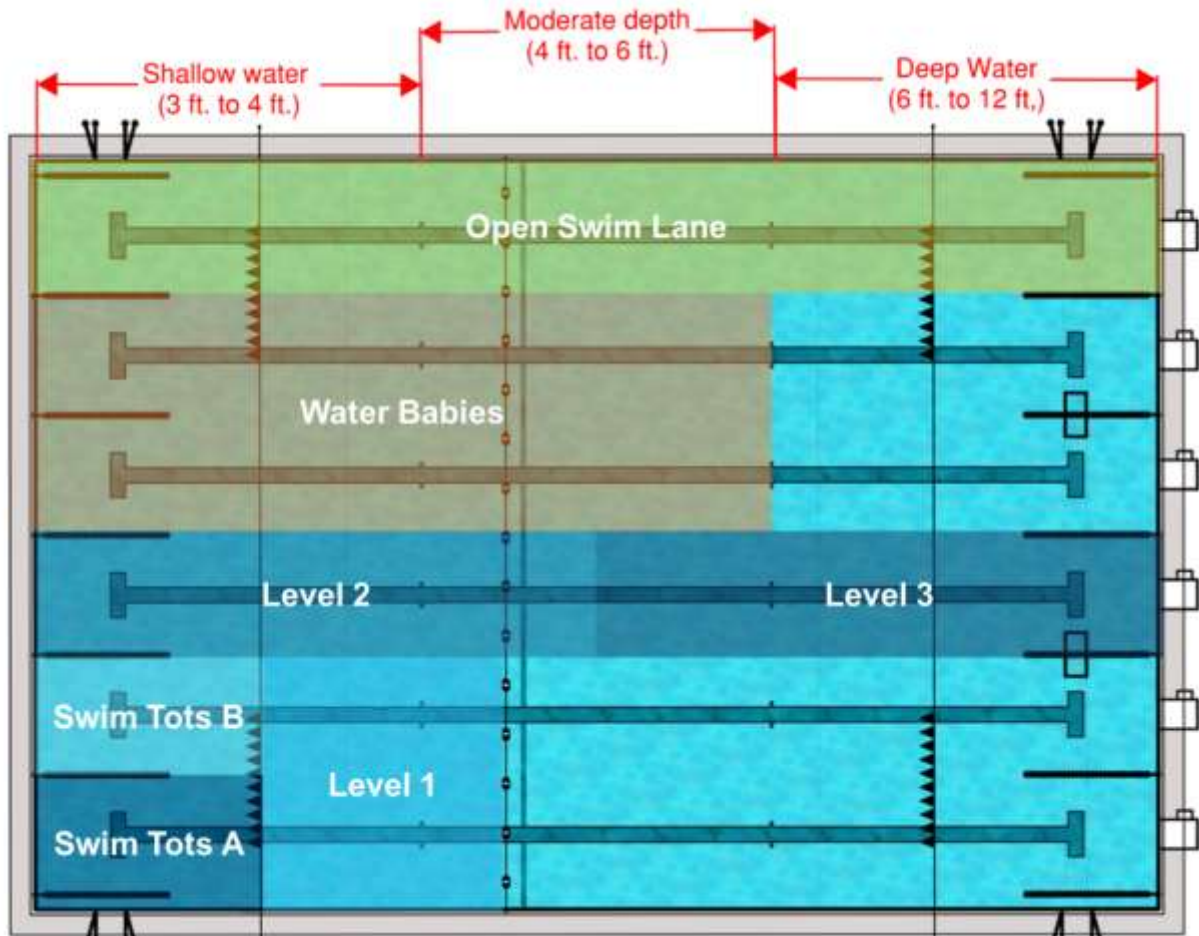


Figure 2: Instructional Zones – Water Babies

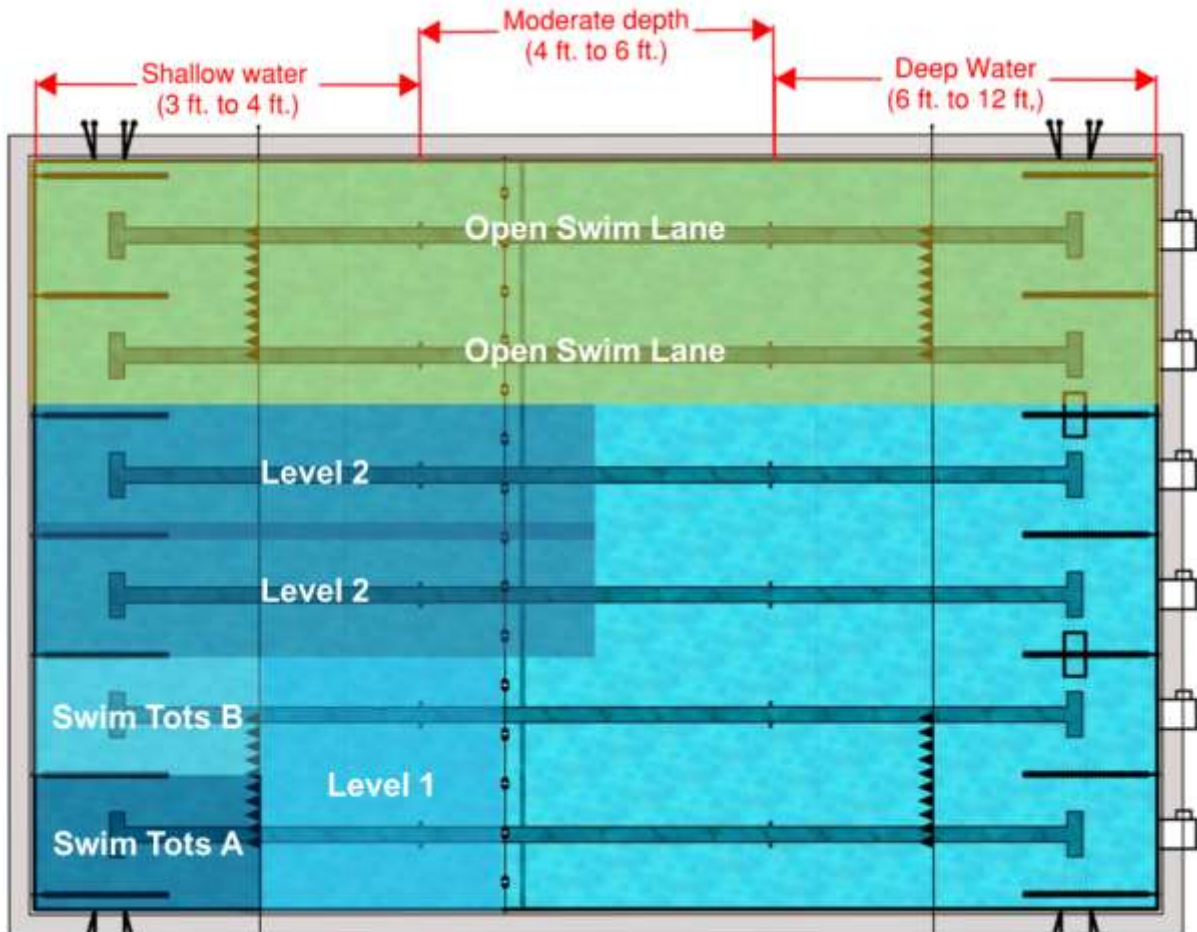


Figure 3: Instructional Zones – Morning Lessons (Fall)

Reschedule Swim Teams

To prevent time-slot conflicts with the highest-yield Swim Lesson program, the Swim Team practice schedule should be moved to the 6:00 PM – 8:00 PM window.

Moving the team's primary practice time later allows them to maximize their use of the deeper lanes in a contiguous block. This adjustment ensures that the team's need for continuous, deep-water access is met efficiently during a period when family-based, shallow-water demand is naturally receding. This allows both high-priority programs to operate at maximum potential without competition for water space.

Recommendation

Shift the primary Swim Team rental block to 6:00 PM – 8:00 PM (Mon-Fri) and 7:00 AM – 9:00 AM on Saturdays.

