



# Lexington Aquatics Master Plan

Lexington, Kentucky

April, 2016

**PARKS  
& RECREATION  
LEXINGTON, KY**





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## AQUATICS MASTER PLAN LEXINGTON, KENTUCKY

### EXISTING AQUATIC FACILITIES IN LEXINGTON

The Lexington Division of Parks and Recreation currently operates seven outdoor aquatic facilities: Castlewood Aquatic Center, Southland Aquatic Center, Tates Creek Aquatic Center, Woodland Aquatic Center, Douglass Pool, Picadome Pool, and Shillito Pool.

In addition to these, other aquatic facilities are operated by private organizations and universities, both indoor and outdoor. Outdoor pools include two YMCA pools, 12 neighborhood or HOA pools, eight camp or club pools, and over 100 apartment or condo pools. Indoor pools (none of which are operated by Lexington) consist of two university pools (UK and Transylvania), three YMCA pools, two covered neighborhood pools, two club pools, and five pools at health or fitness centers.

### THE NEED FOR AN AQUATICS MASTER PLAN

Lexington's population has been growing steadily; however, the City has not conducted a study of aquatic needs since 1994, and the most recent major renovation of any aquatic facility was completed nearly 15 years ago. The last aquatic facility in a new location was constructed in 1988. Additionally, attendance at the facilities operated by Lexington has been in decline in recent years.

### A PUBLICALLY DRIVEN PROCESS

The purpose of this plan is to address the aquatic needs of the community, so a primary focus of the master planning process was to identify those needs. A number of methods were utilized to determine these aquatic needs and desires. The public was involved in the process through the following methods:

1. Four on-site events at Lexington aquatic facilities with over 200 participants participating in the dollar voting exercise.
2. Four Town Hall meetings at strategic locations throughout Lexington (over 60 attendees)
3. A statistically valid Aquatic Facilities Survey conducted by ETC/Leisure Vision that was completed by 568 residents
4. A web-based and handout survey that was completed by 2,658 residents
5. A web-based community engagement effort through the Lexington Pools Master Plan website, powered by mySidewalk, that provided opportunities for input throughout the process
6. An active Aquatics Master Plan Steering Committee

7. Meetings with approximately 20 stakeholder groups representing officials and boards, user groups, and focus groups.

### WHAT LEXINGTON RESIDENTS SAID

The information gathered from the various public input methods was used to identify the needs of Lexington residents. A brief summary of the findings and needs as communicated in the various public input methods is provided below.

#### Statistically Valid Mail Survey

1. Thirty-four percent (34%) of residents visited one of the seven aquatic facilities offered by the Lexington Division of Parks and Recreation, and most of those residents visited between one and ten times.
2. Only 18% of residents reported visiting spraygrounds in the past year, but 83% would like to see these facilities developed in Lexington.
3. The top ranking action for improvements was to improve restrooms with seventy five percent (75%) of households either "very supportive" or "somewhat supportive" of this action. Other actions with very high levels of support included:
  - Upgrade pool houses (73%)
  - Provide additional shade (71%)
  - Provide more seating (68%)
  - Add security cameras (67%)
  - Develop an indoor warm water pool (66%)
  - Develop new family aquatic centers (66%)

When asked to choose a single improvement, upgrades to pool houses ranked first and development of new family aquatic centers ranked second.

4. Sixty percent (60%) of respondents reported a willingness to pay increased fees for their preferred improvements.
5. The aquatic programs with the most unmet needs were:
  - Water fitness classes
  - Therapeutic programs
  - Senior programs
6. The top reason for not using aquatic facilities more often were:
  - Pool are too crowded
  - Use private club or neighborhood/HOA pool
  - Lack of indoor facilities or programs
  - Do not want to swim

- Do not know what is being offered
- Too far from our residence

Web Survey results were generally similar to the Mail Survey results but had higher usage rates of facilities and supported all improvements to a higher degree. Web Survey respondents were also more supportive of indoor facilities.

## On-Site Engagement, Town Hall Meetings, and Stakeholder Groups

The input gathered from all of these meetings yielded similar results. Reoccurring themes included support for:

- Indoor facility (lap, recreational, diving, warm water elements)
- Large Family Aquatic Center with tall waterslides, lazy river, lily pad bridge, lap pool
- Spraygrounds at pools and at parks without pools
- Shade and seating
- Longer season and hours
- More programming
- Therapeutic pool
- Bubble over outdoor pool
- All children can swim
- Pool house improvements
- Accessibility (railings, benches, zero depth, lifts)

## Lexington Pools Master Plan Website

1. Southland Aquatic Center ranked as the most used pool (35%), followed by Woodland (25%) and Bates Creek (22%).
2. The top ideas of users for one change to aquatics and a vision of the future were:
  - Longer swim season
  - Indoor aquatic facility
  - Spraygrounds
  - Lazy rivers
  - Larger aquatic center

## THE CURRENT STATE OF AQUATIC FACILITIES IN LEXINGTON

The aquatic facilities in Lexington offer a variety of features that are appealing to users, but the offerings vary substantially from one location to another. Additionally, the age and condition of facilities also varies significantly.

The four aquatic centers in Lexington compare fairly well with facilities offered by other jurisdictions. However, none of the facilities in Lexington offer a family slide, a lazy river, a vortex, or a sprayground, and most of the waterslides at Lexington pools are much shorter than these comparison slides which reach 30 feet in height.

The neighborhood pools compare less favorably,

offering little of what the most popular facilities have to offer, including the aquatic centers offered by the Lexington Division of Parks and Recreation. These three pools also have seen minimal renovation in the last 25 or more years.

Based on an analysis of five and ten minute drive times to each of the existing facilities, service gaps for aquatic facilities appear in two notable areas.

1. The area at the northwestern edge of the Urban Service Area near Masterson Station Park.
2. The area at the eastern edge of the Urban Service Area, north and east of Jacobson Park.

## THE FUTURE OF AQUATICS IN LEXINGTON

The recommendations of this Master Plan are divided into six packages to help direct the implementation of recommended capital projects.

### 1A. Package 1A – Health, Safety & Regulatory Improvements

Make the needed improvements related to health, safety, VGB compliance, and ADA compliance as quickly as possible. For specific needs at each aquatic facility, see Section V. These improvements consist of the addition or replacement of the following items:

- Chemical controllers
- VGB Drains
- Lifeguard chairs
- Water level controllers
- ADA access
- Pool surfaces
- Pool markers
- Bike racks
- Wi-Fi service
- Security cameras

### 1B. Package 1B – Spraygrounds, Douglass and Castlewood Improvements, Shillito Design

#### Spraygrounds

Develop spraygrounds at Masterson Station and Jacobson Parks to fill some of the service area voids in the northwest and eastern portions of Lexington.

#### Shillito Regional Aquatic Center Design

Design the Shillito Regional Aquatic Center to appeal to residents city-wide and upgrade an underperforming pool.

#### Douglass Aquatic Center and Castlewood Aquatic Center Improvements

Redevelop Douglass Pool as an Aquatic Center and perform upgrades to Castlewood Aquatic Center, balancing the improvements in the north and south of Lexington.

## 2. Package 2 – Shillito Regional Aquatic Center Construction, Downtown Sprayground

### Shillito Regional Aquatic Center Construction

Continue with the construction of the Shillito Regional Aquatic Center to provide a variety of aquatic services currently unavailable in Lexington.

#### Downtown Sprayground

Develop a downtown sprayground (location to be determined) to provide additional aquatic opportunities for residents in the downtown area while reducing the use of downtown fountains as play features.

## 3. Package 3 – Existing Pool Improvements (Southland, Woodland, and Tates Creek)

Implement improvements to existing aquatic facilities to ensure that these facilities continue to offer the modern amenities desired by families.

## 4. Package 4 – Northwest Aquatic Center

Develop a new facility in the northwest region (Masterson Station Park) to fulfill the long-term outdoor aquatics needs in this growing part of Lexington.

## 5. Package 5 – East Aquatic Center

Develop a new facility in the east region (Jacobson Park) to fulfill the long-term outdoor aquatics needs in this growing part of Lexington.

## 6. Package 6 – Indoor Aquatic Center

Investigate potential partnerships for the development of an indoor aquatic facility and develop the facility once partnerships and funding are in place.

In addition to capital improvements, recommendations in this Master Plan include the development of additional programs as needed (based on community interest levels), particularly utilizing the new facilities.

### INDIVIDUAL AQUATIC FACILITY RECOMMENDATIONS

Recommendations were developed for each aquatic facility in Lexington. Concept plans were prepared for each facility which can be seen in Section V of this Master Plan. Each facility also has some maintenance and design recommendations in addition to the recommendations for improvements (see Section V). A summary of the individual recommendations for improvements for each facility are as follows:

#### 1. Southland Aquatic Center

- Renovate the pool with new features and

renovate/resurface the existing water play features.

- Add required zero depth entry to the wading pool for ADA access.
- Replace the pool house and move it toward Hill N Dale Road to provide more room on the pool deck.
- Expand the concession capabilities in the new pool house and keep the existing concession building for storage.
- Replace the existing waterslide with a taller and larger slide.
- Add shade structures to the deck areas, in the grass beach area, and over portions of the shallow water areas.
- Improve the drop-off area to better accommodate buses/vans and other drop-off functions.

#### 2. Woodland Aquatic Center

- Maintain as a family aquatic center.
- Renovate the pool.
- Install a larger waterslide.
- Renovate and update the pool house.
- Install family restrooms/changing rooms.
- Add shade structures where possible.

#### 3. Tates Creek Aquatic Center

- Maintain as a family aquatic center with 50 meter pool.
- Improve vehicle drop-off access.
- Upgrade pool house with family restrooms and changing rooms.
- Add shade structures.
- Replace wood deck and pergola structures near concessions window.
- Provide signage to concession area.
- Add parking lot lighting.

#### 4. Shillito Pool (Regional Aquatic Center)

- Upgrade to a Regional Family Aquatic Center with family friendly, competitive, and therapeutic features.
- Install tall waterslides and a plunge pool.
- Develop the plunge pool as a warm water pool with ample steps, a ramp with railing, a bench, and a vortex.
- Develop a lazy river with a length between 600' and 800' in length.
- Redevelop the 50 meter pool with a moveable bulkhead and a deep end (rather than a diving "L").
- Develop a new activity pool to replace the wading pool, featuring zero depth entry facing the pool house, shade structures

over parts of the pool, and interactive water spray features.

- Develop a sprayground that can also be used before and after the pool season.
- Expand the fence to include some grass beach area.
- Replace the pool house and include exterior access to restrooms and outdoor showers for the sprayground.
- Include family restrooms/changing rooms in the new pool house.
- Add seating and shade throughout the site using shade trees and shade structures.
- Add parking lot lighting for increased security during evening and rental use.
- Expand availability of parking as needed.

## 5. Castlewood Aquatic Center

- Maintain as a family aquatic center.
- Upgrade the pool and pool house and add a family restroom/changing room.
- Replace the wading pool with a sprayground.
- Replace the existing waterslide with a larger slide.
- Replace one of the diving boards with a climbing wall to offer more variety.
- Add a new shallow water play feature.
- Add shade in the form of shade trees and structures.

## 6. Picadome Pool

- Continue operation until the new Shillito facility or an indoor facility is developed.
- Close the Picadome facility once the new facility at Shillito is completed and opened, or if an indoor facility is developed.

## 7. Douglass Pool (Aquatic Center)

- Redevelop as a family aquatic center.
- Renovate the existing pool to include shallow water, zero depth entry, and a water play feature.
- Maintain the diving well with a diving board and add a climbing wall.
- Add a tall waterslide with a run-out.
- Replace the pool house and relocate the building to the front of the site.
- Develop a sprayground adjacent to the pool house with access to the restrooms.
- Include a party room as part of the pool house.

- Add lounge chairs and shade in the form of trees and structures.
- Extend the fence to include more grass area.

## 8. New Aquatic Centers (Northwest and East)

- Develop an activity pool with zero depth access, accessible steps, two waterslides, shallow water, a lily pad bridge, and a central water play feature that includes a dumping bucket, waterslides, and interactive jets and sprays to appeal to families with a wide range of ages.
- Include a lap pool (8 lanes by 25 meters) with a well for a diving board and climbing wall.
- Develop a sprayground located near the pool house at the front of the pool area to allow for use in the extended season.
- Ensure the inclusion of an entry area, a party room, changing/ shower rooms, offices, and concessions as part of the pool house.
- Provide ample shade structures and lounge chairs throughout the site.
- Consider the inclusion of a lazy river (between 400 and 500 feet in length) which could be developed as a later phase.

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# I. INTRODUCTION

## PROJECT BACKGROUND

Lexington is located in central Kentucky and has a population of approximately 315,000 as of 2015. This population has grown steadily since 1974 (between 10% and 15% over every decade) when the City of Lexington merged with Fayette County to form the Lexington-Fayette Urban County Government or LFUCG. However, the City has not conducted a study of aquatic needs since 1994, and the most recent major renovation of any aquatic facility was completed nearly 15 years ago. The last aquatic facility in a new location was constructed in 1988.

The Lexington-Fayette Urban County Government (LFUCG) sought proposals from qualified firms to provide services for the assessment of existing aquatic facilities and to develop a long range Master Plan for improvements. The analysis was to include inspection, evaluation, and recommendations for renovation, redevelopment, and/or replacement of existing facilities as well as recommendations for the development of new facilities. The Brandstetter Carroll Inc. team (BCI) was chosen to prepare the Aquatics Master Plan to evaluate and provide recommendations for all of Lexington's aquatic facilities.

## MASTER PLAN PROCESS

The Master Plan process consisted of several phases with frequent meetings between representatives of Lexington and the Consultant. Each phase concluded with a presentation of findings to the Steering Committee. A summary of the process and details of each phase are outlined below.

### Planning Context

The first phase of the Master Plan process launched with meetings with Lexington Division of Parks and Recreation representatives, the gathering of information on demographics, and a review of existing data.

#### 1. Master Plan Steering Committee

The Lexington-Fayette Urban County Government (LFUCG) appointed a Master Plan Steering Committee to work with the Consultants throughout the process. The Consultants met regularly with the Steering Committee with updates of findings, from which the Committee assisted in establishing the goals and priorities of this Master Plan.

#### 2. Demographic Analysis

Using information from the U.S. Census and other sources, the Consultant performed an analysis of demographic and population characteristics of Lexington. The analysis consisted of information including:

- Population characteristics (quantity, ages, race, etc.)
- Demographic Trends
- Spatial variation and population change

#### 3. Budget and Attendance

The budgets and attendance of the last four years were reviewed with a breakdown for each of the aquatic facilities in Lexington. This analysis compared the revenue to expenses and the operating costs per patron.

### Inventory and Analysis

This phase of the Aquatics Master Plan process consisted of an analysis of facility and program offerings. This analysis was important in order to assess current conditions to compare against the desires of Lexington residents as expressed in the following public input phase.

#### 1. Aquatic Facilities Inventory and Location Analysis

This process entailed an inventory of the existing facilities for a comparison of the available amenities at each location with the other facilities in Lexington and later to those offered by other jurisdictions. The analysis evaluated the location of the existing facilities compared to the location of Lexington residents. Finally the analysis included a description of each of the facilities with their amenities and facilities issues based on site analysis.

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## **2. Programs and Events Inventory**

The existing program offerings were analyzed with participation rates over the past five years.

## **3. Staffing Analysis**

The existing staffing rates, particularly for lifeguards, were reviewed, followed by a discussion of some of the issues facing the aquatic industry regarding lifeguard recruitment and retention.

## **4. Aquatic Trends**

A brief description of aquatic trends was provided with a comparison to the Lexington offerings outlined previously.

## **5. Benchmarking Analysis**

The benchmarking analysis provided a comparison of aquatics in Lexington to facilities offered by other jurisdictions, primarily in Kentucky, regarding availability of features, usage fees, and the overall number of pools per population.

## **6. Indoor Facility Analysis**

The need and feasibility of an indoor aquatics facility in Lexington was analyzed with consideration to potential user groups, amenities offered, and funding requirements.

# **Public Input**

## **1. Public Workshops**

The initial kick-off event was held at Shillito Pool to solicit feedback from residents regarding their concerns and opinions about existing and future aquatic facilities and programs. Participants were invited to review examples of modern aquatic facilities, fill out surveys, and vote with play money. Three other events were held at Lexington aquatic facilities (Douglass Pool, Castlewood Aquatic Center, and Southland Aquatic Center).

Four town hall meetings were held at strategic locations throughout the City: Southland Christian Church on Richmond Road, downtown at the Lexington Public Library (Central Library), Imani Baptist Church on Georgetown Road, and Clays Mill Elementary School consisting of a presentation on the next generation of aquatics, a discussion of the project approach, and a group discussion.

## **2. Stakeholder Groups**

Meetings and round table discussions were conducted with many stakeholder groups representing a large variety of boards, user groups, and focus groups. Questions were prepared in advance and were approved by the Steering Committee.

## **3. Aquatic Facilities Survey and Web Survey**

A statistically valid mail survey (Mail Survey) was conducted by ETC/Leisure Vision with 568 responses from residents of Lexington. Surveys were mailed to 5,000 households. The survey was used to identify:

- Indoor and outdoor aquatic facilities currently used
- Current satisfaction levels with programs and facilities
- Participation and satisfaction with current programs
- Support for the development of new facilities

Additionally, a web-based survey (Web Survey) was conducted that asked similar questions to the Aquatic Facilities Survey. Where the statistically valid mail survey reached a selected, random sample of residents, the goal of the Web Survey was to engage as many residents as possible. A total of 2,760 local residents completed the survey. Questions were approved by the Steering Committee.

## **4. mySidewalk Web-Based Community Engagement**

An online community engagement tool, mySidewalk, was utilized in an effort to engage all residents regardless of their location or the time of day. The site, Lexington Pools Master Plan, was devoted specifically to the Lexington Aquatics Master Plan and provided a forum for residents to submit ideas, react to potential solutions, provide input on priorities, engage in conversation with City leaders and

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others, and stay up-to-date on the planning process. Two different types of topics were posted on this website: polls and open-ended questions.

## **Recommendations**

Using the data collected throughout the Master Plan process, a series of recommendations were formulated to meet the aquatic needs for the City of Lexington. The recommendations were separated into the following four categories.

### **1. Recommendations for Existing Aquatic Facilities**

Recommendations with concept plans were provided for each of the aquatic facilities. The recommendations included design and maintenance items that must be competed as well as capital improvements that are recommended to enhance the recreational experience at these facilities.

### **2. New Facility Recommendations**

Recommendations for new facilities were developed, including spraygrounds, new family aquatic centers, and a potential indoor aquatic facility.

### **3. Project Implementation**

A project implementation schedule was prepared to provide guidance for funding allocation and budgeting. The projects were divided into packages that consisted of logical groupings of improvements with capital project cost estimates provided for each improvement.

### **4. Operations and Budget Recommendations**

This final portion of the recommendations included discussion of potential programs, projected attendance and annual budget numbers (after improvements), ongoing maintenance costs, and potential solutions for lifeguard recruitment and retention problems.

## **Draft Recommendations**

Draft recommendations were presented to the Aquatic Master Plan Steering Committee and the Parks Advisory Board on January 27, 2016. These recommendations were presented to the Urban County Council General Government & Social Services Committee on February 2, 2016.

## **Final Master Plan**

The final Master Plan document was completed and submitted to the Lexington Fayette Urban County Government in April, 2016.



## II. PLANNING CONTEXT

### INTRODUCTION

The Planning Context is a summary of the historical factors and trends that may influence the delivery of aquatic services throughout the Lexington-Fayette Urban County Government (LFUCG). This section provides a summary of the population characteristics and demographic trends in Lexington with a focus on the effect of those trends on aquatic service expectations. The demographic analysis is followed by a review of the attendance and budget of the pools operated by the Division of Parks and Recreation over the last four years (2011-2014).

### POPULATION CHARACTERISTICS

An overall understanding of the population trends of Lexington is necessary to identify the present and anticipate future needs for aquatic services and facilities. Needs vary between demographic groups, and these needs also change over time. Table II-1 illustrates the population trends for Lexington from 1970 to 2030. This table uses U.S. Census Bureau data for historic figures and the Kentucky State Data Center projections for 2015, 2020, and 2030 numbers.

Trends indicate that the population has increased substantially in each ten year period and is expected to continue to grow at a similar rate. Because the City of Lexington formed a combined government with Fayette County in 1974, the increase in population from 1970 to 1980 was substantial (nearly 90%). The population of Lexington grew by over 10% from 1980 to 1990, over 15% from 1990 to 2000, and by nearly 14% from 2000 to 2010. Similar growth rates are projected from through 2020 (over 13% above 2010 population) and 2030 (over 12% above 2020 population). The projected population for 2030 represents a nearly 20% increase beyond the current (2015) population estimate.

**Table II-1: Lexington, Kentucky Population History and Projections (1970 - 2030)**

	Census					Projections		
	1970	1980	1990	2000	2010	2015	2020	2030
Lexington	108,137	204,165	225,366	260,512	295,803	315,249	334,733	375,986
10 Year Growth %		88.8%	10.4%	15.6%	13.5%		13.2%	12.3%

Source: U. S. Census Bureau (1970-2010), Kentucky State Data Center (2015-2030).

### Households

Table II-2 shows the number of households in 2010 and household size from 2000 to 2019. The table indicates that in the City of Lexington, the average household size increased slightly from 2000 to 2010 and is expected to remain steady through 2020. Despite this increase, the average household size for residents in Lexington was lower in 2015 than that of the United States and the State of Kentucky. The 2010 average household size in Lexington was 2.30, compared to 2.44 for the State of Kentucky, and 2.57 for the USA as a whole.

**Table II-2: Household Size (2000 to 2020)**

	Households	Average Household Size			
	2015	2000	2010	2015	2020
USA	120,746,349	2.59	2.58	2.57	2.57
Kentucky	1,767,689	2.47	2.45	2.44	2.44
Lexington	127,856	2.29	2.30	2.30	2.30

Source: U.S. Census Bureau, ESRI Business Analyst, Kentucky State Data Center

### Median Age

Table II-3 shows the median age for the City of Lexington, the State of Kentucky, and the USA from 2000 through 2020. The trend at all geographic levels is an increase in the median age of residents. The median age in the City of Lexington was 34.5 in 2000 and is expected to increase to 35.4 by 2020. The

median age in the City of Lexington was significantly lower than that of the State which was slightly higher than the USA median. The estimated median age in 2015 was 35.0 in Lexington compared to 38.8 for Kentucky, and 37.9 for the USA. The age of the residents is important because Lexington needs to plan for the appropriate age groups that it will be serving. The median age in Lexington was lower in 2000 and is projected to continue to be substantially lower through 2020 (30.9), compared to the other geographies. The median age, however, is increasing but at a slower rate than for the state or the nation.

**Table II-3: Median Age (2000-2020)**

	2000	2010	2015	2020
USA	35.3	37.1	37.9	38.6
Kentucky	35.9	38.1	38.8	39.5
Lexington	34.5	34.8	35.0	35.4

Source: U.S. Census Bureau, ESRI Business Analyst, Kentucky State Data Center

## Seniors

Table II-4 displays the population age 65 and over from 2000 to 2020 and shows that this age group increased greatly in population over this time period and is expected to continue to do so through 2020. The population over age 65 in Lexington increased from 10% to 11% from 2000 to 2010. The percentage of the population over 65 has since increased, as of 2015, and is expected to continue to increase through 2020 to over 13%, matching the trend of the other geographies. In 2015, Kentucky had a greater percentage of the population in this age cohort than the USA, and the City of Lexington had substantially lower proportions of this age group than the State. In 2015, just under 12% of the population of Lexington was over the age of 65, compared to 15% for the State of Kentucky. These figures indicate that, while the proportion of residents 65 and over is lower than the rest of the state or the USA as a whole, this population is growing rapidly and the importance of facilities and services for seniors will increase in the future.

**Table II-4: Population Age 65 and over (2000 - 2020)**

	2000		2010		2015		2020	
	Number	Percentage	Number	Percentage	Number	Percentage	Number	Percentage
USA	34,991,753	12.4%	40,267,984	13.0%	46,968,183	14.7%	55,232,457	16.7%
Kentucky	504,793	12.5%	578,227	13.3%	676,669	15.0%	787,067	16.8%
Lexington	26,174	10.0%	31,138	10.5%	36,979	11.7%	44,452	13.3%

Source: U.S. Census Bureau, ESRI Business Analyst, Kentucky State Data Center

## Children

Table II-5 identifies the population age 19 and under from 2000 to 2020. The table indicates that, in the City of Lexington, the percentage declined very slightly from 2000 to 2010 and 2010 to 2015, but is projected to increase back to the 2000 percentage by 2020. The changes in percentage were very limited (0.2%), however, and the total number of children continued to increase throughout all time periods. Overall, the percentage of children has remained fairly consistent and is projected to continue to do so, in contrast with the previous table which identified a growing proportion of the population over age 65.

**Table II-5: Population Age 19 and Under (2000-2020)**

	2000		2010		2015		2020	
	Number	Percentage	Number	Percentage	Number	Percentage	Number	Percentage
USA	72,293,812	25.7%	74,181,467	24.0%	72,578,577	22.8%	73,837,675	22.3%
Kentucky	1,113,644	27.6%	1,146,204	26.4%	1,158,331	25.7%	1,175,502	25.2%
Lexington	65,226	25.0%	73,797	24.9%	78,298	24.8%	83,530	25.0%

Source: U.S. Census Bureau, ESRI Business Analyst, Kentucky State Data Center

The percentage of the population age 19 and under in the City of Lexington is slightly lower than for the State but higher than the USA. In 2015, the City of Lexington had approximately 25% of the population within this age cohort, compared to 26% for Kentucky, and 23% nationwide. The percentage of the population represented by children is decreasing in the State of Kentucky and the USA, while this percentage in Lexington, as noted previously, is remaining steady. Also, while the proportion of the population 19 and

under is remaining steady, this population is still projected to increase significantly in absolute numbers in Lexington.

All of this information indicates that the population of Lexington is younger than the State of Kentucky and the United States. However, the City of Lexington will experience the same trends of an increasing median age and more seniors. The city is not experiencing a decreased percentage of children as seen throughout the USA.

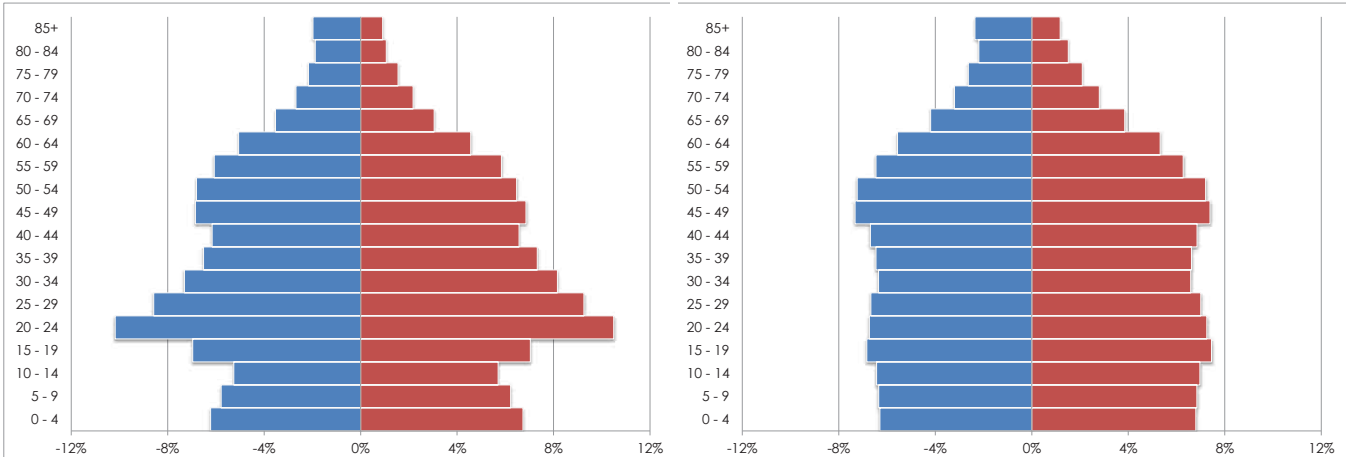
**DEMOGRAPHIC TRENDS IN LEXINGTON**

The themes of aging of the population, stagnant incomes, and diversification are apparent through the following trends. Each of these themes highlights particular changes in the City of Lexington, but the trends discussed below are linked and will collectively shape the future of the City.

**Shifting of Age Demographics of the Population**

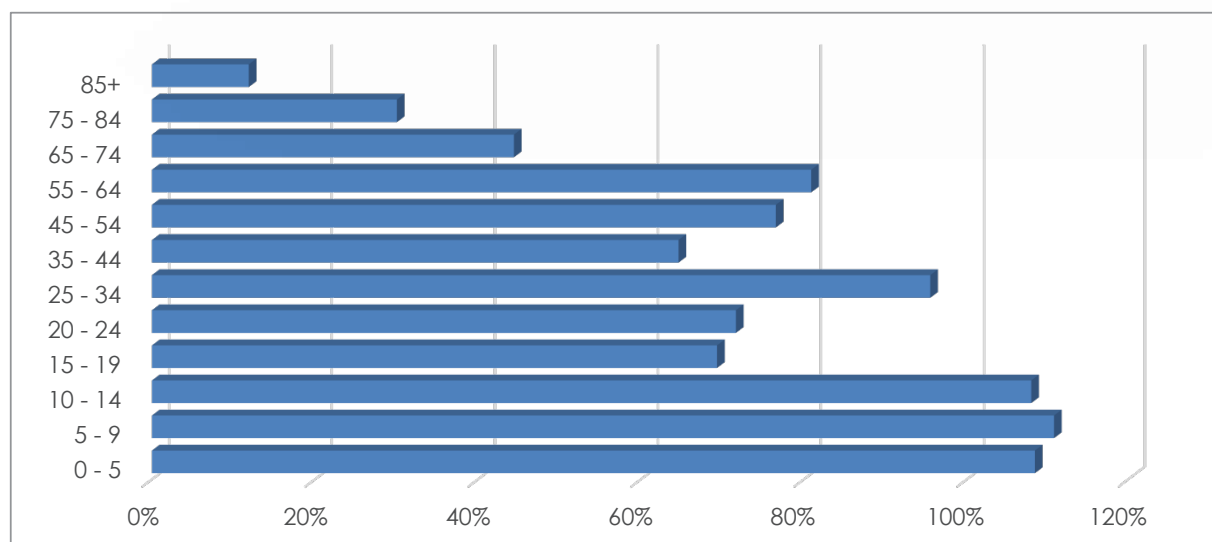
The changes in age demographics in Lexington have followed a similar pattern to that of both Kentucky and to that of the United States as a whole. The baby boom that led to a jump in the population of the USA starting in the 1950's, is now leading to the aging of the population. Figure II-1 shows population by age group by sex for Lexington. From this chart, it is clear that the largest number of residents are in the 20-24 age range, due, in part, to the presence of the University of Kentucky in Lexington. The numbers decrease quickly for the next few age groups before increasing slightly again with the 45-49 age group. These residents (and those 50-64) will move to the over 65 age group over the next 10 to 20 years. This chart also shows a greater number of women than men in the older age groups.

**Figure II-1: Population by Age and Sex in Lexington (Females-Blue/Males-Red)**



Like the rest of the State and the USA, Lexington saw a substantial increase in the older demographic cohorts between 2000 and 2010. Figure II-2 shows the change in population for each age group from 2000 to 2010. The largest increase over this 10 year period was seen in the lowest demographic groups, followed by the 25-34 demographic. The 45-54 and 55-64 demographic also grew at a high rate. Addressing the needs of these older members of the community will be of great importance to the City of Lexington. The needs of other age ranges, particularly children, will also be quite significant.

Figure II-2: Change in Population by Age from 2000 to 2010



### Changes in Household Composition

The composition of households has been changing in significant ways in Lexington, Kentucky, and the United States (Table II-6). The proportion of households made up of families has decreased in Lexington from 58.1% in 2000 and down to 56.6% in 2010. In 2010, over 43% of all households were non-family households (up from 41.9% in 2000), and most (75%) non-family households consisted of a single person living alone. These single person households increased from 32% to 33% between 2000 and 2010. It is also important to note that 28% of households in 2010 had a child under the age of 18 (down from 30% in 2000), and nearly one in five households (19%) contained a senior age 65 or older (up from 17% in 2000). These trends are all consistent with those at the state and national levels. However, Lexington has a lower percentage of family households, households with children, and households with individuals 65 years or older than the State of Kentucky or the USA. Similarly, Lexington has a higher percentage of single person households than the state or the nation.

The total number of households grew by 14% from 2000 to 2010 in Lexington, compared to 8% for the State of Kentucky. The City of Lexington has also seen a slight increase in the percentage of owner-occupied housing units in 2010, compared to 2000. This increase contrasts with the trends at the state and national levels of a decrease in owner-occupied units; however, the percentage of owner-occupied units was much lower in Lexington than either the State of Kentucky or the USA. This difference was likely due, in part, to the location of the University of Kentucky within Lexington.

Table II-6: Household Composition (2000-2010)

	Lexington		Kentucky		USA	
Year	2000	2010	2000	2010	2000	2010
<b>Household Type</b>						
Families	58.1%	56.6%	69.4%	66.9%	68.1%	66.4%
With Individuals Under 18	29.6%	28.4%	35.5%	32.6%	36.0%	33.4%
With Individuals 65 or Over	17.3%	18.7%	22.8%	24.4%	23.4%	24.9%
Single Person	31.7%	32.7%	26.0%	27.5%	25.8%	26.7%
<b>Housing Occupancy</b>						
Owner-Occupied	55.3%	55.9%	70.8%	68.7%	66.2%	65.1%
Renter-Occupied	44.7%	44.1%	29.2%	31.3%	33.8%	34.9%

Source: U.S. Census Bureau

The decreasing number of family households and increasing number of non-family households will have an impact on aquatic needs of the City of Lexington as these residents have different preferences. The



increasing percentage of households with an individual age 65 will also have an impact on household needs for aquatics in the future. Additionally, the City's growing number of single person households (nearly one third of households in 2010) will have an impact as these households have different needs from those with small children. However, a substantial percentage of households will still have a child under the age of 18 (28% in 2010), and these households are declining as a percentage of the total population at a slower rate in Lexington than in the rest of the State of Kentucky and the USA. Therefore, households with children still have a strong presence in Lexington. The aquatic needs of all of these groups, plus the needs of City's growing number of total households, must be considered to best determine the needs for the future of the City of Lexington.

### Income and Education Growth

The City of Lexington experienced growth of income and educational attainment from 2000 to 2014 (Table II-7). The median household income increased from \$39,813 (not inflation adjusted) in 2000 to \$48,667 in 2014. After adjusting for inflation (to 2014 dollars), the median household income actually declined somewhat in Lexington over that period. The median income in Lexington was lower than the national median in both 2000 and 2014, but was higher than the Kentucky median in both years.

The median family income and per capita income measures show similar trends at all geographic levels of increasing incomes that failed to keep pace with inflation. However, median family income and per capita income numbers for Lexington were higher than the national numbers, where the median household numbers were lower. This difference likely results from the higher percentage of single person households in Lexington (as described previously). Additionally, as of 2014, the unemployment rate in Lexington was slightly lower than the USA at 5.5%, compared to 5.8%.<sup>1</sup>

**Table II-7: Income (2000-2014)**

	2000	2000 Adjusted	2014
<b>Median Household Income</b>			
USA	\$41,994	\$57,732	\$53,482
Kentucky	\$33,672	\$46,291	\$43,342
Lexington	\$39,813	\$54,734	\$48,667
<b>Median Family Income</b>			
USA	\$50,046	\$68,563	\$65,443
Kentucky	\$40,939	\$56,086	\$54,928
Lexington	\$53,264	\$72,972	\$66,317
<b>Per Capita Income</b>			
USA	\$21,587	\$29,574	\$28,555
Kentucky	\$18,093	\$24,787	\$23,741
Lexington	\$23,109	\$31,659	\$27,026
Source: U.S. Census Bureau, ACS 5-Year Estimates (2010-2014)			

Educational attainment has increased in Lexington as well as in the State of Kentucky and the USA (Table II-8). In 2014, 23% of Lexington residents age 25 and older had a Bachelor's Degree, while 17% had a Graduate Degree or above for a total of over 40% with a Bachelor's Degree or above. These numbers increased since 2000 from 21% for Bachelor's Degree or 15% for Graduate Degree and above (for a total of 36%).

The 2014 educational attainment numbers for the State of Kentucky, in contrast, were 13% for Bachelor's Degree and 9% for Graduate Degree or above (22% Bachelor's or above). For the USA, the educational attainment numbers (2014) were 18% for Bachelor's Degree and 11% for Graduate Degree or above (29% Bachelor's or above). As in Lexington, educational attainment in Kentucky and the USA have increased since 2000. However, these numbers indicate that the residents of Lexington represent a highly educated

<sup>1</sup> 2010-2014 American Community Survey 5-Year Estimates

population compared to the State of Kentucky as a whole and the USA.

**Table II-8: Educational Attainment of Residents Age 25 and Over (2010-2014)**

	No High School Diploma	High School/GED	Some College, No Degree	Associates Degree	Bachelors Degree	Graduate/ Professional Degree
USA	13.6%	28.0%	21.2%	7.9%	18.3%	11.0%
Kentucky	16.5%	33.7%	20.7%	7.3%	12.9%	8.9%
Lexington	10.9%	21.1%	20.2%	7.7%	23.2%	17.1%

Source: U.S. Census Bureau (2010-2014 ACS 5-Year Estimates)

### Growth of Population Diversity

The City of Lexington has had a reduction in the proportion of the population consisting of White residents while the proportion of all other minority populations have increased (Table II-9). In 2014, the White population had declined slightly to 76% percent compared to 81% percent in 2000<sup>2</sup>. Additionally, over the same time period, minority populations have grown steadily. The Other Race population has seen the largest increase in terms of percentage (164%) and the third highest in absolute numbers (6,145).<sup>3</sup> The Hispanic population has had the second largest population increase as a percentage (143%) and highest in absolute numbers (12,266).<sup>4</sup> The Two or More Races population had the third highest growth rate at 107%, while the Black population ranked third in terms of absolute numbers.

**Table II-9: Race and Hispanic Origin 2000-2010**

	Total Population	White Alone		Black Alone		Asian Alone	
		#	%	#	%	#	%
2000	260,512	211,120	81.0%	35,116	13.5%	6,407	2.5%
2014	304,473	231,482	76.0%	43,918	14.4%	10,662	3.5%
# Change	43,961	20,362		8,802		4,255	
% Change	16.9%	9.6%		25.1%		66.4%	

Source: U.S. Census Bureau, ACS 5-Year Estimates (2010-2014)

The minority population represented a larger percentage of the total population in Lexington at 27% than in the State of Kentucky as a whole at 14%. Minority populations made up a substantial percentage of Lexington residents and accounted for two thirds of population growth in the City. The White, non-Hispanic population grew by only 7% from 2000 to 2014. The growth rate of minority populations far exceeded the growth of White populations in Lexington. This trend is expected to continue and will have substantial impacts on the City's future.

### Conclusion

Lexington's economy and growing diversity provide many opportunities for the future of the City, and the aging of the population and ample opportunities for new residential development opportunities will certainly guide the direction of the City. Lexington's young population and room for growth are powerful instruments for economic development, and the direction chosen for the City's facilities will determine the availability of aquatic opportunities and their potential to enhance quality of life for years to come.

### DEMOGRAPHIC VARIATION WITHIN LEXINGTON

The discussion of demographics in the city as a whole provides an overview of the similarities and differences between Lexington, the State of Kentucky, and the USA, as well as the demographics changes over time. In order to ascertain a better understanding of variations and changes within the City of Lexington, an analysis is required of demographic and population characteristics of regions within the city. The

<sup>2</sup> The population has increased in absolute numbers.

<sup>3</sup> 8,459 individuals who identified as some other race also identified as Hispanic.

<sup>4</sup> Hispanic origin is asked as a separate question by the U.S. Census, so these numbers are also included in one of the other race categories.

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following spatial analysis of demographics, using Census Tracts, provides some insight into the location of population groups and changing demographics within the City of Lexington.

### **Population Change**

As demonstrated previously in Table II-1, the population of Lexington has grown steadily throughout its history as is expected to continue to do so into the future. The growth has not been evenly distributed throughout the city, however. Figure II-3 shows the population change per square mile by census tract from 2000 to 2013. This presentation of the change in population density controls for the variation in size between the various census tracts. In this figure, the blue areas are increasing in density (persons per square mile) or gaining population, while the red areas are decreasing in density or losing population.

The fastest growing areas of Lexington are along the edges of the Urban Service Area in the northwest (near Masterson Station Park), the east (east and northeast of Jacobson Park, and the south (along the border with Jessamine County). Another high growth area can be seen near downtown on and to the northwest of the University of Kentucky campus.

### **Households Composition**

The composition of households varies throughout Lexington. Of particular importance to aquatics, is the location of households with children under the age of 18 and households with seniors age 65 and older. Figure II-4 shows households with children (under 18) per square mile, and Figure II-5 shows households with seniors (65+) per square mile.

Higher concentration of households with children are apparent in the southern portion of Lexington. Several census tracts in this area show high concentrations of children, compared to the rest of the city. Many of these same census tracts have had high levels of population growth (see Figure II-3). Similarly, tracts near Masterson Station and Jacobson Parks with high levels of population growth also have large concentrations of households with children. The fast growing area near the University of Kentucky, in contrast, has a small number of households with children.

The locations of households with seniors are concentrated in three areas: south (to the west of Bates Creek Aquatic Center), west (near Southland Aquatic Center), and central (near Woodland and Castlewood Aquatic Centers). Many of these areas also show a loss of population from 2000 to 2013. While there is some overlap, in general, the areas with the highest concentration of seniors are different from those with high concentrations of children.

### **Population Living Under the Poverty Line**

The population living under the poverty line is another important demographic to analyze spatially as these residents are more likely to rely on of public services (rather than private enterprise) and are generally less able to travel in order to do so. Figure II-6 shows the population of Lexington living under the poverty line per square mile, and Figure II-7 shows the population of children under 18 living under the poverty line (by census tract).

Figure II-6 shows concentrations of residents living under the poverty line in several areas. These areas include the downtown, an area to the northwest of (and including part of) the University of Kentucky, and areas surrounding Douglass and Castlewood Parks. In addition to these areas, which are largely contiguous, areas with concentrations of poverty can be found in the southeastern portion of the Urban Service Area. Some of these areas are located outside of New Circle Road between Shillito Pool and Bates Creek Aquatic Center with others located to the northeast of Bates Creek Aquatic Center and northwest of Jacobson Park.

Limiting the analysis to children living under the poverty line (Figure II-7), the notable areas are much the same. The primary difference between the location of children and all residents living under the poverty line can be found in the areas near the University of Kentucky and downtown. Largely because of the student population, these areas have fewer children living under the poverty line despite a large concentration of residents overall. In general, the fastest growing areas (see Figure II-3) do not have high concentrations of children living under the poverty line. However, some growth areas in the southern

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portion of the city, as well as some in the east, near Jacobson Park, have experienced high levels of population growth and have high concentrations of poverty.

### **Conclusion**

This spatial analysis of Lexington demographics has provided an overview of the location of new residents and some characteristics of the residents throughout the city. The area to the south of New Circle Road has appeared as an important area for every different demographic, while the areas near Masterson Station, Jacobson, Douglass, and Castlewood Parks have appeared in many of these analyses (for varying demographics).

Figure II-3: Population Change Per Square Mile

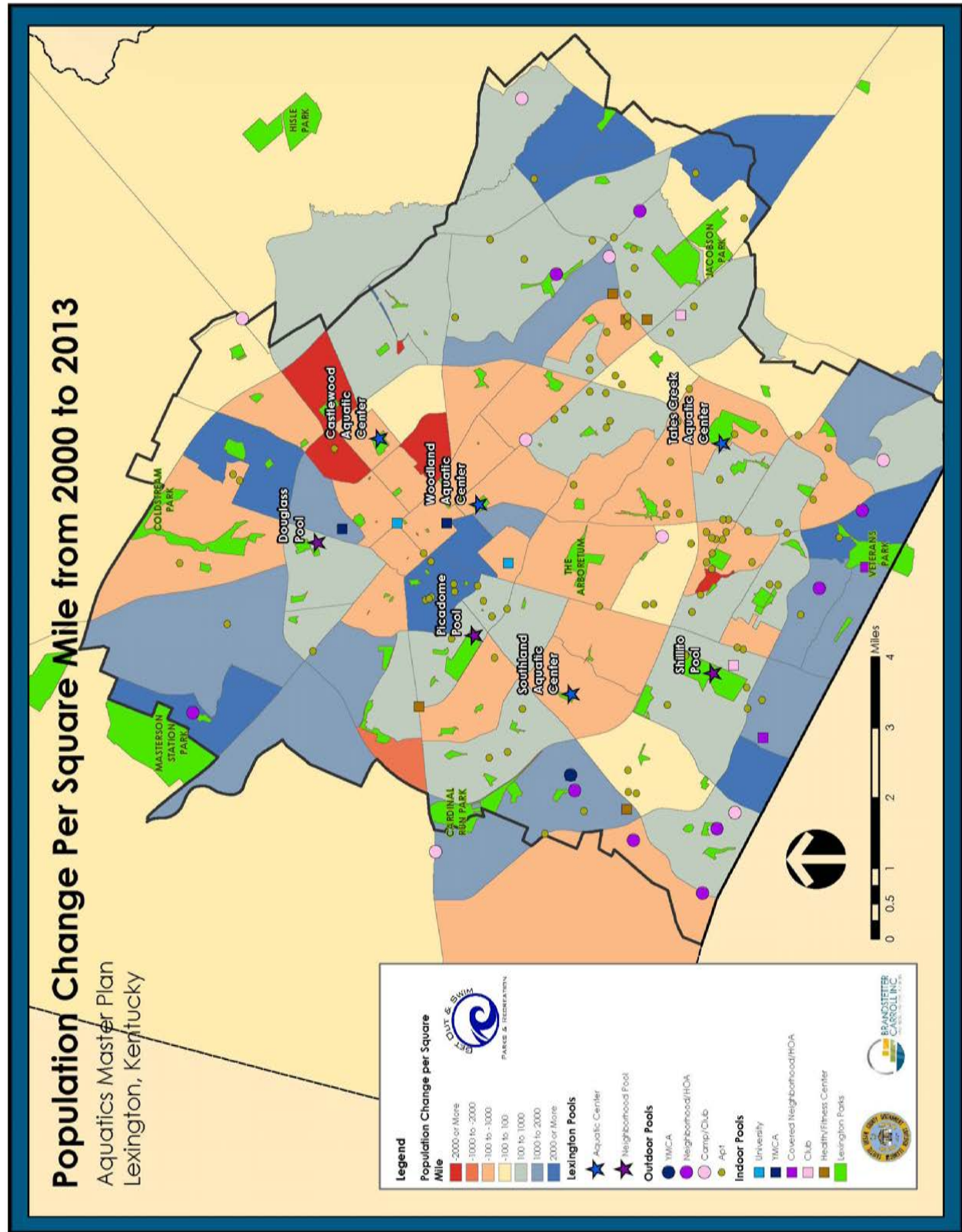




Figure II-4: Households with Children Under 18

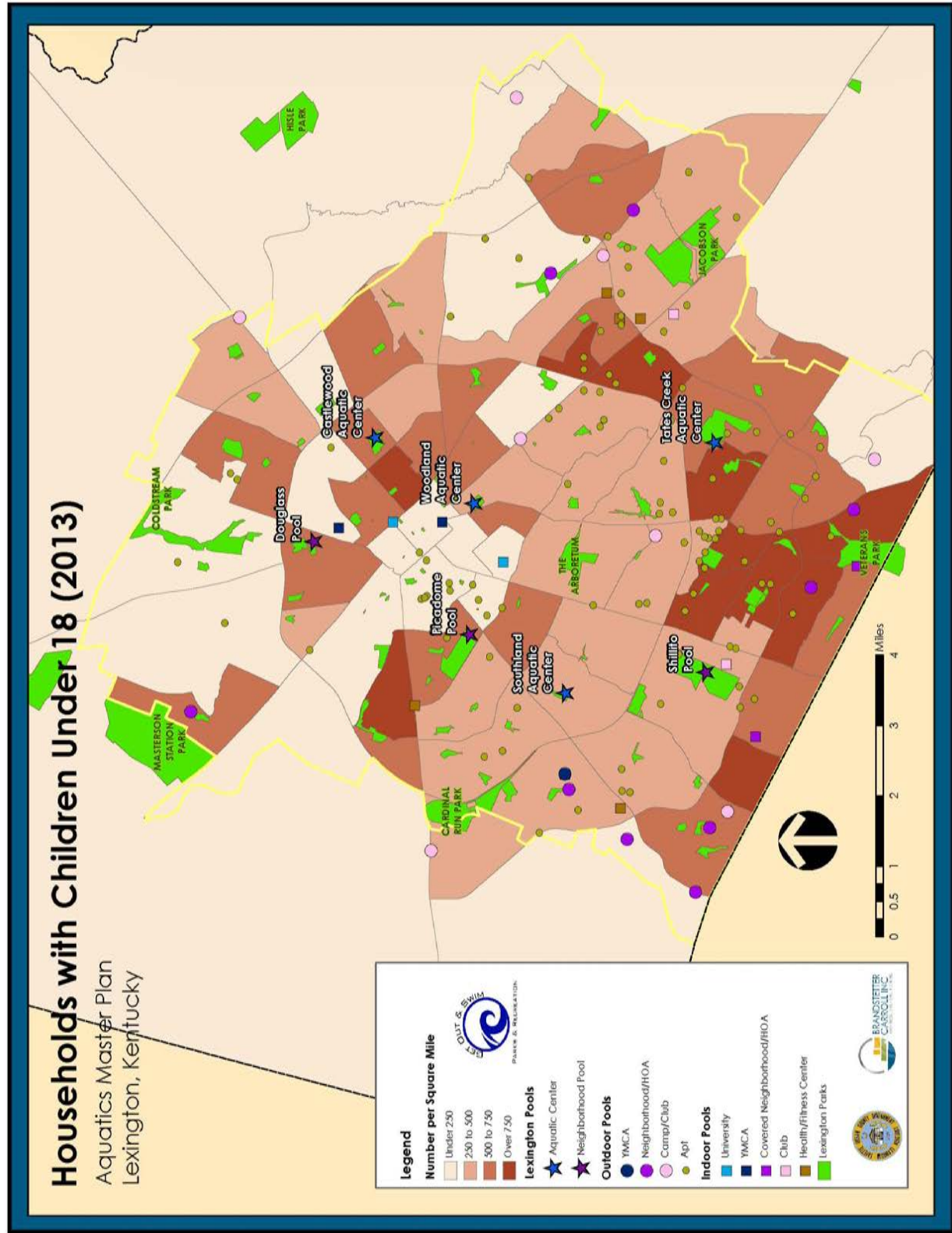


Figure II-5: Households with Seniors Age 65+

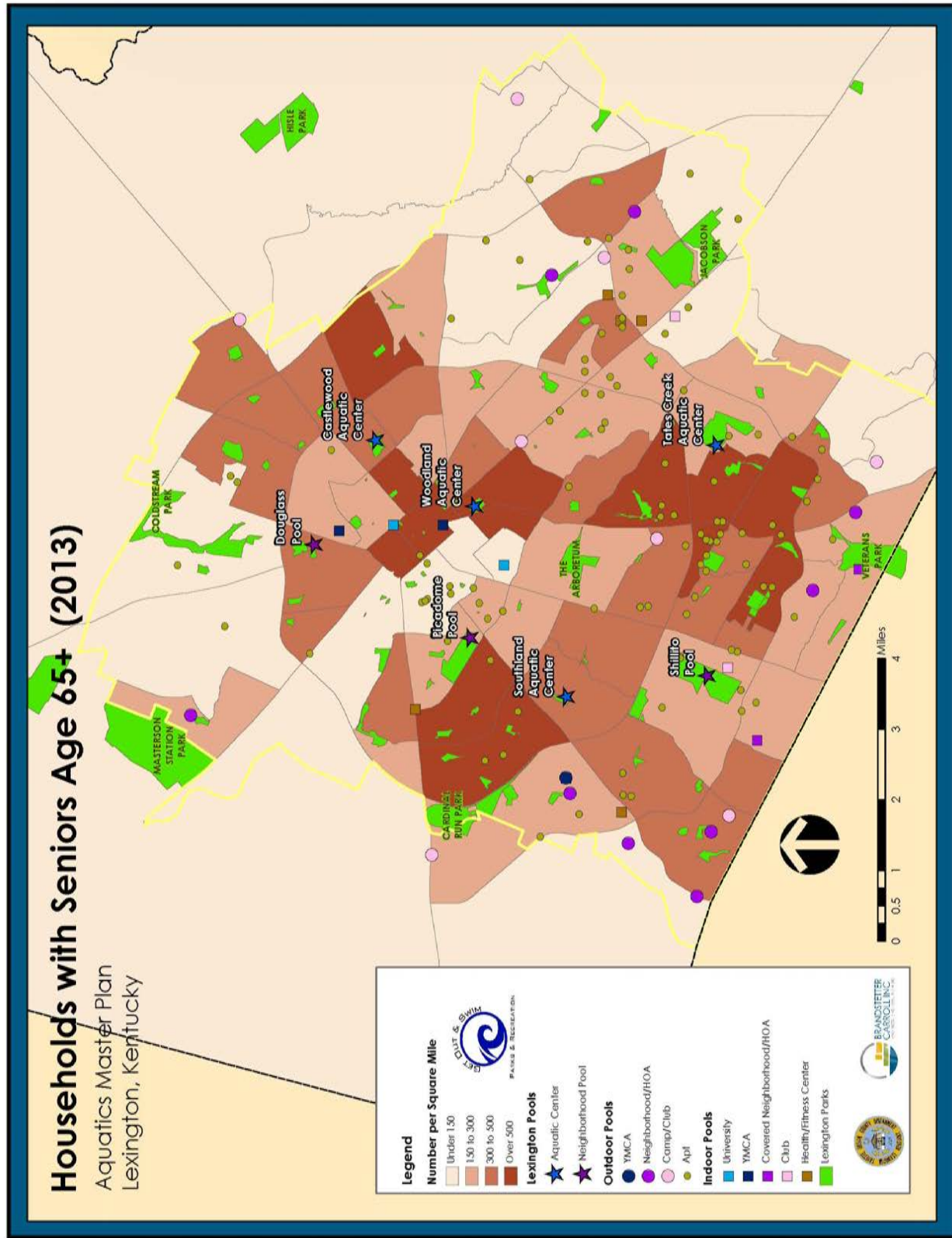


Figure II-6: Population Living Under the Poverty Line

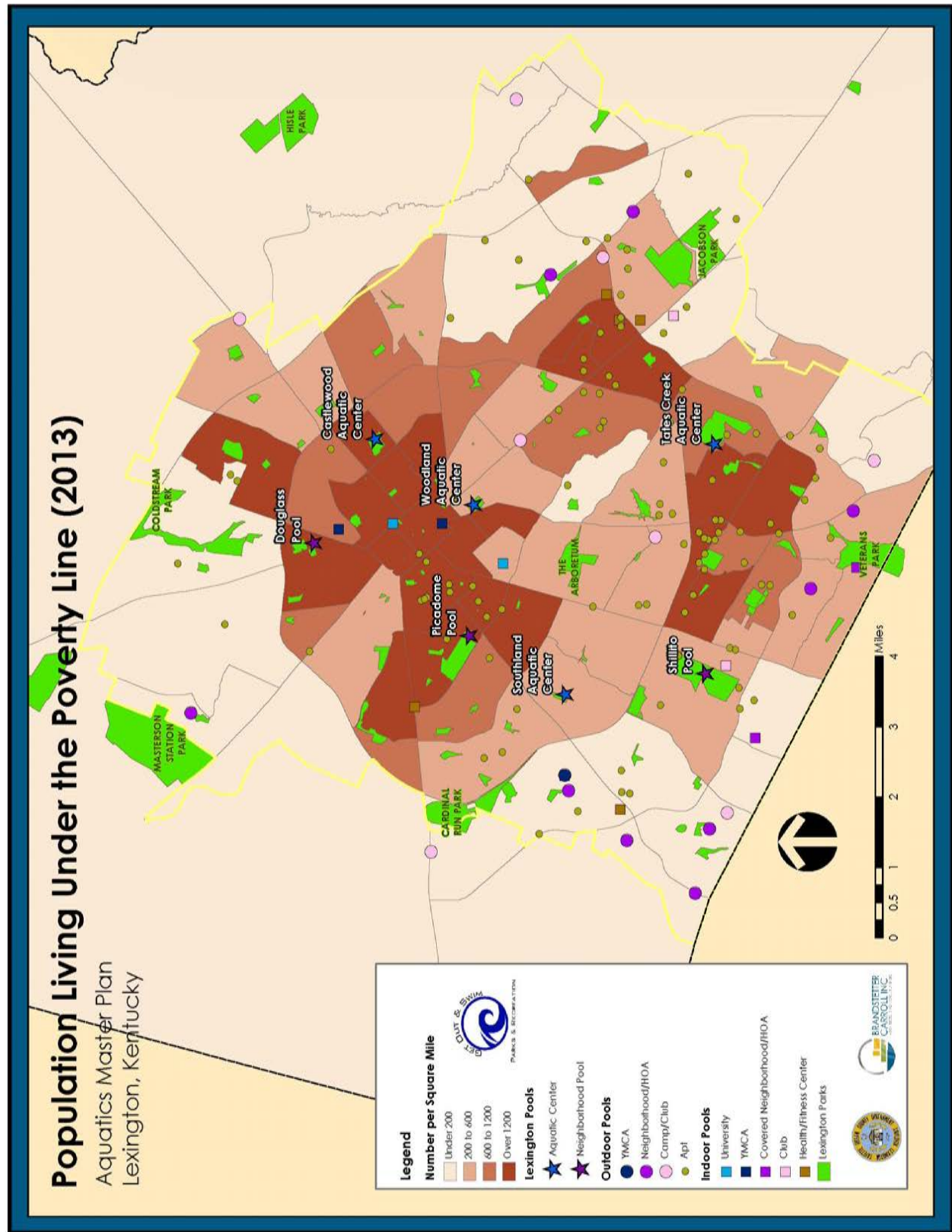
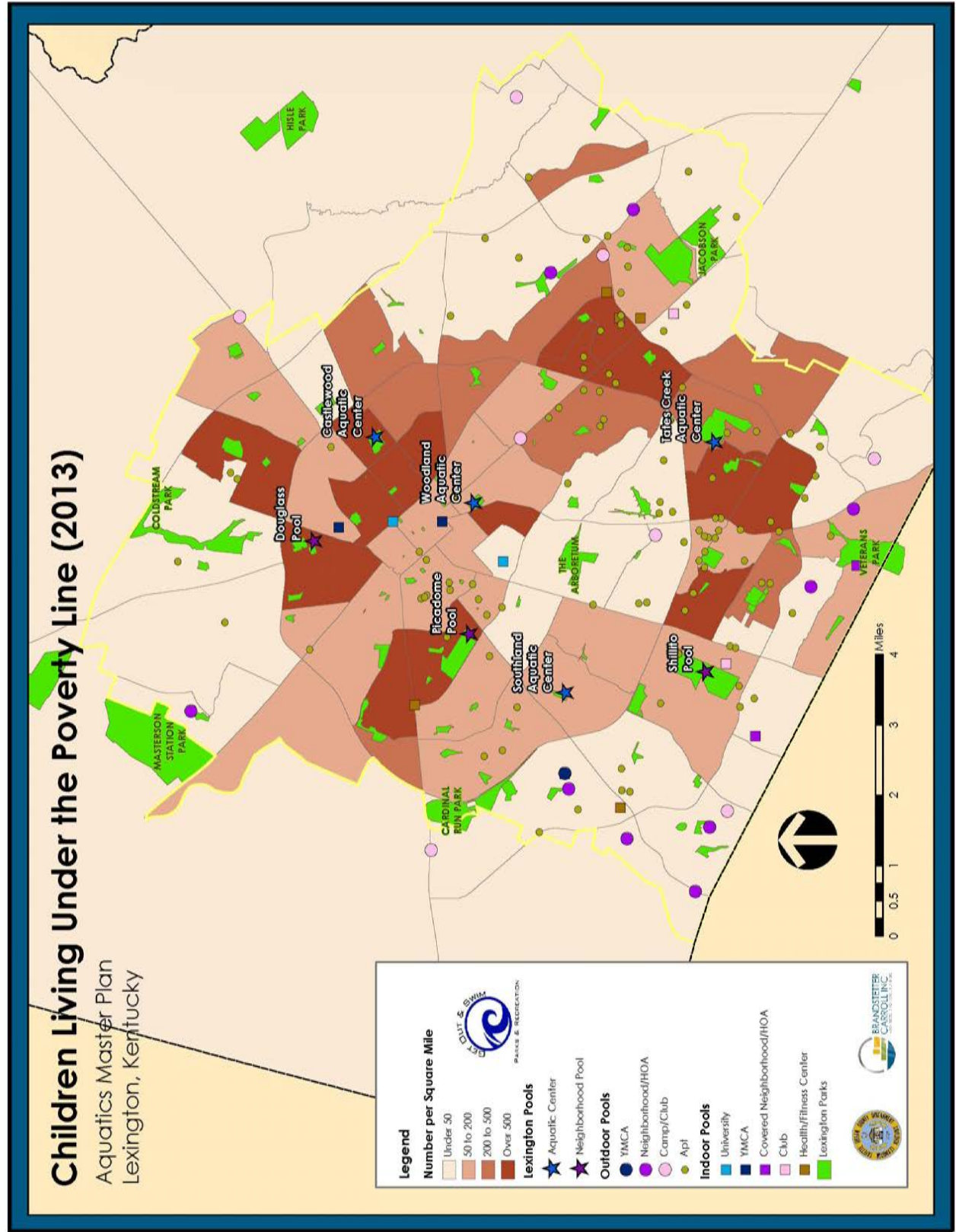




Figure II-7: Children Living Under the Poverty Line



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## BUDGET AND ATTENDANCE

A review of the budget and attendance numbers of the existing pools is required in order to provide an overview of the current usage rates and costs associated with the operation of Lexington's aquatic facilities. This information provides a reference from which the aquatic facilities operated by the Division of Parks and Recreation can be compared to each other and to facilities in other jurisdictions.

The attendance and budget numbers for the years 2011 through 2014 are presented in Table II-10. This table includes attendance numbers plus the revenues, expenses, and cash flow (the difference between revenue and expenses) associated with each pool. A final column shows the cost per patron at each facility. The table also includes three rows with aquatic costs that are not associated with a specific pool. These non-pool specific costs are necessary for an overall understanding of the annual operating cost of the city's aquatic facilities.<sup>5</sup>

The total attendance at all pools increased from 2011 to 2012, despite the closure of two facilities at the end of 2011 (Constitution and Berry Hill). The total attendance has dropped in each of the following years. Southland had the highest attendance in each of these years, by a large margin, followed by Woodland and Tates Creek which had similar numbers.<sup>6</sup> The attendance at the other pools was substantially lower in each of these years.

Southland Aquatic Center is the only facility with a positive cash flow in each of the four years presented in this table, and Tates Creek and Woodland Aquatic Centers are the only other facilities with a positive cash flow in any year. The cost per patron values show a similar trend with revenues ranging from \$0.58 to \$1.11 per patron at Southland and approximately even at Woodland and Tates Creek. In contrast, the costs at the other pools range from approximately \$2 to \$24 per patron in deficits.

When the non-specific expenses are included, the city has been losing between \$500,000 and \$700,000 annually on the operating costs of the seven aquatic facilities. Comparing the total revenue to expenses, Lexington has recovered between 43% and 57% of operating costs in the years 2012 to 2014.

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<sup>5</sup> These non-pool specific costs were unavailable prior to the 2012 budget year.

<sup>6</sup> Cost per patron costs represent pool specific cash flow, calculated by comparing revenue and expenses and dividing this total by the number of patrons attending the pool, and do not include the non-pool specific expenses that are applied city-wide.

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Table II-10: Budget and Attendance Summary (Continued on next page)

	2011						2012					
Pool	Attendance	% of Total Attendance	Revenue	Expense	Cash Flow	Cost per Patron	Attendance	% of Total Attendance	Revenue	Expense	Cash Flow	Cost per Patron
Castlewood	13,210	7.5%	\$27,825	\$69,033	(\$41,208)	(\$3.12)	10,283	5.2%	\$29,971	\$94,368	(\$64,397)	(\$6.26)
Tates Creek	36,157	20.5%	\$107,858	\$113,182	(\$5,324)	(\$0.15)	45,500	23.0%	\$125,981	\$110,661	\$15,320	\$0.34
Southland	62,780	35.5%	\$249,705	\$179,942	\$69,763	\$1.11	72,795	36.8%	\$254,122	\$209,507	\$44,615	\$0.61
Woodland	40,551	22.9%	\$166,463	\$172,843	(\$6,380)	(\$0.16)	45,863	23.2%	\$190,453	\$186,943	\$3,510	\$0.08
Douglass	2,444	1.4%	\$2,104	\$26,111	(\$24,007)	(\$9.82)	3,154	1.6%	\$5,507	\$27,390	(\$21,883)	(\$6.94)
Shillito	12,210	6.9%	\$31,560	\$53,428	(\$21,868)	(\$1.79)	16,946	8.6%	\$31,827	\$69,944	(\$38,117)	(\$2.25)
Picadome	2,279	1.3%	\$5,252	\$22,535	(\$17,283)	(\$7.58)	3,206	1.6%	\$4,879	\$21,667	(\$16,788)	(\$5.24)
Total	169,631		\$590,767	\$637,074	(\$46,307)	(\$0.27)	197,747	100.0%	\$642,740	\$720,480	(\$77,740)	(\$0.39)
Constitution¹	3,525	2.0%	\$6,240	\$24,517	(\$18,277)	(\$5.18)						
Berry Hill¹	3,597	2.0%	\$9,480	\$26,185	(\$16,705)	(\$4.64)						
	176,753	100.0%	\$606,487	\$687,776	(\$81,289)	(\$0.46)						
Non-Pool Specific Expenses²												
Civil Service Maintenance Labor³				\$172,214						\$177,528		
Non-Pool Specific Seasonal												
Labor & Pool Coordinators⁴				\$48,291						\$51,305		
Utilities⁵										\$182,153		
Total Expenses			\$606,487	\$908,281					\$642,740	\$1,131,466		
Gross Cost Per Patron												
[(Revenue - Total Expense) / Attendance]												(\$2.47)
Total Operating Cost Recovery												
(Revenue/Expense)												56.8%
												(\$488,726.00)

Table II-10: Budget and Attendance Summary

Pool	2011					2012						
	Attendance	% of Total Attendance	Revenue	Expense	Cash Flow	Cost per Patron	Attendance	% of Total Attendance	Revenue	Expense	Cash Flow	Cost per Patron
2013												
Pool	Attendance	% of Total Attendance	Revenue	Expense	Cash Flow	Cost per Patron	Attendance	% of Total Attendance	Revenue	Expense	Cash Flow	Cost per Patron
Castlewood	11,690	7.6%	\$26,450	\$93,784	(\$67,334)	(\$5.76)	10,163	7.4%	\$25,371	\$59,831	(\$34,461)	(\$3.39)
Tates Creek	30,597	19.9%	\$109,561	\$146,578	(\$37,017)	(\$1.21)	29,569	21.4%	\$100,426	\$116,841	(\$16,415)	(\$0.56)
Southland	57,192	37.1%	\$220,907	\$187,624	\$33,283	\$0.58	49,860	36.1%	\$191,016	\$149,237	\$41,779	\$0.84
Woodland	34,516	22.4%	\$145,293	\$148,366	(\$3,073)	(\$0.09)	27,927	20.2%	\$149,080	\$133,361	\$15,719	\$0.56
Douglass	1,749	1.1%	\$2,111	\$29,776	(\$27,665)	(\$15.82)	1,080	0.8%	\$973	\$26,649	(\$25,676)	(\$23.77)
Shillito	16,030	10.4%	\$33,722	\$66,724	(\$33,002)	(\$2.06)	17,105	12.4%	\$37,916	\$99,620	(\$61,704)	(\$3.61)
Picadome	2,194	1.4%	\$4,617	\$19,687	(\$15,070)	(\$6.87)	2,326	1.7%	\$2,880	\$18,747	(\$15,867)	(\$6.82)
Total	153,968	100.0%	\$542,661	\$692,540	(\$149,879)	(\$0.97)	138,030	100.0%	\$507,660	\$604,286	(\$96,626)	(\$0.70)
Constitution <sup>1</sup>												
Berry Hill <sup>1</sup>												
Non-Pool Specific Expenses <sup>2</sup>												
Civil Service Maintenance Labor <sup>3</sup>				\$184,307						\$174,884		
Non-Pool Specific Seasonal Labor & Pool Coordinators <sup>4</sup>				\$75,535						\$168,553		
Utilities <sup>5</sup>				\$284,756						\$228,120		
Total Expenses			\$542,661	\$1,237,138				\$507,660		\$1,175,843		
Gross Cost Per Patron ([(Revenue - Total Expense) / Attendance])					(\$4.51)						(\$4.84)	
Total Operating Cost Recovery (Revenue/Expense)				(\$694,477.00)	43.9%				\$507,660.34	(\$668,182.66)	43.2%	

1. Pools closed after the 2011 season.
2. The utilities and the labor numbers are for the fiscal year. The timeframe of July 1, 2013 – June 30, 2014 was used for the 2014 report.
3. Civil Service Maintenance includes the cost of three full-time aquatics maintenance staff plus benefits.
4. Non-Pool Specific Labor includes part-time pool managers and office staff.
5. The utilities include electric, gas (Southland only), water, sewer user fee, landfill user fee and water quality fee.
6. Data provided by the LFUCG Division of Parks and Recreation

### III. INVENTORY AND ANALYSIS

#### INTRODUCTION

The Inventory and Analysis section consists of the following elements:

- An inventory of existing pools in Lexington
- A location analysis of pool locations
- An inventory of aquatic programs offered by the Division of Parks and Recreation
- A review of aquatic staffing
- A description of the existing conditions of each pool
- A review of trends in aquatics
- A benchmarking analysis of Lexington aquatics to other jurisdictions
- An evaluation of the needs and feasibility of an indoor facility in Lexington
- An analysis of underserved markets in Lexington

#### AQUATICS INVENTORY

The Lexington Division of Parks and Recreation currently operates seven aquatic facilities, four aquatic centers and three neighborhood pools. Table III-1 presents the city's seven aquatic facilities with the total size in gallons (sum of all waterbodies) and available features. This table demonstrates the wider variety of features available at the Aquatic Centers compared to the Neighborhood Pools, and helps to explain the difference in attendance between the pools (as presented in Section II).

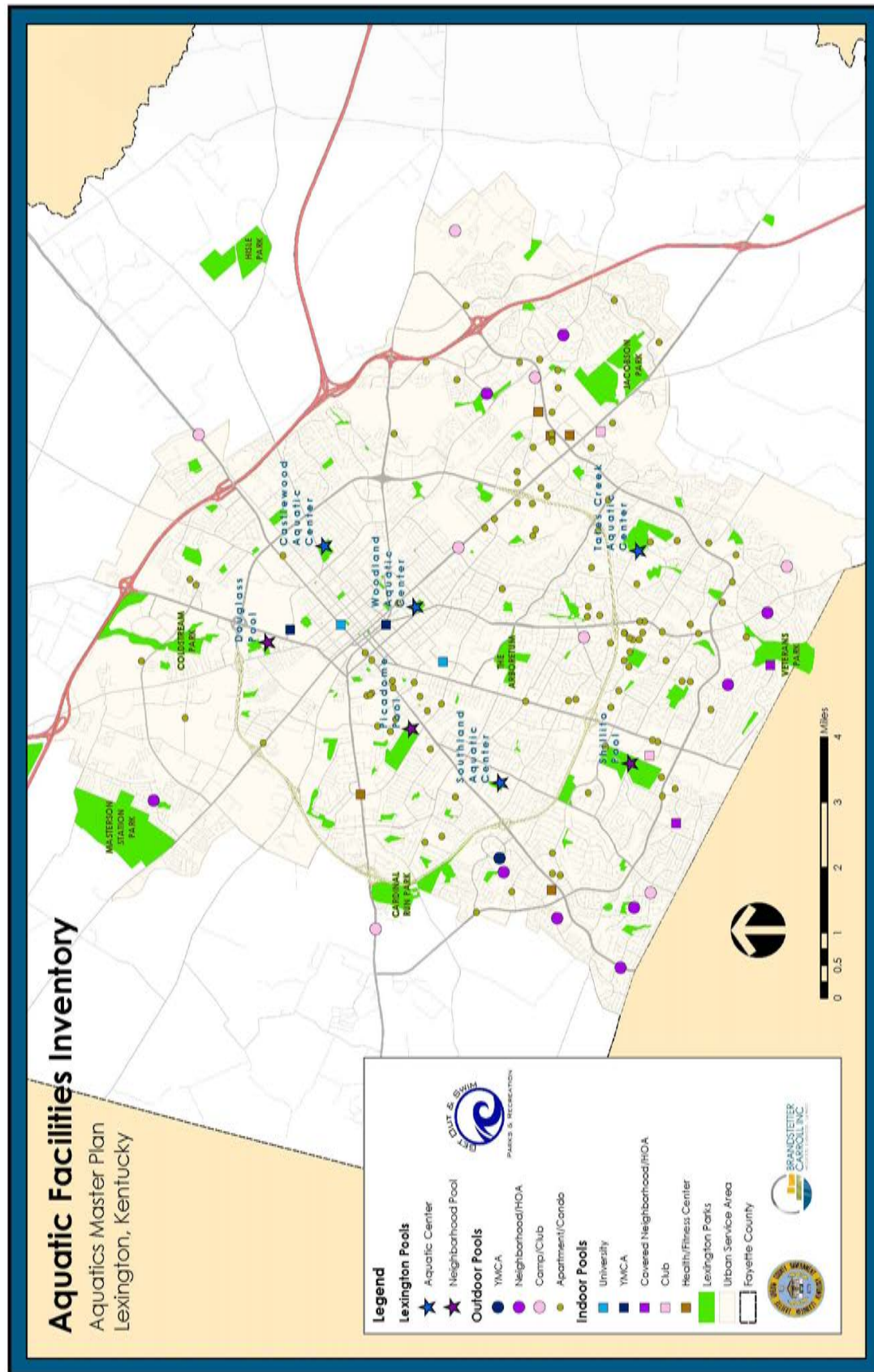
Table III-1: Aquatic Facility Features

Facility Name	Year of Last Renovation	Total Gallons	Lap Lanes	50 Meter Pool	Shallow Water Play	Zero Depth Entry	Waterslides	Wading Pool	Diving Boards	Climbing Wall	Grass Beach	Concessions	Parking
<b>Aquatic Facilities</b>													
<b>Aquatic Centers</b>													
Castlewood Aquatic Center	1996	291,636	6		X	X	1	X	2		X		3
Southland Aquatic Center	1997	353,131	6		X	X	1	X	2		X	X	118
Tates Creek Aquatic Center	2002	380,134	8	X		X <sup>1</sup>	1	X			X	X	159
Woodland Aquatic Center	1997	560,083	6		X	X	1		2	X		X	21
<b>Neighborhood Pools</b>													
Douglass Pool	2003	192,200	6					X	1		X		20
Picadome Pool	1980	125,500											117
Shillito Pool	1988	385,588	8	X				X	1	X		X	152
<b>Total</b>		<b>2,288,272</b>	<b>40</b>	<b>2</b>	<b>3</b>	<b>4</b>	<b>4</b>	<b>5</b>	<b>8</b>	<b>2</b>	<b>4</b>	<b>4</b>	<b>590</b>

The location of these seven pools can be seen in Figure III-1 represented by blue stars for Aquatic Centers and purple stars for Neighborhood Pools. In addition to the pools operated by the Division of Parks and Recreation, this map shows the other aquatic facilities serving Lexington that are operated by private organizations or universities, both indoor and outdoor. The two outdoor YMCA pools are represented by dark blue circles, 10 neighborhood or HOA pools are represented by purple circles, and eight camp or club pools are represented by pink circles. Additionally, over 100 apartment and condo pools are located in Lexington that provide aquatic opportunities for some residents. Indoor pools are represented with squares: light blue for university pools (UK and Transylvania), dark blue for YMCA pools (3), purple for covered neighborhood pools (two – also available as outdoor pools in summer), pink for club pools (2), and brown for health or fitness centers (5).



Figure III-1: Aquatic Facilities Inventory



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## LOCATION ANALYSIS

In order to compare the location of the pools in Lexington to the location of residents, service areas for each of the pools were determined to show the areas of the city that were located within a certain range of an aquatic facility. Figure III-2 illustrates the pool service areas for the city pools based on drive times. The blue areas represent portions of the city within a five minute drive of any of the seven pools operated by the Division of Parks and Recreation, while the orange areas represent portions of the city within a 10 minutes of one of the four Aquatic Centers. The light green areas indicate areas within a mile of the Neighborhood Pools. This figure includes dots to indicate population density (each dot represents 40 people) in order to provide a general idea of the location of residents within the city in relation to the location of the facilities. Based on this figure, service gaps for aquatic facilities appear in two notable areas.

1. The area at the northwestern edge of the Urban Service Area near Masterson Station Park. This area, which includes Masterson Station Neighborhood and several adjacent neighborhoods, lies outside of both the five and 10 minute drive time areas. Additionally, a limited number private pools are located in the area (only one HOA pool).
2. The area at the eastern edge of the Urban Service Area, north and east of Jacobson Park. All of this area, which includes Hamburg Pavilion and numerous residential neighborhoods, is located outside of the five minute drive time areas, and much of the area is located outside of the 10 minute drive time areas.

Not all pool users arrive at pools through the use of a personal automobile, either due to lack of access or preference for another mode of travel. Figure III-3 shows 10 and 20 minute walking ranges from each of the seven aquatic facilities. Additionally, this map shows the location of bus routes and bus stops offered by Lextran. The blue areas represent portions of the city within a 10 minute walk of any of the pools, while the orange areas represent a 20 minute walk. Based on this figure, Castlewood and Woodland Aquatic Centers have the largest number of residents living within a walkable range, followed by Southland; however, most Lexington residents live beyond these ranges. The 10 minute walkable range of Tates Creek, Picadome, and Douglass pools are smaller than the other pools due to the limited points of access to the surrounding neighborhoods. All of the pools can be considered accessible by transit because a bus stop is located within a 10 minute walk of each facility, but Tates Creek and Woodland show the best access with bus stops adjacent to these facilities.

## EXISTING CONDITIONS AT EACH POOL

The ensuing text provides a general description of the conditions of each of the aquatic facilities operated by the Division of Parks and Recreation. See Appendix C – Qualitative Assessment for a detailed analysis of each facility, including the sites, pools, and structures.

### Aquatic Centers

#### 1. Castlewood Aquatic Center

Castlewood Aquatic Center opened in 1996 to replace a 50 meter eight lane lap pool, originally built in the 1930s, that had experienced a large drop off in attendance. This facility was the first aquatic center to open in Lexington.

- **Site Location**

Castlewood Aquatic Center is located in Castlewood Park and is accessed from Park View Avenue. The park, located to the northeast of downtown inside New Circle Road, can also be accessed from Highland Park Drive and Castlewood Drive.

- **Existing Pool Features**

Castlewood Aquatic Center has two separate pools, the main pool and a small wading pool. This site has a fenced playground area, but the playground has been removed. The facility has a variety of features which are listed below.

- Zero depth entry

Figure III-2: Aquatic Service Areas - Drive Times

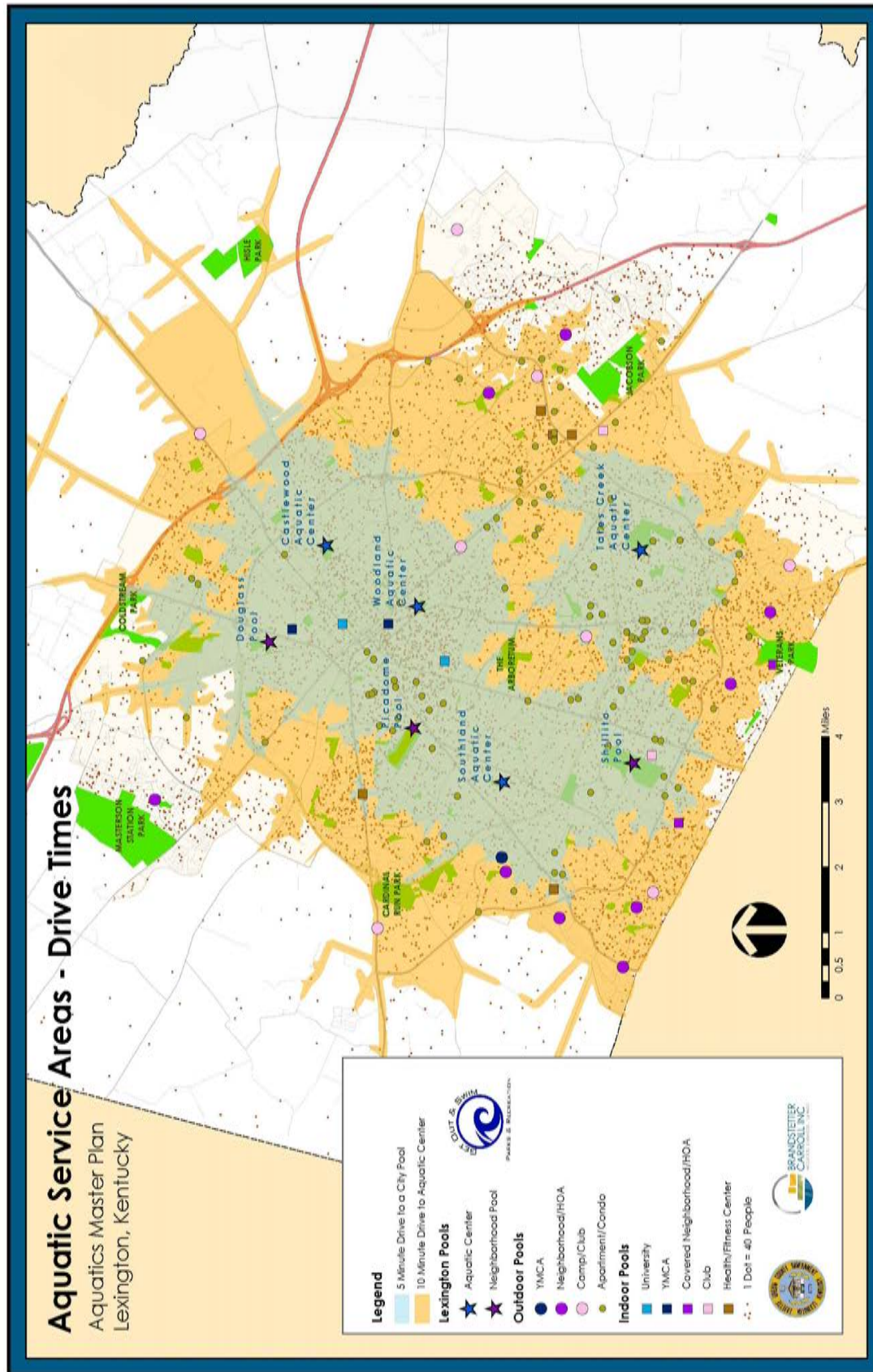
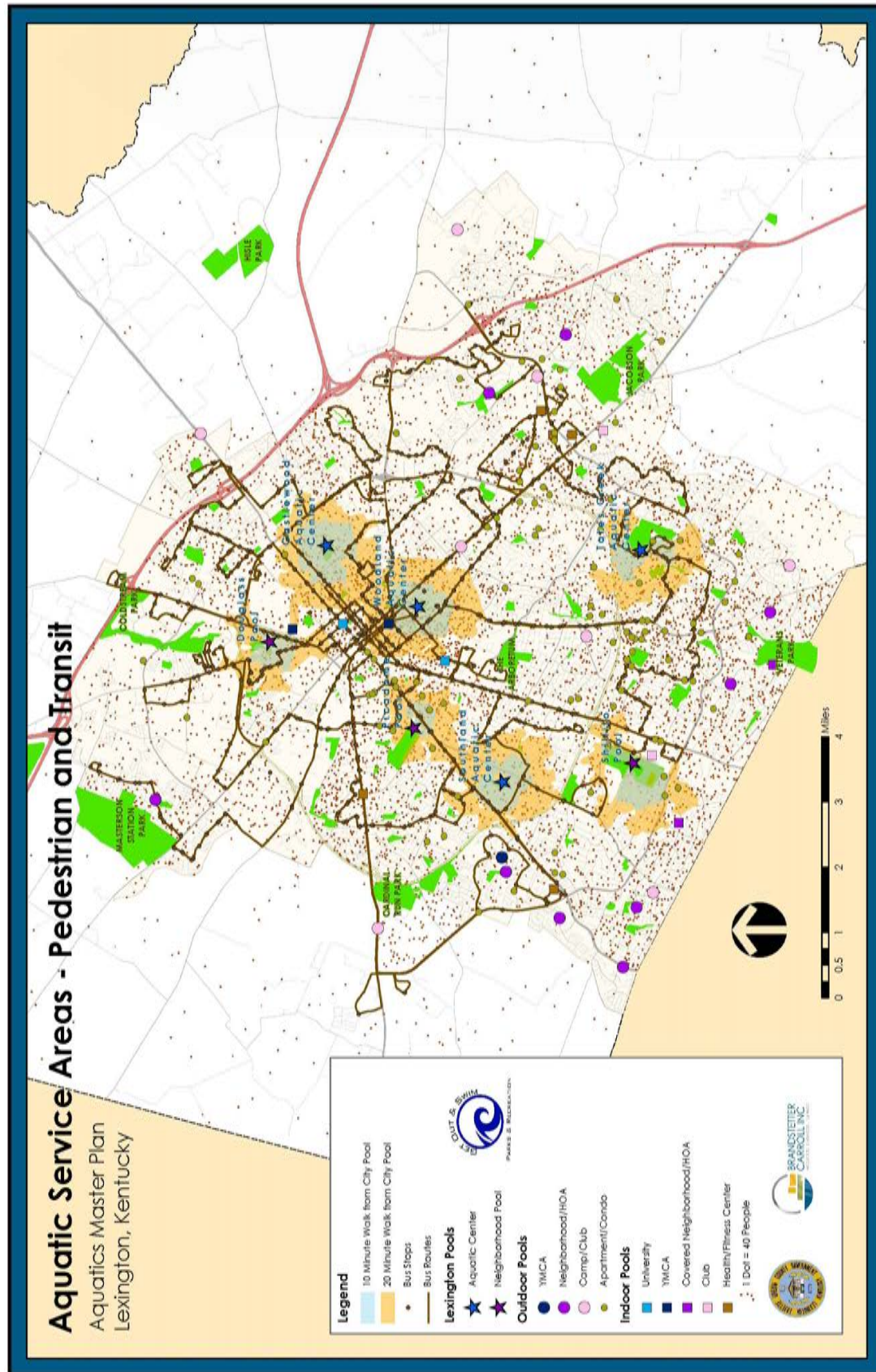




Figure III-3: Aquatic Service Areas – Pedestrian and Transit



- Six lap lanes (25 meters)
- Waterslide with plunge bay
- Two diving boards
- Small slide in shallow water (octopus)
- Wading pool

#### ▪ Facility Issues

- No zero depth access at wading pool
- Lack of shade (structures and trees)
- No access drive to pump room
- Limited parking (on street)



## 2. Southland Aquatic Center

Southland Aquatic Center was constructed in 1997 to replace a 50 meter lap pool (originally constructed in the 1960s) that had seen declining attendance. The pool house was not replaced as part of the 1997 renovation.