Proposed Weekday Afternoon Schedule

Time Slot	Mon & Wed	Tue & Thu	Friday
3:00 PM – 4:00 PM	Jr. Swim Team	Jr. Swim Team	Open Swim
4:00 PM – 6:00 PM	Lessons	Lessons	Rec Swim
6:00 PM – 7:00 PM	Swim Team	WX	Rec Swim
7:00 PM – 8:00 PM	Swim Team	Rec Swim	Swim Team
8:00 PM	Open Swim	Rec Swim	Swim Team

Proposed Saturday Schedule

Time Slot	Activity
6:00 AM – 7:00 AM	Masters
7:00 AM – 9:00 AM	Swim Team
9:00 AM – 12:00 PM	Lessons
12:00 PM – 4:00 PM	Rec Swim
4:00 PM – 8:30 PM	Rentals

Expansion of Hours into Sunday

The facility is currently closed on Sundays, representing an eight-hour gap in community service and unused operational capacity. Expanding Sunday hours will allow for an increase of total available pool time for residents.

Defining Sunday's Purpose

Sunday's operation should strictly be dedicated to programs falling under Priority 2 and Priority 3 which will maximize low maintenance programming and control costs.

Given the inherent staffing limitations and the typically reduced demand for structured programming on weekends, CH recommends an operational model that does not rely on City staff being allocated to run classes or organized programs. Requiring staff for structured programming during this time may place an undue strain on the existing staffing model.

Recommended Sunday Programming

The dedicated Sunday hours will be reserved for self-directed and non-staff-intensive activities, including:

- Lap Swims
- Water Walking
- Recreation Swims
- Rentals (e.g., Swim Team practice or private groups)

This model allows the City to utilize the available facility hours to meet resident demand for flexible aquatic access while ensuring the expansion remains cost-effective and sustainable.

Proposed Sunday Schedule

The proposed schedule avoids the costliest early-morning and late-evening segments, allowing the facility to operate with a highly efficient staff roster:

Time Block	Activity
8:00 AM – 9:00 AM	Masters
9:00 AM – 11:00 AM	Open Swim
11:00 AM – 3:00 PM	Rec Swim
3:00 PM – 5:00 PM	Open Swim
5:00 PM	Closed

Staffing Efficiency and Labor Savings

Sunday's added hours should control labor costs, differing from the weekday's revenue focus. The 8-hour day can be managed with just two short shifts, minimizing the number of staff required. By restricting programming and controlling the staffing floor, the Sunday schedule maximizes community access and service while controlling costs.

Staffing Structure Review

This section evaluates the current organizational hierarchy and job duty distribution to determine if the Department is positioned for the successful operation as the community continues to grow. While the current structure manages the existing 60-year-old facility, structural gaps were noted around management responsibilities and specialized maintenance that would stress the organization under an increase in City run programs and the subsequent increase in volume.

Management Responsibilities

The Aquatics and Recreation Manager's time and scope are currently split between facilities, reducing the focus required for high-volume aquatic operations.

The current organizational chart and job description indicate that the Aquatics & Recreation Manager is responsible for the full operations of the swimming pool and the Ermatinger House, a historic house museum. This includes supervising staff, budgeting, and programming for both facilities. Managing a modern aquatic center requires singular focus on risk management, revenue generation, and complex programming. Retaining the historic museum within the Aquatics Manager's scope creates a distraction that will likely become unsustainable as the scope of aquatic operations expands. The current structure forces the Manager to divide attention between high-risk aquatic safety standards and museum administration.

Lack of Dedicated Aquatic Maintenance Staffing

The current structure relies on a shared Facilities Maintenance team rather than a dedicated Aquatic Maintenance Specialist. The role of "Qualified Operator" is currently split across administrative and programming staff, which may violate the spirit of safety redundancies required for an aquatic facility.

Current Operations

Responsibilities for general maintenance and water chemistry fall on the Aquatics and Recreation Manager and Program Coordinator, while Lifeguards have responsibilities for routine water chemistry readings. It was noted that a Facility Maintenance Specialist is assigned to the swimming pool, but time and attention are frequently diverted to other facilities or projects. Additionally, the Coordinator is heavily tasked with programming and staff supervision rather than mechanical maintenance.

Regulatory Considerations

The Oregon Pool Code defines a "Qualified Operator" as the person responsible for the maintenance and operation of the pool. This is required for pools over 2,000 square feet. If the Qualified Operator is not onsite full time, the facility must designate an "Onsite Responsible Supervisor" capable of operational emergencies, chemical testing, and chemical adjustments. Heavy reliance on a shared Facilities team to maintain complex filtration, and HVAC systems creates a single point of failure, which directly impacts safety and operational uptime.

Analysis

In the current model, if the Aquatics Manager is off-site, the facility relies on Head Guards or the new Coordinator to act as the "Responsible Supervisor". The swimming pool includes filtration, water chemistry and HVAC that may exceed the training scope of a Guard or a programming-focused Coordinator. Relying on a shared Facilities team or a Coordinator to maintain sanitary systems creates a single point of failure. If the Coordinator is teaching a class or the Manager is at a meeting, there is no technical expert dedicated to the pump room.

Responsible Operator Requirements

The operational model and the state's compliance rules impose staffing thresholds that require an additional person designated as the Lifeguard Supervisor on duty. The Lifeguard Supervisor's duties should not interfere with patron surveillance. In the current model, when the Aquatics Manager is off-site, the facility relies on the Head Lifeguards or the Program Coordinator to act as the Responsible Supervisor. This practice confirms that the facility relies heavily on part-time staff to assume technical and operational decision-making roles for water safety and mechanical failure.

Impacts

Peak Lesson Times (Mon-Thu, 4:00 PM – 6:00 PM): The proposed schedule maximizes swim lessons during this block. With up to 7-8 instructional zones active plus a roaming lifeguard, the staffing level will exceed the threshold of "two lifeguards." Therefore, a dedicated Head Guard Lifeguard must be scheduled solely for supervision during these hours, unable to teach a class or sit in a guard chair.

Optimized Oversight Structure

To achieve stability, mitigate pool down times, and ensure compliance across a 7-day schedule, the organizational chart should be restructured around two full time positions along with a newly assigned 0.5 FTE Facility Maintenance Specialist. See Appendix A – Management Schedules for the complete visualization of a 7-day coverage model.

1. Aquatics Manager: Focuses on strategic planning, financial oversight, external representation, and major administrative duties. On deck supervision may be required of this position and should be available when other trained individuals are not onsite.
2. Program Coordinator: Focuses on program development, scheduling, and administrative support, when not providing direct operations oversight.
3. Facilities Maintenance Specialist (0.5 FTE): This individual is the dedicated on-site maintenance lead. This role must possess the Certified Pool Operator (CPO) certification and serve as the primary Qualified Operator for mechanical operations and compliance, ensuring preventative maintenance is prioritized and reducing reliance on shared resources.

Continued Investment in Part-Time Staff

To support management and provide redundancy, the City should require additional training and certifications of its hourly Head Lifeguard staff.

Head Lifeguards should be certified in Certified Pool Operator. This does not make them the primary operator but gives them a technical understanding of pool operations, water chemistry, and mechanical maintenance, enhancing their ability to serve as the Onsite Responsible Supervisor during mornings, late nights, and weekends. Additionally, it is recommended that Head Lifeguards are required to maintain Red Cross Lifeguard Instructor certifications to ensure a higher level of proficiency in skills, lifeguarding, and ability to coach Lifeguards.

Recommendations

1. To ensure the continued success of the swimming pool now and into the future, the organizational chart should be restructured to dedicate the Aquatics Manager role exclusively to aquatic operations. The oversight of the Ermatinger House should be reallocated to a General Recreation role.
2. The City should establish a 0.5 FTE Aquatic Maintenance Technician. This role would serve as a primary Qualified Operator, ensuring that mechanical systems receive preventative maintenance without detaching management from their administrative and programming duties.
3. Head Lifeguards must be trained as Red Cross Lifeguard Instructors and provided CPO training to enhance their ability to function as the Responsible Supervisor.

Staffing Requirements

Implementing the proposed schedule especially with the addition of Sunday operations and the density of weekday lessons will require an adjustment in total labor hours. A comparative analysis of the current versus proposed schedule highlights a pivot toward revenue generating activities which will better service the community.