#### ▪ Site Location

Southland Aquatic Center is located in Southland Park which is located between Harrodsburg Road and Clays Mill Road, just inside New Circle Road. The parking for the facility is accessible from Hill N Dale Road, and the park, adjacent to Clays Mill Elementary School, can also be accessed from Laramie Drive to the north.

#### ▪ Existing Pool Features

Southland Aquatic Center has two bodies of water, a main pool and a large wading pool. This site has a fenced playground area. This facility is popular with families due to a wide variety of features which are listed below.

- Zero depth entry
- Six lap lanes (25 meters)
- Waterslide with plunge bay
- Two diving boards
- Dumping bucket (recently installed)
- Wading pool with play features (including a small frog slide and larger play feature with slide)
- Playground

#### ▪ Facility Issues

- No zero depth access at wading pool
- Lack of shade (structures and trees)
- Pool gutter (not level)
- Pool house (in need of replacement)



## 3. Tates Creek Aquatic Center

Tates Creek Aquatic Center was redeveloped in 2002. The improvements at this time included a replacement of the existing 50 meter pool (in the same location), a complete replacement of the wading pool, the addition of a waterslide with plunge pool, the construction of the pool house (previously shared with golf course club house), and the pool deck.



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- **Site Location**

Tates Creek Aquatic Center is located at Tates Creek Golf Course in the southeastern portion of the Urban Service Area, between New Circle Road and Man O War Boulevard. The parking for the facility can be accessed from the intersection of Pimlico Parkway and Gainesway Drive.

- **Existing Pool Features**

Tates Creek Aquatic Center has three separate bodies of water, the main pool, a small wading pool, and plunge pool. The main pool is one of two 50 meter pools in the city with a depth ranging from 3 feet 6 inches to 4 feet 6 inches, and the wading pool offers zero depth entry and some small play features. The features of the facility are listed below.

- Eight lap lanes (50 meters)
- Waterslide with plunge pool
- Zero depth entry (wading pool only)
- Wading pool with spray features and small slide

- **Facility Issues**

- Lack of shade (structures and trees)
- Pergola and deck near concessions (need replacement)
- Limited vehicle drop-off access
- No parking lot lighting



#### 4. **Woodland Aquatic Center**

Woodland Aquatic Center was developed in 1997 as a replacement to a 50 meter lap pool that had seen a steep drop-off in attendance.

- **Site Location**

Woodland Aquatic Center is located in Woodland Park, just southeast of downtown and northeast of the University of Kentucky. Parking, which is shared with the rest of the park, is accessible from Kentucky Avenue to the northwest. The pool house is located at the termination of Old Park Avenue (to the northeast). The park can also be accessed from East High Street to the southwest and Clay Avenue to the southwest.

- **Existing Pool Features**

Woodland Aquatic Center has three separate pools, a shallow water pool, a lap pool, and a deep water pool. The shallow water pool has zero depth entry and a large play structure (a pirate ship). The facility has a variety of features which are listed below.



- Zero depth entry (shallow water pool)
- Shallow water pool with large play structure (pirate ship)
- Six lane lap pool (25 meters)
- Waterslide (exits to shallow water pool)
- Two diving boards (deep water pool)
- Climbing wall (deep water pool)
- Party room
- **Facility Issues**
  - Lack of shade (structures and trees)
  - Limited parking (small lot shared with rest of park)
  - No room to expand



## Neighborhood Pools

### 1. Douglass Pool

Douglass Pool was originally constructed in the 1930's, and the concrete walls and floor were lined with aluminum prior to 1994. The pool shape and features remain largely the same since the facility opened. The pool deck was replaced in 2003.

#### ▪ Site Location

Douglass Pool is located in Douglass Park in the Georgetown Neighborhood, north of downtown and just south of New Circle Road. The park is located on Georgetown Street, but the pool is located at the southeastern edge of the park at the end of Howard Street.



#### ▪ Existing Pool Features

Douglass Pool has two separate bodies of water, the main pool and a small wading pool. The facility has a variety of features which are listed below.

- Six lap lanes (25 meters)
- One diving board
- Wading pool

#### ▪ Facility Issues

- Pool house located at back of site
- Pool house is original and needs to be replaced.
- Poor visibility from Georgetown Street
- Lack of family oriented features
- No zero depth access at wading pool
- Limited shade
- Limited parking

### 2. Picadome Pool

Picadome Pool joined Lexington's aquatics inventory when the City acquired the Campbell House Country Club in 2000. The pool was originally constructed in 1980 and has seen no major renovations since that time.

#### ▪ Site Location

Picadome Pool is located at Picadome Park which also houses the Division of Parks and Recreation offices and the Gay Brewer, Jr. Course. The park is located to the southwest of downtown on

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Parkway Drive which is accessed from South Broadway. Parking for the facility can be accessed from Parkway Drive.

- **Existing Pool Features**

Picadome Pool is the smallest of the seven pools and offers a depth ranging from 3 feet to 10 feet. The water aerobics classes are held at this facility.

- **Facility Issues**

- Lack of family oriented features
- No lap lanes
- Pool house (needs replacement)

### 3. Shillito Pool

Shillito Pool was originally constructed in 1988 with aluminum walls, flooring, and gutters. Since that time, it has only seen minor improvements.

- **Site Location**

Shillito Pool is located at Shillito Park in the southern portion of the city between New Circle Road and Mon O War Boulevard, adjacent to Fayette Mall. The park is accessible from West Reynolds Road to the north, Retrac Road to the south, and Brunswick and Monticello Roads to the west (via Winthrop Drive).

- **Existing Pool Features**

Shillito Pool is one of two 50 meter pools in Lexington. The facility has two bodies of water, the main pool, and L-shaped lap pool with a diving well, and a wading pool. The facility has a variety of features which are listed below.

- Eight lap lanes (50 meters)
- One diving board
- Wading pool
- Climbing wall
- One fabric shade structure

- **Facility Issues**

- No zero depth access at wading pool
- Lack of shade (structures and trees)
- No grass beach area
- Cracking in decking
- Aluminum pool walls (difficult to evaluate or renovate)
- Lack of family oriented features
- Pool house needs to be replaced

## PROGRAM AND EVENT INVENTORY

The Lexington Division of Parks and Recreation hosts a wide variety of aquatic programs for youth, adults, and families. These programs include lessons, classes, and recreational swim teams. Additionally, a number of events are held throughout the swim season. The following text details the programs and events offered by the City of Lexington.

### Programs

#### 1. Swim Lessons

Lexington offers several different swim lesson classes over four different sessions in June and July. The classes range from classes for parents with infants to lessons for adults. Five levels of classes are offered for children as well. The goal of swim lessons programs is to make swimming a “lifetime recreational activity for everyone of all ages.” The swim lessons offered by the Division of Parks and Recreation are listed below.

- Level 1 - Water Exploration is for the new student who is fearful and not adjusted to class or water environment.
- Level 2 - Primary Skills is for the student who is adjusted to water/class, can submerge face, may float/glide and move arms.
- Level 3 - Stroke Readiness is for the student who can float on front or back, roll over, use arms and swim five yards.
- Level 4 - Stroke Development is for the student who can swim elementary backstroke and crawl stroke for 10 yards without stopping.
- Level 5 - Stroke Refinement is for students who can swim at least 10 yards in each of the four basic strokes.
- Parent and Me is for parents and their infants and allows babies to explore the water and focuses on safety and fun.
- Adult Swim Lessons are focused on swim instruction for adults who did not learn to swim as children.

Swim lessons are offered at five different locations in Lexington: Shillito Pool and Castlewood, Southland, Bates Creek, and Woodland Aquatic Centers. Table III-2 shows the participation in swim lessons at each location from 2010 to 2014. Based on this table, participation in these swim lessons has remained steady over most of this time period but dropped in 2014. The largest number of participants attend lessons at Southland Aquatic Center, followed closely by Bates Creek Aquatic Center.



Table III-2: Swim Lesson Participation (2010-2014)

Location	2010	2011	2012	2013	2014
Castlewood	26	31	22	56	23
Shillito	104	77	101	113	85
Southland	218	229	214	194	166
Bates Creek	208	230	173	230	140
Woodland	140	131	156	130	79
<b>Total</b>	<b>696</b>	<b>698</b>	<b>666</b>	<b>723</b>	<b>493</b>

## 2. Swim Teams

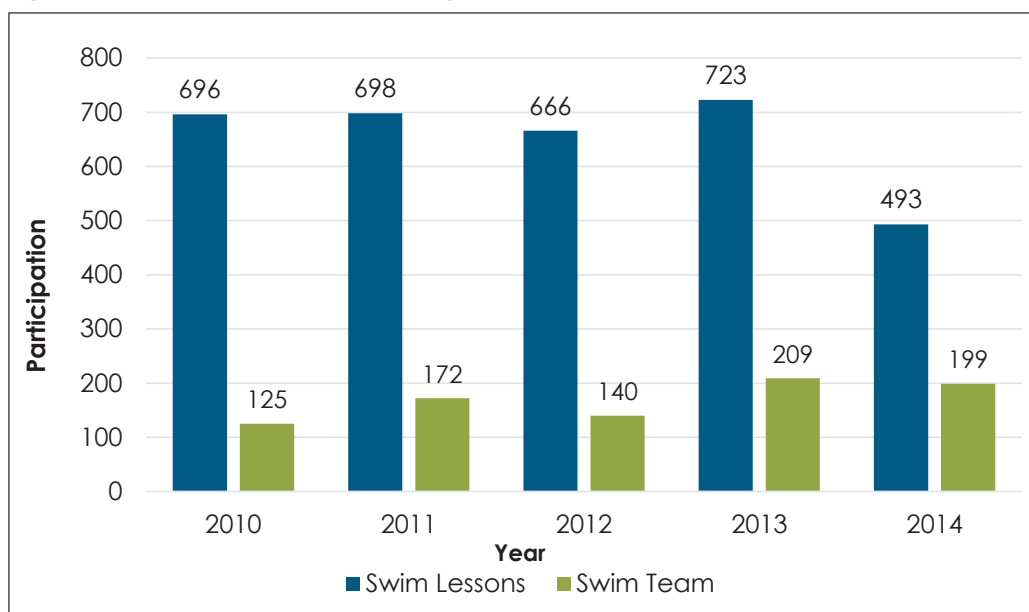
The Swim Teams offered by Lexington are designed for youth, ages 5 – 15, who can pass the Red Cross Level 3 class. Swim team practice starting in June and conclude with the championship meet in August. Swim teams are offered at four different locations in Lexington: Shillito Pool and Southland, Bates Creek, and Woodland Aquatic Centers. Table III-3 shows the participation in swim teams at each location from 2010 to 2014. Based on this table, participation in these swim teams has been increasing over this time period. The distribution of swim team participants is fairly close between the four locations, with Bates Creek Aquatic Center generally having the most participants and Shillito Pool having the least. Figure III-4 shows the total participation for swim lessons and swim teams from 2010 to 2014.



Table III-3: Swim Team Participation (2010-2014)

Location	2010	2011	2012	2013	2014
Shillito	26	21	18	32	40
Southland	30	51	38	56	45
Tates Creek	39	60	49	82	68
Woodland	30	40	35	39	46
<b>Total</b>	<b>125</b>	<b>172</b>	<b>140</b>	<b>209</b>	<b>199</b>

Figure III-4: Instructional Swim Programs (2010-2014)



### 3. Other Classes

Basic Diving Instruction is available to any youth able to pass the Red Cross Level 3 class and teaches basic dives and proper diving techniques.

Water Aerobics is a total body, non-impact form of exercise that combines movement and music to help participants get in shape and also provides cardiovascular and toning benefits.

## Events

### 1. Poolapalooza

Poolapalooza is a pool party held at Southland Aquatic Center that kicks off the swim season and includes free admission to the aquatic center, music, games, door prizes, and many more surprises for families.

### 2. Wet and Wild Wednesdays

Wet and Wild Wednesdays, held from Noon to 4pm, feature contests, prizes, and plenty of fun, included with paid admission to the aquatic facility. Lexington holds four of these events throughout the swim season, one at each of the following facilities: Woodland Aquatic Center, Tate Creek Aquatic Center, Castlewood Aquatic Center, and Shillito Pool.

### 3. Back To School Blast

Lexington Parks and Recreation hosts the Back to School Blast to close out the summer at Southland Aquatic Center. Admission is free with a donation of school supplies. The event also offers games, door prizes, giveaways, exhibits, and more.



## STAFFING ANALYSIS

The aquatic facility staffing analysis consists of a description of the existing staffing levels at Lexington pools, followed by a discussion of some of the challenges related to lifeguard retention faced by Lexington and other aquatic facility operators.

### Staffing Levels

Each of the seven aquatic facilities has staff that conduct the daily operations of the facility. The majority of the aquatic staff is made up of Lifeguards. Table III-4 shows the staffing levels for lifeguards at each of the pool. The "total hired" column represents the total number of guard hired at each facility, while the "peak schedule" column indicates the highest number scheduled at any one time. Peak schedule indicates the middle of the day when shifts overlap, rather than each staff member working all day long. In the mornings and evenings, fewer lifeguards are on duty. The "min up" column indicates the minimum number of lifeguards required at stations or chairs in order for the pool to be open for use, and the "max up" column indicates the maximum number of lifeguards required at chairs when the facility experiences it highest level of attendance.

The aquatic centers all require more lifeguards than the neighborhood pools, as can be seen in Table III-4. The higher requirement for lifeguards results from the increased number of available amenities as well as additional bodies of water at these aquatic centers.

Each pool also has a Manager and Assistant Manager who determine the shifts and chair assignments. Typically lifeguards are assigned to a chair for 15 minute rotations, but sometimes 30 minute rotations are used at smaller pools with fewer lifeguard chairs. Lifeguards are usually scheduled for eight and a half hour shifts with a half hour off for lunch, but managers may schedule guards for 10 hour shifts with two half hour breaks. The pools hire more lifeguards than needed at peak times because not all guards are available at all times. Tates Creek and Shillito hire additional guards to cover the early morning shifts due to private swim team use. For example, Southland Aquatic Center required the largest number of lifeguards because it offers a large wading pool, a shallow water areas, a lap pool, a diving well, and a waterslide. Each of these areas required at least one lifeguard because of limits to visibility and regulatory requirements for various features.

Additional staff are required for the operation of Lexington's aquatic facilities, including Cashiers, Water Safety Instructors, Concession Managers, Concession Attendants, and Pool Attendants. Woodland, Southland, and Tates Creek Aquatic Centers also use pool attendants for various duties that do not require lifeguard training. These employees represent approximately a third of the total aquatics staff. Maintenance is performed by staff working directly for the Division of Parks and Recreation, rather than at any of the specific aquatic facilities.

Table III-4: Lifeguard Staffing

Aquatic Facility	Total Hired	Min Up	Max Up	Peak Schedule
<b>Aquatic Centers</b>				
Castlewood	14	4	6	9
Southland	22	6	12	16
Tates Creek	16	4	9	13
Woodland	18	5	10	14
<b>Neighborhood Pools</b>				
Douglass	10	2	4	6
Picadome	4	1	2	3
Shillito	12	3	6	8
<b>Total</b>	<b>96</b>	<b>25</b>	<b>49</b>	<b>69</b>

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## Lifeguard Recruitment and Retention

One of the biggest challenges today in the aquatics industry is the recruitment and retention of lifeguards. It is especially challenging in the public market because of the difficulty of offering a competitive seasonal or hourly wage, annual increases, and bonuses within a municipality's obligation to meet all federal and regional requirements.

Many contributing factors have led to the lack of available, trained water safety personnel and the difficulty in adequately staffing aquatic facilities. Some of which are more easily solved than others. At one time, this was just an urban issue, but the lack of certified and well trained lifeguards seems to be at epidemic proportions everywhere. It is the subject of many industry seminars, and there is not one single answer. However, there are some creative and effective recruitment and retention programs happening around the industry that will help to answer some of this need.

### Factors Working Against the Industry:

- The cost of certification and the requirements for in-service training have grown. Many teenagers cannot afford to pay the fees to be certified, and many agency budgets, including Lexington, do not allow for reimbursement.
- The position of lifeguard takes interest and desire to help others, but the obligation is often overwhelming for the employee or for their parents.
- Many agencies do not truly understand this generation of employees and what motivates them. Incentives of the past, no longer satisfy this generation.
- Supply and demand for seasonal employees causes young people to take the jobs that pay the best, not the resume building jobs like Lifeguard and Swim Instructor sought out in the past.
- Some agencies do not truly understand how to manage this new group of employees, including investments in training, uniforms, and incentives.
- "Old school" aquatics professionals do not understand this generation's need for flexibility in schedules.
- Municipal agencies are not accustomed to incentives, hourly differentials, season end bonuses, and brand development like their competitors in private enterprise.
- This generation wants to work for an established brand that is an extension of them, more now than ever.

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## AQUATIC TRENDS

### Outdoor Family Oriented Aquatics

In recent years, older rectangle and L-shaped swimming pools have experienced a declining level of appeal to aquatics patrons. The desire to have 3½ foot depths of water for flip turns, or competition swimming, dictated a deeper water depth of the pool, leading to a lack of shallow water. As a result, younger children were relegated to a "baby" pool, which generally only appeals to babies and toddlers. Inadequate amenities for four to 10 year olds limit the draw of these older pools.

The newer family aquatic centers are geared toward the entire family with zero depth access, shallow water, interactive water spray activities, along with the traditional competition lanes and diving boards. Newer aquatic facilities are often incorporating lazy rivers, which are popular with people of all ages. The newer facilities also provide large waterslides. These



Rendering of the Juniper Hill Family Aquatic Center in Frankfort which opened in 2015.

elements, along with a generous amount of shade structures, larger grass beach areas, and quality concessions, have resulted in a complete turnaround in the net operating costs for the aquatic facilities of many municipalities.

Whereas the older pools were a drain on the budget, newer facilities are more likely to generate funds to cover the operations cost, and many even show a surplus, which can be used to pay off some of the debt service for the capital construction. When older pools have been renovated to include the newer features, some communities have seen as much as a 200% increase in attendance. This demand provides an opportunity for charging higher fees, potentially yielding a greater profit margin. Lexington's aquatic facilities operate at a substantial deficit, generating less revenue than they cost to operate (as described in Section II). The facilities that perform better are those that have incorporated many of these amenities, although some of these features are currently lacking at Lexington pools.

**Spraygrounds**

Another new concept that is sweeping the country is the development of splash pads or spraygrounds. These facilities have replaced wading pools at many aquatic facilities but can also be developed as standalone wet playgrounds in other park areas. Spraygrounds have the benefit of offering aquatic recreational features at a reduced cost compared to a pool or even a wading pool. For instance, in most instances, they recirculate water, but, because there is no standing water, lifeguards are not needed. Therefore, the operation costs are considerably lower than for a swimming facility. Lexington currently has no spraygrounds at any of the city's pools or as independent facilities. Some of the downtown fountains are used by some residents as play features, but they are not designed for that purpose.



**BENCHMARKING ANALYSIS**

One method of evaluating the aquatic services offered in the community is to use benchmarking comparisons to other communities. For the comparisons to the City of Lexington, other jurisdictions in Kentucky are used for this analysis. Communities for fee comparisons are limited to 14 municipalities located in Kentucky with aquatic facilities for which data was available. Seven Central Kentucky communities are used for comparison of available features. A national comparison to the top 100 cities, by population, is used for an analysis of the number of municipal pools in Lexington to the number offered in other jurisdictions.

**Available Features**

The availability of features varies amongst the comparison aquatic facilities. Table III-5 lists the features available at seven aquatic facilities located in Central Kentucky. All of these facilities include zero depth and a family activity pool. Additionally, all facilities have either one or two tall waterslides. Only the facilities in Georgetown and Versailles lack lap lanes, but both have indoor lap pools available, at the adjacent Natatorium in Versailles and at the Pavilion in Georgetown. Most of the facilities offer diving boards, but only one, the most recently developed, offers a climbing wall. Three of the four facilities developed in the past ten years include lazy rivers.

Compared to these facilities in neighboring communities, the aquatic facilities in Lexington have many of these features, including lap lanes, family activity pools, and zero depth entry. However, none of the facilities in Lexington offer a family slide, a lazy river, a vortex, or a sprayground, and most of the waterslides at Lexington pools are much shorter than these comparison slides which reach 30 feet in height. Residents who want to use these features currently must visit aquatic facilities offered by neighboring jurisdictions.

Table III-5: Feature Comparison

		Year Opened	Lap Lanes (25m)	Family Activity Pool	Zero Depth Entry	Tall Waterslides	Family Slide	Lazy River	Vortex	Sprayground	Wading Pool	Diving Boards	Climbing Wall	Party Room
Facility Name	Location (KY)													
Juniper Hill Aquatic Center	Frankfort	2015	8	X	X	2	X	X		X		X	X	X
Falling Springs Splash Pool	Versailles	2010		X	X	2		X	X					
Paradise Cove Aquatic Center	Richmond	2008	8	X	X	2	X		X			X		X
Suffoletta Aquatic Center	Georgetown	2006		X	X	1		X						
Anderson Dean Aquatic Center	Harrodsburg	2003	6	X	X	1						X		
Nicholasville/Jessamine County Aquatic Center	Nicholasville	2002	6	X	X	2				X		X		
Berea Swimming Pool	Berea	1995	8	X	X	1					X	X		
Total			5	7	7	7	2	3	2	2	1	5	1	2

### Fee Comparison

The charges for the use of aquatic facilities vary substantially from one municipality to another. Table III-6 shows the fees for usage of facilities throughout Kentucky, including annual and daily use fees. The fees to use the facilities offered by Lexington are well below the average of these communities. The annual fees of \$40 for an individual adult in Lexington are lower than any of the comparison jurisdictions with the next lowest at \$50 in Barbourville. The fees for a family pass in Lexington at \$200 are just below the Kentucky average of \$206.

The fees for daily use are similarly low in Lexington compared to the other jurisdictions throughout Kentucky in Table III-6. The daily adult admission in Lexington is more than \$2 cheaper than the average, and only three of the 14 jurisdictions have lower fees for admission.

### Number of Pools

The Trust for Public Land prepares an annual report that includes a variety of information about parks throughout the USA. The 2015 City Park Facts includes data for the number of pools for the top 100 US cities, in terms of population. Table III-7 presents these 100 cities with the number of pools, pools per 100,000 population, and the ranking for number of pools per 100,000 population. The top ranked cities tend to be older cities with a large number of small neighborhood pools. In general, the ranking do not vary much by region or local climate as many high ranking cities have cooler climates and many lower ranked cities have warmer climates.

Based on these numbers, Lexington currently ranks 40th with seven pools, resulting in a value of 2.3 pools per 100,000 population. This number compares favorably to the median number of pools per 100,000 population for the 100 cities of 2.0.

### INDOOR FACILITY NEEDS AND FEASIBILITY

The City of Lexington currently operates no indoor aquatic facilities, so residents must seek other sources in order to meet these needs. These needs, if they are met at all, are met by the local universities and YMCA facilities. The Lancaster Aquatic Center at the University of Kentucky is available only to University related groups. The Transylvania University facility is heavily used but is in need of major upgrades. A new facility is indicated in their Campus Master Plan. The YMCA facilities, while making their facilities available as possible, have an obligation to ensure availability to their members which limits the potential for team use. Public engagement indicates a desire for indoor aquatics, including lap pools, recreational pools, and warm water pools for instruction and year-round programs (see Section IV). Swim teams indicate a strong need for lap times and a venue for meets. Case studies of communities with large indoor competition venues indicates an operating deficit of between \$250,000 to over \$600,000 per year (see Table III-8). A properly designed facility could draw

Table III-6: Pool Admission Fees

Community	Annual Fees							Daily Fees			
	Adult/ Individual Resident	Youth (3-13) Resident	Youth (14-18) Resident	Senior Resident	Family "4" Resident	Additional Add-Ons	Party Room Rental hour	Pool Rentals per hour	Adult Individual Resident	Youth Resident	Senior Resident
KENTUCKY											
Berea	\$75.00	\$50.00	\$50.00	\$50.00	\$150.00				\$4.00	\$3.00	\$3.00
Bowling Green	\$100.00	\$100.00	\$100.00	\$100.00	\$200.00				\$8.00	\$5.00	\$5.00
Florence	\$135.00	\$110.00	\$110.00	\$85.00	\$235.00				\$7.00	\$5.00	\$5.00
Georgetown	\$125.00	\$100.00	\$100.00	\$75.00	\$200.00			\$495.00	\$7.00	\$6.00	\$5.00
Harrodsburg	\$60.00	\$60.00	\$60.00	\$50.00	\$240.00			\$180.00	\$4.00	\$4.00	\$4.00
Hopkinsville	\$59.00	\$59.00	\$59.00	\$59.00	\$236.00				\$8.00	\$6.00	\$6.00
Nicholasville	\$100.00	\$100.00	\$100.00	\$100.00	\$180.00				\$6.00	\$4.00	\$4.00
Frankfort	\$110.00	\$75.00	\$90.00	\$75.00	\$190.00	\$40.00	\$50.00	\$175.00	\$6.00	\$4.00	\$5.00
Louisville	\$40.00	\$40.00	\$40.00	\$40.00	\$90.00				\$3.00	\$2.00	\$3.00
Richmond	\$90.00	\$80.00	\$80.00	\$80.00	\$175.00				\$8.00	\$4.00	\$4.00
Somerset <sup>1</sup>	\$70.00	\$70.00	\$70.00	\$70.00	\$280.00				\$17.00	\$15.00	\$15.00
Barbourville	\$50.00	\$50.00	\$50.00	\$50.00	\$200.00			\$125.00	\$8.00	\$6.00	\$6.00
Shelbyville	Requires indoor facility membership								\$6.00	\$5.00	\$4.00
Williamsburg <sup>2</sup>	\$80.00	\$70.00	\$70.00	\$80.00	\$300.00				\$10.00	\$10.00	\$10.00
Lexington (Aquatic Centers)	\$40.00	\$40.00	\$40.00	\$40.00	\$200.00		\$75.00		\$5.00	\$4.00	\$4.00
Kentucky Average <sup>1</sup>	\$84.15	\$74.15	\$75.31	\$70.31	\$205.85				\$5.00	\$5.64	\$5.64

1. Kentucky Average does not include Lexington.

2. Waterpark



Table III-7: National Pool Comparison (continued on next page)

City	Population	# of Pools	Per 100,000	Rank
Cleveland	390,113	42	10.8	1
Cincinnati	297,517	26	8.7	2
Pittsburgh	305,841	19	6.2	3
Washington, D.C.	646,449	35	5.4	4
Atlanta	447,841	23	5.1	5
Tucson	526,116	26	4.9	6
Henderson	270,811	13	4.8	7
Philadelphia	1,553,165	74	4.8	8
Denver	649,495	29	4.5	9
Orlando	255,483	11	4.3	10
Jacksonville	842,583	35	4.2	11
Omaha	434,353	18	4.1	12
Tampa	352,957	14	4.0	13
Austin	885,400	35	4.0	14
Irving	228,653	9	3.9	15
Buffalo	258,959	10	3.9	16
Milwaukee	599,164	23	3.8	17
St. Petersburg	249,688	9	3.6	18
Miami	417,650	15	3.6	19
Baltimore	622,104	22	3.5	20
St. Louis	318,416	11	3.5	21
New Orleans	378,715	13	3.4	22
Winston-Salem	236,441	8	3.4	23
Lincoln	268,738	9	3.3	24
Boise	214,237	7	3.3	25
Tulsa	398,121	13	3.3	26
Hialeah	233,394	7	3.0	27
Chicago	2,718,782	78	2.9	28
Wichita	386,552	11	2.8	29
Memphis	653,450	18	2.8	30
Indianapolis	843,393	22	2.6	31
Aurora	345,803	9	2.6	32
Kansas City	467,007	12	2.6	33
Plano	274,409	7	2.6	34
Sacramento	479,686	12	2.5	35
Norfolk	246,139	6	2.4	36
Chandler	249,146	6	2.4	37
El Paso	674,433	16	2.4	38
Raleigh	431,746	10	2.3	39
<b>Lexington/Fayette</b>	<b>308,428</b>	<b>7</b>	<b>2.3</b>	<b>40</b>
Riverside	316,619	7	2.2	41
Baton Rouge	229,426	5	2.2	42
Albuquerque	556,495	12	2.2	43
Newark	278,427	6	2.2	44
Portland	609,456	13	2.1	45
Toledo	282,313	6	2.1	46
Durham	245,475	5	2.0	47
Las Vegas	603,488	12	2.0	48
Mesa	457,587	9	2.0	49
Phoenix	1,513,367	29	1.9	50
Corpus Christi	316,381	6	1.9	51

Table III-7: National Pool Comparison (continued from previous page)

City	Population	# of Pools	Per 100,000	Rank
Houston	2,195,914	41	1.9	52
San Antonio	1,409,019	26	1.8	53
Arlington, Texas	379,577	7	1.8	54
Arlington, Virginia	224,906	4	1.8	55
Fresno	509,924	9	1.8	56
North Las Vegas	226,877	4	1.8	57
Scottsdale	226,918	4	1.8	58
Gilbert	229,972	4	1.7	59
Reno	233,294	4	1.7	60
Garland	234,566	4	1.7	61
Los Angeles	3,884,307	66	1.7	62
Irvine	236,716	4	1.7	63
Lubbock	239,538	4	1.7	64
Anchorage	300,950	5	1.7	65
Virginia Beach	448,479	7	1.6	66
Fort Wayne	256,496	4	1.6	67
Seattle	652,405	10	1.5	68
Nashville/Davidson	658,602	10	1.5	69
Santa Ana	334,227	5	1.5	70
Greensboro	279,639	4	1.4	71
Dallas	1,257,676	17	1.4	72
Stockton	298,118	4	1.3	73
San Francisco	837,442	11	1.3	74
Oakland	406,253	5	1.2	75
Jersey City	257,342	3	1.2	76
Detroit	688,701	8	1.2	77
Colorado Springs	439,886	5	1.1	78
Bakersfield	363,630	4	1.1	79
Boston	645,966	7	1.1	80
St. Paul	294,873	3	1.0	81
Minneapolis	400,070	4	1.0	82
San Diego	1,355,896	13	1.0	83
Glendale	234,632	2	0.9	84
Oklahoma City	610,613	5	0.8	85
Louisville	756,832	6	0.8	86
Chula Vista	256,780	2	0.8	87
Columbus	822,553	6	0.7	88
New York	8,405,837	54	0.6	89
Long Beach	469,428	3	0.6	90
San Jose	998,537	6	0.6	91
Charlotte/Mecklenburg	990,977	5	0.5	92
Madison	243,344	1	0.4	93
Anaheim	345,012	1	0.3	94
Fort Worth	792,727	2	0.3	
Chesapeake	230,571	0		
Fremont	224,922	0		
Honolulu	347,884	n.a.		
Laredo	248,142	0		
Richmond	214,114	n.a.		
<b>Median</b>			<b>2.0</b>	

Table III-8: Indoor Case Study

City/State	Facility	Facility		2015 Population - Radius			Pools			Budget		Other features / Notes	Expenses / s.f.	Cost Recovery
		Year Open	Size (S.F.)	Construction Cost	10 mile	20 mile	50 meter by	25 yards by	Other Pools	Revenue	Expenses			
Lexington, KY					316,766	490,365								
Cobb County, GA	Mountain View Aquatic Center	2000	46,000	\$3,500,000	655,104	2,200,586	25 yards	15 yards		\$423,716	\$716,501		\$15.58	59%
Williamson County, TN (Brentwood)	Williamson County Indoor Sports Complex <sup>1</sup>	2002	80,000		416,995	989,486	25 yards					5 indoor tennis courts; 4,800 s.f. wellness center		
											\$636,000	18,500 s.f. fitness area; 2 ice sheets; 4 indoor and 13 outdoor tennis courts. Aquatic area is approximately 62,000 s.f.		
Nashville, TN	Centennial Sportsplex <sup>1</sup>	1990	145,000	\$20,000,000	480,863	1,036,212	25 yards	6 lanes						
Cherokee County GA	Cherokee County Aquatic Center	2013	48,000	\$18,200,000	287,755	1,258,718	25 yards	4 lanes	18,000 s.f. outdoor pool	\$1,155,565	\$1,080,000	No diving well	\$22.50	107%
Greensboro, NC	Greensboro Aquatic Center	2011	78,323	\$20,000,000	373,978	735,610	8 lanes		Diving well with boards & platforms	\$867,674	\$1,328,304	Part of Coliseum Complex; Funded through tourism.	\$16.96	65%
Mecklenburg County, NC	Mecklenburg Aquatic Center	1991	44,000		528,306	1,487,708	25 yards		Therapy pool (25 yd)	\$715,299	\$1,353,911		\$30.77	53%
Allen, TX	Don Rodenbaugh Natatorium	2002	47,000		701,585	2,100,957		25 meters	7,000 SF leisure pool	\$1,131,595	\$1,592,933	Fitness center	\$33.89	71%
Louisville, KY	Mary T. Meagher Aquatic Center <sup>2</sup>	1954	44,000		714,213	1,081,517	11 lanes		30' x 18' warm water pool			No firm budget available.		
									Diving well with (2) 3-meter boards and (2) 1-meter boards; 30' x 20' therapy pool					
Barbourville, KY	Stivers Aquatic Center	2011	39,000	\$6,500,000	26,181	127,477	10 lanes			\$400,000	\$872,000	Cardio and weight rooms; low attendance; manager has not been paid for years.	\$22.36	46%
Russell Springs, Kentucky	Russell County Natatorium & Auditorium	2009	43,730	\$13,000,000	20,821	64,407		25 m x 8 lanes				734 seat auditorium, banquet area, locker rooms, and classrooms.		
Averages													\$23.68	66.87%

1. Membership fees allow use of several facilities. Therefore, revenues specific to the aquatic facility are not known.

2. Louisville Metro does not have any budget figures or annual reports for this facility.

tourists to Lexington, resulting in positive economic impact to the local economy. The facility in Greensboro, North Carolina identifies an annual \$40 million impact to the economy. One of the other facilities indicates a \$5 million impact to the local economy.

Many of these indoor aquatic facilities are part of a system of indoor recreation centers. Many operate as partnerships with local governments, schools, tourism/entertainment facilities, or other local organization. Many of these facilities include other supporting facilities to increase the attraction, including large outdoor water parks, ice rinks, fitness/wellness facilities, gyms, tennis, and more. Base on Table III-8, the average cost recovery for these facilities is 67%.

Facilities without other supporting major attractions see cost recovery in the 53% to 71% range. The average operations loss is \$251,000 with a high of \$638,000. Cherokee County's Georgia facility, which nearly breaks even, also has a large outdoor water park, and income and revenue numbers include both. The June/July attendance averages 114,000 per month, compared to the September-April attendance averages of 7,000 per month. Seventy-three percent (73%) of the total attendance of the facility occurs during a three month period (June-August), the warm weather months.

An indoor aquatic facility meeting most of the needs of resident's and swim teams would include a 50 meter by 10 lane lap pool with a moveable bulkhead, separate diving tank, warm water therapy pool, and a family activity pool. Support facilities would include spectator areas, restrooms, locker rooms, guard and staff rooms/offices, and wet training/party rooms. Many of the more successful facilities also offer fitness and cardio facilities.

Potential exists to partner with Transylvania University and potentially others to develop and operate an indoor facility. Potential funding methods for an indoor facility include: inclusion within a larger TIF District, local option sales tax (if this method passes the State Legislature), a Public Private Partnership (PPP) with Transylvania University, swim clubs, tourism funds, health care providers, and others.



## UNDERSERVED MARKETS ANALYSIS

During the Aquatics Master Plan process, the need to provide aquatic services to underserved markets, including the minority population, was recognized. The survey (Aquatic Facilities Survey, see Section IV, Public Input) indicates that two-thirds of Lexington households are not visiting aquatic facilities. The underserved market analysis will help to identify which residents may not be participating and how the city can bridge the gap, ensuring fun and safe water play for everyone.

### African Americans

National studies have been conducted regarding minority participation in swimming and their findings have been that the African American population is much less likely to participate in aquatic programs. The same is true for Lexington's aquatic facility user demographics. Lexington pools are not capturing a proportionate sample of Lexington's diverse residents, including African Americans. Lexington currently operates a public pool at Douglass Park within the Douglass Neighborhood, which is predominately African American. For the past four consecutive years, Douglass Pool has had one of the lowest attendance

rates and accounts for a mere average of 1.2% of total public pool attendance (Table III-9), previously presented in Section II (Table II-10).

**Table III-9: Lexington Pool Attendance**

Pool	2011		2012		2013		2014	
	Attendance	% of Total Attendance	Attendance	% of Total Attendance	Attendance	% of Total Attendance	Attendance	% of Total Attendance
Castlewood	13,210	7.5%	10,283	5.2%	11,690	7.6%	10,163	7.4%
Tates Creek	36,157	20.5%	45,500	23.0%	30,597	19.9%	29,569	21.4%
Southland	62,780	35.5%	72,795	36.8%	57,192	37.1%	49,860	36.1%
Woodland	40,551	22.9%	45,863	23.2%	34,516	22.4%	27,927	20.2%
Douglass	2,444	1.4%	3,154	1.6%	1,749	1.1%	1,080	0.8%
Shillito	12,210	6.9%	16,946	8.6%	16,030	10.4%	17,105	12.4%
Picadome	2,279	1.3%	3,206	1.6%	2,194	1.4%	2,326	1.7%
<b>Total</b>	<b>169,631</b>		<b>197,747</b>	<b>100.0%</b>	<b>153,968</b>	<b>100.0%</b>	<b>138,030</b>	<b>100.0%</b>

The survey also produced similar findings; Douglass Pool is used much less than many other local public and private facilities (Figure III-5). “Constraints Impacting Minority Swimming Participation” by the University of Memphis and USA Swimming, finds that seventy percent of African American children cannot swim. In order to increase participation, it is important to first understand why attendance is low and develop strategies to reverse the trend.

#### Historic Discrimination

Low swimming participation rates of African Americans can be traced through U.S. history. Recreational swimming experienced a swimming boom during the 1920s and 1930s. During this time, racial segregation was wide spread and African Americans were denied access to public swimming pools and the YMCA. The effects of segregation limited opportunities and negatively affected African American swimming participation.

Aquatic services experienced a second boom during the 1950s and 1960s, this time focused on competitive swimming. At the same time, the United States middle class was moving to the suburbs. Many middle class white families were joining private pools and sent their children for swim lessons. Since a large percentage of the population was moving to the suburbs, public city pools were not a priority for cities to maintain. Again, African American neighborhoods were not provided with fun or safe aquatic facilities prompting negative attitudes towards swimming.

#### Cultural Attitudes

Historic discrimination influenced cultural attitudes, leading to a belief that swimming was not an activity in which African Americans participated. When families do not value swimming as a life skill, those values tend to be passed on to their children. A national study conducted by the USA Swimming Foundation and the University of Memphis found that if a parent does not know how to swim, their children only have a 13% chance of learning to swim. Children lacking encouragement to learn to swim often do not gain this life-saving skill.

#### Fear and the Generational Factor

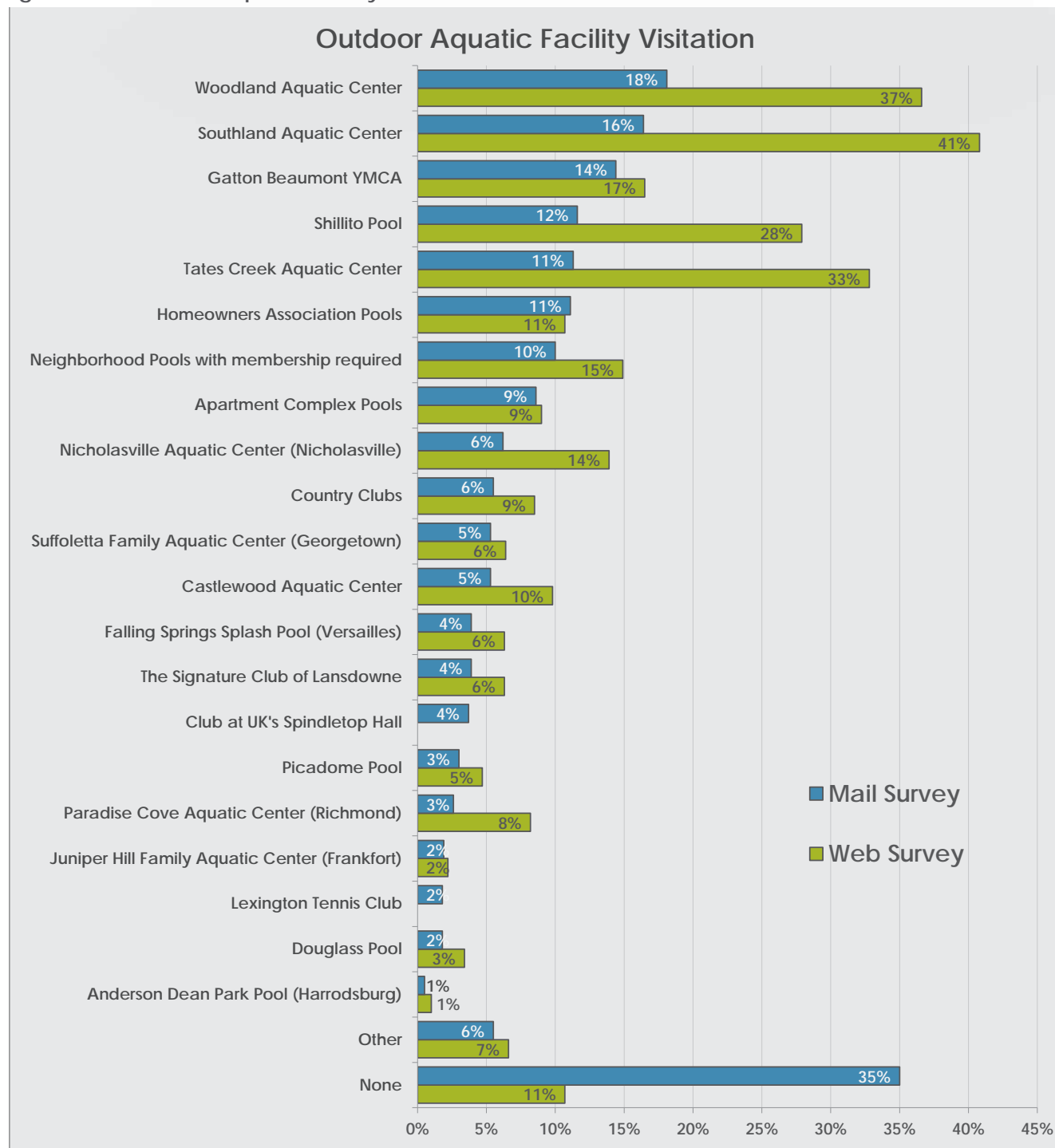
It is not surprising that fear plays a large part of keeping some people out of the water. Many people who cannot swim experience fear and discomfort in and around swimming pools. The thought of drowning or injury prevents many people from enjoying recreational swimming. A lack of childhood training is to blame for many adults who fear participating in aquatic programs. Parents who do not know how to swim are much less likely to encourage their children to do so, creating a generational cycle of at-risk swimmers. Minority Swimming Research conducted by the University of Memphis found that children who received encouragement were more skilled swimmers, less fearful about swimming, and desired to swim more.

#### Economic and Cultural Barriers

Economic factors that may contribute to lower swimming rates include transportation and access to



Figure III-5: Outdoor Aquatic Facility Visitation



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facilities, pool entry fees, cost of swim lessons, and appropriate swim attire. Cultural barriers might be addressed if parents are encouraged to encourage support of children learning to swim at a young age. Fear and generational factors might be address if children are encouraged to take swim lessons or through the creation of excitement about swimming (learning about an Olympic medalist) in order to break the existing cycle.

### Strategies

As part of the Aquatics Master Plan, a set of strategies that can be implemented to address some of the concerns of swimming as it relates to residents of underserved neighborhoods should include the following:

1. Establish learn to swim programs for underserved youth between the city, local YMCA's and other organizations such as neighborhood associations, churches, Urban League, NAACP, universities and others.
2. Establish learn to swim partnerships between the local schools and Parks and Recreation.
3. Expand or create summer learn to swim programs in underserved areas.
4. Encourage parents as well as children to learn to swim and have the parents participate with their kids in swim lessons and programs.
5. Create a targeted or public service campaign about the benefits of swimming, safety, fun, and exercise.



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## IV. PUBLIC INPUT

### INTRODUCTION

The Public Input section consists of the following elements:

- A summary of the public workshops and focus groups.
- A summary of the pertinent portions of the ETC/Leisure Vision Aquatic Facilities Survey for the City of Lexington with a comparison to the web-based survey distributed by the City at aquatic facilities and other locations in Lexington.
- A review of the usage and findings of the Lexington Pools Master Plan website, powered by mySidewalk, which provided opportunities for engagement throughout the Master Plan process.

### PUBLIC WORKSHOPS AND STAKEHOLDER GROUPS

#### On-Site Engagement - July 11, 2015 through August 8, 2015

##### 1. Launch Party

The Division of Parks and Recreation (DPR) hosted the Launch Party for the Aquatics Master Plan at Shillito Pool on July 11, 2015 from noon to 4:00. The DPR provided free food, inflatable toys, games, and prizes. The Consultant team offered a presentation under the shade structure, providing the following:

- Boards displaying examples of modern aquatic facilities
- Boxes and play money to vote for the features the participants would prefer in new facilities
- Surveys for participants to complete
- Cards with the link to both the survey and the mySidewalk website

The Launch Party was a tremendous success with over 500 residents in attendance. In all, over 90 people participated in the voting with dollars exercise, and 95 surveys were completed by hand. Many individuals indicated that they had already completed the survey online.

##### 2. Other On-Site Events

Three other on-site events we held at aquatic facilities in Lexington: Douglass Pool, Castlewood Aquatic Center, and Southland Aquatic Center. At these three events, nearly 100 residents participated in the dollar voting exercise and several people completed surveys.

##### 3. Public Input Cards

In another effort to reach aquatic users, public input cards were prepared to ask a short series of questions about the present and the future of aquatics in Lexington. Aquatic staff used these cards to interview over 250 visitors of Lexington's aquatic facilities.

According to these responses, Southland Aquatic Center was the most visited facility, followed by Woodland Aquatic Center. These users liked the staff, cleanliness, and location for their preferred aquatic facility, and they would like to see more chairs, better restrooms, and more shade at these pools. For what they would like to see in the future, these users reported that they would like to see a large family aquatic center, and indoor pool, and spraygrounds for more fun and exciting opportunities and year-round access. A full summary of these responses can be found in Appendix A.

#### Town Hall Meetings - August 20, 2015 through September 3, 2015

As part of the public engagement process, the City of Lexington and the Consultant held four town hall meetings at four strategic locations throughout the City: Southland Christian Church on Richmond Road, downtown at the Lexington Public Library (Central Library), Imani Baptist Church on Georgetown Road, and Clays Mill Elementary School. Overall, approximately 60 residents attended these meetings, in addition to representatives from the City and the Consultants.

The meetings consisted of a presentation on the next generation of aquatics, a discussion of the project approach, including public engagement methods, and a group discussion. The group discussion included four questions to determine where participants currently go for aquatics and what they do there, what

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they like and do not like about Lexington aquatic opportunities, and what they would like to see in the future.

Attendees of the meetings were each given three dots to vote on these ideas for the future. The top option was an indoor pool, followed by a senior pool, and splash pads. Residents were also given opportunities to fill out surveys at the meetings. Those who wished to complete the survey online were given a card with the web address for the survey. This card also included the address for the mySidewalk website.

### Stakeholder Groups

The Consultant, BCI, met with Stakeholder Groups in January and February of 2015. Complete summaries of the meeting with each of these groups can be found in Appendix A.

#### 1. Officials and Boards

- General Services Committee
- Parks Advisory Board

#### 2. User Groups

- Swim Team Parents
- Swim Lesson Parents
- Senior Aerobics Class
- Swim Team Coaches
- Master Swimmers/Triathlon
- Day Care/Summer Camps/ESP Program

#### 3. Focus Groups

- Georgetown Street Neighborhood Association
- Citizens with Disabilities
- Therapeutic Recreation
- Bluegrass Sports Commission
- Booker T. Washington K-2 Students
- UK and Transylvania University
- YMCA
- Police Department
- Fire Department

### Common Themes from Four Town Hall Meetings and the Stakeholder Groups (Not in Order)

- Indoor facility (lap, recreational, diving, warm water elements)
- Large Family Aquatic Center with tall waterslides, lazy river, lily pad bridge, lap pool
- Spraygrounds at pools and at parks without pools
- Shade and seating
- Longer season and hours
- More programming (water aerobics, etc.)
- Therapeutic pool
- Bubble over outdoor pool
- All children can swim
- Pool house/bathhouse improvements, including ADA, family changing rooms
- Accessibility – railings, benches, zero depth, lifts

### DOLLAR VOTING

Participants at on-site events and the town hall meetings were given \$1,000 in play money to distribute how they felt the City should allocate funds for various aspects of aquatics. The following table (Table IV-1) shows the totals for the various categories. Participants could also purchase “Other” cards to request specific items not provided on one of the provided boxes. The combined results for the 246 participants at the event are listed below with the dollars for each aquatic improvement option and the percentage of the total allocated for the improvement.



Table IV-1: Dollar Voting Park Improvement Allocations

Aquatic Improvement	Total	%
Tall Waterslides	\$47,600	19%
Lazy River	\$46,800	19%
Indoor Lap Lanes	\$31,000	13%
Waterslides for Small Children/Interactive Play Features	\$18,000	7%
Shade	\$17,600	7%
Spraygrounds/Splash Pads at Parks without Pools	\$16,500	7%
Well for Diving Boards/Climbing Walls	\$15,700	6%
Indoor Shallow Water/Play Area	\$15,200	6%
Spraygrounds/Splash Pads at Pools	\$12,500	5%
Outdoor Lap Lanes	\$12,200	5%
Shallow Water/Zero Depth Entry	\$6,500	3%
Other	\$5,800	2%
Total	\$245,400	100%

Of the options provided, the largest allocation was given to the development of "Tall Waterslides" with 19% of the funding allocations or \$47,000. The development of a lazy river received the second largest allocation of these options (19%) followed by the development of Indoor Lap Lanes (13%).

The development of "Other" aquatic improvements received the \$5,800 or 2% of the allocated dollars. The most popular "Other" option was a longer outdoor season which received an allocation of \$1,700. The development of an indoor facility (not choosing the provided options) received the second largest allocation of "Other" dollars.

## AQUATIC FACILITIES SURVEY AND WEB SURVEY

### Statistically Valid Survey - Overview and Methodology

The Consultants subcontracted with ETC/Leisure Vision to conduct an Aquatic Facilities Survey (Mail Survey) in the summer of 2015 to help establish priorities for the future development of aquatic facilities, programs, and services within the community. The survey was designed to obtain statistically valid results from households throughout the City of Lexington. The survey was administered by mail, web, and phone.

City of Lexington officials worked with members of the Brandstetter Carroll Inc. project team and Leisure Vision for the development of the survey questionnaire. This collaboration allowed the survey to be tailored to issues of strategic importance to effectively plan the future of aquatics in Lexington.

The five page survey was mailed to a random sample of 5,000 households throughout the City of Lexington. Approximately three days after the surveys were mailed, each of these 5,000 households received an automated voice message encouraging them to complete the survey. In addition, about two weeks after the surveys were mailed, ETC/Leisure Vision began contacting households by phone. Those who had indicated they had not returned the survey were then given the option of completing it by phone.

The goal was to obtain a total of at least 500 completed surveys. This goal was exceeded with a total of 568 surveys completed. The results of the random sample of 568 households had 95% level of confidence with a precision rate of at least +/- 4%.

### Web Survey

In addition to the Mail Survey, the Lexington Division of Parks and Recreation and Brandstetter Carroll Inc. prepared a handout and web-based survey (Web Survey) using Survey Monkey. A total of 2,760 local residents completed this survey. Of these respondents, 2,658 were residents of Fayette County and 203 were from outside of the county. Many of the surveys were completed on handout versions that

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were available at the public workshops, stakeholder meetings, libraries and park facilities throughout the community which were manually entered into the computer. In the tables on the following pages, the results of the Web Survey and the Mail Survey were combined into one figure, where possible for comparison of the results.

## Survey Results

The following pages summarize the major survey findings of the surveys. The results of both surveys are presented in this text for comparison. Because the Mail Survey results were collected using a statistically valid random sample, the results are intended to represent the residents of Lexington as a whole, both users and non-users. The Web Survey was available to be completed by any resident who chose to be involved in the process. As a result, the Web Survey had many more responses, and these responses reflected the motivated members of the community, including users of the facilities. The figures summarizing survey responses below were sorted based on the results of the Mail Survey.

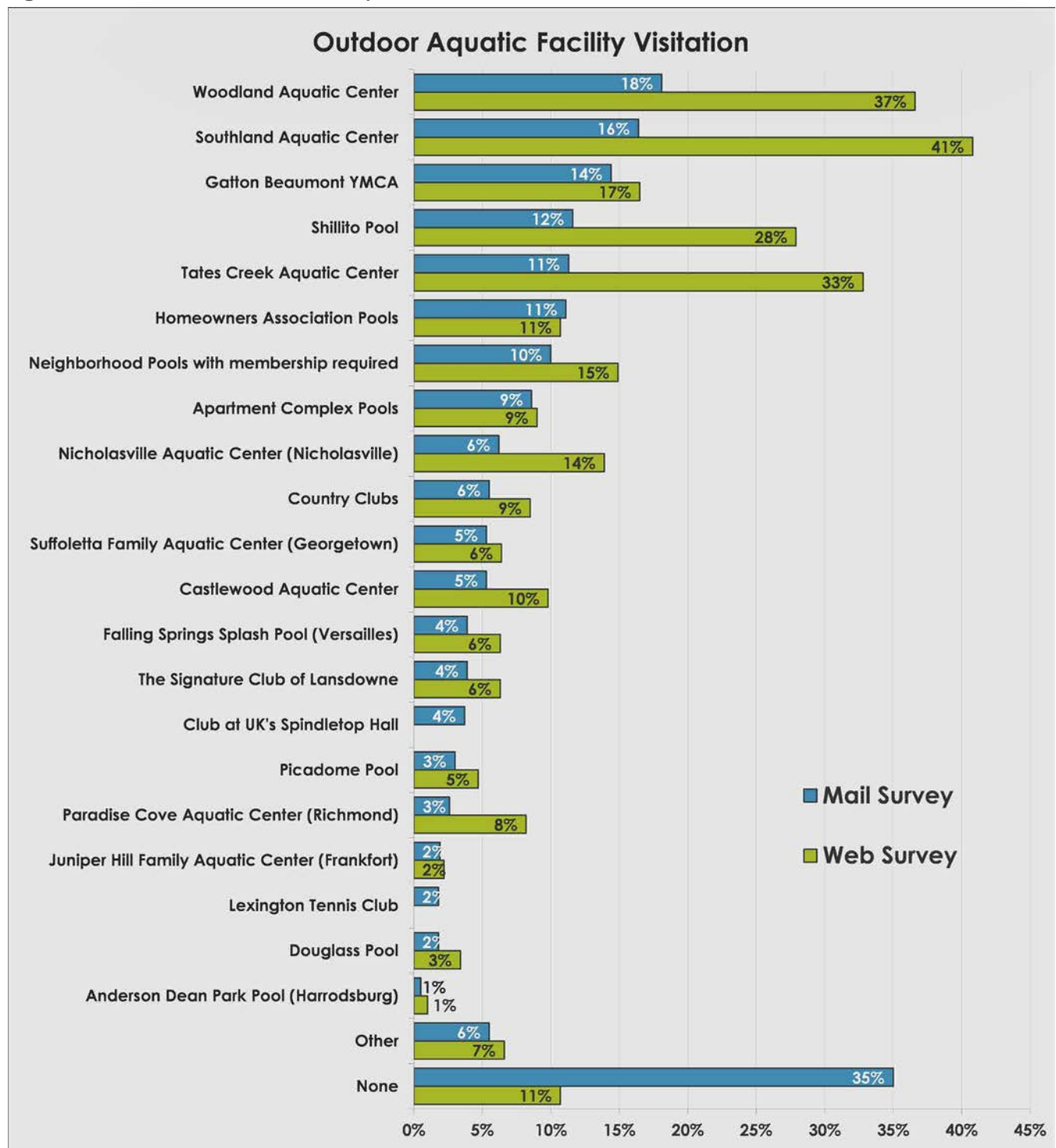
### 1. Visitation to Outdoor Aquatic Facilities

Respondents to both surveys were asked about their visitation to outdoor aquatic facilities in or near Lexington in the last 12 months. Figure IV-1 shows the proportion of respondents for both surveys that reported that a member of their household visited each aquatic facility over the last 12 months.

According to the statistically valid Mail Survey, the most visited outdoor facility was Woodland Aquatic Center (18%), followed closely by Southland Aquatic Center (16%). These same two pools ranked as the most visited for the Web Survey, but Southland Aquatic Center ranked first, and the visitation rates were much higher for both pools. The Gatton Beaumont YMCA ranked as the third most visited aquatic facility in the Mail Survey, higher than five of the pools operated by the City of Lexington (Shillito, Tates Creek, Castlewood, Picadome, and Douglass). Web Survey respondents ranked Shillito Pool and Tates Creek Aquatic Center as the third and fourth most used facility (Gatton Beaumont YMCA ranked fifth). Web Survey respondents were much more likely to have visited aquatic facilities outside of Lexington than Mail Survey respondents.

Visitation rates were higher for every facility option in the survey for Web Survey respondents, compared to the Mail Survey respondents. Only 11% of Web Survey respondents reported that they had not visited any pools in the past year, compared to 35% of Mail Survey respondents. This result indicates that the respondents to the Web Survey were much more likely to be users of pools than the respondents to the Mail Survey, and therefore, the population as a whole.

Figure IV-1: Visitation of Outdoor Aquatic Facilities

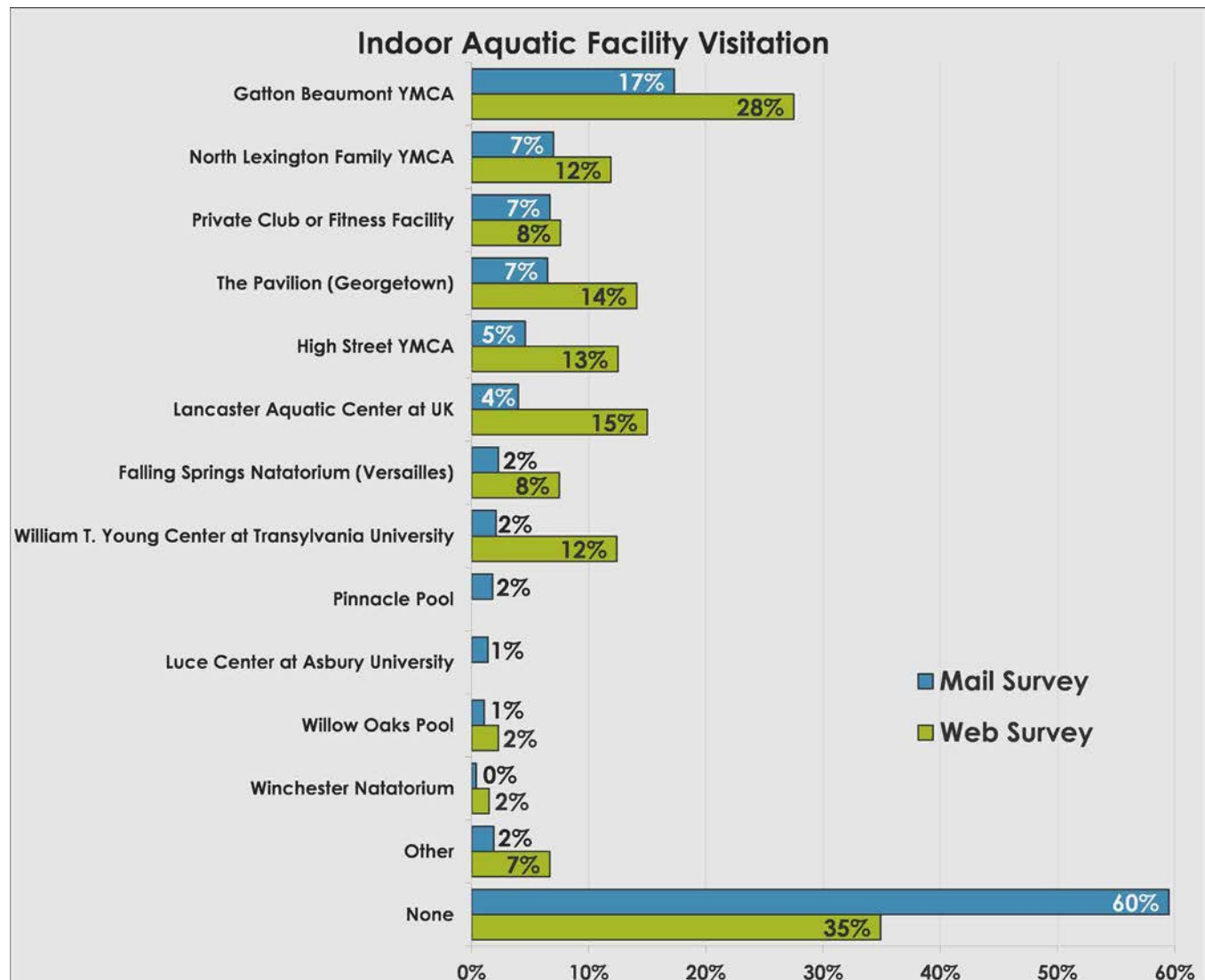


## 2. Visitation to Indoor Aquatic Facilities

Respondents to both surveys were also asked about their visitation to indoor aquatic facilities in or near Lexington in the last 12 months. Figure IV-2 shows the proportion of respondents for both surveys that reported that a member of their household visited each aquatic facility over that time.

According to the statistically valid Mail Survey, the most visited indoor facility was the Gatton Beaumont YMCA (17%). This facility was also the most visited by Web Survey respondents (28%). The next most used facility options, according to the Mail Survey, were the North Lexington YMCA, private club or fitness facilities, and The Pavilion in Georgetown (all at 7%). Web Survey respondents were much more likely to use indoor facilities than Mail Survey respondents, reporting higher visitation to every facility listed in the survey.<sup>2</sup> Only 35% of Web Survey respondents reported not visiting any indoor facility in the previous year, compared to 60% of Mail Survey respondents.

Figure IV-2: Visitation to Indoor Aquatic Facilities

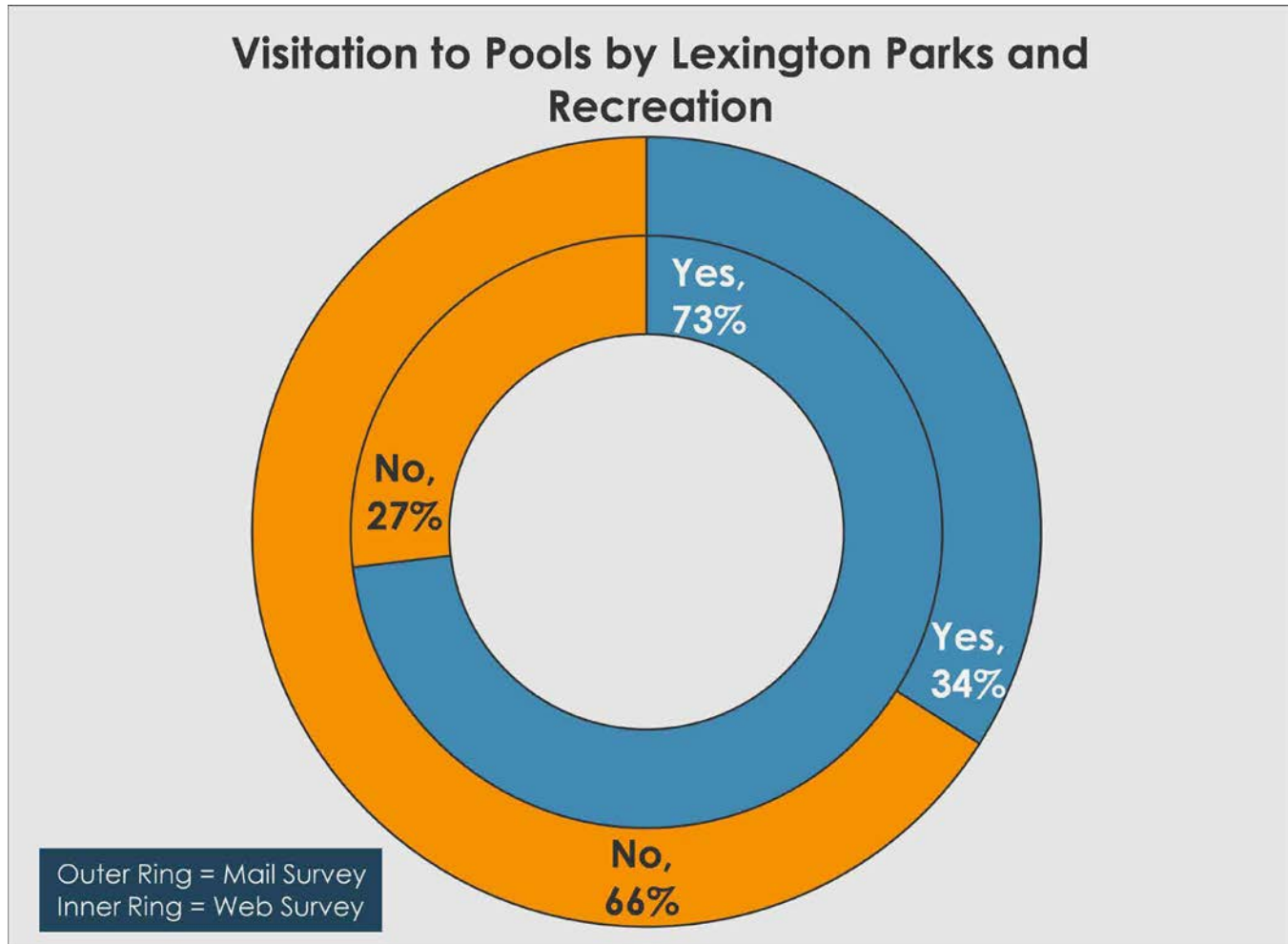


### 3. Visitation to Pools by Lexington Parks and Recreation

Respondents to the surveys were asked whether they or other members of their household had visited any of the seven pools operated by the Lexington Division of Parks and Recreation over the past year. Just over a third (34%) of Mail Survey respondents reported household visitation to these facilities, compared to two thirds (66%) who had not (see Figure IV-3).

The respondents to the Web Survey reported a much higher rate of visitation to these pools, as for the previous questions regarding aquatic facility visitation. Nearly three quarters of respondents reported household visitation to pools offered by Lexington, compared to one quarter (27%) who did not.

Figure IV-3: Visitation to Pools by Lexington Parks and Recreation



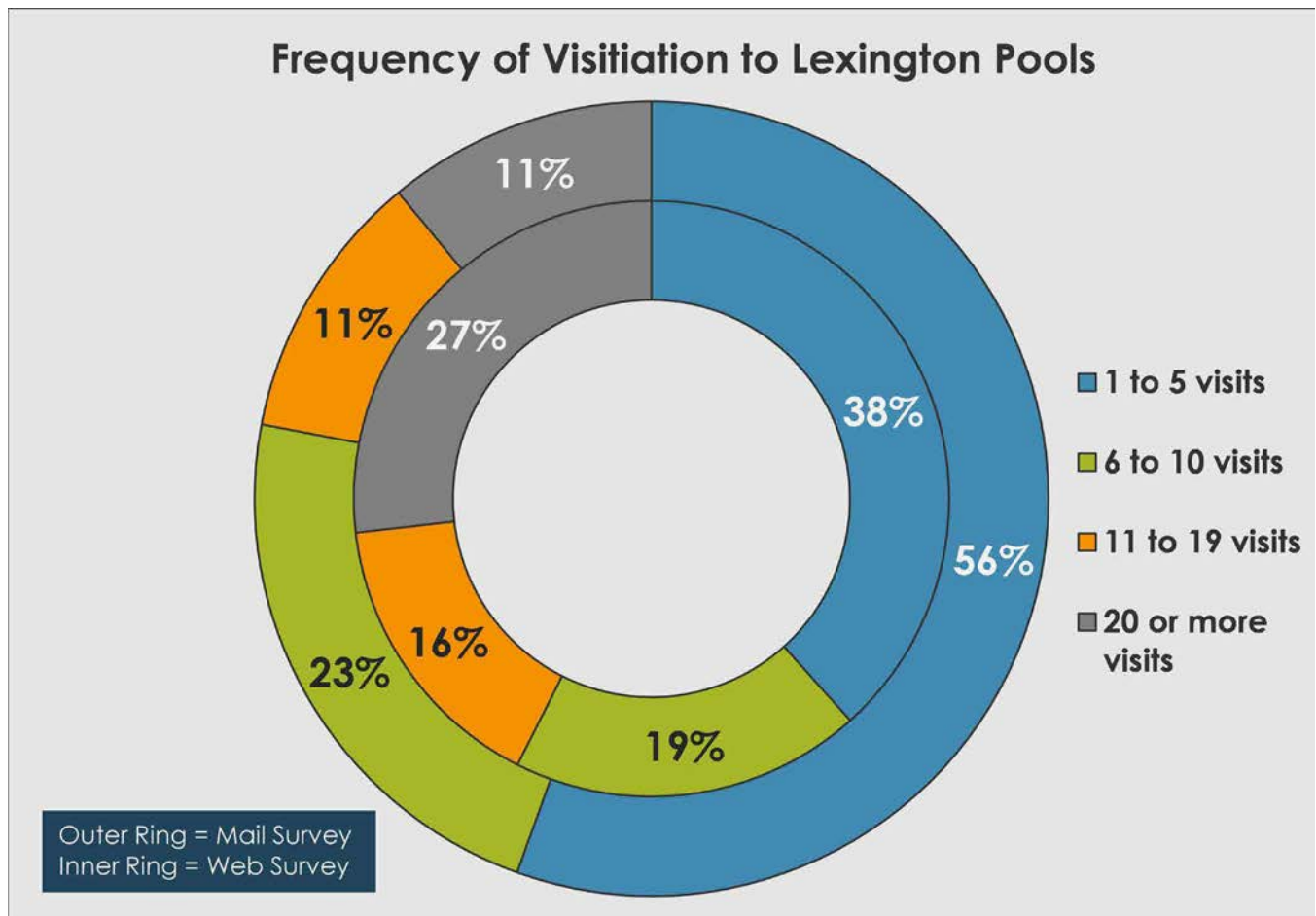


#### 4. Frequency of Visitation to Lexington Pools

Respondents in both surveys indicated they had visited Lexington aquatic facilities during the past 12 months were asked to report how often their household used these facilities. Figure IV-4 shows the frequency of visitation to these facilities.

According to the Mail Survey, 56% of households that visited facilities over the past 12 months did so between one and five times and an additional 23% visited six to 10 times. Only 11% visited 20 or more times in the previous year. In contrast, Web Survey respondents reported a greater frequency of visitation to the pools. Twenty-seven percent (27%) of Web Survey respondents reported 20 or more visits over the previous year for their households. However, the largest percentage of respondents of the Web Survey reported visiting between one and five times.

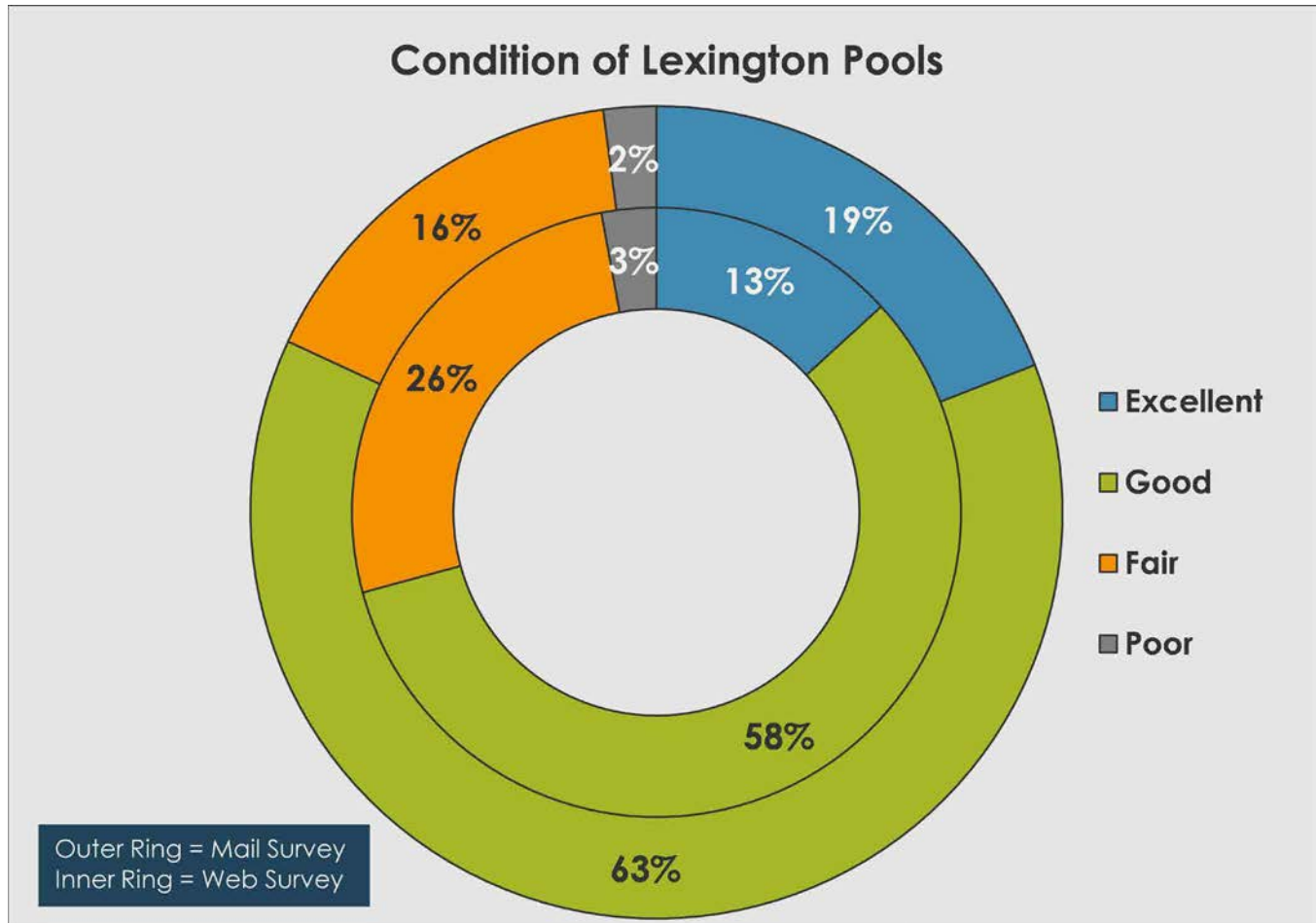
Figure IV-4: Frequency of Visitation to Lexington Pools



## 5. Condition of Pools Offered by the City of Lexington

Respondent households were asked for their assessment of the condition of the pools operated by the City of Lexington (Figure IV-5). The largest percentage of respondents for both surveys rated the facilities they had visited as good (63% of Mail Survey respondents and 58% of Web Survey respondents). A slightly higher percentage of households rated the facilities as *excellent* (19%) than *fair* (16%) in the Mail Survey. In contrast, twice as many households rated the facilities as *fair* (26%) than *excellent* (13%) in the Web Survey. Only a small percentage rated the facilities as *poor* in either survey. These results indicate that households are generally satisfied with the condition of the facilities but would like to see some improvements.

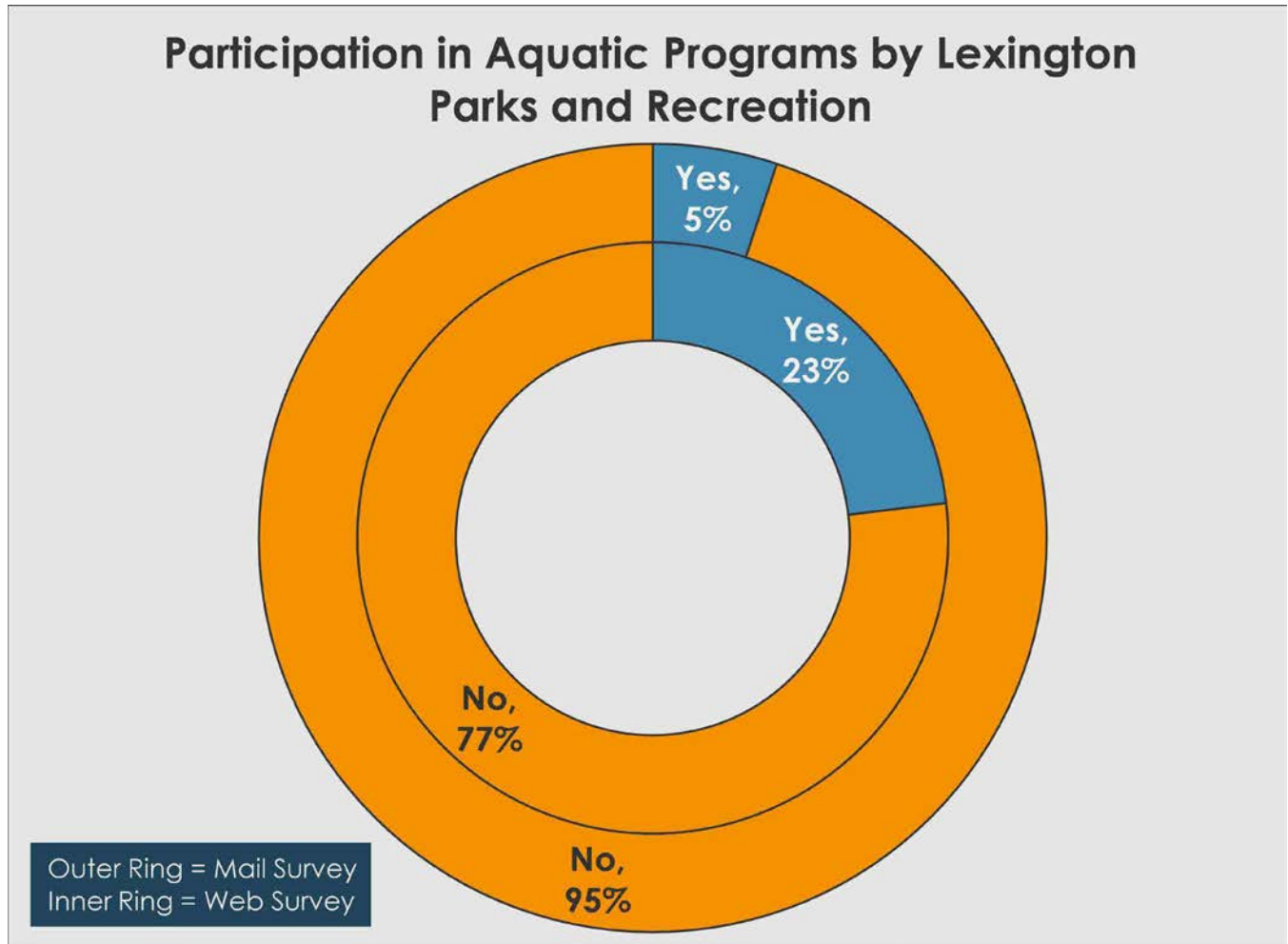
Figure IV-5: Condition of Pools Offered by the City of Lexington



#### 6. Participation in Aquatic Programs Offered by Lexington Parks and Recreation

Respondents were asked whether members of their households participated in aquatic programs offered by the City of Lexington over the past 12 months (Figure IV-6). According to the Mail Survey, 5% of households participated in programs over the past 12 months and 95% did not. The participation rate in the Web Survey was much higher with 23% of households participating in aquatic programs compared to 77% who did not participate.