Weekly Staffing Hours Comparison

Metric	Current Schedule	Proposed Schedule	Net Change	Operational Impact
Total Operational Hours	225 Hours	257 Hours	+32 Hours	Increases community access by opening Sundays and activating midday gaps.
Programming Hours	68 Hours	117 Hours	+49 Hours	Represents a 72% increase in instructional time. By condensing lessons into the "Instructional Zone" model (4:00 PM – 6:00 PM), the facility maximizes revenue potential per hour of operation.

Assumptions

1. Both schedules assume a baseline of two lifeguards for standard surveillance.
2. Per OAR 333-062-1000, any staffing level requiring two or more lifeguards triggers the requirement for a dedicated Head Lifeguard whose duties cannot interfere with surveillance.
3. The proposed schedule concentrates the increase in programming staffing hours (117 total) into high-density blocks. During the 4:00 PM – 6:00 PM window, where 6 instructors are active, the staffing levels exceed the threshold of two lifeguards, necessitating the addition of a dedicated Head Lifeguard solely for supervision to meet state safety codes.

Increasing hours on Sunday is designed to be cost-effective. By limiting Sunday programming to Lap Swim, Water Walking, and Rentals, the facility avoids the high labor costs of swim instructors. Sunday operation requires only a skeleton crew (1 Head Guard + 2 Lifeguards), minimizing the labor impact while maximizing community access. While the 4:00 PM – 6:00 PM block requires a high volume of staff at 7-8 instructors, this is the highest revenue-generating activity. The increased labor cost in this specific window is offset by the corresponding revenue.

Appendix A - Schedules

Current Fall 2025 Schedule

Time Slot	Monday	Tuesday	Wednesday	Thursday	Friday	Saturday	Sunday
5:00 AM	Masters		Masters		Masters		
5:30 AM	Masters		Masters		Masters		
6:00 AM	AM Lap	AM Lap	AM Lap	AM Lap	AM Lap		
6:30 AM	AM Lap	AM Lap	AM Lap	AM Lap	AM Lap		
7:00 AM	AM Lap	AM Lap	AM Lap	AM Lap	AM Lap		
7:30 AM	AM Lap	AM Lap	AM Lap	AM Lap	AM Lap		
8:00 AM	SH WX + DP WW	SH WX + DP WW	SH WX + DP WW	SH WX + DP WW	SH WX + DP WW	Swim Team	
8:30 AM	SH WX + DP WW	SH WX + DP WW	SH WX + DP WW	SH WX + DP WW	SH WX + DP WW	Swim Team	
9:00 AM	AM Lessons + WW	SH WX + DP WW	AM Lessons + WW	SH WX + DP WW	AM Lessons + WW	Swim Team	
9:30 AM	AM Lessons + WW	SH WX + DP WW	AM Lessons + WW	SH WX + DP WW	AM Lessons + WW	Swim Team	
10:00 AM	AM Lessons + WW		AM Lessons + WW		AM Lessons + WW	Swim Team	
10:30 AM	AM Lessons + WW		AM Lessons + WW		AM Lessons + WW	Swim Team	
11:00 AM	Rec Swim + PLs	Lap	Rec Swim + PLs	Lap	Rec Swim + PLs	PLs + Lap/WW	
11:30 AM	Rec Swim + PLs	Lap	Rec Swim + PLs	Lap	Rec Swim + PLs	PLs + Lap/WW	
12:00 PM	Lap + WW	Lap + WW	Lap + WW	Lap + WW	Lap + WW	Rec Swim	
12:30 PM	Lap + WW	Lap + WW	Lap + WW	Lap + WW	Lap + WW	Rec Swim	
1:00 PM	Lap + WW	Lap + WW	Lap + WW	Lap + WW	Lap + WW	Rec Swim	
1:30 PM	Lap + WW	Lap + WW	Lap + WW	Lap + WW	Lap + WW	Rec Swim	
2:00 PM	Office Hours	Rentals	Office Hours	Rentals	Office Hours	Rentals	
2:30 PM	Office Hours	Rentals	Office Hours	Rentals	Office Hours	Rentals	
3:00 PM	Swim Team	Rentals	Swim Team	Rentals	Swim Team	Rentals	
3:30 PM	Swim Team	Rentals	Swim Team	Rentals	Swim Team	Rentals	
4:00 PM	Swim Team	Swim Team	Swim Team	Swim Team	Swim Team	Rentals	
4:30 PM	Swim Team	Swim Team	Swim Team	Swim Team	Swim Team	Rentals	
5:00 PM	Swim Team	Swim Team	Swim Team	Swim Team	Swim Team	Rentals	
5:30 PM	PM Lessons	Swim Team	PM Lessons	Swim Team	PM Lessons	Rentals	
6:00 PM	PM Lessons	Swim Team	PM Lessons	Swim Team	PM Lessons	Rentals	
6:30 PM	PM Lessons	SH WX + DP WW	PM Lessons	SH WX + DP WW	PM Lessons	Rentals	
7:00 PM	PM Lessons	SH WX + DP WW	PM Lessons	SH WX + DP WW	PM Lessons	Rentals	
7:30 PM	Lap Swim + WW	Rec Swim	Lap Swim + WW	Lap Swim + WW	Rec Swim	Rentals	
8:00 PM	Lap Swim + WW	Rec Swim	Lap Swim + WW	Lap Swim + WW	Rec Swim	Rentals	
8:30 PM					Rec Swim		

Proposed Schedule

Time Slot	Monday	Tuesday	Wednesday	Thursday	Friday	Saturday	Sunday
5:00 AM	Masters		Masters		Masters		
5:30 AM	Masters		Masters		Masters		
6:00 AM	Open Swim	Open Swim	Open Swim	Open Swim	Open Swim	Masters	
6:30 AM	Open Swim	Open Swim	Open Swim	Open Swim	Open Swim	Masters	
7:00 AM	Open Swim	Open Swim	Open Swim	Open Swim	Open Swim	Swim Team	
7:30 AM	Open Swim	Open Swim	Open Swim	Open Swim	Open Swim	Swim Team	
8:00 AM	WX (shallow)	WX	WX (shallow)	WX	WX (shallow)	Swim Team	Masters
8:30 AM	WX (shallow)	WX	WX (shallow)	WX	WX (shallow)	Swim Team	Masters
9:00 AM	Lessons (4L)	WX	Lessons (4L)	WX	Open Swim	Lessons - Sat	Open Swim
9:30 AM	Lessons (4L)	WX	Lessons (4L)	WX	Open Swim	Lessons - Sat	Open Swim
10:00 AM	Lessons (4L)	Open Swim	Lessons (4L)	Open Swim	Open Swim	Lessons - Sat	Open Swim
10:30 AM	Lessons (4L)	Open Swim	Lessons (4L)	Open Swim	Open Swim	Lessons - Sat	Open Swim
11:00 AM	PL (2L)	Open Swim	PL (2L)	Open Swim	PL (2L)	Lessons - Sat	Rec Swim
11:30 AM	PL (2L)	Open Swim	PL (2L)	Open Swim	PL (2L)	Lessons - Sat	Rec Swim
12:00 PM	Open Swim	Open Swim	Open Swim	Open Swim	Open Swim	Rec Swim	Rec Swim
12:30 PM	Open Swim	Open Swim	Open Swim	Open Swim	Open Swim	Rec Swim	Rec Swim
1:00 PM	Open Swim	Open Swim	Open Swim	Open Swim	Open Swim	Rec Swim	Rec Swim
1:30 PM	Open Swim	Open Swim	Open Swim	Open Swim	Open Swim	Rec Swim	Rec Swim
2:00 PM	WX (shallow)	WX (deep)	WX (shallow)	WX (deep)	WX	Rec Swim	Rec Swim
2:30 PM	WX (shallow)	WX (deep)	WX (shallow)	WX (deep)	WX	Rec Swim	Rec Swim
3:00 PM	Jr. swim team - MW	Jr. swim team - TH	Jr. swim team - MW	Jr. swim team - TH	Open Swim	Rec Swim	Open Swim
3:30 PM	Jr. swim team - MW	Jr. swim team - TH	Jr. swim team - MW	Jr. swim team - TH	Open Swim	Rec Swim	Open Swim
4:00 PM	Lessons - MW	Lessons - TH	Lessons - MW	Lessons - TH	Rec Swim	Rentals	Open Swim
4:30 PM	Lessons - MW	Lessons - TH	Lessons - MW	Lessons - TH	Rec Swim	Rentals	Open Swim
5:00 PM	Lessons - MW	Lessons - TH	Lessons - MW	Lessons - TH	Rec Swim	Rentals	
5:30 PM	Lessons - MW	Lessons - TH	Lessons - MW	Lessons - TH	Rec Swim	Rentals	
6:00 PM	Swim Team	WX	Swim Team	WX	Rec Swim	Rentals	
6:30 PM	Swim Team	WX	Swim Team	WX	Rec Swim	Rentals	
7:00 PM	Swim Team	Rec Swim	Swim Team	Rec Swim	Swim Team	Rentals	
7:30 PM	Swim Team	Rec Swim	Swim Team	Rec Swim	Swim Team	Rentals	
8:00 PM	Open Swim	Rec Swim	Open Swim	Rec Swim	Swim Team	Rentals	

WX = Water Exercise | PL = Private lessons | Open Swim = Lap swim/water walking | Rec Swim = Lanes removed; safety line installed

Management Schedules

Time Slot	Monday	Tuesday	Wednesday	Thursday	Friday	Saturday	Sunday
5:00 AM	Maintenance		Maintenance		Maintenance		
5:30 AM	Maintenance		Maintenance		Maintenance		
6:00 AM	Maintenance	Maintenance	Maintenance	Maintenance	Maintenance	Head Guard	
6:30 AM	Maintenance	Maintenance	Maintenance	Maintenance	Maintenance	Head Guard	
7:00 AM	Maintenance	Maintenance	Maintenance	Maintenance	Maintenance	Head Guard	
7:30 AM	Maintenance	Maintenance	Maintenance	Maintenance	Maintenance	Head Guard	
8:00 AM	Maintenance	Maintenance	Maintenance	Maintenance	Maintenance	Head Guard	
8:30 AM	Maintenance	Maintenance	Maintenance	Maintenance	Maintenance	Head Guard	
9:00 AM	Maintenance	Maintenance	Maintenance	Maintenance	Maintenance	Coordinator	Head Guard
9:30 AM	Maintenance	Maintenance	Maintenance	Maintenance	Maintenance	Coordinator	Head Guard
10:00 AM	Manager	Manager	Manager	Manager	Manager	Coordinator	Head Guard
10:30 AM	Manager	Manager	Manager	Manager	Manager	Coordinator	Head Guard
11:00 AM	Manager	Mng/Coord	Mng/Coord	Mng/Coord	Coordinator	Coordinator	Head Guard
11:30 AM	Manager	Mng/Coord	Mng/Coord	Mng/Coord	Coordinator	Coordinator	Head Guard
12:00 PM	Manager	Mng/Coord	Mng/Coord	Mng/Coord	Coordinator	Coordinator	Head Guard
12:30 PM	Manager	Mng/Coord	Mng/Coord	Mng/Coord	Coordinator	Coordinator	Head Guard
1:00 PM	Manager	Mng/Coord	Mng/Coord	Mng/Coord	Coordinator	Coordinator	Head Guard
1:30 PM	Manager	Mng/Coord	Mng/Coord	Mng/Coord	Coordinator	Coordinator	Head Guard
2:00 PM	Manager	Mng/Coord	Mng/Coord	Mng/Coord	Coordinator	Coordinator	Head Guard
2:30 PM	Manager	Mng/Coord	Mng/Coord	Mng/Coord	Coordinator	Coordinator	Head Guard
3:00 PM	Manager	Mng/Coord	Mng/Coord	Mng/Coord	Coordinator	Coordinator	Head Guard
3:30 PM	Manager	Coordinator	Coordinator	Coordinator	Coordinator	Coordinator	Head Guard
4:00 PM	Manager	Coordinator	Coordinator	Coordinator	Coordinator	Coordinator	Head Guard
4:30 PM	Manager	Coordinator	Coordinator	Coordinator	Coordinator	Coordinator	Head Guard
5:00 PM	Manager	Coordinator	Coordinator	Coordinator	Coordinator	Coordinator	Head Guard
5:30 PM	Manager	Coordinator	Coordinator	Coordinator	Coordinator	Head Guard	Head Guard
6:00 PM	Manager	Coordinator	Coordinator	Coordinator	Coordinator	Head Guard	
6:30 PM	Head Guard	Coordinator	Coordinator	Coordinator	Coordinator	Head Guard	
7:00 PM	Head Guard	Coordinator	Coordinator	Coordinator	Coordinator	Head Guard	
7:30 PM	Head Guard	Head Guard	Head Guard	Head Guard	Head Guard	Head Guard	
8:00 PM	Head Guard	Head Guard	Head Guard	Head Guard	Head Guard	Head Guard	



Oregon City

Operational Assessment & Recommendations

February 10, 2026



Counsilman · Hunsaker
AQUATICS FOR LIFE

The pool can better serve the community by realigning the schedule with City priorities



Situation

The Oregon City Swimming Pool is a vital, 60-year-old community asset. Its compact, six-lane configuration creates intense competition for limited pool time.



Observations

The current operational model is misaligned with community priorities identified in the Parks Master Plan. Lower-priority programs dominate peak hours, creating a financial deficit and unmet demand for swim lessons.

Furthermore, the wading pool poses risks due to non-compliance with federal suction entrapment laws.

The pool can better serve the community by realigning the schedule with City priorities



Recommendations

Implement a schedule reallocation focused on three initiatives:

1. **Optimize Programming & Scheduling** to prioritize community needs and maximize revenue.
2. **Mitigate Facility Risks** by addressing the non-compliant wading pool.
3. **Restructure Staffing** for enhanced safety, efficiency, and accountability

Optimize Programming & Scheduling

The Master Plan prioritizes water safety and broad community wellness over specialized use

Aquatics Description

Recreation, fitness, water safety activities, and education to promote health and safety for all ages.

Goal

Provide programs for all age segments to have an impact on health and safety for the community. Provide life-saving classes.

Service Classification Framework

Priority 1 (Essential Services): Services with broad public benefit and safety impacts

- *Swim lessons, water safety classes, lifeguarding certification*

Priority 2 (Important Services): Services with economic/social outcomes and broad support

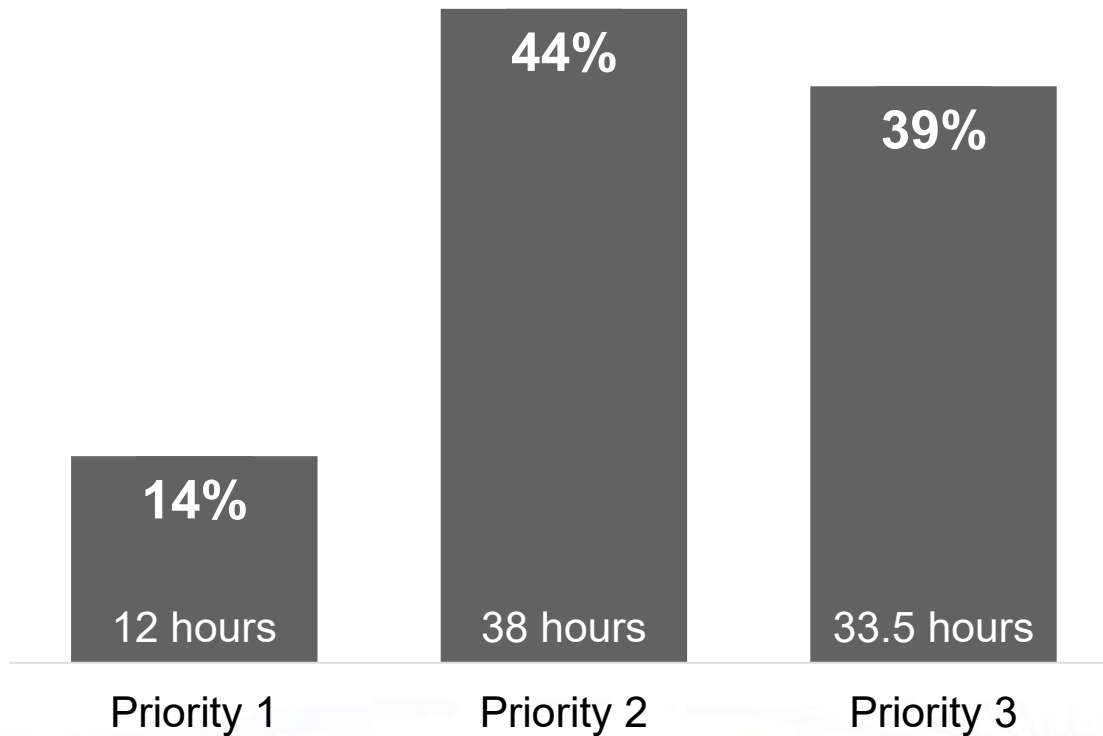
- *Lap Swim, water exercise*

Priority 3 (Value-Added Services): Services with individual benefits or specialized interests