Figure IV-6: Participation in Aquatic Programs Offered by Lexington Parks and Recreation

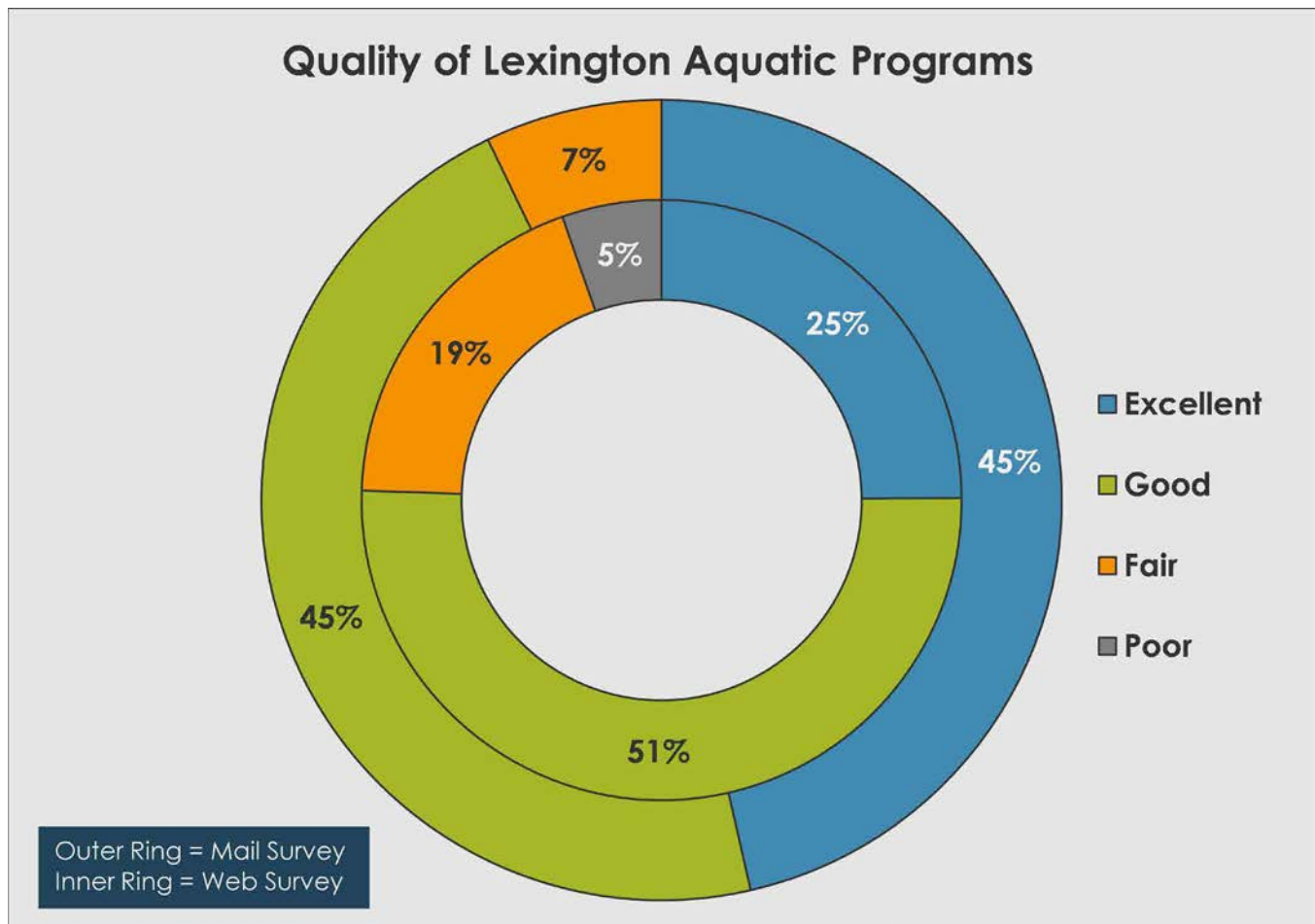


## 7. Quality of Aquatic Programs Offered by Lexington Parks and Recreation

Respondents who participated in aquatic programs offered by the City of Lexington over the past 12 months were asked to rate the quality of those programs. Figure IV-7 shows the results for household ratings of programs in Lexington.

According to the Mail Survey, 45% of households who participated in programs over the past 12 months rated those programs as *good*. Forty-Five percent (45%) rated programs as *excellent*, and 7% rated programs as *fair*. The results of the Web Survey were slightly less favorable, but 51% of participants rated programs as *good* and 25% rated programs as *excellent*. Nineteen percent (19%) rated programs as *fair*, and 5% rated programs as *poor*. Overall, these numbers indicate that participants are satisfied with the quality of recreation programs in Lexington.

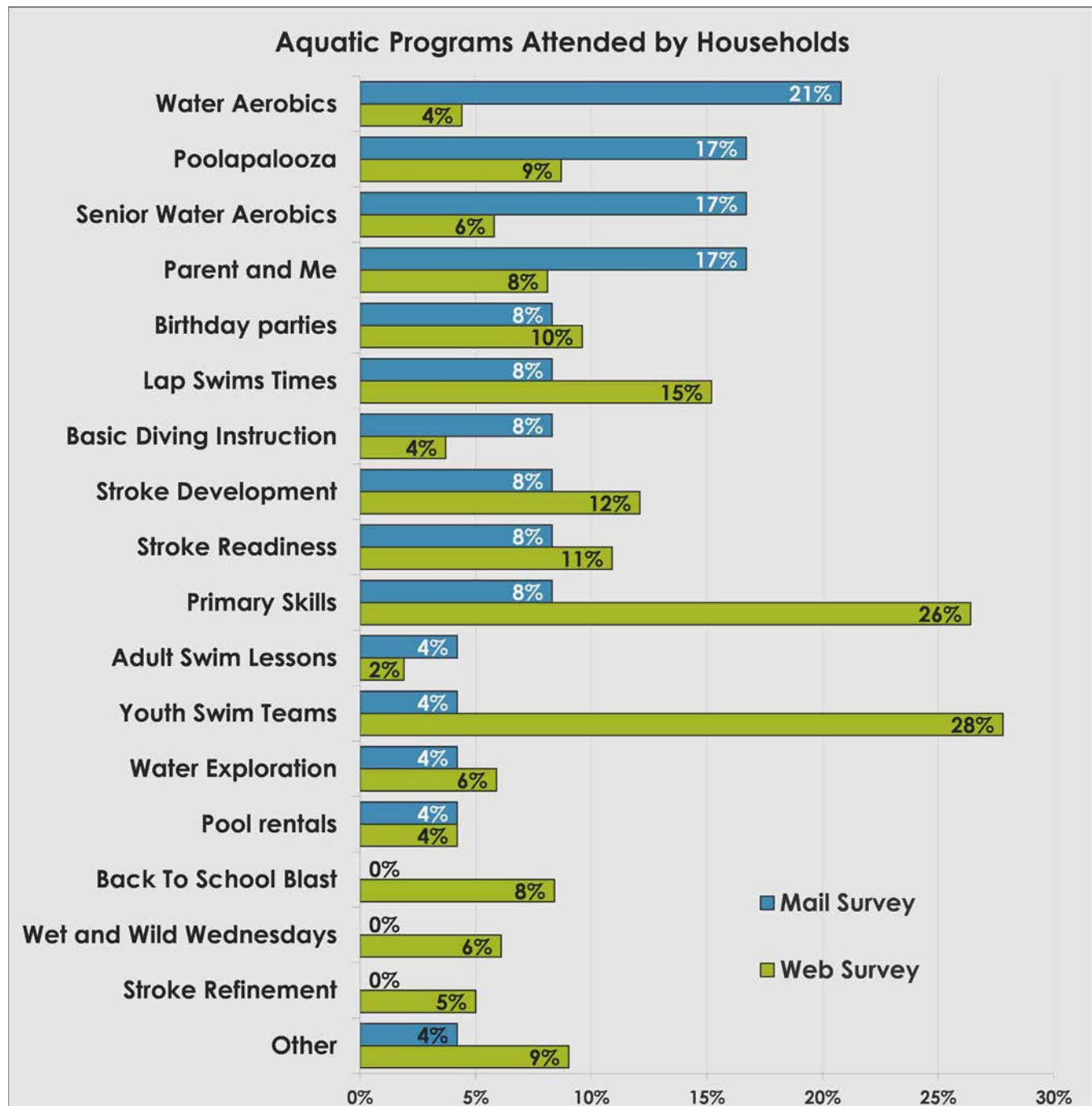
Figure IV-7: Quality of Aquatic Programs Offered by Lexington Parks and Recreation



## 8. Attendance of Aquatic Programs offered by Lexington Parks and Recreation

Both surveys asked respondents to identify which aquatic programs members of their households attended. Figure IV-8 presents the percentage of program participants that attended each of the programs offered by Lexington Parks and Recreation. The attendance of programs varied substantially between the two surveys. According to Mail Survey respondents, the most attended program was *Water Aerobics* at 21%, followed by *Poolapalooza*, *senior water aerobics*, and *Parent and Me* (parents and infants/toddlers), all at 17%. *Youth swim teams* represented the most used programs for Web Survey respondents, followed closely by *Primary Skills* (swim lessons level 2).

Figure IV-8: Attendance of Aquatic Programs offered by Lexington Parks and Recreation





## 9. Feelings Regarding Fees at Pools offered by Lexington Parks and Recreation

Survey respondents were asked how they felt about the fees to use the pools offered by Lexington Parks and Recreation, both for daily use and for season passes. Figures IV-9 (daily use) and IV-10 (season passes) present the feelings regarding these fees. The largest percentage of respondents to both surveys indicated that the existing fees are *about right*, both for daily use and for season passes. A fourth of Mail Survey respondents and about a third of Web Survey respondents indicated that the fees are *too high* (for both daily and seasonal use). Only a small percentage indicated that fees are too low (between 2% and 4%). The numbers in these figures indicate that residents are, in general, satisfied with the fees associated with using these facilities.

Figure IV-9: Feelings Regarding Fees at Pools offered by Lexington Parks and Recreation

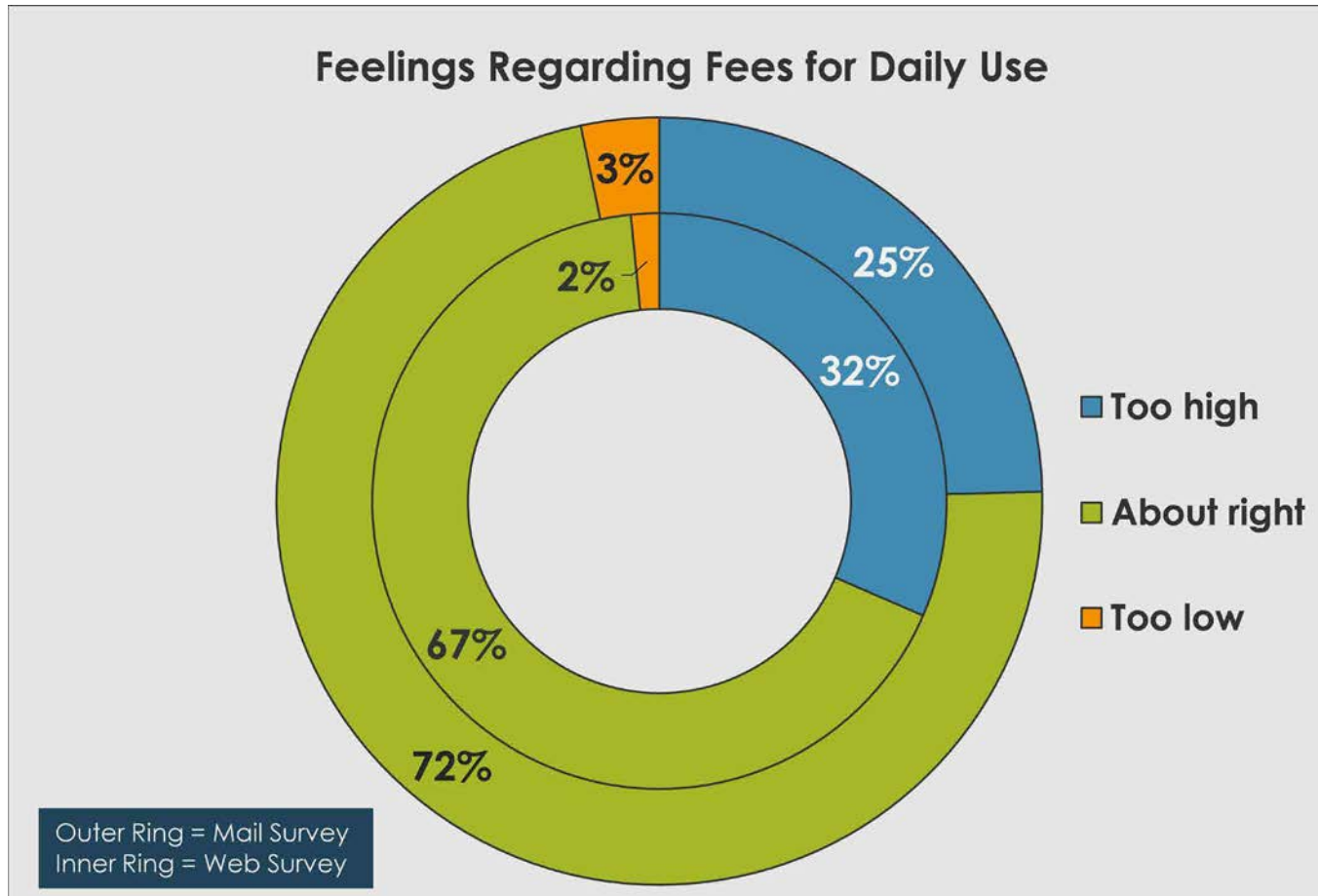
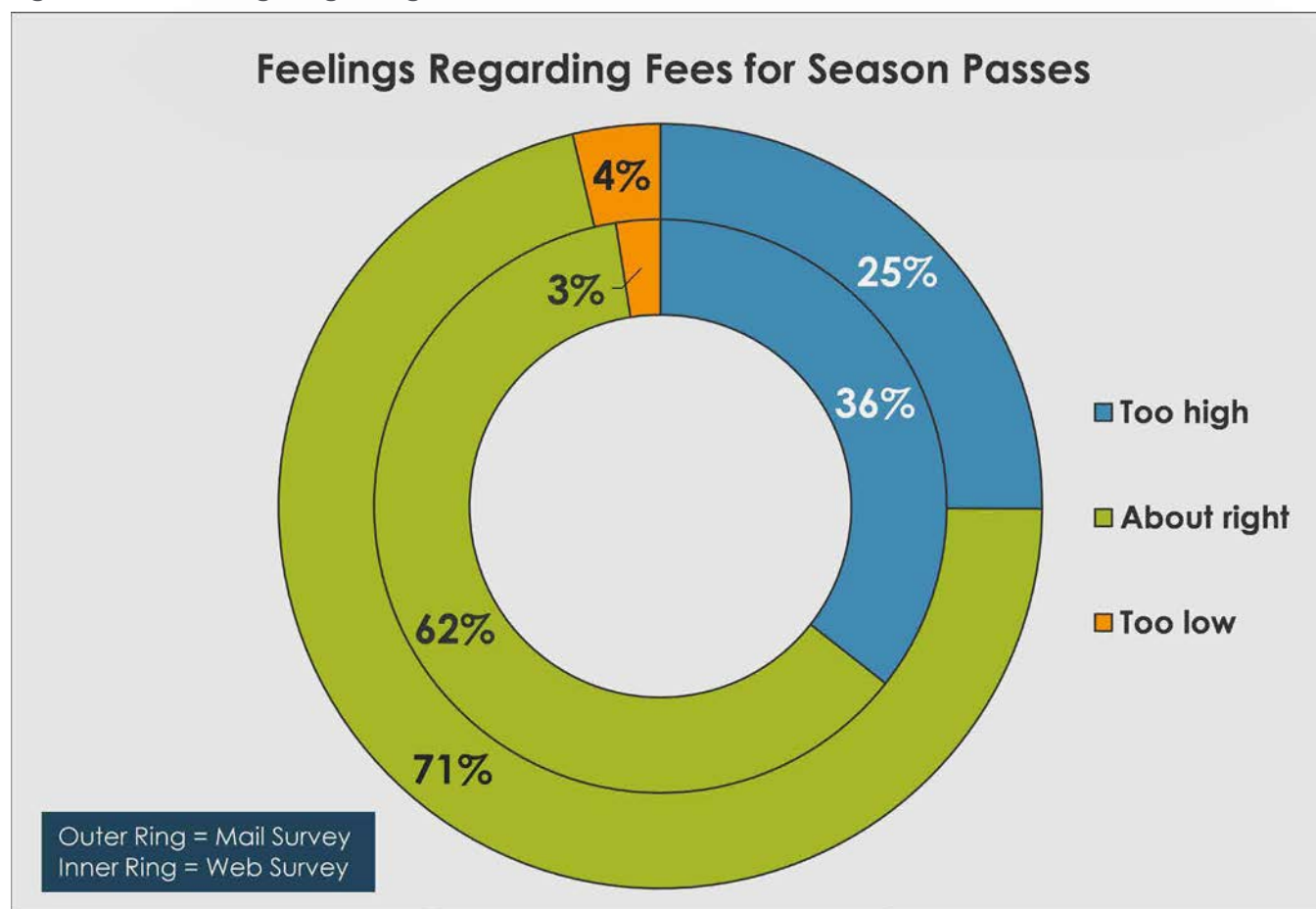


Figure IV-10: Feelings Regarding Fees for Season Passes

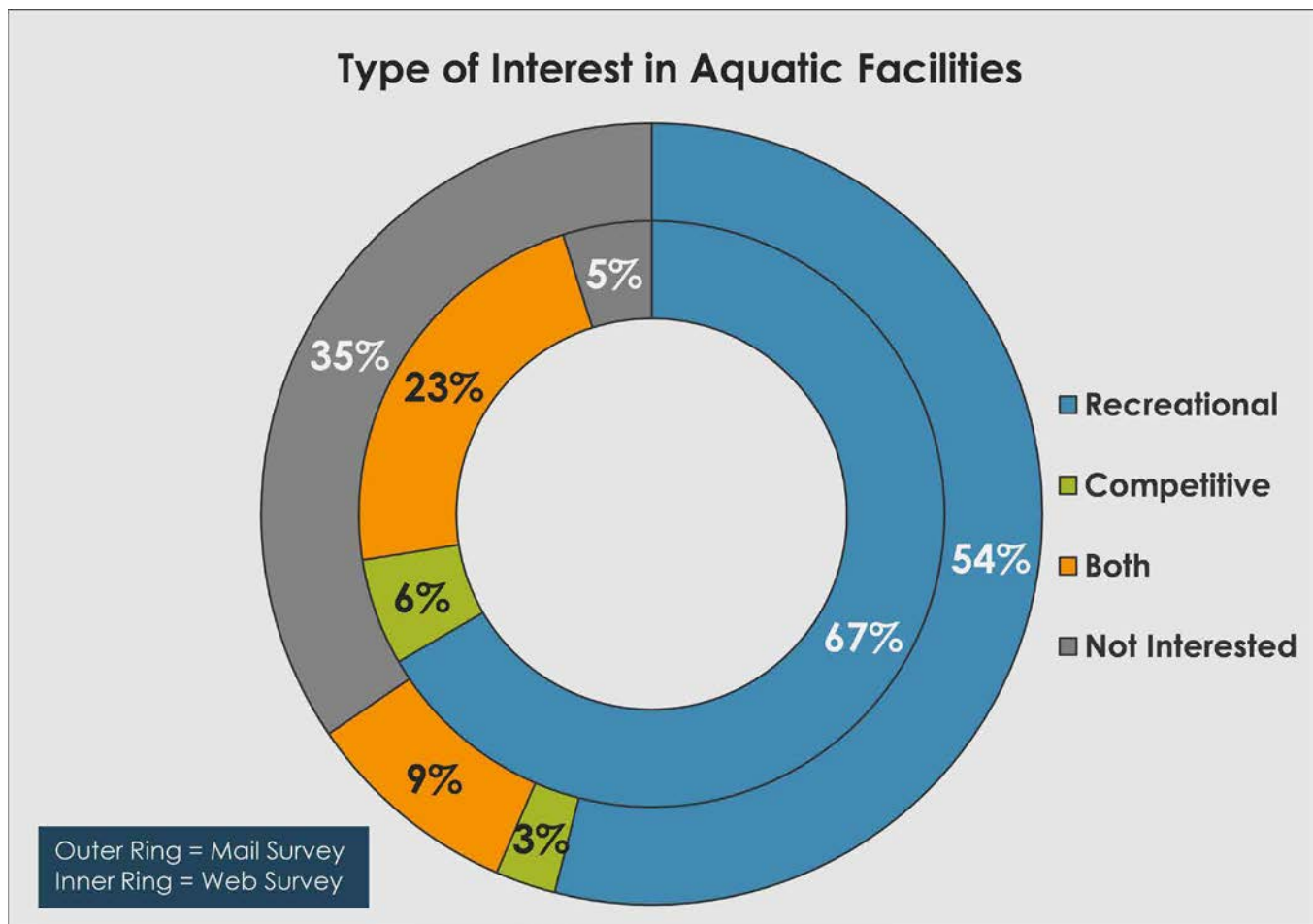


## 10. Type of Interest in Aquatic Facilities

The surveys asked households to select the option that best represents their interest in aquatic facilities: *recreational*, *competitive*, *both*, or *not interested*. Figure IV-11 presents the results of this survey question. In both surveys, the largest percentage of respondents, by a large margin, indicate that their interest in aquatics was best described as *recreational* (54% Mail Survey, 67% Web Survey). Only a small percentage of respondents selected *competitive*; however, 23% of Web Survey respondents and 9% of Mail Survey respondent selected *both*. Over a third (35%) of Mail Survey respondents indicated that they were *not interested* in aquatic facilities, compared to only 5% of Web Survey respondents.

These results indicate that the largest percentage of households in Lexington are interested in recreational aquatics. The results also indicate that most of the competitive users are also interested in recreational facilities. Finally, these results demonstrate a greater interest in competitive facilities for Web Survey respondents than Mail Survey respondents (and therefore the public as a whole).

Figure IV-11: Type of Interest in Aquatic Facilities



## 11. Travel to Aquatic Facilities

Respondents were asked to choose their preferred method of travel to aquatic facilities in Lexington. A large majority of respondent to the Mail Survey indicated their households primarily traveled to aquatic facilities via *car/truck* (92%). The next most used mode of transportation was *walk* (18%), followed by *bicycle* (12%), *public transportation* (3%), and *organization bus or van* (1%). The results for the Web Survey showed the same trends; however, the numbers for each category were lower because respondents were limited to one choice.

Respondents were then asked the length of time they were willing to travel to use aquatic facilities or participate in programs. In both surveys, the largest percentage of respondents selected that they were willing to travel *10-15 minutes* for aquatic facilities and programs (39% Mail Survey, 41% Web Survey). Combined with the lower categories, 72% of Mail Survey respondents reported a willingness to travel *15 minutes or less*, compared to 66% of Web Survey respondents. The largest difference between the two surveys was for the *0-5 minute* category at 13% of Mail Survey respondents, compared to 3% for the Web Survey. Only a small percentage of respondents indicated a willingness to travel over 30 minutes.

Figure IV-12: Travel to Aquatic Facilities

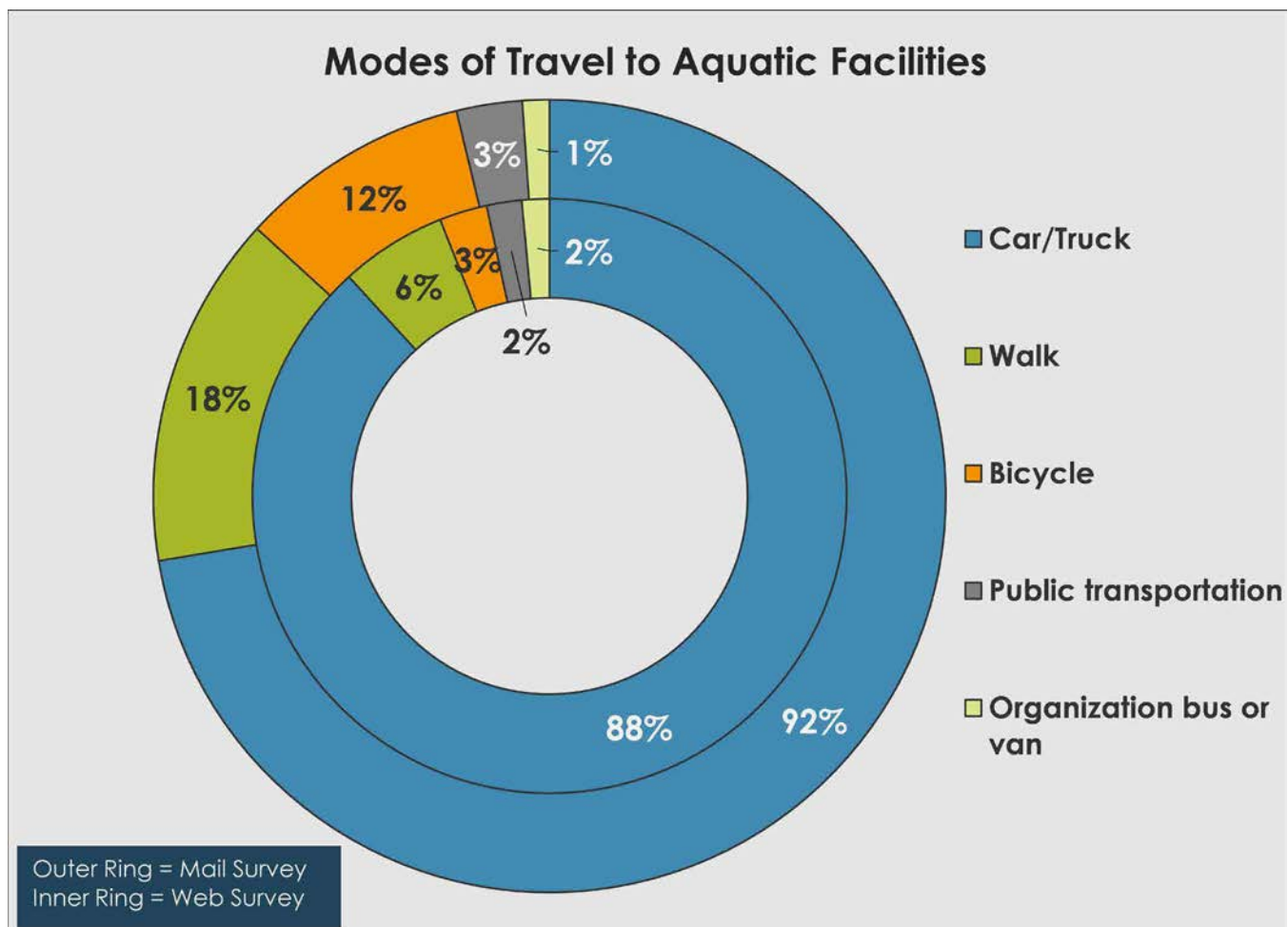
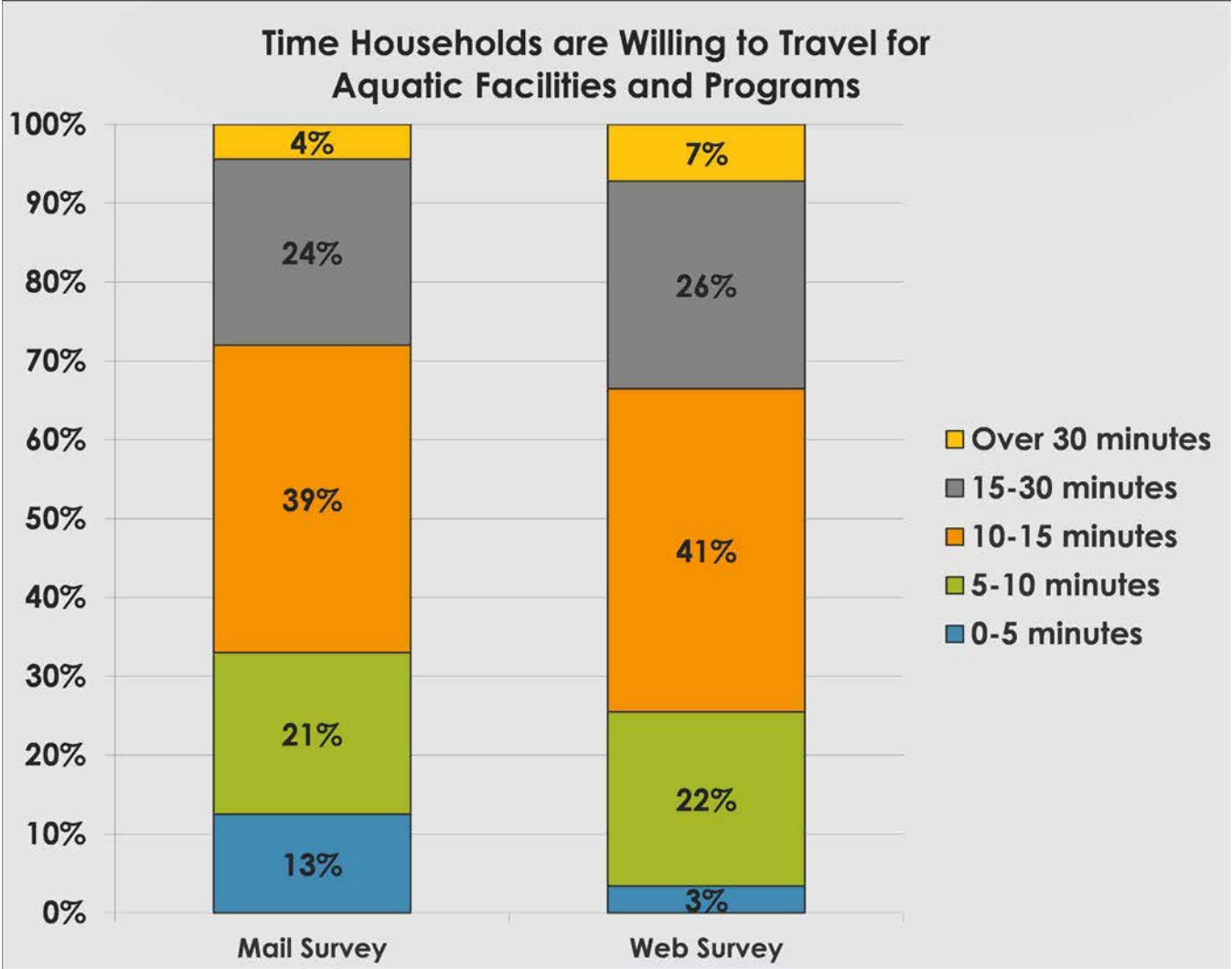


Figure IV-13: Willingness to Travel for Aquatic Facilities and Programs





## 12. Visitation and Support for Spraygrounds

The surveys asked respondents whether any member of their household had visited a sprayground or splash pad over the past 12 months. According to the Mail Survey, only 18% of households reported visited such a facility (see Figure IV-14). The numbers were much higher for the Web Survey at just over a third (35%) of respondents. The City of Lexington does not currently operate any these facilities, so these households visited these facilities in other jurisdictions, leading to lower levels of visitation. While most households had not visited a sprayground or splash pad in the previous year, most responding households indicated support for the development of this type of facility in Lexington (83% Mail Survey, 82% Web Survey).

Figure IV-14: Visitation to Spraygrounds

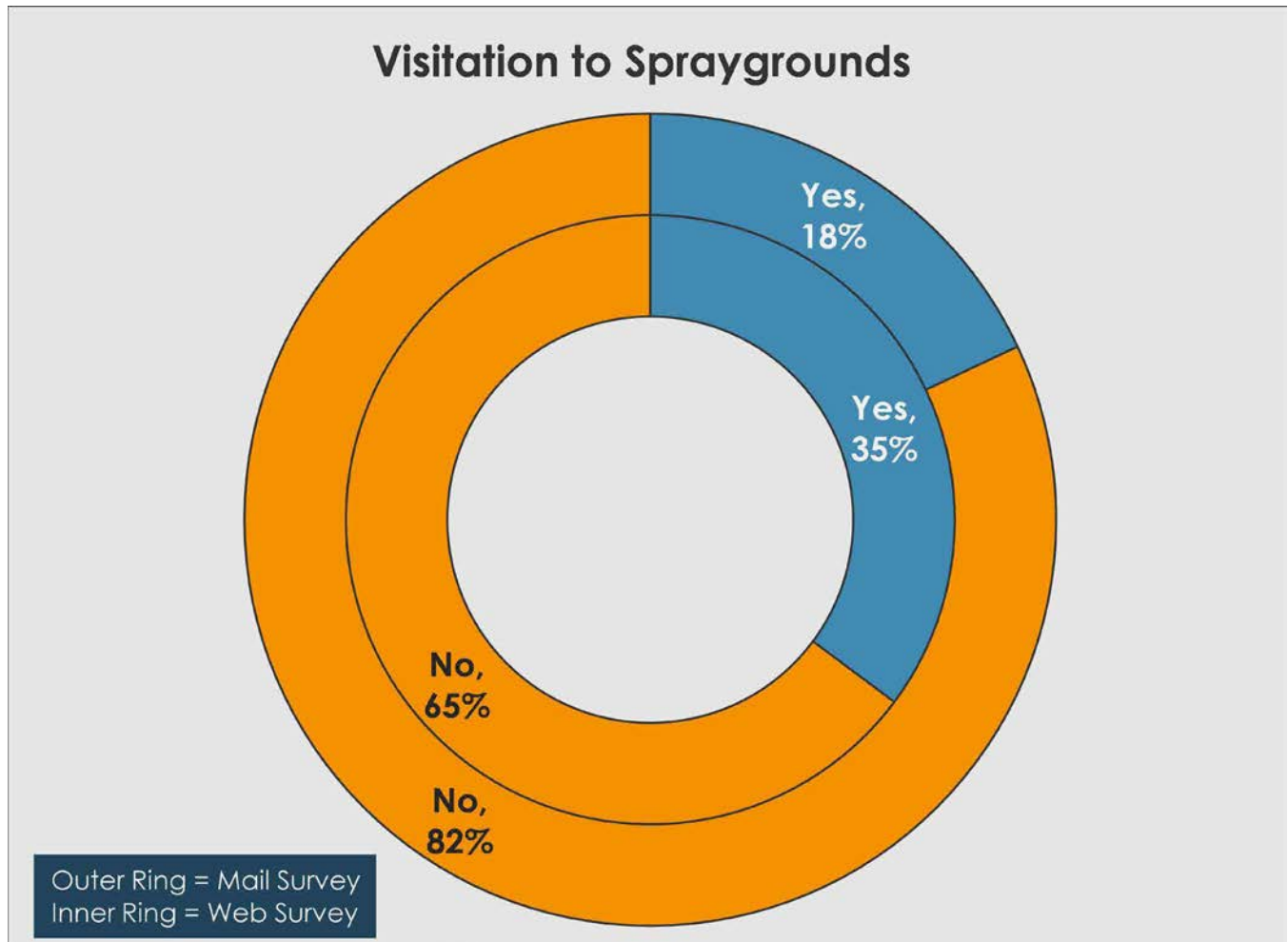
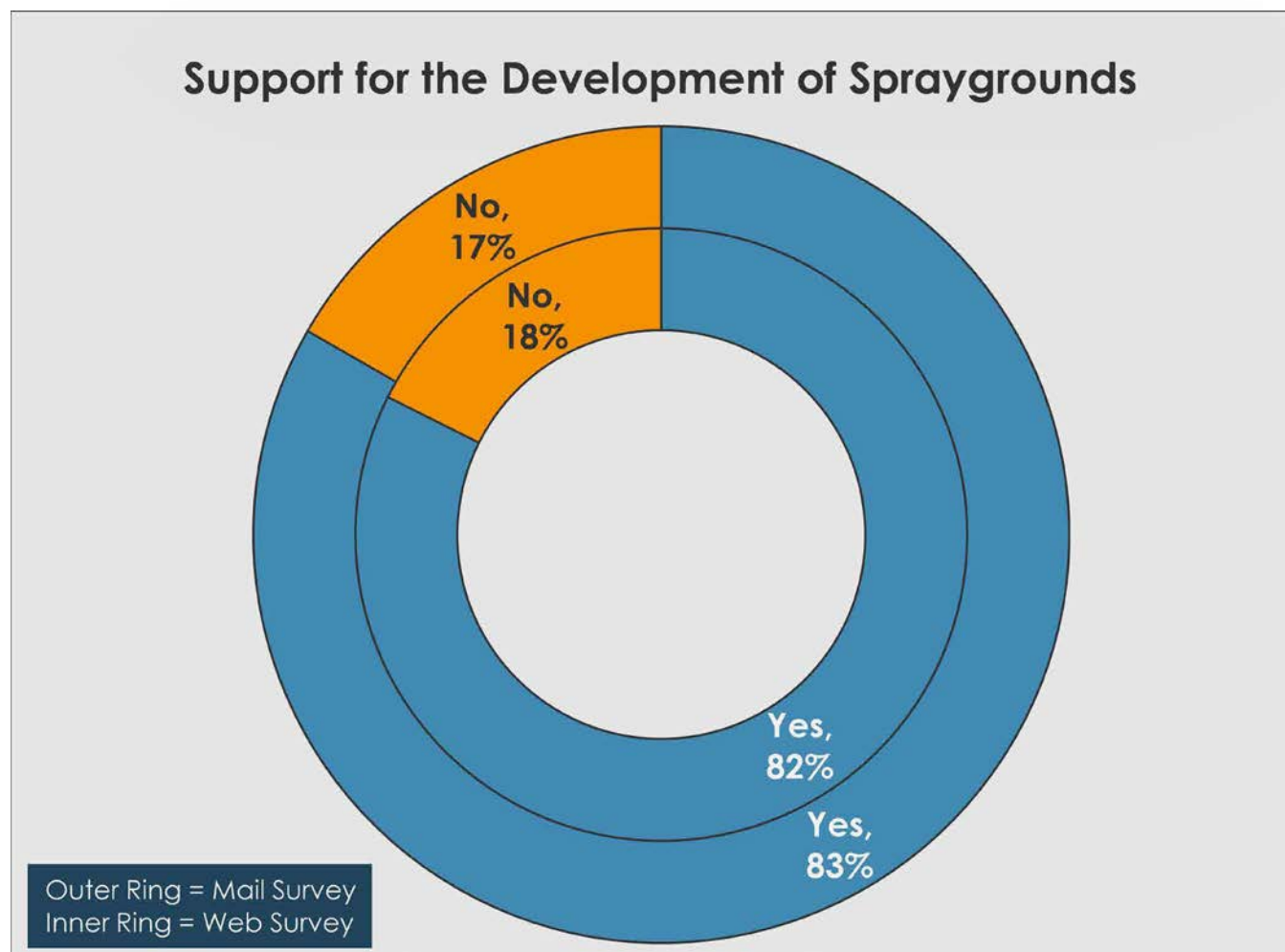


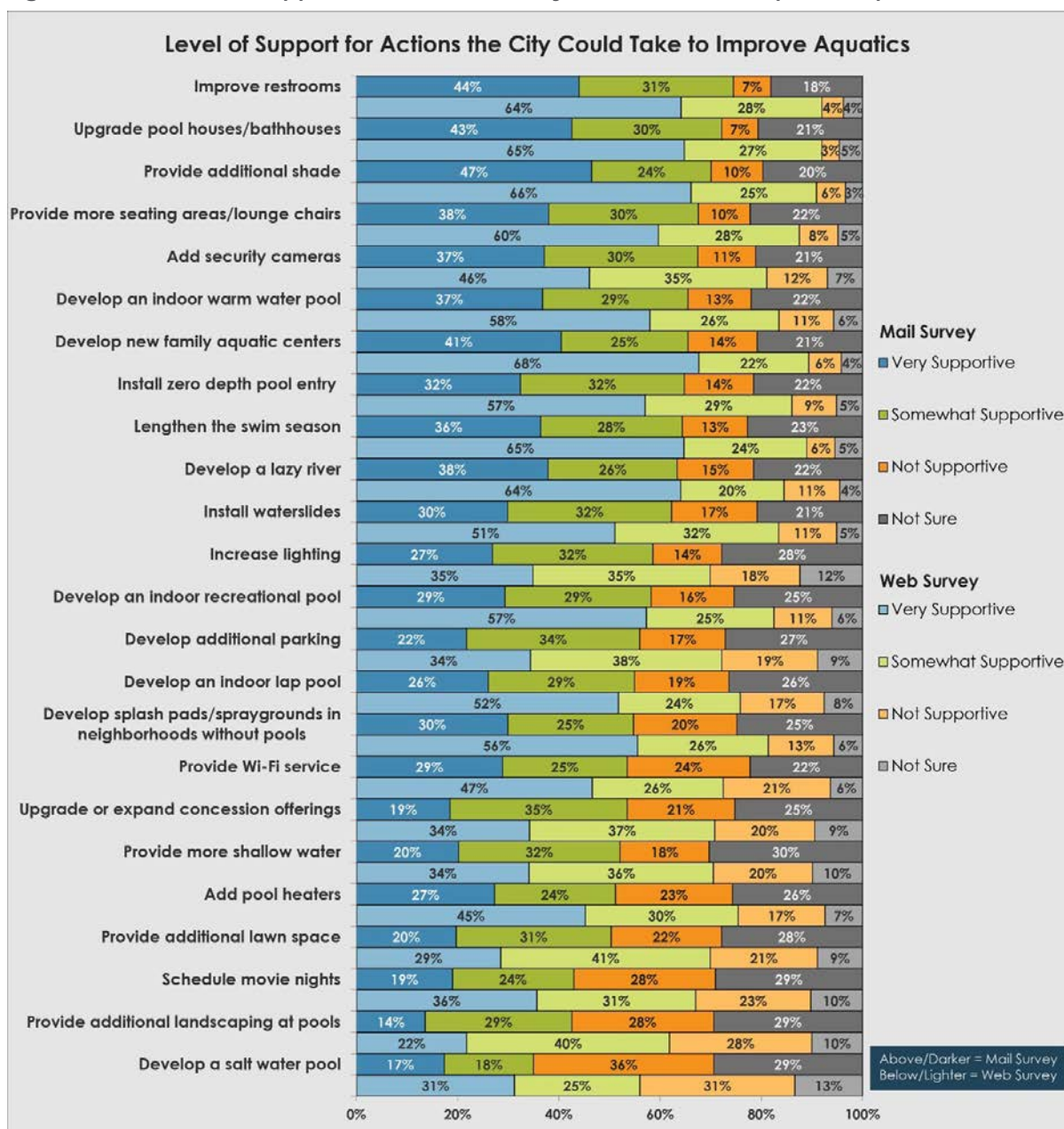
Figure IV-15: Support for the Development of Spraygrounds



### 13. Support for Actions to Improve Aquatics

Respondents of the surveys were presented with a series of potential actions the City could pursue to improve aquatics in Lexington. For each of these options, respondents selected whether they were *very supportive*, *somewhat supportive*, *not supportive*, or *not sure*. Figure IV-16 shows the level of support for these improvements. The action with the highest level of support (*very or somewhat supportive*) in the Mail Survey was *improve restrooms* (75% Mail Survey), followed very closely by *upgrade pool houses/bathhouses*. These actions were the top two in the Web Survey as well, but *upgrade pool houses/bathhouses* ranked first (barely). The third most supported action in the Mail Survey was *provide shade*, with *provide more seating areas/lounge chairs* ranking fourth, and *add security camera* ranking sixth. The order of the actions was similar between the two surveys; however, Web Survey respondents provided a higher level of support for every option provided.