- *Recreation swims, swim teams, family swims, other aquatic events*

The current schedule under serves its highest priorities

Weekly program allocation (% of 85 hours)



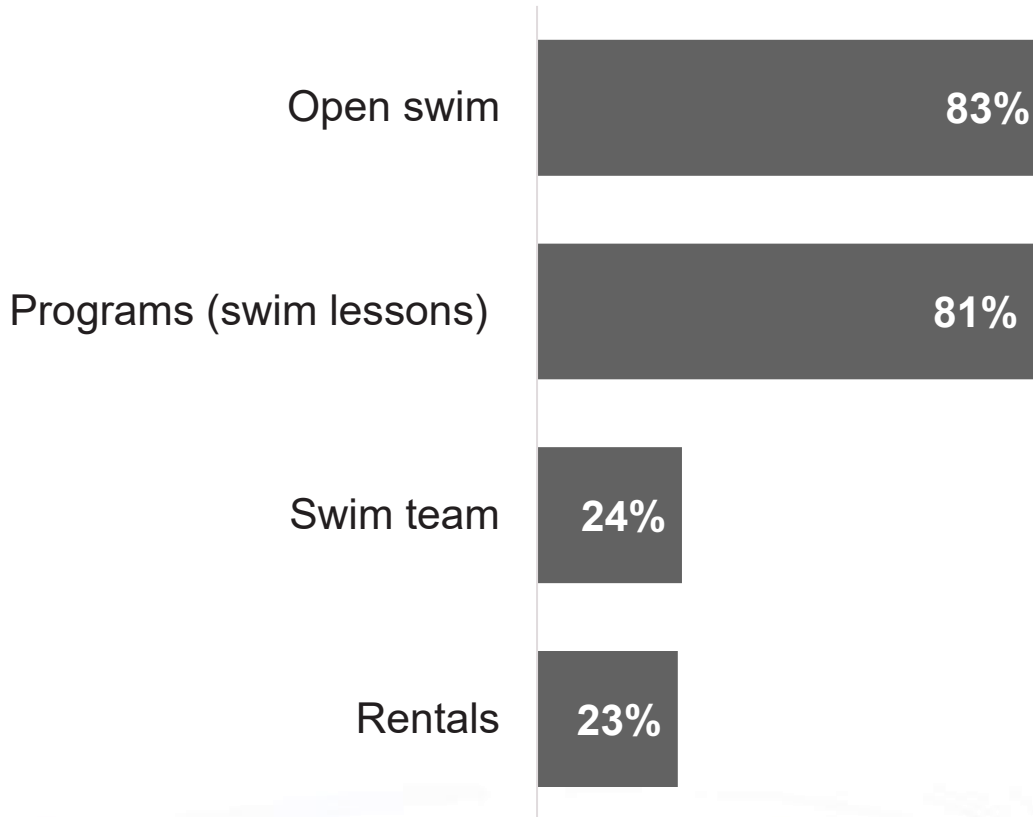
Additional 10 hours is not currently programmed

Key Findings:

The schedule is **inverted** relative to the **Master Plan's goals**. The pool dedicates the **least amount** of time to its most critical community service while over allocating to the lowest priority.

This misalignment creates a significant financial imbalance

Cost recovery by program type



Open Swim = Lap swim, water walking, or rec swims

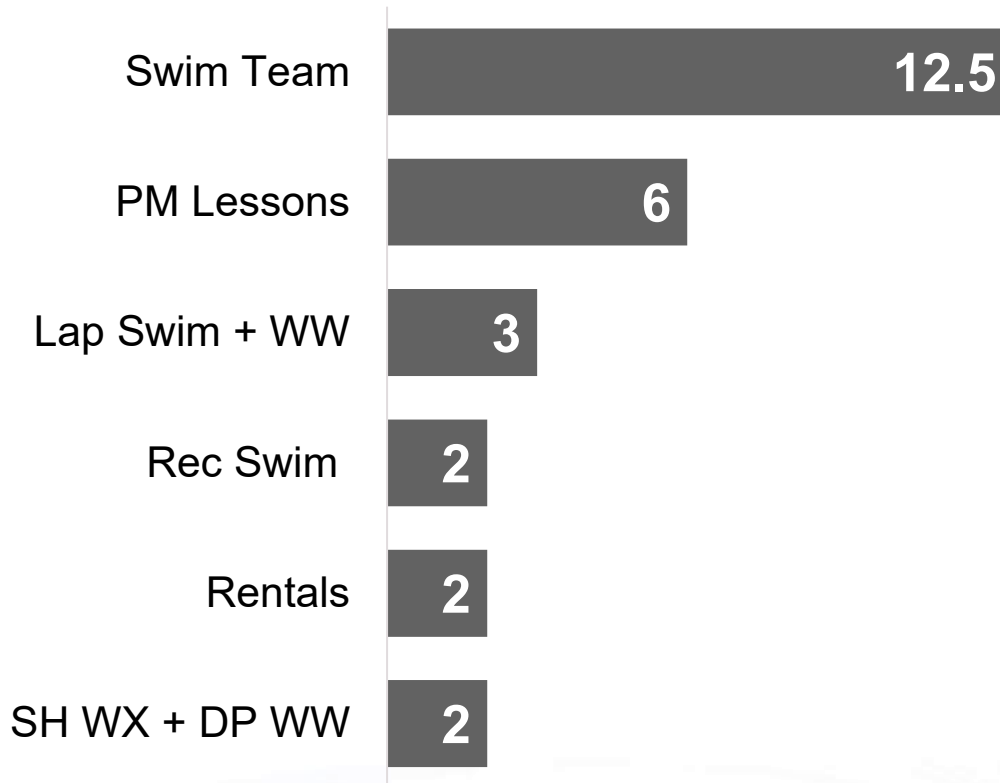
Key Findings:

The highest priority and lowest subsidy programs (Open swim and swim lessons) receives the least amount of lane time, while lower priority, subsidized programs dominate the schedule.

This contradicts the Master Plan's emphasis on water safety programs.

The conflict peaks during high demand after school hours

Allocation of weekday hours after 3:00 PM



Key Findings:

During the only window most families can attend, the highest priority program receives significantly less time than lower priority groups. Families are being turned away from the City's most essential service.

The regional market standard is to offer swim lessons at 4 PM and place competitive teams later

Key Finding 1: Evening Swim Lessons

The majority of competitors begin evening lessons around 4:00 PM, capturing the peak family demographic.



Lessons start at 4:00 PM



Lessons start at 4:00 PM



Lessons start at 4:00 PM

Key Finding 2: Swim Teams

Several competitors run swim team practices until 8:00 PM or later, accommodating older athletes' schedules.