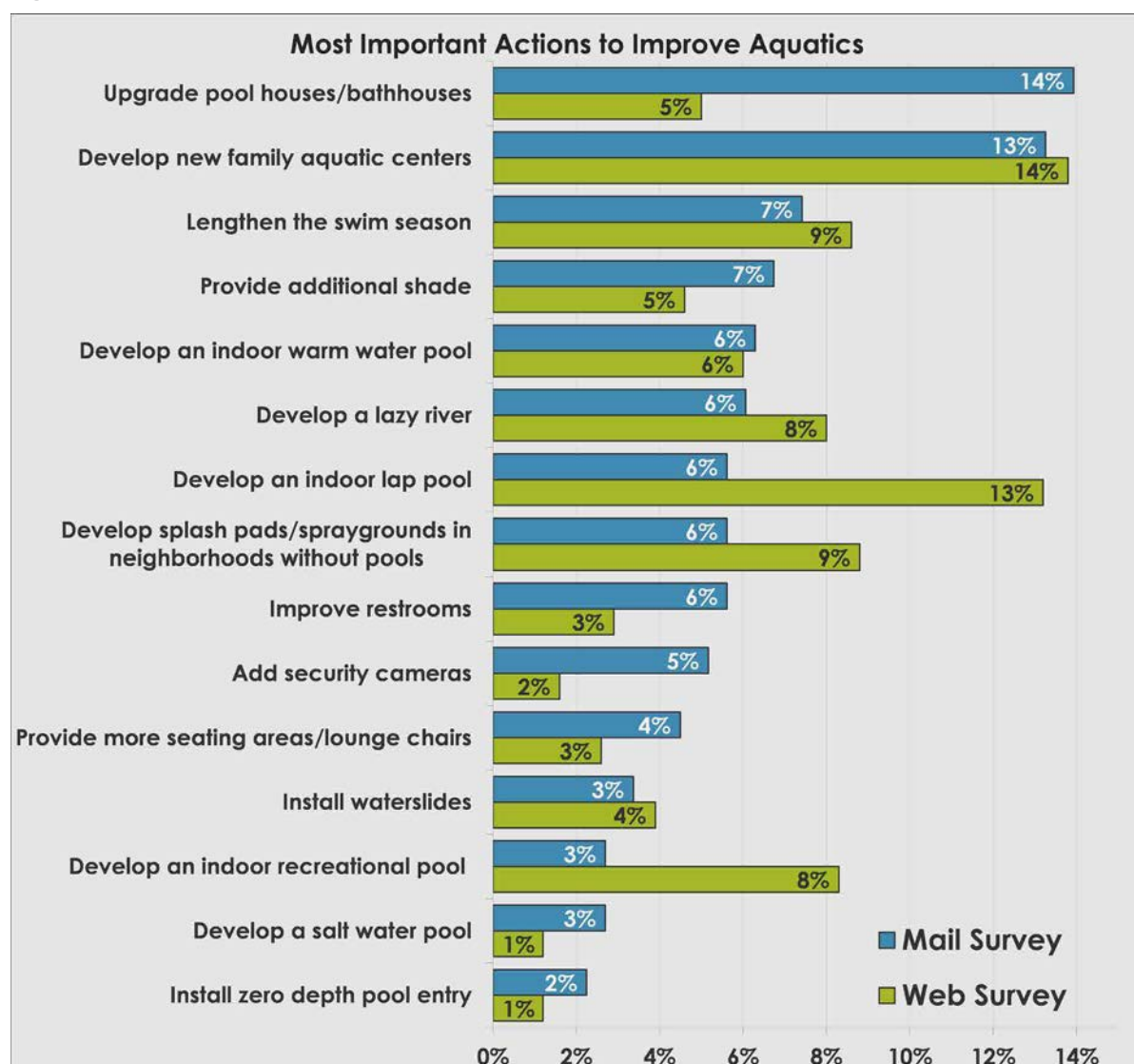
Figure IV-16: Level of Support for Actions the City Should Take to Improve Aquatics



As a follow up question, households were asked to choose the most important action from this list of potential actions. Figure IV-17 presents the top 15 most important actions. The order of these actions is quite different from Figure IV-16. The top action from Figure IV-16, *improve restrooms*, dropped to ninth when respondents had to choose a single most important action, indicating that while many households would like to see this actions, it does not rank as their top priority. The second most important action in Figure IV-17, *develop new family aquatic centers*, was seventh in Figure IV-16, indicating that this action is more important than Figure IV-16 suggests. *Lengthen the swim season* also ranked much higher in this list, compared to Figure IV-16.

The differences between the two surveys are also more apparent in Figure IV-17. While upgrade pool houses/bathhouses ranked first in the Web Survey, according to Figure IV-16, when asked to choose a single action, this option dropped to eighth. *Improve restrooms*, similarly, dropped from second to 11th. *Develop new family aquatic centers* ranked first as the most important action, compared to fourth for level of support (Figure IV-16). *Develop an indoor lap pool* ranked second in the Web Survey for most important action, compared to 14th in level of support, and develop *splash pads/spraygrounds* in neighborhoods without pools ranked third, compared to 12th. These differences indicate that these actions are very important to the households that support them.

Figure IV-17: Most Important Actions to Improve Aquatics

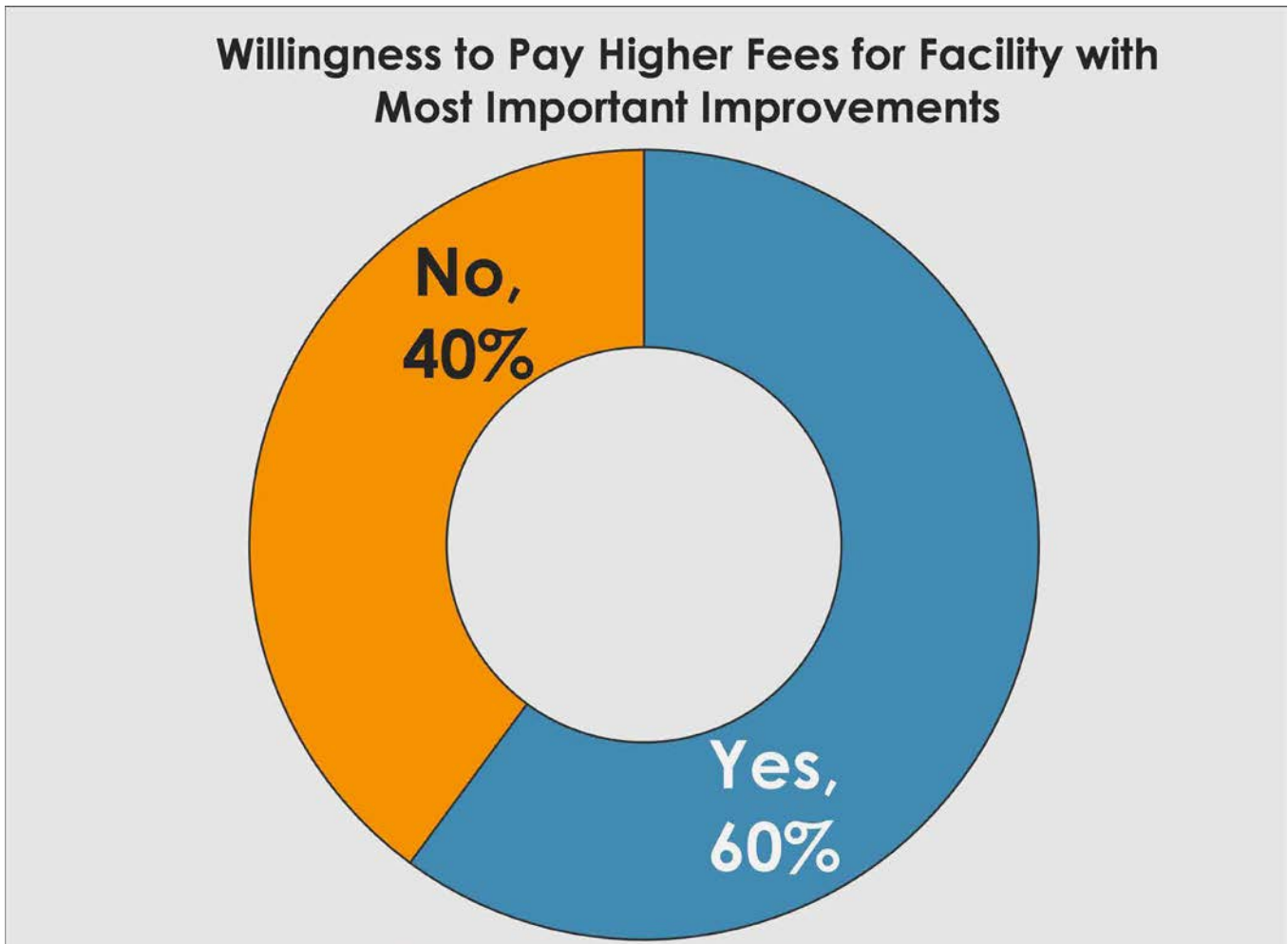


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#### 14. Willingness to Pay Higher Fees for Improvements

Mail Survey respondents were asked whether they would be willing to pay higher fees to use a facility that offered the improvements most important to their households. The results can be seen in Figure IV-18. A majority (60%) reported a willingness to pay higher fees for these improvements, indicating that the City of Lexington could potentially charge higher usage fees for a large facility that included many of the potential improvements described previously.

Figure IV-18: Willingness to Pay Higher Fees for Facility with Most Important Improvements





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### 15. Interest in Joining an Indoor Pool

To get an idea of the interest in a potential indoor pool (or natatorium), Mail Survey respondents were asked if their households would be interested in joining this type of facility either as a standalone facility (Figure IV-19) or as part of a recreation center (Figure IV-20). Nearly half of respondents indicated that their households would be interested in joining an indoor pool, with a slightly higher percentage indicating interest in the facility as part of a recreation center (48% compared to 45%). These numbers indicate that if such a facility was developed, a substantial potential user base does exist in the City of Lexington.

Figure IV-19: Interest in Purchasing a Membership to a Standalone Indoor Pool

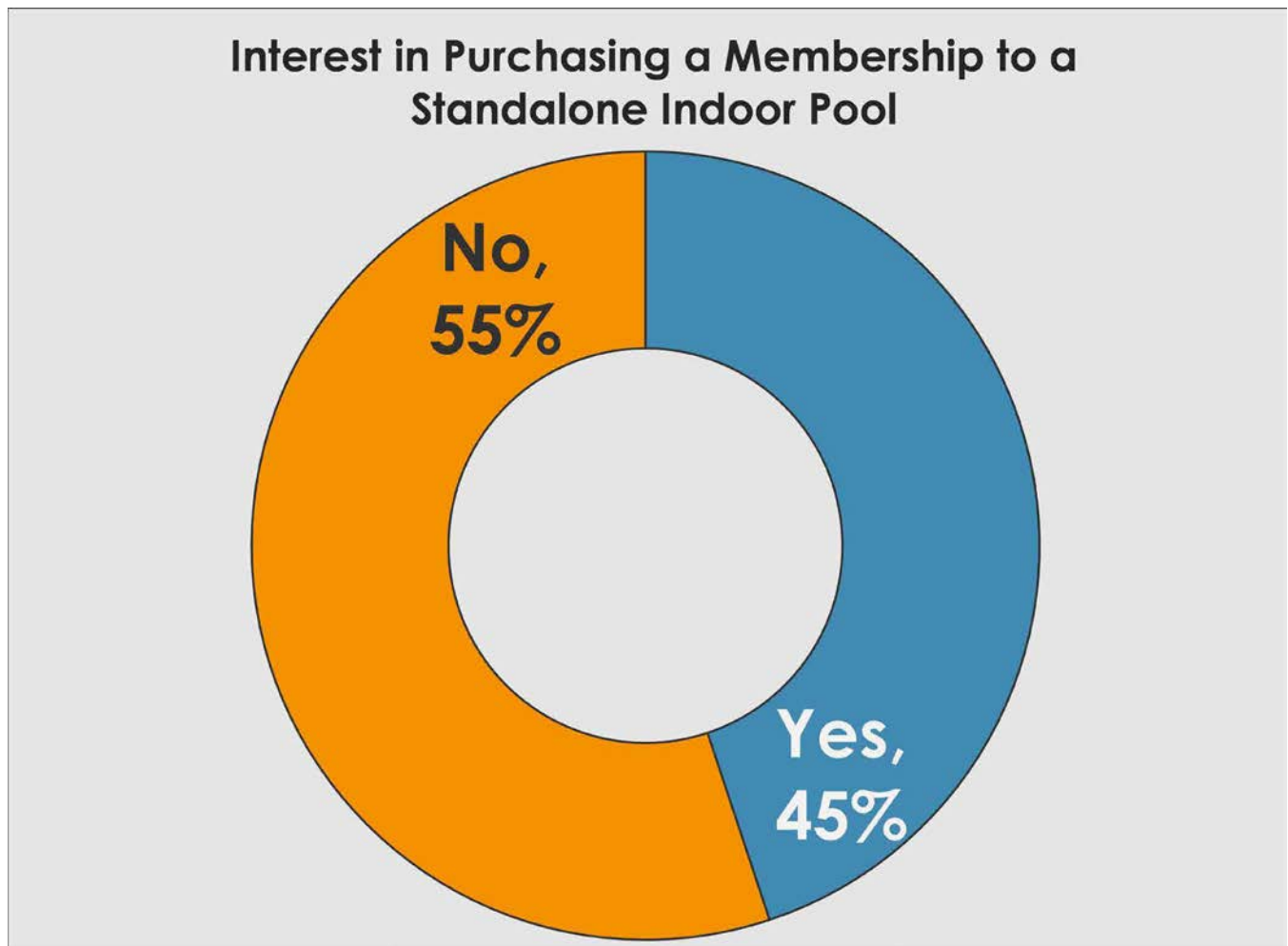
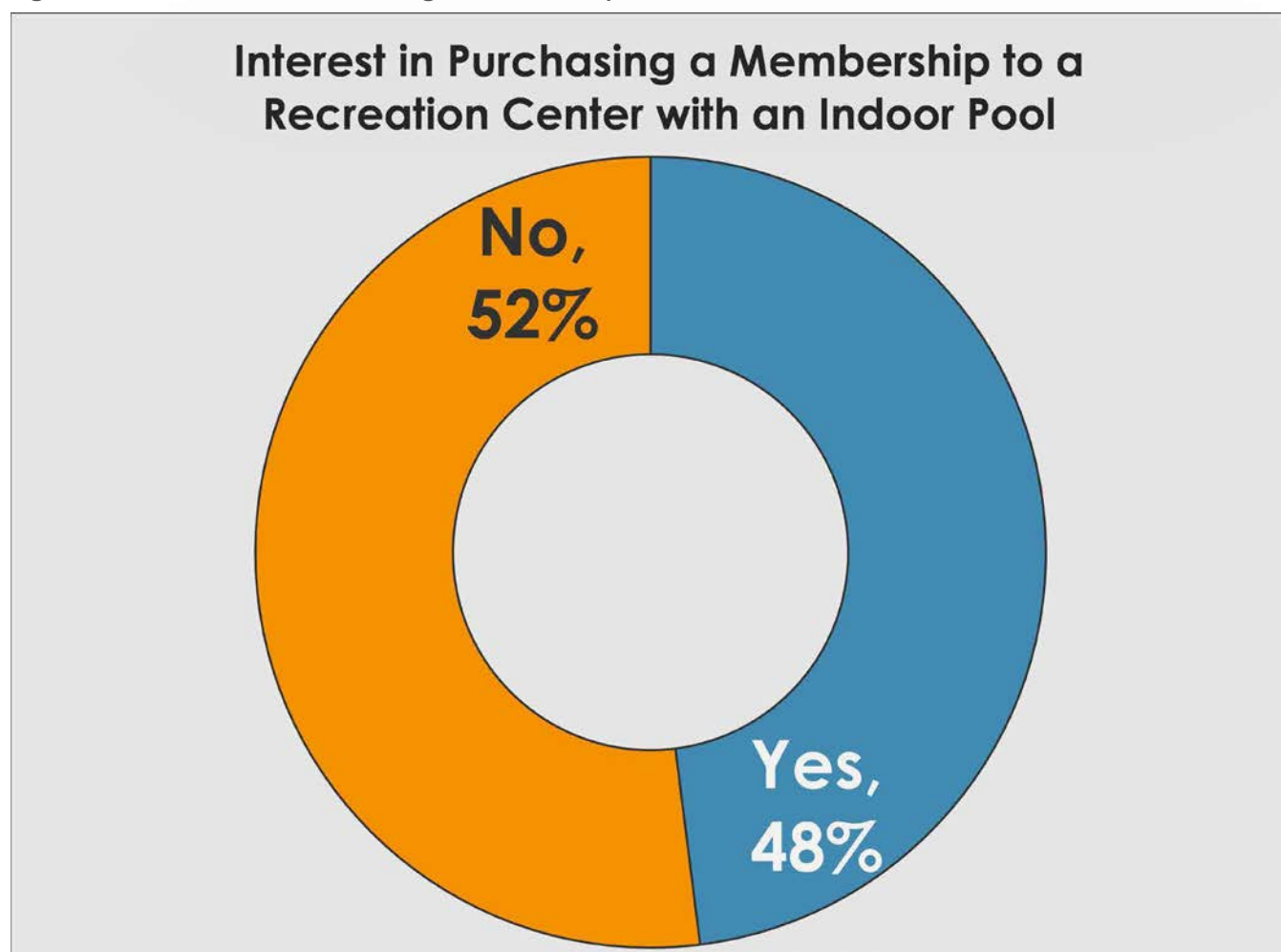


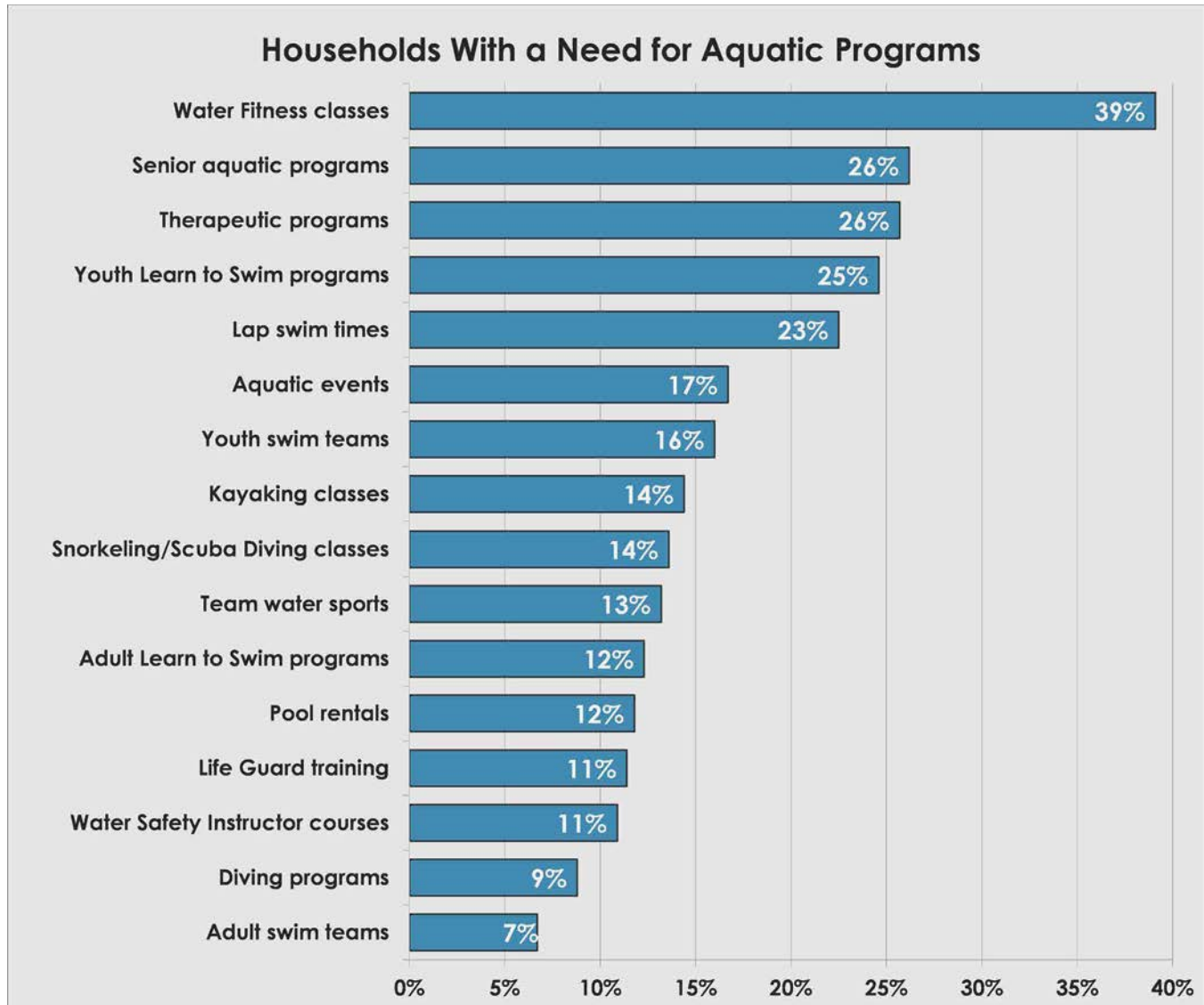
Figure IV-20: Interest in Purchasing a Membership to a Recreation Center with an Indoor Pool



## 16. Need for Programs

From a list of 16 aquatic programs, Mail Survey respondents were asked to indicate which programs members of their household had a need (Figure IV-21). *Water fitness classes* (39%) were the most needed aquatic programs by Lexington residents, by a fair margin. *Senior aquatic programs* were third (26%), followed closely by *therapeutic programs* (26%), youth learn to swim programs (25%), and *lap swim times* (23%).

Figure IV-21: Households with a Need for Aquatic Programs



Mail Survey respondents were then asked how well their needs were currently being met for these aquatic programs (Figure IV-22). Respondents reported that their needs for aquatic programs were met at 50% or less for all of the listed programs. Figure IV-23 uses the percentage of respondents that reported a need for programs met at 50% or less and estimates the number of households in Lexington that currently have unmet needs for each program. If even a small percentage of these households were to sign up for these programs, demand would be sufficient to support many of these programs.

Figure IV-22: Levels to Which Program Needs were Met

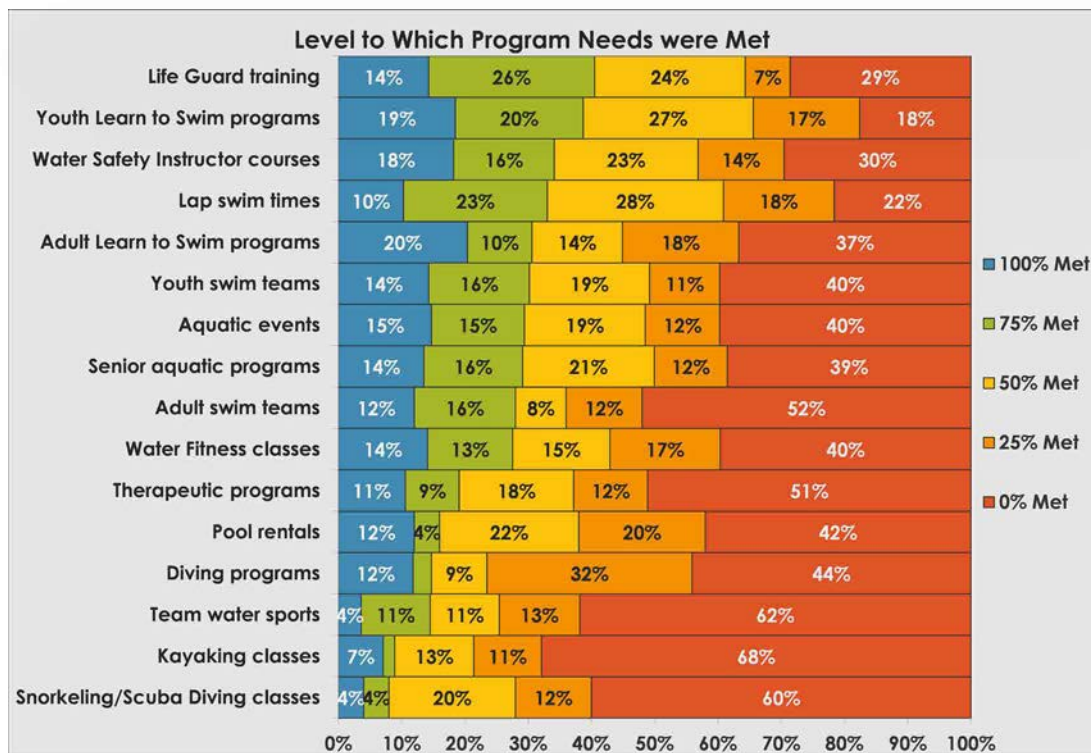
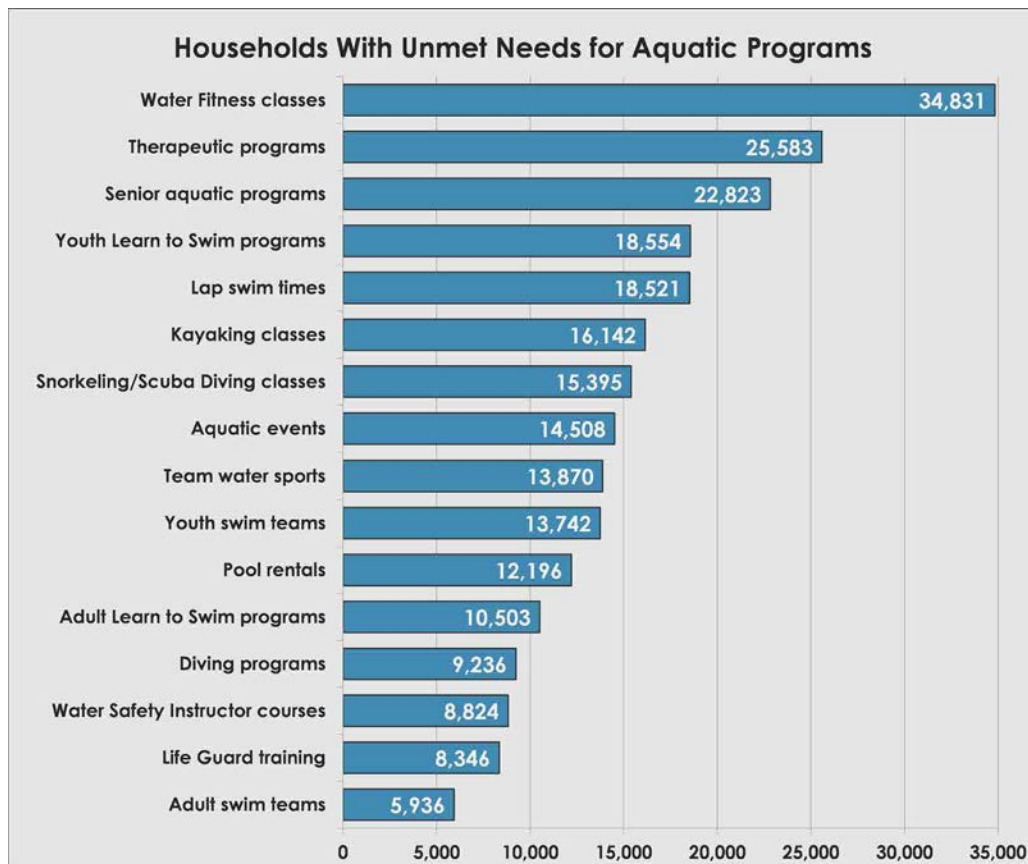


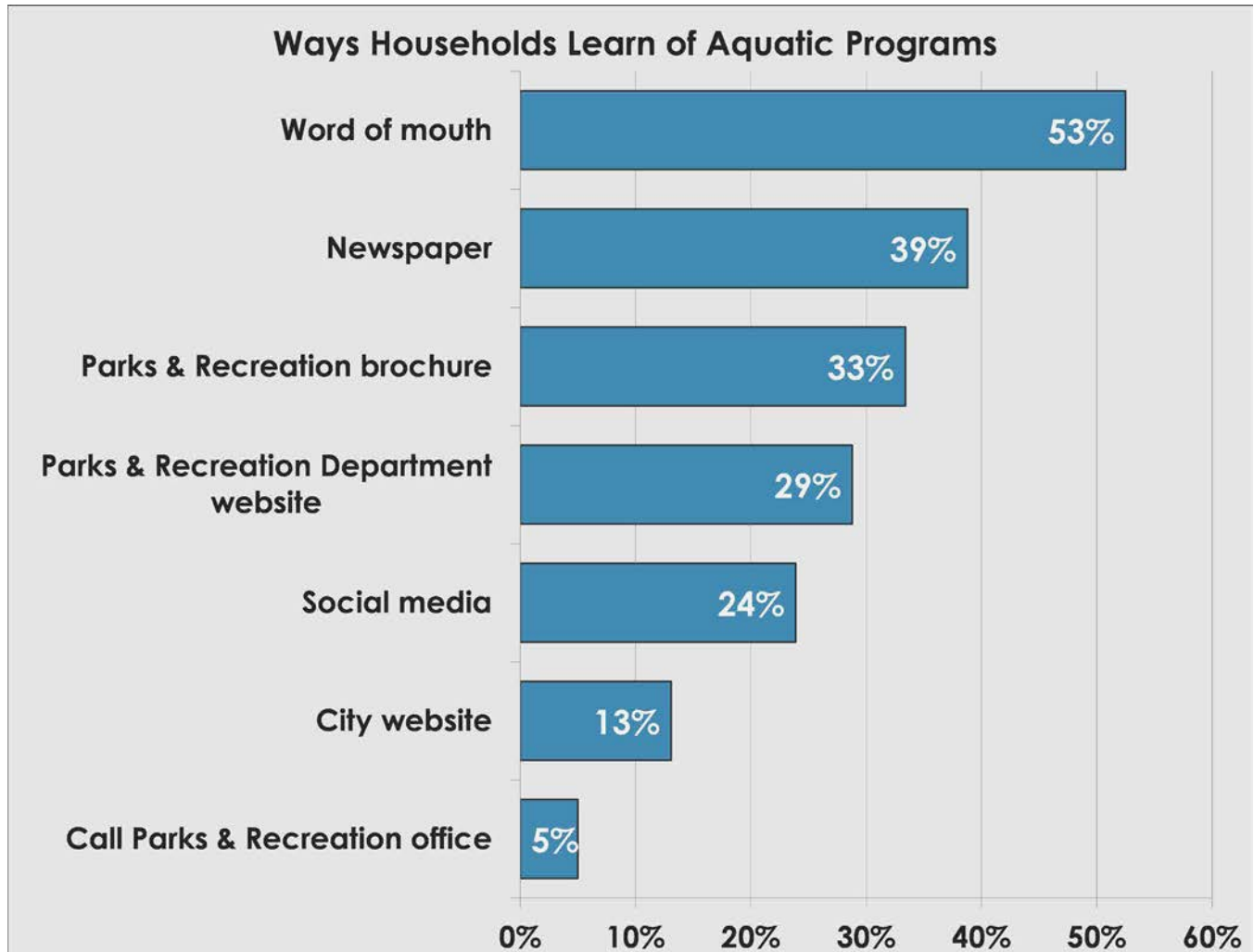
Figure IV-23: Households with Unmet Needs for Aquatic Programs



## 17. Learning of Aquatic Programs

The Mail Survey asked respondents to identify (from a list) all of the ways from which they learn about aquatic programs in Lexington. The results can be seen in Figure IV-24. Respondents rated *word of mouth* as the most likely way they learn of aquatic programs in Lexington with 53% of *Mail Survey* respondents choosing this option, followed by *newspaper* at 39%.

Figure IV-24: Ways Households Learn of Aquatic Programs



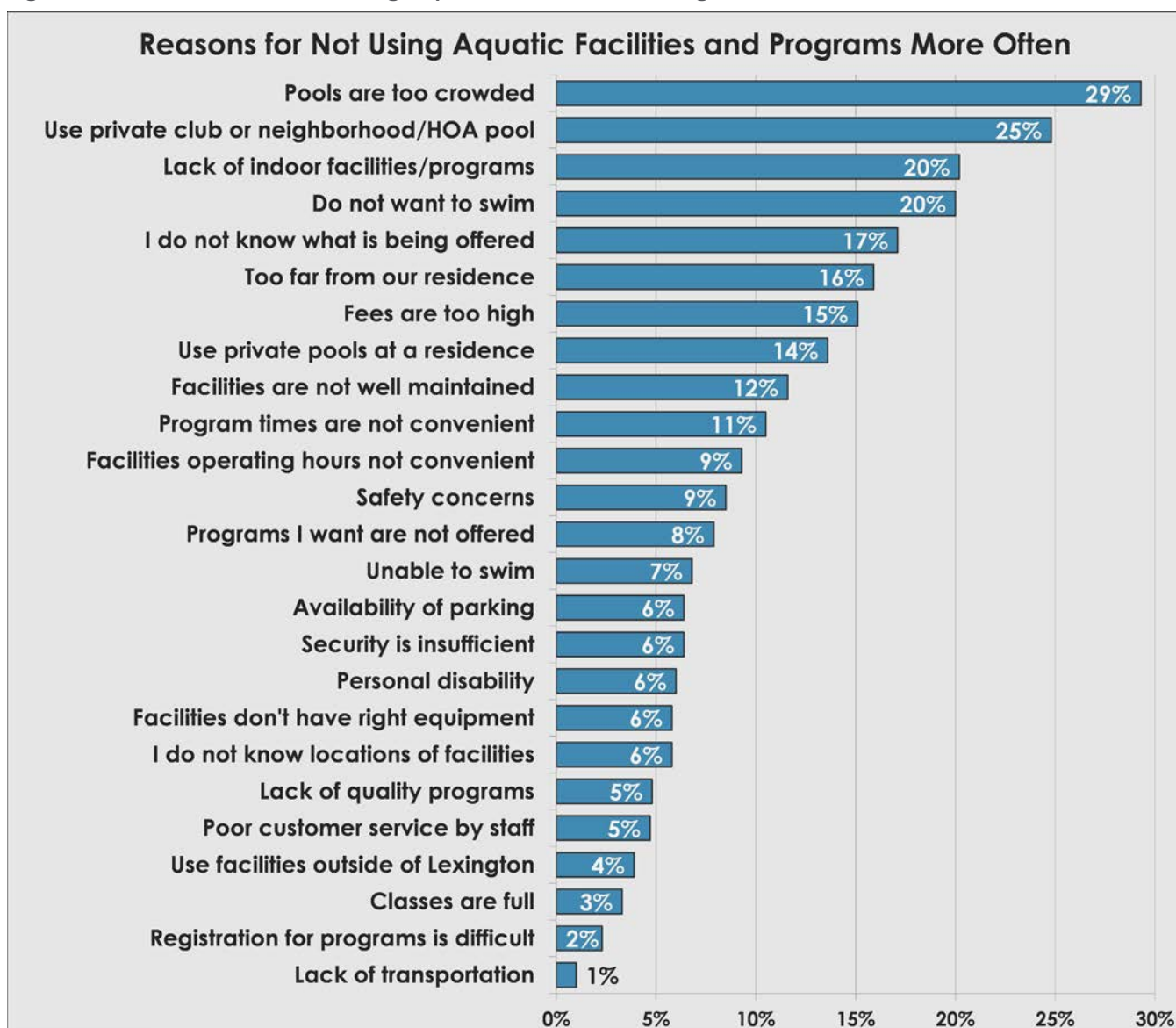


## 18. Reasons for Not Using Aquatic Facilities and Programs More Often

Respondents to the Mail Survey were asked to select all barriers to their households' use of aquatic facilities and programs from a list of 25 options. Figure IV-25 shows these results. The number one reason for not using these facilities was that *pools are too crowded*, with 29% of respondents selecting this reason. The *use of private club or neighborhood/HOA pool* was the second most cited reason at 25%. *Lack of indoor facilities/programs* and *do not want to swim* were third and fourth, both at 20%, followed by *do not know what is being offered* (17%) and *too far from our residence* (16%).

Since several Lexington pools currently have relatively low usage rates, respondents who referred to pools as too crowded were likely referring to the most attended facilities: Woodland and Southland Aquatic Centers, which have the most amenities for families. The lack of indoor facilities is not surprising since the City does not offer any indoor facilities. The respondents that do not know what is being offered indicate a need for improved communication. The respondents who use other facilities or do not want to swim represent households unlikely to use facilities in the future.

Figure IV-25: Reasons for Not Using Aquatic Facilities and Programs More Often

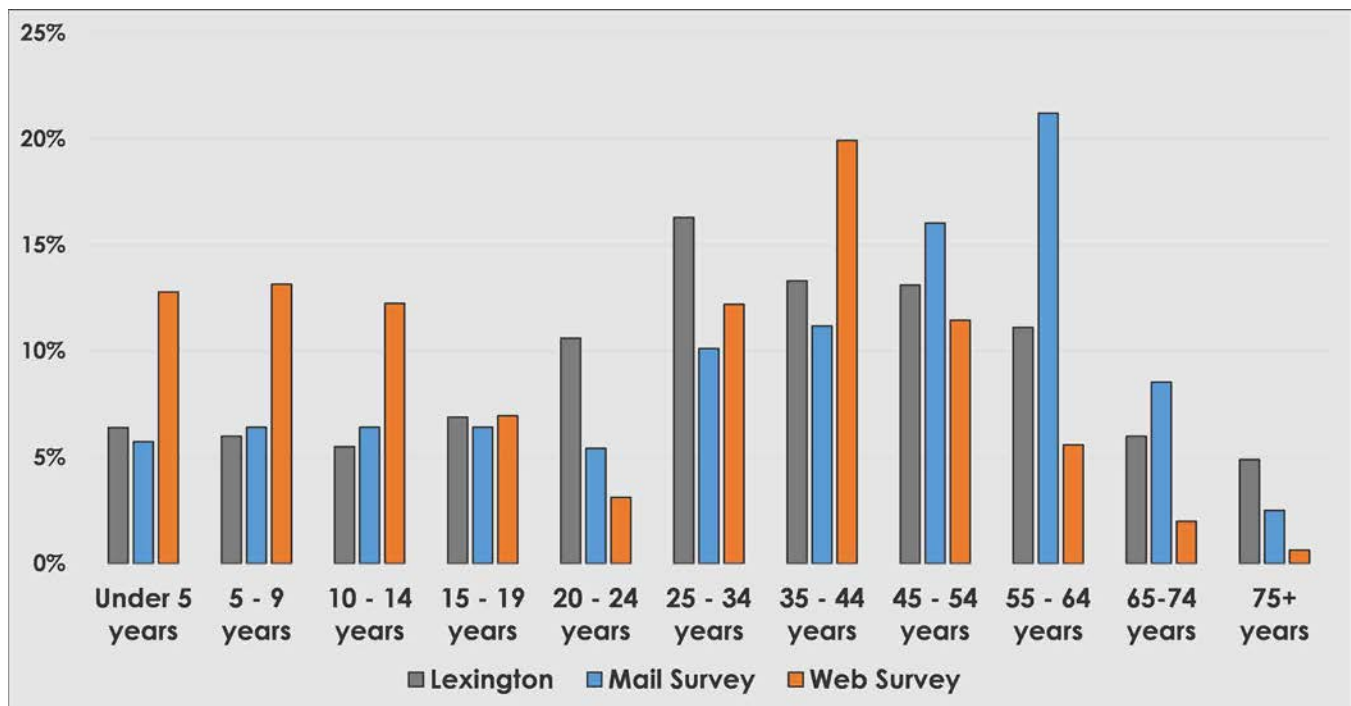


## 19. Survey Household Demographics

In an effort to compare the demographic representation of the survey responses with that of the population of the City of Lexington, respondents were asked for some background information about their households. The following text compares the age, household income, and race or ethnicity of respondents to the actual representation in the City of Lexington.

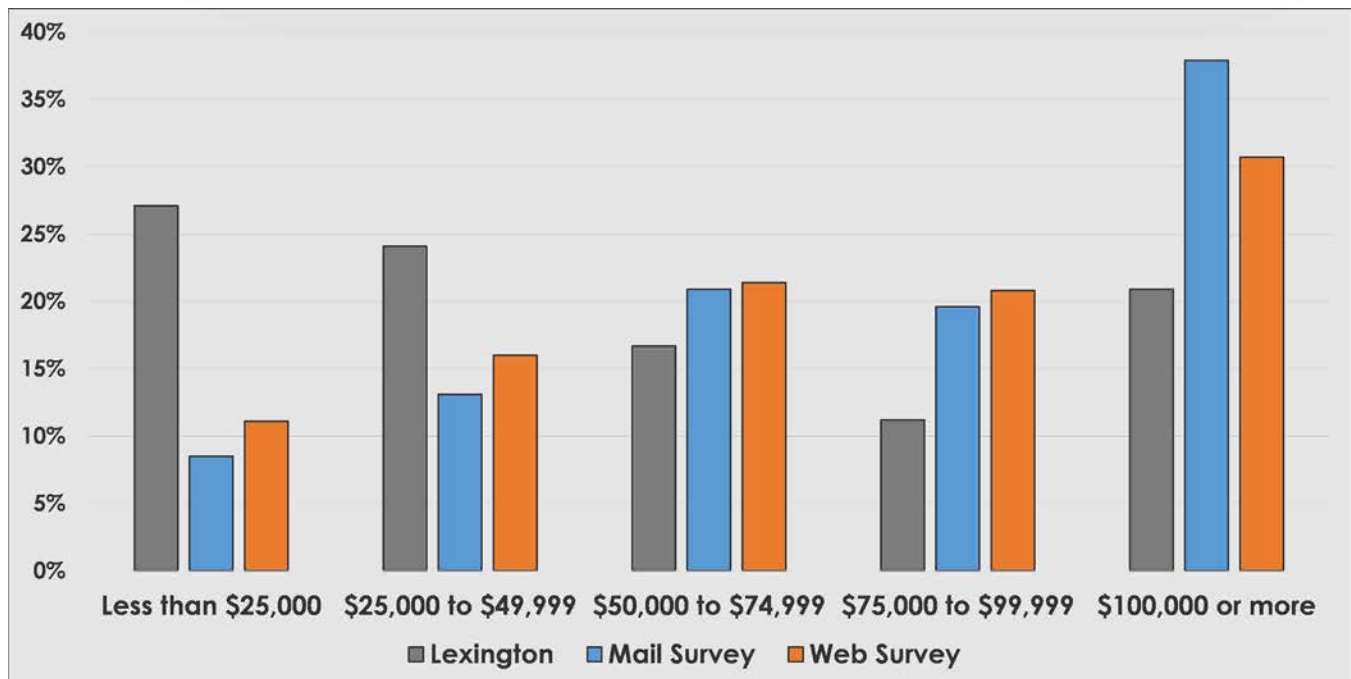
The distribution of age groups of respondent households was compared to the most recent population estimates. Figure IV-26 shows the representation by age group of survey respondent households as well as the Lexington population of each group. Based on this comparison, the respondents of the Mail Survey were fairly closely aligned with the age demographics of the Lexington population. However, residents between 20 and 34 were underrepresented and residents 45 to 64 were overrepresented (especially those 55 to 64). Based on this figure, the Web Survey overrepresented families with children.

Figure IV-26: Survey Household Demographics - Age



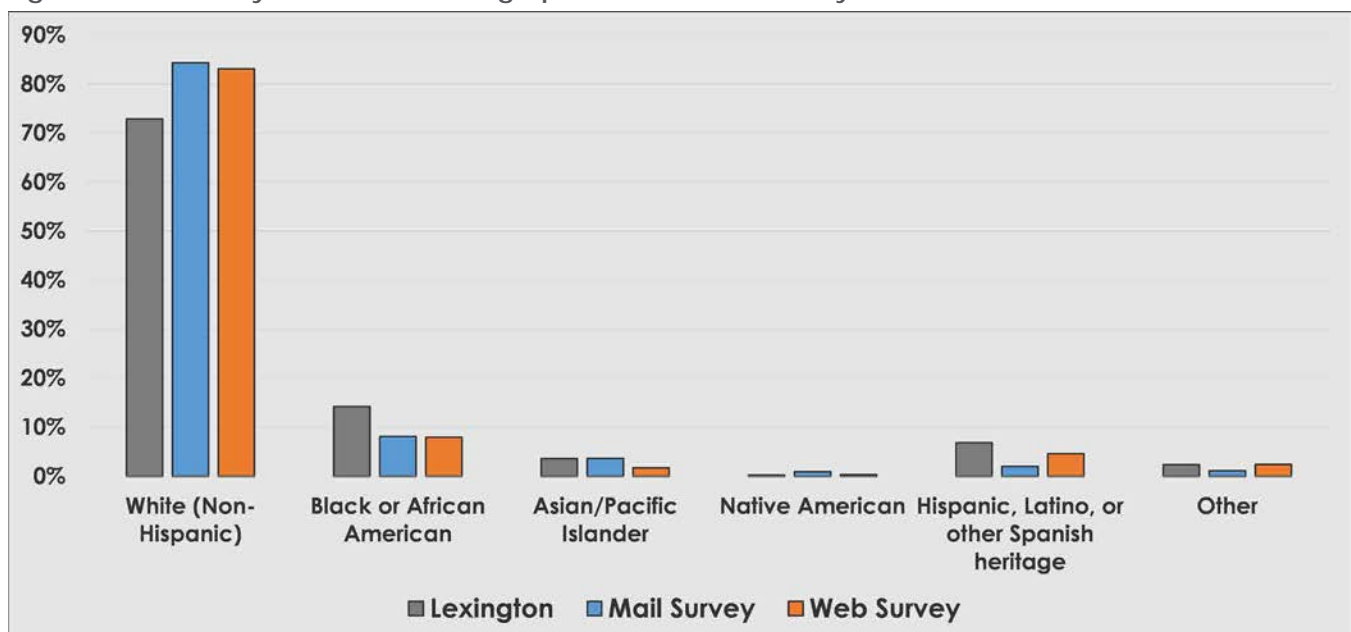
The median household income for respondents to the surveys and the City of Lexington as a whole can be seen in Figure IV-27. These numbers indicate that the respondents to both surveys were more likely to have higher incomes than the Lexington population as a whole.

Figure IV-27: Survey Household Demographics - Income



The race or ethnicity of respondents to the surveys and the City of Lexington as a whole can be seen in Figure IV-28. These numbers indicate a slight over-representation of White (non-Hispanic) residents compared to the other racial or ethnic groups in both surveys.

Figure IV-28: Survey Household Demographics - Race or Ethnicity



## 20. Survey Results by Income Level

The results for the Mail Survey contained cross tabular data for household income levels. A look at these results shows some differences based on income level. The usage of pools varied significantly based on income. Table IV-2 shows the usage of pools in and near Lexington with the top five options for each income level in bold. Woodland and Southland were in the top five most visited facilities for all income levels. In contrast, Castlewood Aquatic Center and apartment complex pools were in the top five only for the lowest two income levels, and country clubs were in the top five for only the highest income level. The \$25k to \$49,999 income level reported the lowest overall use of pools, with 47% reporting use of no pools over the previous year.

The most important improvements varied somewhat by income levels (Table IV-3). The top five actions were fairly consistent between income levels with a couple of notable differences. Splash pads and security cameras ranked in the top five for only the \$25k to \$49,999 income level, and an indoor lap pool ranked in the top five for only the highest income level. In contrast, only the lowest income level ranked an indoor warm water pool in the top five.

**Table IV-2: Facility Visitation By Household Income**

Facility Name	Less than \$25K	\$25K-\$49,999	\$50K-\$74,999	\$75K-\$99,999	\$100K+	Total
Southland Aquatic Center	<b>18%</b>	<b>10%</b>	<b>22%</b>	<b>28%</b>	<b>14%</b>	16%
Woodland Aquatic Center	<b>33%</b>	<b>12%</b>	<b>25%</b>	<b>26%</b>	<b>16%</b>	18%
Gatton Beaumont YMCA	3%	<b>10%</b>	<b>19%</b>	<b>21%</b>	<b>14%</b>	14%
Tates Creek Aquatic Center	<b>23%</b>	3%	<b>10%</b>	<b>20%</b>	10%	11%
Homeowners Association Pools	5%	7%	7%	<b>14%</b>	11%	11%
Shillito Pool	10%	7%	<b>13%</b>	13%	<b>13%</b>	12%
Neighborhood Pools with Membership Required	10%	8%	6%	11%	12%	10%
Apartment Complex Pools	<b>15%</b>	<b>12%</b>	8%	8%	5%	9%
Lexington Tennis Club	3%	0%	0%	6%	2%	2%
The Signature Club of Lansdowne	3%	5%	2%	4%	6%	4%
Nicholasville Aquatic Center	15%	8%	7%	4%	3%	6%
Picadome Pool	5%	2%	5%	4%	2%	3%
Country Clubs	5%	0%	0%	3%	<b>14%</b>	6%
Falling Springs Splash Pool (Versailles)	8%	5%	2%	3%	4%	4%
Suffoletta Family Aquatic Center (Georgetown)	15%	2%	10%	3%	3%	5%
Paradise Cove Aquatic Center (Richmond)	8%	3%	2%	3%	1%	3%
SomerSplash Waterpark (Somerset)	8%	2%	6%	3%	1%	3%
Club at UK's Spindletop Hall	3%	0%	1%	2%	9%	4%
Castlewood Aquatic Center	<b>21%</b>	<b>8%</b>	7%	2%	2%	5%
Douglass Pool	3%	5%	0%	1%	1%	2%
Juniper Hill Family Aquatic Center (Frankfort)	8%	3%	4%	0%	1%	2%
Anderson Dean Park Pool (Harrodsburg)	5%	0%	1%	0%	0%	1%
None	28%	47%	33%	27%	33%	35%

Table IV-3: Most Important Actions to Improve Aquatics (total of top 3 choices) by Household Income

Action	Less than \$25K	\$25K-\$49,999	\$50K-\$74,999	\$75K-\$99,999	\$100K+	Total
Upgrade pool houses/bathhouses	21%	17%	28%	23%	21%	21%
Develop new family aquatic centers with modern amenities	15%	25%	23%	14%	26%	20%
Provide additional shade	5%	17%	23%	26%	16%	18%
Improve restrooms	28%	22%	21%	18%	13%	18%
Develop a lazy river	18%	15%	20%	17%	17%	16%
Lengthen the swim season	10%	17%	13%	21%	12%	14%
Develop an indoor warm water pool (water aerobics, water fitness)	15%	12%	12%	11%	13%	13%
Add security cameras	13%	22%	12%	10%	11%	12%
Develop splash pads/spraygrounds in neighborhoods without pools	5%	17%	13%	11%	13%	11%
Install waterslides	5%	12%	15%	13%	9%	11%
Provide more seating areas/lounge chairs	10%	5%	9%	10%	14%	10%
Develop an indoor lap pool	3%	7%	5%	8%	15%	9%
Develop an indoor recreational pool (shallow water, play features)	5%	3%	4%	4%	10%	7%
Install zero depth pool entry (beach-like gentle slope to pool)	10%	5%	4%	8%	8%	7%
Provide Wi-Fi service	5%	7%	9%	7%	8%	7%
Add pool heaters	5%	3%	8%	4%	6%	6%
Increase lighting	10%	10%	3%	2%	6%	5%
Develop a salt water pool	5%	5%	5%	2%	5%	4%
Develop additional parking	5%	12%	2%	7%	1%	4%
Provide more shallow water	0%	2%	1%	10%	2%	4%
Schedule movie nights	13%	3%	4%	2%	2%	4%
Add/improve concessions	10%	0%	6%	6%	1%	3%
Provide additional lawn space	3%	0%	1%	3%	2%	2%
Provide additional landscaping at pools	0%	2%	0%	3%	2%	1%



The reasons cited for not using aquatic facilities and programs were fairly consistent between the different income levels (Table IV-4). However, some notable differences are apparent. Only the lowest income group cited *program times are not convenient* as a top reason for not using aquatic facilities and programs (27% compared to 11% overall). *Fees are too high* was one of the top five reasons for the lowest three income groups, with 46% of the lowest income group citing this reason (compared to 15% overall). The *use of a private club or neighborhood/HOA pool* was in the top five for the top two income groups, and the *use of private pools at a residence* was in the top five for only the \$100+ income group. All income levels reported that pools are too crowded.

**Table IV-4: Reason for Not Using Aquatic Facilities and Programs by Household Income**

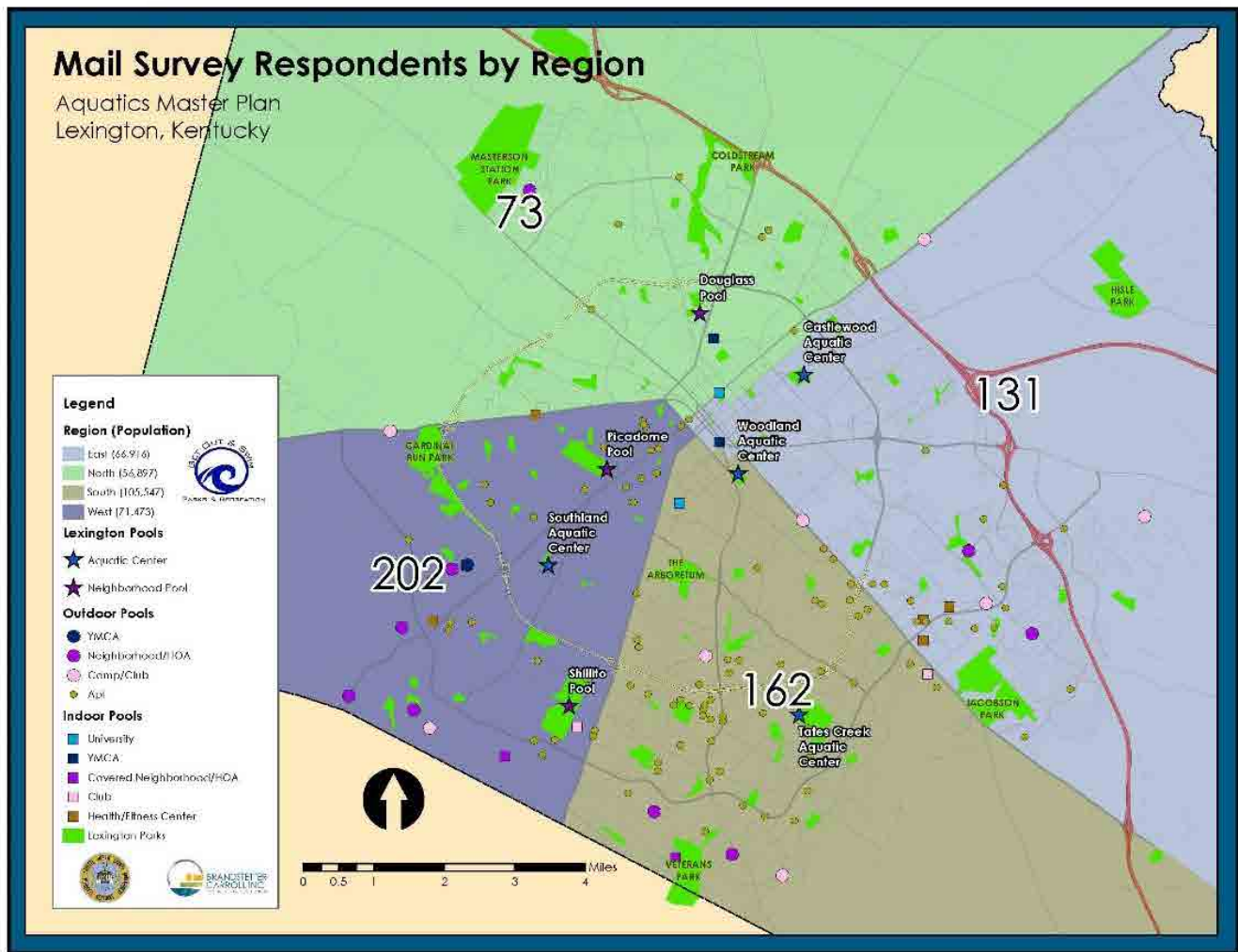
Reason	Less than \$25K	\$25K-\$49,999	\$50K-\$74,999	\$75K-\$99,999	\$100K+	Total
Pools are too crowded	27%	20%	33%	21%	37%	29%
Use private club or neighborhood/HOA pool	8%	7%	15%	28%	37%	25%
Lack of indoor facilities/programs	22%	21%	22%	25%	18%	20%
Do not want to swim	11%	21%	23%	10%	18%	20%
I do not know what is being offered	27%	25%	23%	20%	16%	17%
Too far from our residence	24%	11%	8%	17%	17%	16%
Fees are too high	46%	27%	22%	16%	3%	15%
Use private pools at a residence	14%	18%	11%	14%	17%	14%
Facilities are not well maintained	8%	13%	10%	11%	12%	12%
Program times are not convenient	27%	7%	17%	10%	6%	11%
Facilities operating hours are not convenient	11%	13%	16%	10%	5%	9%
Safety concerns	11%	11%	6%	9%	10%	9%
Programs I want are not offered	19%	11%	8%	11%	4%	8%
Unable to swim	14%	13%	6%	11%	3%	7%
Security is insufficient	16%	5%	5%	6%	5%	6%
Availability of parking	11%	9%	7%	5%	4%	6%
Personal disability	11%	5%	8%	5%	3%	6%
Facilities don't have the right equipment	5%	7%	4%	7%	6%	6%
I do not know location of facilities	5%	7%	7%	9%	5%	6%
Lack of quality programs	11%	5%	4%	6%	4%	5%
Poor customer service by staff	11%	4%	6%	4%	3%	5%
Use facilities outside of Lexington	5%	4%	5%	9%	1%	4%
Classes are full	5%	0%	10%	5%	1%	3%
Registration for programs is difficult	8%	0%	5%	3%	1%	2%
Lack of transportation	5%	0%	1%	0%	0%	1%

The lowest income level respondents were much more likely to use public transportation (22% compared to 3% overall) or walk (30% compared to 18% overall) to reach aquatic facilities. Additionally, support for actions to improve aquatics tended to decrease as income levels increased.

## 21. Distribution of Returned Surveys

Leisure Vision/ETC Institute provided data for the location of returned mail surveys and provided cross tabular data for four regions in Lexington. The regions (with the number of results) can be seen in Figure IV-29. All areas of the City were represented in the survey results, with the largest number of returned surveys coming from the southwest area.

Figure IV-29: Return Survey Distribution



## 22. Survey Results by Region

The results for the Mail Survey contained cross tabular data for each of the four regions, and the results show some differences between these regions. The visitation to pools varied substantially between the regions for both the chosen facilities and overall pool visitation. Table IV-5 shows the usage of pools in and near Lexington with the top five options for each of the four regions in bold. No facility ranked in the top five for all four regions, but Woodland and Southland Aquatic Centers were in the top five for three of the regions.

In general, visitation to facilities corresponded with location, with facilities in or near each region ranking higher for that region. For example, Southland Aquatic Center and Gatton Beaumont YMCA were the most visited facilities by respondents in the West Region. Pools outside of Lexington ranked in the top five in only the North Region (Suffoletta in Georgetown and Falling Springs Pool in Versailles). The North Region, similarly, had the lowest overall use of pools (49% selected none compared to 35% overall) and visitation to Lexington pools (28% compared to 24% overall).

Table IV-5: Facility Visitation by Region

Facility Name	East	North	South	West	Total
Woodland Aquatic Center	<b>25%</b>	<b>23%</b>	<b>18%</b>	12%	18%
Southland Aquatic Center	10%	<b>10%</b>	<b>10%</b>	<b>29%</b>	16%
Gatton Beaumont YMCA	8%	<b>9%</b>	9%	<b>27%</b>	14%
Shillito Pool	5%	5%	9%	<b>22%</b>	12%
Tates Creek Aquatic Center	<b>11%</b>	6%	<b>19%</b>	7%	11%
Homeowners Association Pools	<b>10%</b>	4%	<b>10%</b>	<b>15%</b>	11%
Neighborhood Pools with Membership Required	7%	<b>9%</b>	<b>10%</b>	<b>13%</b>	10%
Apartment Complex Pools	<b>13%</b>	6%	9%	6%	9%
Nicholasville Aquatic Center (Nicholasville)	3%	8%	7%	7%	6%
Country Clubs	8%	5%	7%	2%	6%
Suffoletta Family Aquatic Center (Georgetown)	6%	<b>13%</b>	3%	4%	5%
Castlewood Aquatic Center	<b>12%</b>	<b>10%</b>	2%	2%	5%
Falling Springs Splash Pool (Versailles)	1%	<b>9%</b>	3%	5%	4%
The Signature Club of Lansdowne	2%	1%	7%	4%	4%
Club at UK's Spindletop Hall	5%	3%	6%	1%	4%
Picadome Pool	0%	4%	3%	5%	3%
SomerSplash Waterpark (Somerset)	2%	5%	4%	2%	3%
Paradise Cove Aquatic Center (Richmond)	6%	3%	2%	1%	3%
Juniper Hill Family Aquatic Center (Frankfort)	2%	5%	2%	1%	2%
Douglass Pool	2%	6%	0%	1%	2%
Lexington Tennis Club	1%	1%	4%	1%	2%
Anderson Dean Park Pool (Harrodsburg)	1%	1%	0%	1%	1%
None	34%	49%	38%	28%	35%

The most important actions for Lexington, Table IV-6 to pursue were fairly consistent between the four regions. All regions ranked *improve restrooms* and *upgrade pool houses* in the top five, and three regions ranked *new family aquatic centers*, *additional shade*, and *lazy river* in the top five. Three regions each ranked one action in the top five: North Region *security cameras* in the North Region, an *indoor warm water pool* in the South Region, and a *longer swim season* in the West Region.

The reasons for not using aquatic facilities, Table IV-7 were fairly consistent between the four regions. Three reasons were highly cited in all four regions: *pools are too crowded*, *lack of indoor facilities/programs*, and *do not know what is offered*. The most significant difference between the regions was for *too far from our residence*. This option ranked much higher for the East and North Regions, these regions contain two of the largest growth areas in Lexington, the Masterson Station and Hamburg areas, which are not near any of the existing pools.

**Table IV-6: Most Important Actions to Improve Aquatics (total of top 3 choices) by Region**

Action	East	North	South	West	Total
Upgrade pool houses/bathhouses	25%	21%	22%	18%	21%
Develop new family aquatic centers with modern amenities	27%	23%	23%	12%	20%
Improve restrooms	16%	16%	18%	20%	18%
Provide additional shade	18%	13%	22%	18%	18%
Develop a lazy river	16%	24%	12%	18%	16%
Lengthen the swim season	10%	11%	13%	19%	14%
Develop an indoor warm water pool (water aerobics, water fitness)	6%	15%	15%	14%	13%
Add security cameras	9%	15%	12%	13%	12%
Develop splash pads/spraygrounds in neighborhoods without pools	13%	13%	7%	12%	11%
Install waterslides	13%	11%	10%	10%	11%
Provide more seating areas/lounge chairs	8%	8%	10%	14%	10%
Develop an indoor lap pool	8%	1%	10%	11%	9%
Install zero depth pool entry (beach-like gentle slope to pool)	6%	6%	8%	9%	7%
Develop an indoor recreational pool (shallow water, play features)	8%	5%	9%	7%	7%
Provide Wi-Fi service	6%	3%	10%	7%	7%
Add pool heaters	5%	4%	6%	8%	6%
Increase lighting	5%	5%	7%	3%	5%
Develop a salt water pool	5%	5%	2%	5%	4%
Develop additional parking	7%	0%	4%	3%	4%
Provide more shallow water	3%	3%	6%	3%	4%
Schedule movie nights	3%	6%	4%	3%	4%
Add/improve concessions	5%	6%	1%	3%	3%
Provide additional lawn space	0%	5%	1%	2%	2%
Provide additional landscaping at pools	2%	1%	1%	2%	1%

**Table IV-7: Reason for Not Using Aquatic Facilities and Programs by Region**

Reason	East	North	South	West	Total
Pools are too crowded	35%	27%	25%	31%	29%
Use private club or neighborhood/HOA pool	15%	12%	28%	35%	25%
Lack of indoor facilities/programs	22%	25%	24%	14%	20%
Do not want to swim	16%	20%	21%	22%	20%
I do not know what is being offered	15%	27%	18%	14%	17%
Too far from our residence	22%	29%	14%	7%	16%
Fees are too high	15%	21%	13%	14%	15%
Use private pools at a residence	13%	17%	12%	14%	14%
Facilities are not well maintained	13%	7%	14%	11%	12%
Program times are not convenient	9%	16%	10%	10%	11%
Facilities operating hours are not convenient	8%	12%	9%	10%	9%
Safety concerns	9%	13%	11%	4%	9%
Programs I want are not offered	5%	16%	8%	7%	8%
Unable to swim	9%	12%	6%	4%	7%
Availability of parking	8%	9%	4%	6%	6%
Security is insufficient	7%	12%	5%	5%	6%
Personal disability	3%	16%	3%	7%	6%
Facilities don't have the right equipment	6%	8%	5%	5%	6%
I do not know location of facilities	4%	13%	4%	5%	6%
Lack of quality programs	3%	16%	5%	2%	5%
Poor customer service by staff	4%	4%	4%	6%	5%
Use facilities outside of Lexington	3%	7%	3%	5%	4%
Classes are full	4%	7%	3%	1%	3%
Registration for programs is difficult	3%	5%	1%	1%	2%
Lack of transportation	2%	4%	0%	0%	1%

## MySidewalk Web-Based Community Engagement

In an effort to engage all residents, the City of Lexington utilized an online civic engagement tool that enabled residents to provide input regardless of their location or the time of day. The site, Lexington Pools Master Plan, was devoted specifically to the City of Lexington and provided a forum for residents to submit ideas, react to potential solutions, provide input on priorities, engage in conversation with City leaders and others, and stay up-to-date on the planning process. The website was managed and updated by the planning consultants and staff. A total (as of 12/22/2015) of 14,932 page views and 351 total interactions were experienced.

Below is a summary of the results of the website. The results are presented in the order in which the topics were added as new polls and idea submission requests were added throughout the Master Plan process. Topics on the Lexington Pools Master Plan website were posted in an effort to follow-up on previous public input and to keep the public involved throughout the process.

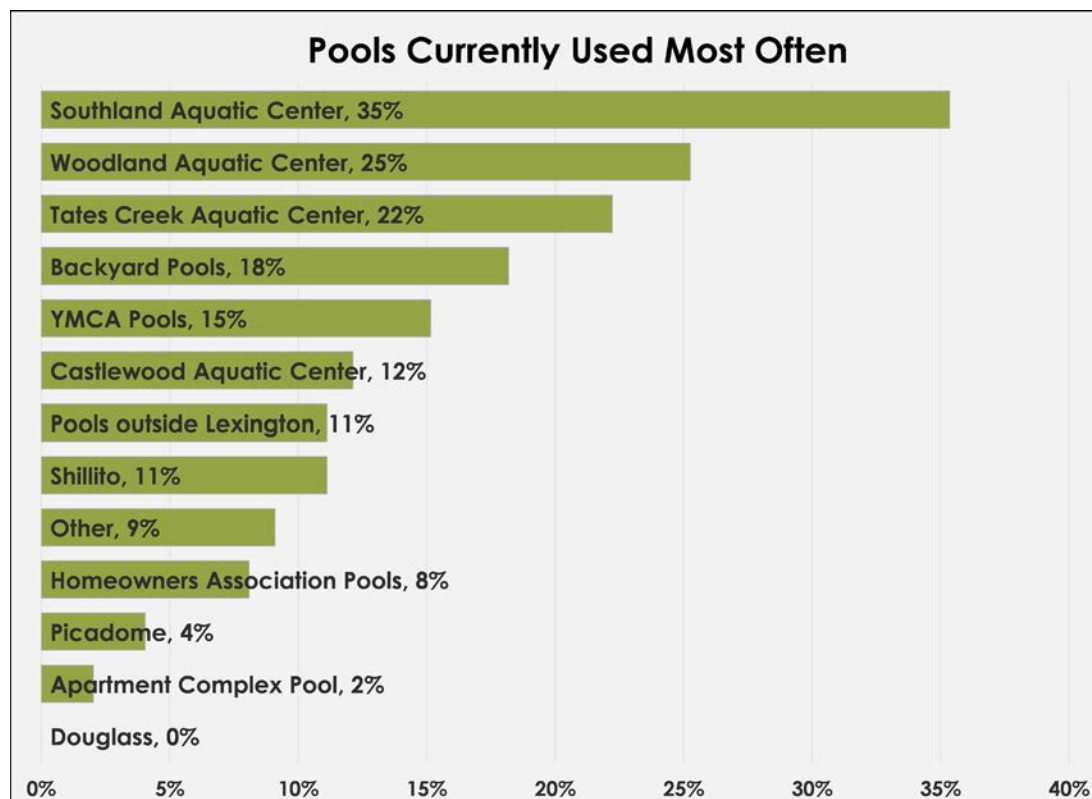
Two different types of topics were posted on this website: polls and open-ended questions. Poll results are presented in charts, while results of open-ended questions are presented in Table IV-form. The results for the open-ended questions count the occurrences of specific suggestions and “Likes” of comments. Additionally, duplicate ideas are combined, and submissions with multiple ideas are separated and counted individually.

### Poll Results

The mySidewalk website, Lexington Pools Master Plan, was utilized to provide residents with the opportunity to answer two poll questions, the first asking where participants currently go to swim outdoors most often and the second asking whether participants support the development of spraygrounds (or splash pads) in Lexington.

The results for the most used pools can be seen in Figure IV-30. Southland Aquatic Center was the most used facility according to this poll at 35% of participants, followed by Woodland Aquatic Center at 25%, and Tates Creek Aquatic Center at 22%.

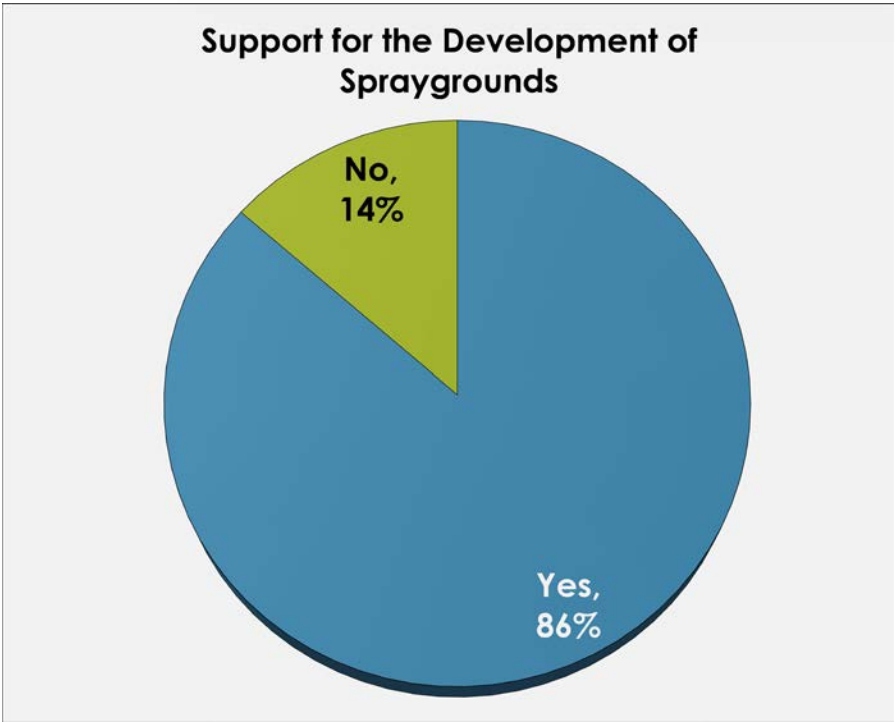
Figure IV-30: Pools Currently Used Most Often





The results to the poll regarding support for the development of spraygrounds can be seen in Figure IV-31. Eighty-one people participated in this poll, and 86% of those participants indicated that they supported the development of spraygrounds in Lexington.

Figure IV-31: Support for the Development of Spraygrounds in Lexington



Open-Ended Questions

Website visitors were given the opportunity to respond to two open-ended questions. The first question asked participants what one change would they make to improve Lexington pools and the second question asked for their vision for the future of aquatics in Lexington. The responses to these two questions were similar with many overlapping ideas, so the comments were analyzed and categorized into a list of different ideas which counted and can be seen in Table IV-8.

Table IV-8: Top Ideas

Idea	Count
Indoor pool	75
Longer season	23
Splash pad/sprayground	16
Lazy river	13
Larger family aquatic center	12
More pools	10
Cleaner and better changing rooms	10
West/north side pool	9
Heated pools	9
Longer hours	6
New east side pool	6
Wave pool	6





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## V. RECOMMENDATIONS

### INTRODUCTION

This section presents the recommendations that follow from the analyses and public engagement conducted throughout the Master Plan process. This section provides details of recommended changes to facilities, operations, and programs in Lexington. The recommendations refer to previous analysis in Section III and public input findings in Section IV. These recommendations are intended to provide a framework to accomplish the aquatic goals which include an increase in availability of the following:

- Equity in service
- Fun
- Fitness
- Safety
- Shade
- Accessibility
- Financial Stability
- Year-round opportunities

Site concept plans are included in this section to illustrate the recommended changes and improvements to the aquatic facilities of the City. These concepts should be used as a starting point for improvements, but further investigation is required to determine precise arrangement of facilities at each site. Implementation costs for each facility are also included in this section, including the cost for the recommended improvements and the minimum costs associated with keeping the facilities in operation for another ten years.

### RECOMMENDATIONS FOR EXISTING AQUATIC FACILITIES

The following text summarizes the recommendations for the seven existing pools in Lexington. These recommendations are based on the findings from the analyses and public engagement conducted as part of this project. General recommendations that apply to all existing and future aquatic facilities are detailed in the following text, followed by a description of the recommendations for each facility.

The attendance and budgetary numbers (described in more detail in Section II and presented in Table II-10) referenced for each pool in the ensuing discussion do not include the non-pool specific expenses that are applied city-wide. Some background information regarding existing conditions is provided for the facilities (see Section III for more information), as well as a discussion of the recommendations and the associated concept plan. An action plan for the recommended improvements and maintenance items is included for each facility.

#### Design and Maintenance Items

The design and maintenance items that are common to several existing pools and will apply to any future facilities are detailed below.

##### 1. Chemical controllers

Chemical controllers at all pools have been disconnected and are not in use. Chemical control is manual only. The units should be replaced with newer, digital, and easier to use chemical controllers to maintain better water quality.

##### 2. VGB drains

The Virginia Graeme Baker (VGB) Pool Spa Safety Act required specially designed drain grates on all pools to be in place in 2008. Drain grates have a shelf life and expiration date which varies by manufacturer but is typically five years on plastic grates. The grates in place at Lexington pools are from the initial install when these grates were required in 2008. The grates must follow the ANSI/ASME A112.19.8-2007 standard.

##### 3. Lifeguard chairs

Many of the shorter life guard chair stands are rusting and need to be replaced.

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#### **4. Water level controllers**

Controllers should be located at each pool to control the water level, taking this duty out of the responsibility of pool staff. The water level overflowing the gutters is one reason there have been complaints about water quality and debris (leaves, etc.) in the pools. In some cases, a level controller may be installed in the pump room, while, in other cases, a controller may need to be installed in a box adjacent to the pool on the deck. This installation would require cutting of the deck to install water and electric lines.

#### **5. ADA access**

The Americans with Disabilities Act (ADA) requires two means of access to a pool for all pools with over 300 linear feet of wall. Acceptable means of access include chair lifts, stairs with handrails 24 inches apart, or ramps. All wading pools are required to have a zero depth entry, but none of the exiting wading pools in Lexington have this feature.

#### **6. Pool surfaces**

Pools with concrete surfaces require regular painting. The City should consider installation of pool liners, similar to the ones at Tates Creek Aquatic Center, to avoid the annual maintenance costs of painting. These liners have a ten to fifteen year life span.

#### **7. Pool markers**

Depth markers and warning markers for "No Running" and "No Diving" are required at all pools. The Model Aquatic Health Code requires these markers to be durable and slip resistant. Many of the Lexington pools currently have painted markings. As a result, these markers require regular maintenance to avoid fading. All warning and depth markers should consist of tile imbedded in the deck or pool wall, rather than paint, to improve safety and reduce maintenance requirements. Alternatively, when a pool liner is used, the warning markers can be imprinted on the liner on the pool wall or on the deck, if the liner extends over the coping.

#### **8. Bike racks**

All pools should have bike racks with a paved pad.

#### **9. Wi-Fi service**

Wi-Fi service should be provided at all aquatic facilities.

#### **10. Security cameras**

Security cameras should be provided at all aquatic facilities.

### **Southland Aquatic Center**

Southland Aquatic Center has consistently been the highest attended facility with highest positive cash flow. The average cost per patron over the last four years indicates a positive cash flow of \$0.73 per patron. This facility was the most popular among families because it offers more facilities for children.

#### **1. Recommendations**

Due to limited space for expansion of the aquatic center beyond its existing footprint, the recommendation is to maintain this facility as a family aquatic center. The existing gutter of the main pool is not level, making it difficult for water to be maintained in a consistent relation to the gutter and to allow the gutter to perform its intended purpose. However, because the repairs to the pool gutter would be costly and would also require much of the deck to be replaced, it may be preferable to leave the gutter in its current condition.

The concept presenting the recommended improvement to Southland Aquatic Center can be seen in Figure V-1. The most significant recommendation for this facility is the replacement of the pool house. When the new structure is developed, it should be located closer to Hill N Dale Road in order to provide more room on the pool deck. Additionally, the new pool house should provide expanded concession capabilities, allowing the existing concession building to be used for storage. The drop-off area should also be improved to better accommodate buses, vans, and other drop-off functions.



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The main pool should be renovated with new features, and the existing water play features should be resurfaced. Zero depth entry must be added to the wading pool for ADA access. The existing waterslide should be replaced with a taller and larger slide. To meet the desire for additional shade, shade structures should be added throughout the site, on the deck, in the grass beach area, and over portions of the shallow water areas. Lounge chairs should be provided throughout the site. A summary of these recommendations and required maintenance items are listed below.

## 2. Action Plan

### Improvements

- Renovate the pool with new features and renovate/resurface the existing water play features.
- Add required zero depth entry to the wading pool for ADA access.
- Replace the pool house and move it toward Hill N Dale Road to provide more room on the pool deck.
- Include a party room and family changing room in addition to the standard features.
- Expand the concession capabilities in the new pool house and keep the existing concession building for storage.
- Replace the existing waterslide with a taller and larger slide.
- Add shade structures to the deck areas, in the grass beach area, and over portions of the shallow water areas.
- Improve the drop-off area to better accommodate buses/vans and other drop-off functions.

### Maintenance Items

- Replace the VGB drains as they expire after five years (life varies by manufacturer).
- Replace and use chemical controllers.
- Add water level controllers.
- Replace or resurface water play features.
- Add handrails 24 inches apart on the steps for ADA access.
- Replace old shade structures.

## **Woodland Aquatic Center**

Woodland Aquatic Center has been the second highest in attendance consistently, and the average cash flow shows the pool breaking even, positive some years and negative (but minimally) in others. The average cost per patron over the last four years indicates a positive cash flow of \$0.06 per patron.

## 1. Recommendations

Much like Southland Aquatic Center, Woodland Aquatic Center has no room to expand its existing footprint, and the existing facilities utilize all available space. As a result, the recommended improvements are somewhat limited in scope. Figure V-2 shows the improvements recommended at this location.

The primary recommendation is to maintain the facility as a family aquatic center with renovations to improve the user experience and to keep the pool in operation into the future. The pool house needs some renovation and updates, including the installation of family restrooms and changing rooms. The existing waterslide is small compared to those offered at competing facilities and should be updated to provide a better aquatic experience. Finally, shade structures should be added where possible, considering the limitations of the site.<sup>1</sup> A summary of these recommendations and required maintenance items are listed below.

## 2. Action Plan

### Improvements

- Maintain as a family aquatic center.
- Renovate the pool.
- Install a larger waterslide.

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<sup>1</sup> Some open areas exist under the pool deck which must be considered as part of the construction of foundations for shade and slide structures

- Renovate and update the pool house.
- Install family restrooms/changing rooms.
- Add shade structures where possible.

#### Maintenance Items

- Repair leaks in the lap pool drain lines.
- Replace the VGB drains as they expire after five years (expiration varies by manufacturer.)
- Replace and use chemical controllers.
- Add water level controllers.
- Add lower rails, curb or kick plate to the railings on the entry ramp to pool house to meet ADA guidelines and make the handrail continuous.
- Repair three leaning lamp posts on exterior of pool fencing.
- Replace the shingle roof of the pool house.
- Upgrade restroom grab bars to ADA standards.
- Add lower counters at the concession and front desk for ADA accessibility.

### **Tates Creek Aquatic Center**

Tates Creek is the third highest attended facility with a cash flow that has been slightly negative average over the past four years. The average cost per patron over the last four years indicates a slight loss of \$0.39 per patron. The facility includes one of only two 50 meter outdoor pools in Lexington. Pool liners were recently installed in all of the pools within this facility.

#### **1. Recommendations**

This facility should remain as a family aquatic center with 50 meter pool with some improvements. The recommended improvements for this facility can be seen in the concept plan (Figure V-3). First, the facility experiences a substantial amount of drop-off activity but lacks a drop-off area. A drop-off lane should be added to the existing park road which will require a minor road realignment. Lighting should be added to the parking lot, especially since this lot also serves the Ballroom which is rented in the evenings.

The pool house should be updated to include family restrooms and changing rooms. The wood deck and pergola structures near the concessions window needs to be replaced, and signage should be added to the concessions area. Shade structures should be added throughout the site, particularly near the wading pool and along the edge of the lap pool. A summary of these recommendations and required maintenance items are listed below.

#### **2. Action Plan**

##### Improvements

- Maintain as a family aquatic center with 50 meter pool.
- Improve vehicle drop-off access.
- Upgrade pool house with family restrooms and changing rooms.
- Add shade structures.
- Replace wood deck and pergola structures near concessions window.
- Provide signage to concession area.
- Add parking lot lighting.

##### Maintenance Items

- Replace loose or broken deck drains and trench grates.
- Install second handrail on steps for ADA access.
- Replace VGB grates.
- Replace and use chemical controllers.
- Add water level controllers.
- Provide lower admissions counter for ADA.
- Provide vertical grab bars at toilets.