Team practice until 8:30 PM



Team practice until 8:15 PM

Key Insight

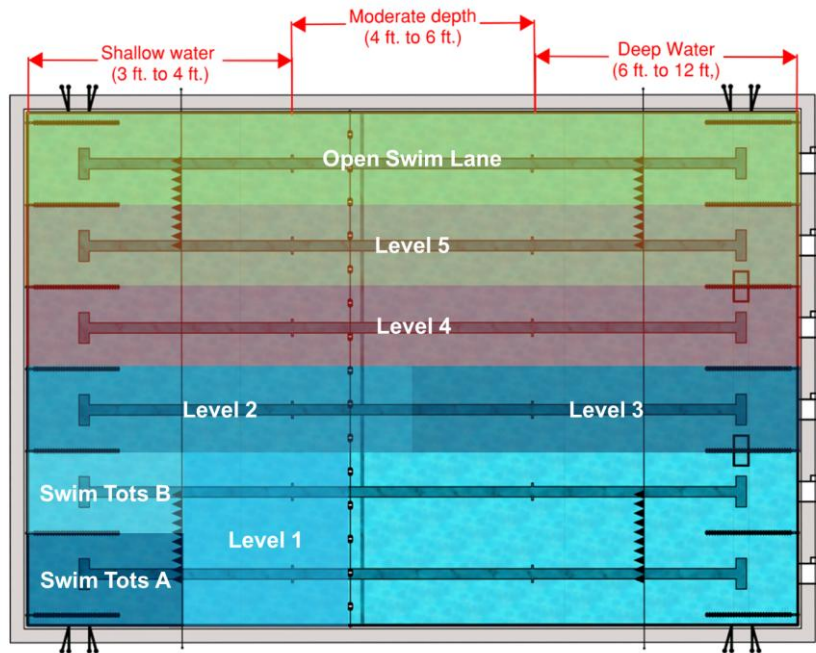
The proposed schedule change aligns with market best practices.

Initiative 1: Restructure the weeknight schedule

Maximize Lessons (4-6 PM)

This captures the highest demand window for families with young children.

Instructional Zones Model

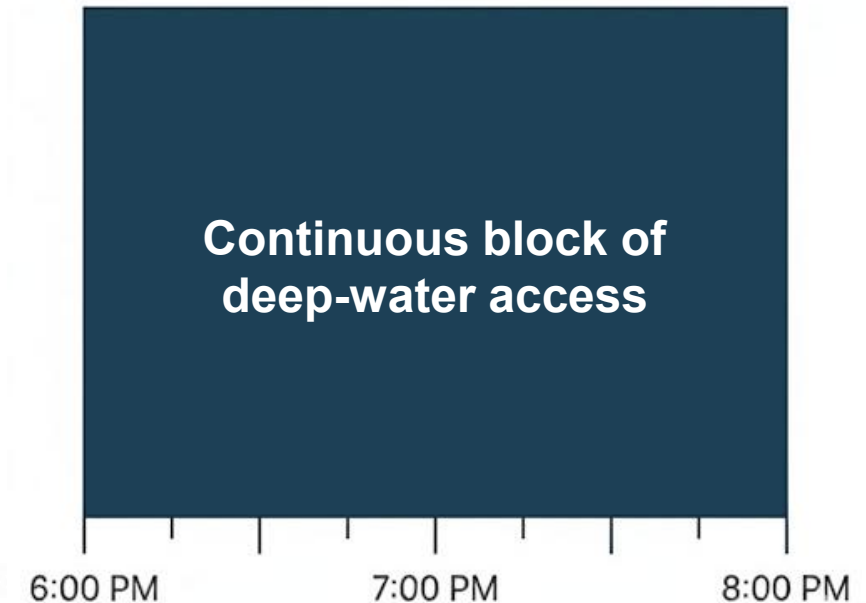


Class capacity increases from ~4 classes to 7-8 simultaneous classes, improving service and revenue.

Relocate Team (6-8 PM)

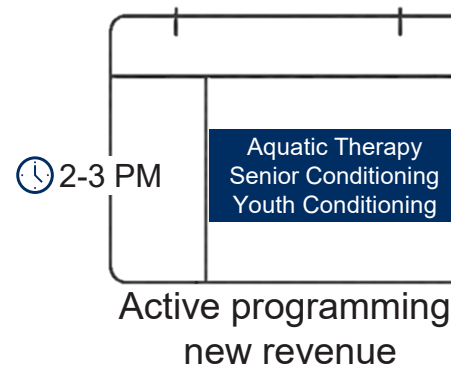
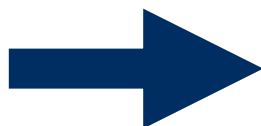
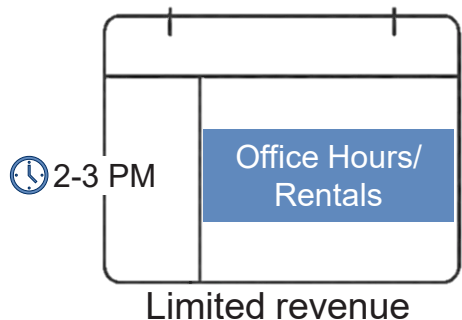
This aligns with the local market trends and better service older athletes (ages 13-18) who can attend later.

Moving the team provides a continuous block of access, without competing with the highest priority program

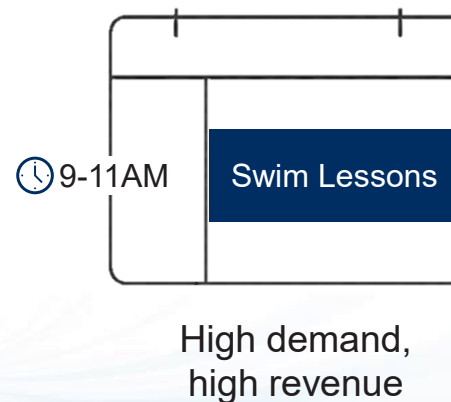
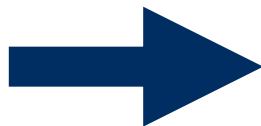
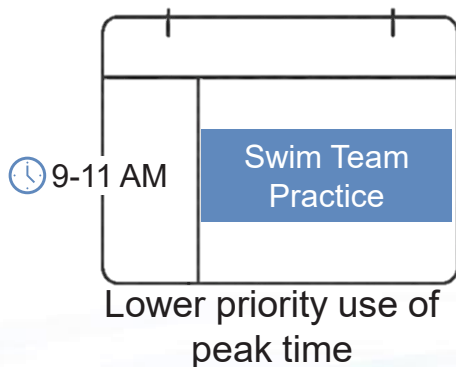


Initiative 2: Activate untapped capacity during mid-days and weekends

Mid-Day Opportunities (Weekdays)



Saturday Opportunities



Initiative 3: Launch Sunday operations to expand community access

The Goal: Increase total available hours for residents and meet community demand for flexible weekend access.

Smart Programming

Focus on unstructured, low maintenance activities.



Lap Swim



Water Walking



Rec Swims



Rentals

No scheduled instructional classes

Efficient Staffing

Operate with a highly efficient, two shift staffing model.



The Outcome

Cost effective expansion of service that remains sustainable.

Increased Access, Controlled Costs.

Mitigate Facility Risks

Address wading pool deficiencies to mitigate safety, legal, and financial risks



Suction Entrapment Hazards

Drain covers are non-compliant with federal Virginia Graeme Baker (VGB) Act, posing an entrapment hazard.



Address wading pool deficiencies to mitigate safety, legal, and financial risks



Unsupervised Drowning Risks

Unguarded, standing water presents a constant drowning hazard for young children.



Address wading pool deficiencies to mitigate safety, legal, and financial risks



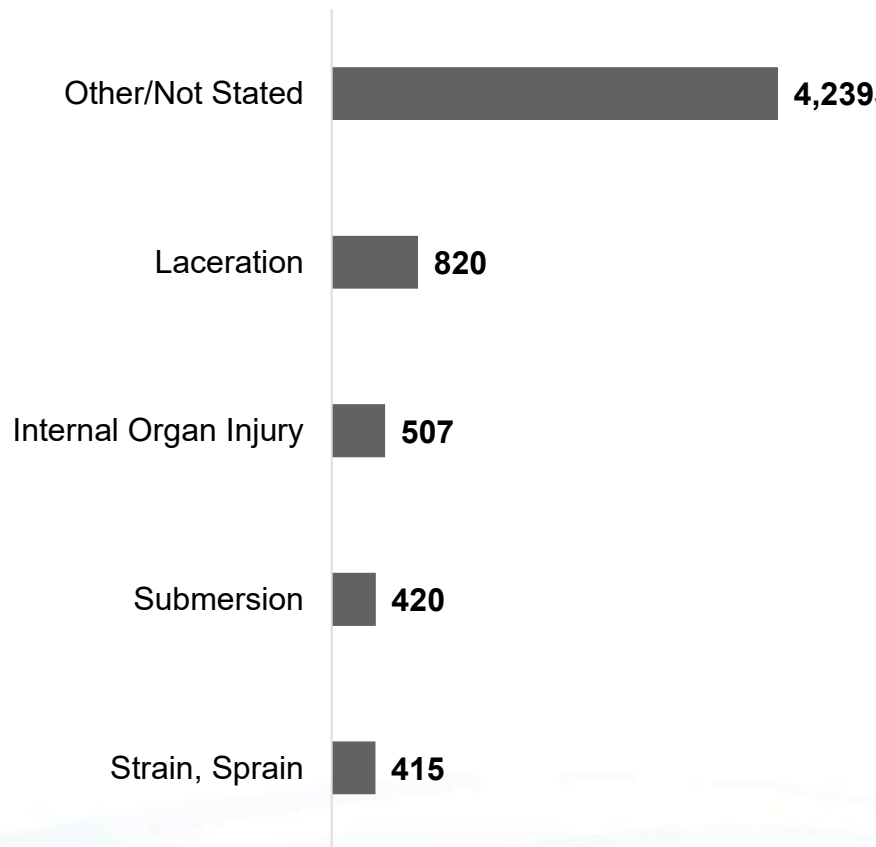
Contamination & Inefficiency

The shared recirculation system is obsolete, risking cross contamination from the wading pool and wasting energy and chemicals.

Address wading pool deficiencies to mitigate safety, legal, and financial risks

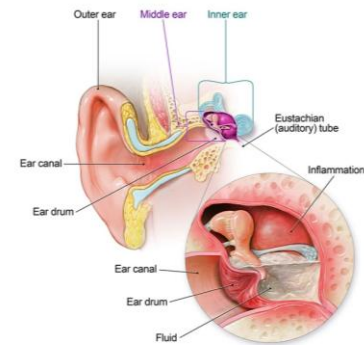
Swimming Pool Injuries

of injuries



Other Injuries – Top 5

Injury Description	#
Otitis Externa	1,770
Swimmer's Ear	665
Pain	478
Otitis Media	199
Cellulitis	95



Eliminate the wading pool risks by converting the space to a spray pad, closing, or continuing to operate the feature

Option A: Convert to a Spray Pad



PROS

- Eliminates drowning/entrapment risks
- Requires lower staffing
- Utilizes a separate recirculation system

CONS

- Requires capital investment

Option B: Close and Decommission



PROS

- Lowest upfront cost
- Eliminates all associated risks

CONS

- Loss of a water feature amenity for the facility's youngest users

Eliminate the wading pool risks by converting the space to a spray pad, closing, or continuing to operate the feature

Option C: Continue to Operate

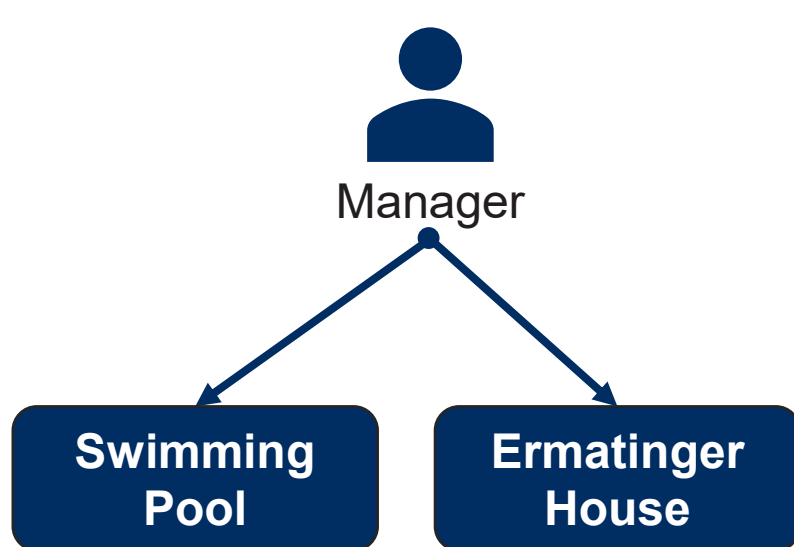


Councilman-Hunsaker does not recommend the continued operation due to increased drowning risks, disease transmission, and non-compliant suction outlets.

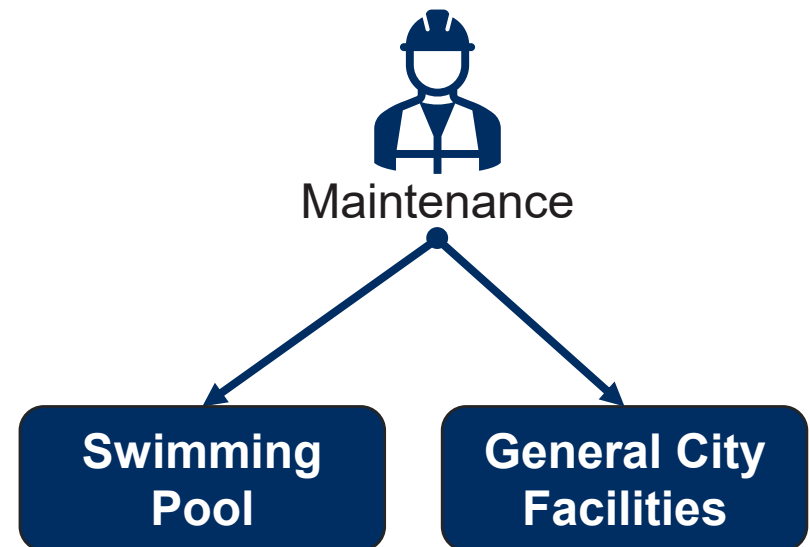
Restructure Staffing

Current organizational gaps threaten both regulatory compliance and facility's ability to scale

Split Focus



Non-aquatic duties dilute risk management focus



Shared responsibilities lead to downtime.

“Qualified Operator” role is split across admin staff

The Aquatics Manager should transition to 100% aquatic focus to manage high-risk operations and revenue growth

Current State

- Manager supervises staff for Pool **AND** Ermatinger House.
- Focus is split between two separate facilities.
- **Result:** Limited capacity for program scaling

Proposed State

- Exclusive dedication to aquatic operations.
- Museum duties reallocated to General Recreation role.
- **Result:** Singular focus on safety standards and managing weekly programming hours

Why Change?

A renewed focus on Swim Lessons and opening on Sunday will increase volume significantly. This cannot be managed part-time.

A dedicated 0.5 FTE Aquatic Maintenance Specialist is necessary

The Risks

- **Increased Facility Closure:** High probability of health code violations (pH or disinfectant imbalance) leading to shutdown.
- **Health & Safety Hazards:** Increased risk of chemical handling injuries, equipment failure, and pathogen transmission.
- **Legal Liability:** Significantly elevated exposure to negligence claims and financial loss due to preventable accidents.

Aquatic Maintenance Specialist (0.5 FTE)

- Must hold required Certified Pool Operator (CPO) certification.
- Serves as primary “Qualified Operator” per Oregon Pool Code
- Ensures preventative maintenance is prioritized over reactive fixes.
- Eliminates reliance on shared City maintenance teams.

Increasing Head Lifeguard skillsets creates safety redundancy during off-peak and low staffing hours

Head Lifeguards



Current Gap:

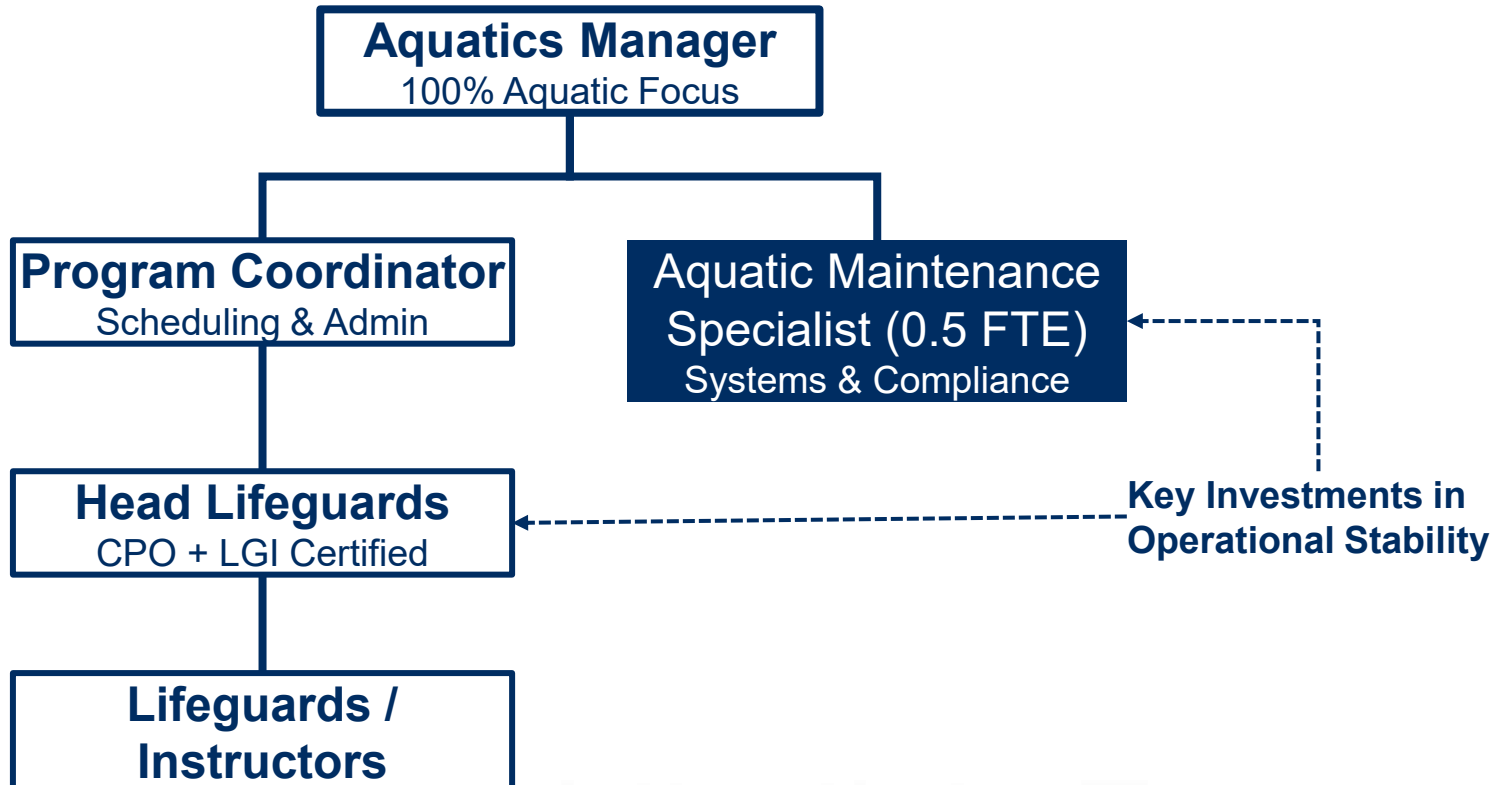
Lacks technical training for mechanical/chemical emergencies

New Requirements:

- CPO Certification (water chemistry/ mechanical systems)
- Red Cross Lifeguard Instructor Certification
- Ability to manage early mornings, late nights, and weekends

Outcome: Creates a bench of supervisors capable of handling complex operations independently.

An optimized hierarchy balances administrative oversight with technical expertise



Final Recommendations

Create a sounder operation that better serves more residents with a higher degree of safety

Metric	Current State	Proposed Future State
Schedule Priority	Misaligned with Master Plan	Aligned with Community Needs
Swim Lesson Capacity	Limited to 14% of hours	Maximized in Peak Window
Weekly Hours	85 hours	96 Hours (+13%)
Wading Pool Risk	VGB Non-Compliant	Eliminated
Refocused Supervisors	Gaps During Peak Times	Dedicated & Consistent
Facility Maintenance	Reactive & Ad-hoc	Proactive & Specialized

Additional Recommendation:

Develop and implement a tiered fee structure based on group size and staffing requirements to ensure full cost recovery for all rentals.

Seeking Approval to Proceed



1. Do you endorse the proposed schedule realignment to prioritize swim lessons and expand community access?



2. Which path for the wading pool (convert, close, or continue to operate) does leadership wish to pursue for formal cost analysis?



3. Do we have approval to begin updating job descriptions and initiating recruitment for the maintenance role?



Counsilman · Hunsaker
AQUATICS FOR LIFE



CITY OF OREGON CITY

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Oregon City, OR 97045
503-657-0891

Staff Report

To: Parks and Recreation Advisory Committee **Agenda Date:** April 23, 2026
From: Melissa Sebastian, Aquatics & Recreation Manager

SUBJECT:

Water Safety Month and Summer Swimming Updates — Melissa Sebastian, Aquatic and Recreation Manager

STAFF RECOMMENDATION:

Staff recommend that PRAC receive and support the Water Safety Month messaging and summer aquatics updates and assist in sharing this information within their communities to promote safe practices and awareness.

EXECUTIVE SUMMARY:

The purpose of this presentation is to provide neighborhood associations, the Parks and Recreation Advisory Committee with messaging campaigns, and updated swim lesson offerings. This outreach supports community awareness, risk reduction, and encourages safe recreational water use throughout the summer season.

BACKGROUND:

May is nationally recognized as Water Safety Month, a time dedicated to promoting safe behaviors in and around water. As participation in aquatics programs continues to grow, it is essential that our community remains informed about best practices and facility expectations.

Drowning remains one of the leading causes of accidental death for children, and many incidents are preventable through proper supervision, swimming skills, and awareness.

Our Aquatic and Recreation Division continues to prioritize water safety through education, partnerships, and program enhancements. This includes aligning with the Association of Aquatic Professionals (AOAP) Respect the Water campaign, which emphasizes layers of protection such as active supervision, learning to swim, and understanding personal limits.

We are also expanding our swim lesson offerings to better meet community needs. With nearly 50% of individuals reporting they cannot swim or lack strong water safety skills, we are introducing additional classes specifically for teens and adults to help close this gap and increase overall community safety.

OPTIONS:

- Receive the presentation and take no further action.

- Support and share water safety messaging, including Respect the Water campaign materials.
- Partner with Parks and Recreation to further promote swim lessons, supervision expectations, and water safety education opportunities.

BUDGET IMPACT:

There is no direct budget impact associated with this presentation. Water safety outreach and program updates are supported within the existing Parks and Recreation operational budget.



Water Safety Month and Summer Swimming Updates

Melissa Sebastian, Aquatic and Recreation Manager

Water Safety Month

Warmer weather is approaching.

Drowning is a leading cause of death for ages 1-14.

Drowning affects all age groups.



Our Swimming Pool

- Public Pools provide:
 - A safe, supervised place to swim
 - Access to trained lifeguards
 - Swim lessons that build life-saving skills
- Communities that support in pools help:
 - Reduce drowning risk
 - Provide healthy recreation for all ages
 - Without them, people turn to rivers, lakes, and unsafe areas



Our Aquatic Team

- Addition of Program Coordinator
- Staff Training takes place daily
- Staff focus on Prevention, Scanning, and Rapid Responses
- 8 rescues have occurred in the last calendar year



Safety is a Team Effort

- We all share the responsibility
- Parents and Guardians play an important role
- Drownings occur when we assume someone else is watching



Our Swim Lesson Programs

- Junior Lifeguarding Courses
- Teen Swim Lessons
- Adult Swim Lessons
- Family Swim Lessons
- Continue to offer Residents Registration Priority



Thank You