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## Shillito Pool

Shillito Pool has the fourth highest average attendance with an average annual cash flow of negative \$38,657 over the past four years. The average cost per patron over the last four years indicates a loss of \$2.42 per patron. This facility has a 50 meter lap pool (one of only two) and also has a good parking arrangement, including more dedicated parking than any of the other aquatic facilities. Additionally, this pool is located in a highly attended park.

Because it has lighting, this pool is currently rented for evening use by groups; however, the parking lot does not have lighting. An aquatic facility in this location should perform much better than this facility currently performs, and the lack of family oriented features is a main reason for lower attendance. The pool is constructed of aluminum walls and floor, making it more difficult to renovate or to evaluate the condition and thickness of the aluminum. The pool deck is cracking in several places and needs to be replaced. The wading pool needs zero depth entry for ADA access if it is to remain as part of this facility.

### 1. Recommendations

This facility should be redeveloped as a Regional Aquatic Center with family friendly, competitive, and therapeutic features. The concept plan, Figure V-4, illustrates the proposed redevelopment of this facility. This location is recommended because the land is already available, public transportation access is good, and the existing facility is under performing due to lack of family friendly amenities. Additionally, over 95% of Fayette County residents live within a 20 minute drive of Shillito Park. These improvements should make this facility most desirable in the region.

The concept includes a 640 foot long lazy river with access to the center island area via two bridges. The center island should be partially paved for sunbathing area and should also offer shade structures. A ramp and two sets of steps provide access to the lazy river. Due to the current pool's location on top of a ridge, the lazy river must be developed at a lower elevation than the main pool. A retaining wall will be required to separate the levels, and an additional wall will be required at the edge of the site, outside of the lazy river. This second wall will extend around the activity pool as well.

While the existing pool is 50 meters long by eight lanes wide with a diving well "L," the new pool should have a deep end to allow for the diving boards and climbing wall. The diving "L" should be removed to make room for the warm water and waterslide plunge pool. Swim competition starting blocks should also be installed on this end because it is deeper for diving. Additionally, the diving boards should be removable during swim competitions, and a moveable bulkhead should be placed in the pool to allow flexibility for both 50 meter and 25 meter (or yard) lap swimming. This rectangle shape will allow for a temporary enclosure to be placed around the pool for off season use in the future if desired.

The plunge pool for the waterslides should be sized and heated to serve as a warm water pool for swim lessons, senior aerobics, and other programs. The opening of this facility will allow for the closure of the Picadome facility because that facility's primary users are attendees of the senior aerobics classes. The warm water pool should also have ample steps, a ramp, a bench along one wall (as requested by persons with disabilities and by the seniors), and a vortex.

A new activity pool should be developed to replace the wading pool and should feature a zero depth entry (facing the pool house), shade structures over parts of the pool, and interactive water play features, including dumping buckets, small waterslides, and interactive water spray elements. A sprayground should also be developed as part of the wading pool replacement. The sprayground should be designed so that it can be opened before and after the pool season. The pool house should also be replaced because the increased size of the aquatic facilities will require expanded concessions, additional plumbing fixtures, larger dressing rooms, and increased building capacity. The building should be designed to allow for exterior access to restrooms and outdoor showers from the sprayground.

The Shillito Regional Aquatic Center concept includes a boardwalk elevated over the slope to access the slide tower which should reduce the total amount of grading and the height of the retaining wall on this edge of the side. The fence line should, however, be expanded to include some grass beach area in all directions. The current parking lot can accommodate approximately 150 vehicles, however,

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additional parking may be needed to allow for larger crowds. Lighting should also be added to the parking lot due to anticipated evening programs and rental use. Finally, shade structures and lounge chairs should be available throughout the site. A summary of these recommendations and related maintenance items are listed below.

## 2. Action Plan

### Improvements

- Upgrade to a Regional Family Aquatic Center with family friendly, competitive, and therapeutic features.
- Install tall waterslides and a plunge pool.
- Develop the plunge pool as a warm water pool with ample steps, a ramp with railing, a bench, and a vortex.
- Develop a lazy river with a length between 600' and 800' in length.
- Redevelop the 50 meter pool with a moveable bulkhead and a deep end (rather than a diving "L").
- Develop a new activity pool to replace the wading pool, featuring zero depth entry facing the pool house, shade structures over parts of the pool, and interactive water spray features.
- Develop a sprayground that can also be used before and after the pool season.
- Expand the fence to include some grass beach area.
- Replace and improve the pool house and include exterior access to restrooms and outdoor showers for the sprayground.
- Include family restrooms/changing rooms in the new pool house.
- Add seating and shade throughout the site using shade trees and shade structures.
- Add parking lot lighting for increased security during evening and rental use.
- Expand availability of parking as needed.

### Maintenance Items

- Pave a pad under the bike rack.
- Relocate some existing disc golf holes as necessary.

## Castlewood Aquatic Center

Castlewood Aquatic Center was fifth in attendance with an average cash flow loss of \$50,756 per year over the last four years and an average cash flow loss of \$4.54 per patron. Patrons of this facility reported a preference for this pool because it is less crowded; however, the low level of use leads to a larger operating deficit for the city. This aquatic center offers a wide variety of features such as zero depth entry, diving boards, a waterslide, and a wading pool. These features are somewhat lacking in comparison to some of Lexington's other aquatic centers.

### 1. Recommendations

The concept for Castlewood Aquatic Center can be seen in Figure V-5. The facility should be maintained as a family aquatic center with improvements to elevate it to the level of the other aquatic centers. The wading pool is very small and lacks the required zero depth entry. It should be replaced with a sprayground that can be used before and after the swim season if weather is appropriate. One of the diving boards should be replaced with a climbing wall to offer more variety of options at this facility. The existing waterslide is small and should be replaced with a larger slide. A shallow water play feature should be added to the shallow water portion of the main pool to increase the availability of family friendly features.

Shade should be added throughout the site in the form of shade trees and structures, and the pool house should be upgraded to include a family restroom and changing room. Finally, a paved access road should be added for deliveries to the pump room. This road should follow the route across the grass that is currently used for deliveries. The road could also serve as a walkway to better connect residents coming from the north along Bryan Avenue. A summary of these recommendations and related maintenance items are listed below.

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## 2. Action Plan

### Improvements

- Maintain as a family aquatic center.
- Upgrade the pool and pool house as needed and add a family restroom/changing room.
- Replace the wading pool with a sprayground.
- Replace the existing waterslide with a larger slide.
- Replace one of the diving boards with a climbing wall to offer more variety.
- Add a new shallow water play feature.
- Add shade in the form of shade trees and structures.
- Maintenance Items
- Replace the VGB drains as they expire after five years (expiration varies by manufacturer).
- Replace and use chemical controllers.
- Add water level controllers.
- Replace shorter life guard stands.
- Replace sand filter media.
- Replace the pool gutter.
- Repair or replace steel doors and coiling overhead doors.
- Replace the shingle roof when needed.
- Add vertical grab bars to restroom stalls.
- Add lower counters for ADA at the admission area.
- Install a paved access road for deliveries to the pump room.

### **Picadome Pool**

Picadome Pool ranks sixth in attendance with an average of only 2,500 patrons per year. The facility has an average annual operating deficit of \$16,252 over the 2011 through 2014 seasons. The cost per patron over this period was a loss of \$6.63 per patron. The pool house, restrooms, and changing rooms need to be completely redeveloped to function to an acceptable level. The pool is a favorite of the highly popular senior aerobics program, but offers little attraction for families or other users. The pool lacks a wading pool, waterslides, zero depth access, and other features. The pool features cannot be expanded at this location because of the surrounding golf course.

#### 1. Recommendations

A warm water pool should be developed as part of Shillito Regional Aquatic Center to accommodate the senior aerobics programs with much improved facilities. Additionally, the lazy river at Shillito could also be used for senior programs (walking against the current). Once Shillito is redeveloped, this facility will no longer be needed and should be closed; however, Picadome Pool should remain open until the new facility at Shillito is completed and open. An indoor facility, if developed, could also allow this facility to close. If this pool remains open, major renovations will be needed to the changing rooms and restrooms. The recommendations for this facility and the other improvements that must be completed in order to keep this pool in operation are listed below.

#### 2. Action Plan

- Continue operation until the new Shillito facility or an indoor facility is developed.
- Close the Picadome facility once the new facility at Shillito is completed and opened, or if an indoor facility is developed.

### Maintenance Items (only if pool remains open)

- Improve the changing/restrooms.
- Replace the pool floor or install a liner.
- Replace the concrete deck and steps into the pool.
- Replace older pool pipes and valves. (Piping in the building has been replaced, but the cast iron piping under the concrete deck and pool is deteriorated.)
- Add signage to the facility.
- Do not close this facility until a replacement for the senior aerobics programs is developed.



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## Douglass Pool

Douglass Pool has the lowest attendance of the seven Lexington pool locations, averaging only 2,107 patrons per year or about 26 users per day. The pool operates at an average annual operating loss of \$24,546 and a loss of \$13.97 per patron. The pool lacks many of the features that attract families, and the facility is tucked into the rear of the park where it is not visible from Georgetown Street.

The pool is constructed with aluminum walls and floor, making it difficult to renovate or to evaluate the condition or thickness of the aluminum. Because the pool house is located at the back of the pool, few parking spaces are available near the pool entrance other than a few in the rear of the adjacent school lot. The needed improvements to keep this pool in operation essentially constitute a total replacement of the pool, deck, and pool house. Additionally, Douglass Park is an opportunity park for the LFUCG, so any major improvements made to this pool should be part of a holistic effort to improve the park and surrounding area.

### 1. Recommendations

This facility should be redeveloped as a family aquatic center with features consistent with the other aquatic centers in Lexington. The improvements, which can be seen in Figure V-6, should encourage local residents to use this facility that currently sees limited use. The recommendations for this facility include a renovation of the existing pool to include shallow water, zero depth entry, and a play feature with slides, a dump bucket, and other interactive spray features. This improvement utilizes much of the existing pool, including the diving well and much of the lap pool. The walls and gutters are in need of replacement, so this provides an opportunity to improve the overall appeal of the facility to families.

A tall slide should be added to the facility with a run out, providing an additional attraction for older children and teen users. A sprayground should be developed at the front of the site, close to the parking, and should be open for use before and after the swim season. The development of the sprayground, combined with the addition of shallow water to the main pool, allows for the elimination of the wading pool which would need zero depth entry if it remained.

The pool house should be replaced and relocated to the front of the site to provide a more inviting and visible entrance. The pool house should be constructed to allow for entry to the restrooms from the sprayground area, which is necessary to allow the sprayground to be open outside of the swim season. The pool house should also include a party room that could be reserved for group use. The relocation of the pool house will allow for the expansion of the fenced pool site to include more grass area. Additionally, shade structures and lounge chairs should be added throughout the site.

Other improvements and services are also needed at Douglass Park to improve the perception of safety in the park, including much more programming and activities, security cameras, and increased presence by staff and police. The addition of positive activities and expansion of community ownership of the park should significantly reduce the negative or undesired activities in a park. A summary of the recommendations and related maintenance items for the pool are listed below.

### 2. Action Plan

#### Improvements

- Redevelop as a family aquatic center.
- Renovate the existing pool with shallow water, zero depth entry, and a water play feature.
- Maintain the diving well with a diving board and add a climbing wall.
- Add a tall waterslide with a run out.
- Replace the pool house and relocate the building to the front of the site.
- Develop a sprayground adjacent to the pool house with access to the restrooms.
- Include a party room as part of the pool house.
- Add lounge chairs and shade in the form of trees and structures.
- Extend the fence to include more grass area.

#### Maintenance Items

- Improve signage and visibility from Georgetown Street including landscaping improvements.

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## NEW FACILITY RECOMMENDATIONS

The public input and analyses throughout this aquatics master planning process have indicated a need for some additional facilities in Lexington. Based on this data (see Section III: Inventory and Analysis and Section IV: Public Input), Lexington residents have needs for the development of spraygrounds (Lexington currently has none), new aquatic centers, and an indoor aquatic facility.

### Spraygrounds

As described in Section III, spraygrounds provide additional opportunities for aquatic recreation for families and can be constructed as part of a larger facility or as a standalone park amenity. The lack of standing water allows these facilities to operate at a much lower cost than a small neighborhood pool or wading pool. Additionally, spraygrounds developed within an aquatic center can be located so that they can remain open to the public when the pool is closed, both before and after the summer swim season.

A series of such facilities are recommended throughout Lexington in order to expand the availability of aquatic facilities to residents. Six locations are recommended for the development of new spraygrounds. These locations are spread throughout the City in order to provide a balance of access throughout Lexington, including in the two notable areas (described in Section III) that lack aquatic facilities. Features found in a typical sprayground can be seen in Figure X-7.

#### 1. Jacobson Park

Develop a sprayground adjacent to and as part of the new playground to replace the existing playground. This improvement will require the development of a restroom building within 150 feet of the sprayground.

#### 2. Masterson Station Park

Develop a sprayground adjacent to the existing playground, utilizing the recently constructed restroom building.

#### 3. Douglass Pool

Include a sprayground as part of the redevelopment of the existing pool and ensure the orientation allows for the availability of the feature when the pool is closed.

#### 4. Shillito Pool

Include a sprayground as part of the development of new aquatic facilities (see Shillito Regional Aquatic Center in the preceding text).

#### 5. Castlewood Aquatic Center

Remove the small wading pool and develop a sprayground as a replacement.

#### 6. A Downtown Park Location

Develop a sprayground at a downtown location (to be determined) to provide aquatic recreation opportunities. The downtown location would help alleviate issues with the Courthouse Plaza, Triangle Park, and Thoroughbred Park fountains being used as water play features.

### New Family Aquatic Centers

The analysis of the service areas of the existing aquatic facilities (based on five and 10 minute drive times) indicated large unserved regions in the northwest and east portions of the Urban Service Area (Section III). Major parks are located in or adjacent to each of these areas: Masterson Station Park and Jacobson Park. These areas represent some of the fastest growing areas of the City and include some areas with high concentrations of children and seniors. An analysis of the population within a five or ten minute drive of these two locations identifies a substantial number of residents living within these areas. The ensuing text provides the details of the analysis of these locations, followed by a description of the recommendations (and concept plan) for the new aquatic centers.

#### 1. Northwest Family Aquatic Center

Of the two proposed family aquatic centers, the Northwest location should be developed as a higher priority because there are fewer neighborhood, HOA, or apartment pools in this area. As mentioned previously, a logical location would be in Masterson Station Park. This development would need to be

[illegible]



Figure V-2: Woodland Aquatic Center





**Tate's Creek Aquatic Center**

Restroom/Pergola Replacement

Shade Umbrella

Shade Shelter

Ramp Out

Street/Park Section of Drop-Off

Road Replacement

Drop-Off

Landscaping

0 50 100 200 300 Feet

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**Aquatics Master Plan Lexington, Kentucky**



Figure V-4: Shillito Regional Aquatic Center





Figure V-5: Castlewood Aquatic Center





Figure V-6: Douglas Aquatic Center





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coordinated with the Masterson Station Park Advisory Committee and future plans for this park. The recommended development of the sprayground near the new playground and restroom building could serve as the first phase of the project and could later be incorporated into the aquatic center.

The analysis of potential service area, using drive times, indicates that over 10,000 residents live within a five minute drive of this potential location, and nearly 60,000 residents live within a 10 minute drive of Masterson Station Park. These numbers, which can be seen in Figure V-1 indicate a population base more than sufficient to support this facility. Additionally, nearly all of the residents in the five minute range of this potential facility are outside of the five minute drive area of any of the other facilities in Lexington. Better connectivity to the adjacent neighborhood and within the park will improve the accessibility and performance of the proposed facility.

## 2. East Family Aquatic Center

A logical location for a facility in this part of the city is within Jacobson Park, and, as in Masterson Station Park, a first phase would be to develop the sprayground in conjunction with the new large

**Figure V-7: Typical Sprayground Features**



playground near the lake. The recommended sprayground would service as the first phase of aquatic improvements to the park. However, due to lack of space in this part of the park, any future aquatic development would be located elsewhere in the park. With this arrangement, the sprayground would remain free and not part of the aquatic center.

The analysis of potential service area, using drive times, indicates that over 17,000 residents live within a five minute drive of Jacobson Park, and nearly 100,000 residents live within a 10 minute drive of this location (Figure V-1). Over two thirds of the residents living within the five minute service area of this facility currently reside more than a five minute drive from any of the existing facilities in Lexington.

**Table V-1: Population within 5 and 10 Minute Drive to Aquatics Facility**

	5 Minute Drive	10 Minute Drive
<b>Existing Locations</b>		
Castlewood Aquatic Center	31,571	116,945
Douglass Aquatic Center	23,606	120,583
Shillito Regional Aquatic Center	15,928	122,527
Southland Aquatic Center	22,100	136,738
Tates Creek Aquatic Center	34,149	128,914
Woodland Aquatic Center	38,722	155,022
<b>New Locations</b>		
Northwest Aquatic Center	10,452	58,792
East Aquatic Center	17,130	96,962

### 3. New Family Aquatic Center Features

A concept representing a typical family aquatic center can be seen in Figure V-8. This figure indicates the features that should be included in any new facilities developed in Lexington; however, orientation of the facilities may vary based on the specific conditions of the chosen location for the facility. The facilities should be developed to appeal to all ages and abilities and should include a variety of features.

The main pool should be an activity pool with zero depth access, accessible steps, two waterslides, shallow water, a lily pad bridge, and a central water play feature that includes a dumping bucket, waterslides, and interactive jets and sprays. These features will appeal to families with a wide range of ages.

A lap pool (8 lanes by 25 meters) should also be included, and this pool should have a well for a diving board and climbing wall at the deep end. The eight lanes will best accommodate swim teams and lap swimming. The configuration with the rectangular shape will allow for the potential for a temporary, seasonal enclosure for off-season use if desired in the future.

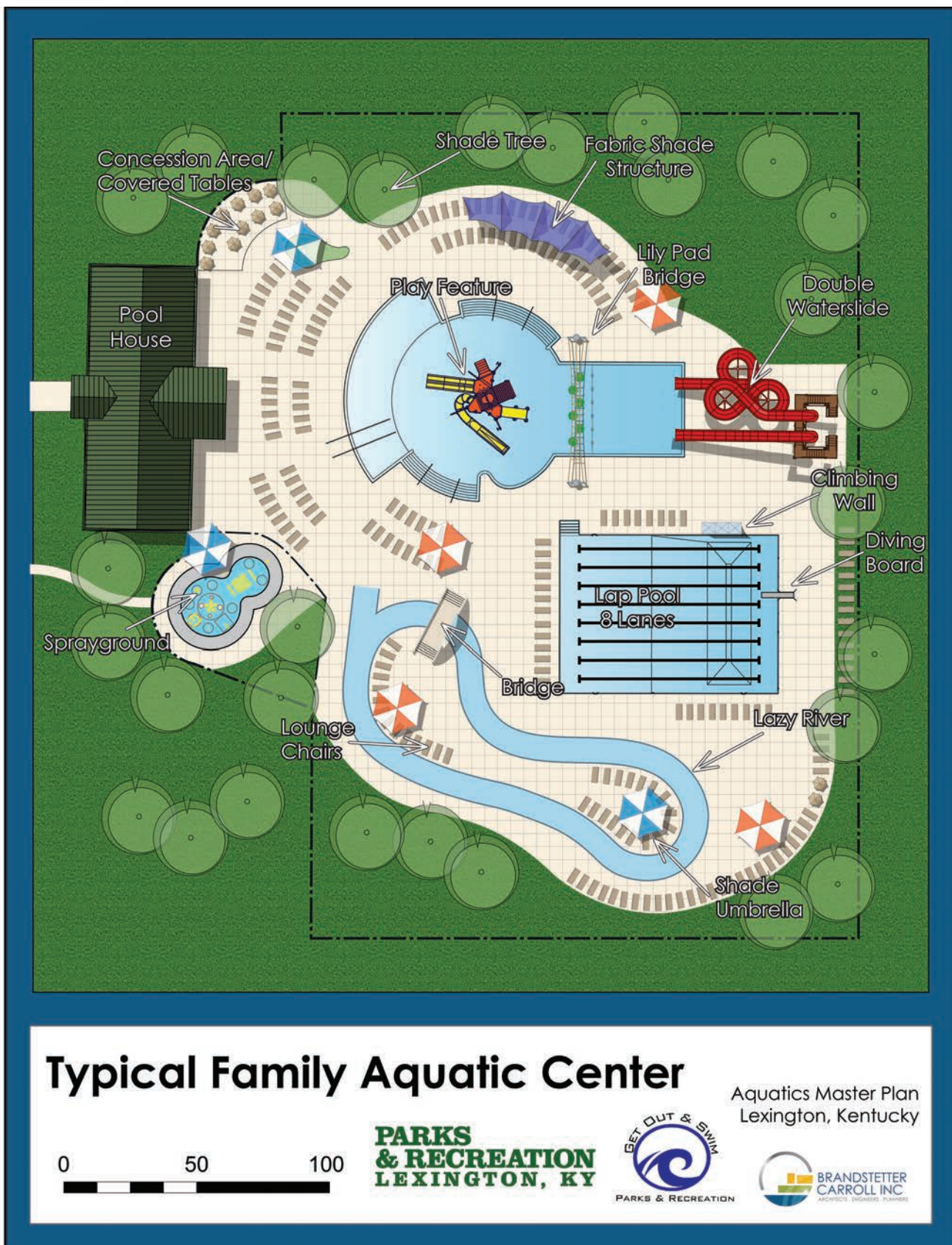
A sprayground should be located near the pool house at the front of the pool area, separated from the rest of the facility by a fence. This location will allow for use in the extended season on warm weekends if desired, such as into September. The concept includes an optional lazy river between 400 and 500 feet in length which could be developed as a later phase.

The pool house should include an entry area, a party room, changing/shower rooms, family changing room, offices, and concessions. A pump room will be needed either within the pool house or as a separate building near the deep end of the lap pool. The facilities should also include shade structures and lounge chairs throughout the sites.

The population within a ten minute drive in these two locations is lower than the other pools in Lexington, due to their locations at the edge of the Urban Service Area. The eastern facility at Jacobson Park ranks as a slightly lower priority than the northwest facility because more of these residents have access to neighborhood or HOA, camp or club, or apartment/condo pools. Both of these facilities



Figure V-8: Typical Family Aquatic Center



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should be developed based, in part, on continued expectation of population growth in these areas. Shillito Park was determined to be a better location for a regional facility because it is more centrally located and has more than twice the population within a ten minute drive in addition to the reasons described previously.

#### **4. Level of Service after Proposed Improvements**

The addition of the two new pools and the closure of Picadome Pool would put the city's total number of pools at eight. The proposed aquatic service areas, which can be seen in Figure V-9, indicate an improved level of access for Lexington residents. These new service areas indicate that 96% of Lexington residents will live within a ten minute drive of one of these eight facilities. In comparison, 85% of residents currently live within the existing service areas (see Figure III-2). The five minute service areas would see an increase to 51% of the Lexington population (up from 48%) or over 10,000 additional residents.

Previously, this document (Section III) identified that the City of Lexington ranks 40th among the top 100 cities in the USA in the number of swimming pools offered per 100,000 people at 2.27, based on data compiled by The Trust for Public Land. The increase from seven to eight swimming pools would increase the ranking to 2.59 pools per 100,000 people and move Lexington up to a rank of 33rd.

### **Indoor Aquatics**

The public engagement indicated a desire for indoor aquatics, including lap pools, recreational pools, and warm water pools for instruction and year-round programs. Swim teams indicate a strong need for lap times and a venue for meets.

#### **1. Review of Case Study Findings**

The review of case study communities in Section III indicates that, on average, this type of facility would likely operate at a deficit of between \$250,000 to over \$600,000 per year (average cost recovery of 67%). Although, a properly designed facility could potentially draw tourists to Lexington, leading to a positive economic impact to the local economy. Many of these facilities are partnerships between local government, schools, universities, tourism/entertainment facilities, healthcare providers, and other agencies.

#### **2. Recommendations**

A facility meeting all of the needs identified throughout the public engagement process should include a 50 meter by 10 lane lap pool with a moveable bulkhead, separate diving tank, warm water therapy pool, and potentially a family activity pool. Support facilities should include spectator areas, restrooms, locker rooms, guard and staff rooms/offices, and wet training/party rooms. In order to increase the level of cost recovery, the facility should also offer fitness and cardio facilities (the more successful facilities included these amenities). Lexington should investigate the opportunities for partnerships for the development of a large indoor aquatic facility. Potential partners include Transylvania University, local swim clubs, the Convention and Visitors Bureau, Fayette County Schools, health care providers, and others.

### **PROJECT IMPLEMENTATION**

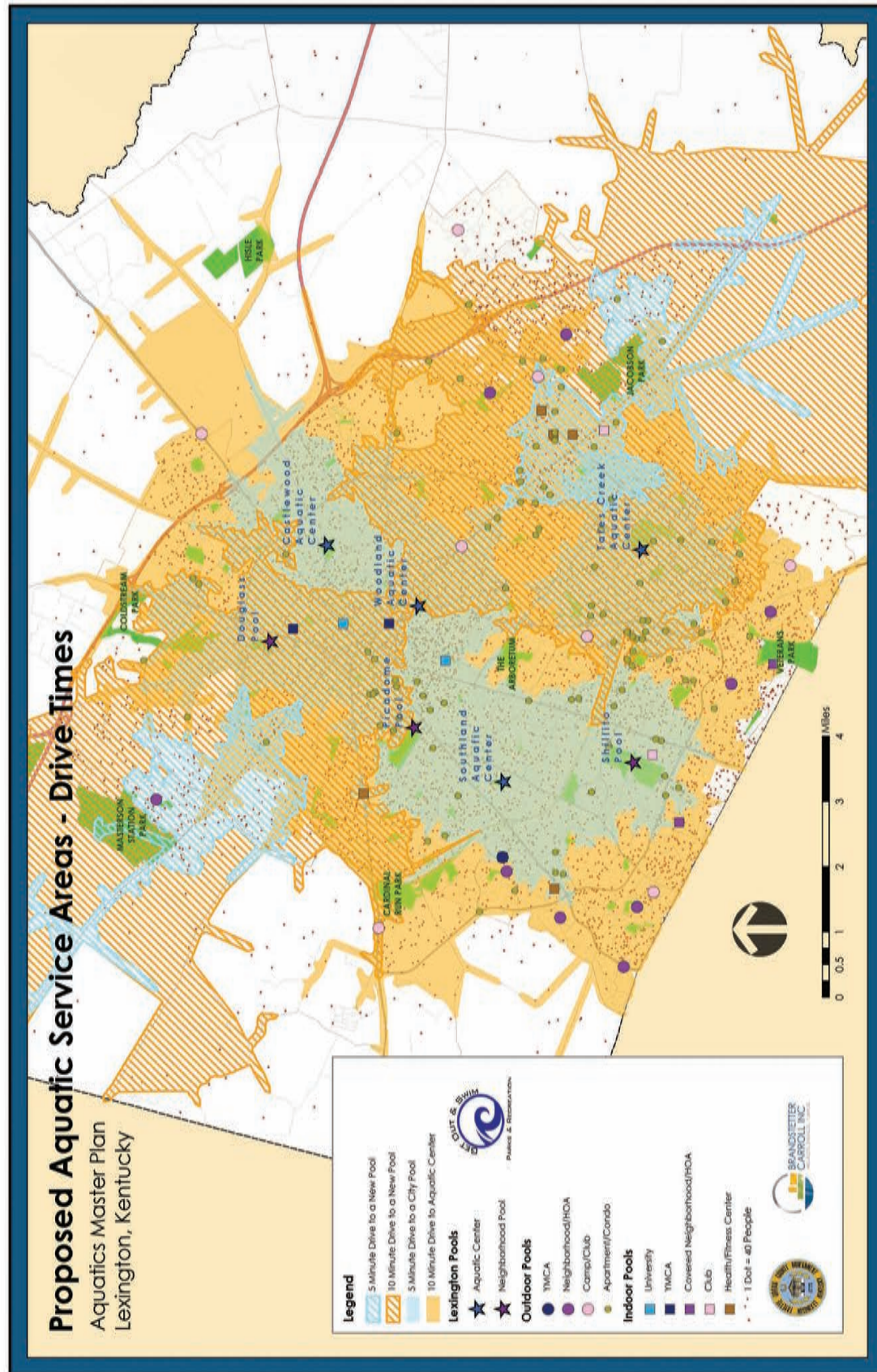
This discussion of project phasing represents a suggested sequence of project development in order to meet the aquatic needs of Lexington resident in a logical manner. These projects are divided into "packages" that logically could be performed together to balance the services across the city. The budget process will be the ultimate determining factor on the timing of these improvements.

### **Implementation Schedule**

One benefit Lexington has over several other communities in the country is that none of the existing pools are in a "critical" mode where major improvements must be completed immediately. Many larger communities throughout the country are plagued with pools with an average age of well over 30 years, with many approaching 50 years or more, and with many of these being very small Neighborhood Pools. Lexington replaced pools in the mid 1990's and later. Lexington also previously eliminated most of the



Figure V-9: Proposed Aquatics Service Areas - Drive Times



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very small Neighborhood Pools and two larger underperforming pools at Berry Hill and Constitution. The recommended packages are described in the following text.

**1. Package 1A – Health, Safety & Regulatory Improvements**

Make the needed improvements related to health, safety, VGB compliance, and ADA compliance as quickly as possible. These improvements include replacement of the VGB drains (for which the products have an expiration date), provision of the required ADA access, replacement of the rusting lifeguard stands, replacement of depth and warning markers in pavement, replacement of chemical controllers, and addition of water level controllers. The ADA access will include addition of railings on steps, zero depth entry to the Southland wading pool, and addition of temporary steps into pools where indicated. Other improvements are included in the Qualitative Assessment tables (Appendix B) for each pool.

**2. Package 1B – Spraygrounds, Douglass and Castlewood Improvements, Shillito Design**

- **Spraygrounds**

The addition of the spraygrounds at Masterson Station and Jacobson Parks will begin to fill some of the service area voids in the northwest and eastern portions of Lexington. As noted previously, the facility at Masterson Station should be located adjacent to the playground and restroom facility, and the one at Jacobson Park should be located adjacent to and complement the proposed new playground to replace the wood playground near the lake.

- **Shillito Regional Aquatic Center Design**

The design for the Shillito Regional Aquatic Center is included as part of this package. These improvements will appeal to residents city-wide and upgrade an underperforming pool and should turn its current operating deficit into a positive cash flow.

- **Douglass Aquatic Center**

The Douglass Pool improvements, detailed above, will balance the improvements north and south in Lexington (combined with the Castlewood improvements) and help to improve the underperforming Douglass Pool.

- **Castlewood Aquatic Center**

The improvements to Castlewood Aquatic Center will provide more family friendly features and a better aquatic experience and should improve the performance of this facility.

**3. Package 2 – Shillito Regional Aquatic Center Construction, Downtown Sprayground**

- **Shillito Regional Aquatic Center Construction**

The construction of the Shillito Regional Aquatic Center is part of this package following the design and development of construction documents in Package 1. The opening of this redeveloped facility will provide a variety of aquatic services currently unavailable in Lexington.

- **Downtown Sprayground**

The downtown sprayground is included in this package at a location yet to be determined. The facility should provide additional aquatic opportunities for residents in the downtown area while reducing the use of downtown fountains as play features.

**4. Package 3 – Existing Pool Improvements (Southland, Woodland, and Tates Creek)**

These improvements could all be performed at the same time as they are of equal importance. These should not impact the attendance very much as the overall configurations will not change, but the services and features will be improved. The Tates Creek improvements could be made at the same time as the proposed ballroom improvements.

**5. Package 4 – Northwest Aquatic Center**

A new facility in the northwest region would help fulfill the long-term outdoor aquatics needs for several years. The location at Masterson Station Park is in a developing and growing area of Lexington and would complement the recent and expected growth.

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## 6. Package 5 – East Aquatic Center

A new facility in the east region would fulfill the long-term outdoor aquatics needs for several years. Jacobson Park is already a popular destination and is located in a developing and growing area of Lexington. The new facility would complement this growth which is expected to continue.

## 7. Package 6 – Indoor Aquatic Center

The proposed indoor aquatic facilities would be developed once the partnerships and funding are in place. The timeframe for this improvement is contingent on the development of partnerships to fund the capital improvement costs as well as the annual operating costs. The placement of this package does not indicate a lower priority but rather the difficulty related to forming the partnerships necessary in order to make this facility a reality. This facility is also the one improvement requiring funds beyond those budgeted by the City of Lexington.

### Capital Improvement Costs

The cost associated with the improvements in this master plan are separated into two categories. The costs required to keep the existing pools in operation for the next ten years are described first, followed by a discussion of the recommended improvements by package as identified in the immediately preceding text.

#### 1. Required and Recommended Improvements to Existing Pools

The costs associated with the required improvements needed at each of the existing pools can be seen in Table V-2. These projections identify the capital improvement costs required in order to keep the existing pools in operation for another ten years or more. Based on these figures, if the City desires to keep the existing pools open with only changes to meet regulations, safety requirements, and other necessary improvements, the overall cost will be approximately \$3.5 million.

Table V-2: Required and Recommended Improvements to Existing Pools

	Building	Site	Pool	Subtotal	Total with Add-Ons <sup>1</sup>
Castlewood	\$170,000	\$79,300	\$70,300	\$319,600	<b>\$409,088</b>
Douglass	\$35,000	\$92,300	\$384,400	\$511,700	<b>\$654,976</b>
Picadome	\$91,000	\$15,000	\$180,035	\$286,035	<b>\$366,125</b>
Shillito	\$185,000	\$54,500	\$603,300	\$842,800	<b>\$1,078,784</b>
Southland	\$190,000	\$20,000	\$70,500	\$280,500	<b>\$359,040</b>
Tates Creek	\$153,000	\$81,000	\$23,100	\$257,100	<b>\$329,088</b>
Woodland	\$195,000	\$8,700	\$39,500	\$243,200	<b>\$311,296</b>
<b>Total</b>	<b>\$1,019,000</b>	<b>\$350,800</b>	<b>\$1,371,135</b>	<b>\$2,740,935</b>	<b>\$3,508,397</b>

1. 10% contingency, 18% engineering, design, and Owner costs.

#### 2. Capital Improvement Cost Projections by Package

The improvements recommended throughout this section of the master plan are intended to improve the availability of aquatic opportunities and to improve the overall performance of aquatics in Lexington in terms of both attendance and user experiences. The recommended aquatic improvements are presented in Table V-3 which identifies the proposed recommendations within their respective packages. These packages may be funded in separate funding cycles, packages could be combined, depending on available funding. It is recommended that the City Administration, City Council, and Division of Parks and Recreation determine funding that may be available for these projects in order to ultimately set the time sequence.

Table V-3 identifies an overall cost of all proposed improvements, not including the indoor aquatic facility, of approximately \$28 million. These figures include some project contingencies, design and



Table V-3: Recommended Capital Improvement Cost Projections and Phasing

Existing Aquatic Facilities	Total Cost of Recommended Improvements	Package 1A - Safety / Regs <sup>3</sup>	Package 1B - Spraygrounds, Douglass & Castlewood	Package 2 - Shillito Construction & Downtown Sprayground	Package 3 - Existing Pool Upgrades	Package 4 - Northwest Aquatic Center	Package 5 - East Aquatic Center	Package 6 - Indoor Aquatic Center <sup>6</sup>
Southland Aquatic Center	\$1,900,000	\$71,000			\$1,829,000			
Woodland Aquatic Center	\$600,000	\$66,000			\$534,000			
Tates Creek Aquatic Center	\$400,000	\$48,000			\$352,000			
Castlewood Aquatic Center	\$1,200,000		\$1,200,000					
Shillito Design Services <sup>4</sup>	\$500,000		\$500,000					
Shillito Regional Center Construction	\$8,000,000	\$21,000		\$7,500,000				
Picadome Neighborhood Pool <sup>5</sup>	Phase out	\$21,000						
Douglass Community Pool Upgrade	\$2,650,000		\$2,650,000					
<b>New Facilities</b>								
Jacobson Park Sprayground (with restroom/pump building)	\$700,000		\$700,000					
Masterson Station Sprayground	\$500,000		\$500,000					
Downtown Sprayground (location to be determined)	\$600,000			\$600,000				
Northwest Aquatic Center (Masterson Station Park)	\$5,000,000				\$5,000,000			
East Aquatic Center (Jacobson Park)	\$5,000,000					\$5,000,000		
Indoor Aquatic Center <sup>7</sup> (Partnership)								\$20,000,000
<b>Total</b>	<b>\$27,050,000</b>	<b>\$227,000</b>	<b>\$5,550,000</b>	<b>\$8,100,000</b>	<b>\$2,715,000</b>	<b>\$5,000,000</b>	<b>\$5,000,000</b>	<b>\$20,000,000</b>
		<b>Package 1 Total</b>						
		<b>\$5,777,000</b>						

1. Outdoor facilities include 10% contingency and Owner fees for design, bidding, permitting, general conditions, etc.

2. All costs are in 2016 dollar figures

3. Package 1A includes safety, regulations, and critical improvements which are identified as a "High" priority on the Qualitative Assessment forms.

4. Not including Bidding and Construction Administration Services

5. Keep Picadome open until the Shillito Regional Aquatic Center is open. Perform minimum improvements for safety and to meet current regulations.

6. Indoor Aquatic Center to be developed and operated as a partnership with other organizations/agencies. Cost is not included in the "Recommended Improvements" column because the costs will not all be experienced by the City.

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engineering costs, and Owner's costs (28% added to the construction cost). Consider that these estimates are based on concept level designs, and more accurate costs can be estimated once more detailed design takes place. These estimates should be considered budget level figures.

## **OPERATIONS AND BUDGET RECOMMENDATIONS**

The following text describes the recommendations for operations related to programs and staffing as well as the impact of the proposed facility recommendations on the annual budget for aquatics in Lexington.

### **Program Recommendations**

Section IV described the findings of the various methods of public input, and according to these findings, several program needs are currently unmet. The survey results indicate some specific programs that are both currently met to a very limited degree and have a large number of households reporting an unmet need. Additionally, due to the location of the existing aquatic facilities, some Lexington residents have to travel substantial distances (more than a 10 minute drive) for aquatic programming.

The programs with the highest level of unmet needs, according to the survey, include:

- Water fitness classes
- Therapeutic programs
- Senior programs
- Swim lessons
- Lap swim times
- Kayaking classes
- Snorkeling/scuba diving classes

Lexington currently offers some water fitness classes, senior programs, swim lessons, and lap swim times, so survey respondents either want more programs or are unable to utilize existing programs due to location or program times. The new facility at Shillito will provide opportunities for all of these programs. The lap pool, with the movable bulkhead, will provide additional opportunities for lap swimming as will the new facilities at Masterson Station and Jacobson Parks. Kayaking classes could be added at any of the lap pools, but the 50 meter pools at Shillito and Tates Creek offer the best opportunities. Snorkeling and scuba diving classes could be offered at any of the facilities, since they all have diving wells.

The warm water pool at Shillito will provide a location for water fitness programs, including senior programs, and could be utilized for the expansion of these programs. Additionally, since the warm water pool is heated, it could be utilized for programming, including swim lessons, early in the mornings when other pools and the air may still be cool. The lazy river at Shillito will also provide opportunities for both senior programs and therapeutic use (such as walking against the current). These lazy rivers at Masterson Station and Jacobson Parks, if developed, could also be utilized for these programs to provide a better distribution of programming throughout Lexington.

As described in Section III, swim lessons are offered at five locations: Castlewood, Shillito, Southland, Tates Creek, and Woodland, while swim teams are located at four locations: Shillito, Southland, Tates Creek, and Woodland. In addition to the current locations, Lexington should offer swim lessons at the two new aquatic centers at Masterson Station and Jacobson Parks and should consider offering lessons at the redeveloped Douglass Aquatic Center. Similarly, swim teams should be offered at the two new facilities.

The Lexington Division of Parks and Recreation should investigate interest levels to determine if sufficient interest exist to support the development or expansion of each of these programs. In order to determine interest, Parks and Recreation should include any new or proposed program as part of any marketing efforts, including mailings and social media announcements. Lap pools, including the new facilities at Masterson Station and Jacobson Parks, should be made available for rental both before and after hours. Additional marketing efforts should be made to ensure awareness of new program offerings and rental opportunities. Such efforts will increase participation rates for these programs as well as recreational use of the new and existing aquatic facilities.

### **Projected Attendance and Projected Budget**

The recommended improvements described in the preceding text will impact both the attendance at the

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pools and operating budget for aquatics in Lexington. The recommendations are intended to increase usage of the pools and, therefore, revenue as well; however, these recommendations will also result in an increase in operating costs in terms of staff, utilities, supplies, and maintenance. Additionally, salaries, which represent 66% of the operating expenses, will be rising to the City's minimum wage increase.

The projected attendance for each facility is based on current attendance and an analysis of the number of residents living within a five or ten minute drive of each facility (as presented in Table V-1). The calculations also considered the overlap between the service areas of facilities so that residents were not counted more than once. The facility with the highest projected attendance is the Shillito Regional Aquatic Center at over 80,000 visitors per year, due to the wide range of amenities available at the facility. Attendance improvements are projected at Castlewood and Douglass Aquatic Centers, resulting from the improvements to those facilities. A slight decrease is projected at Southland Aquatic Center due to the proximity to the new facility at Shillito.

As a result of the city minimum wage increase to \$9.10, aquatic staff wages will increase by 10% and will increase by another 9% when the minimum wage increases to \$10.00. These wage increases will result in an increase in operating expenditures of \$78,000 initially and another \$77,000 after the second increase, without any changes in the pools. Therefore, for the existing pools, the annual expenses will ultimately increase from an average of \$1,181,482 to \$1,336,000 with no increases in revenue. As a result, the annual operating deficit will increase from \$617,000 to \$772,000, if no changes are made to the existing aquatic facilities in Lexington.

The projected attendance for Lexington aquatic facilities after the recommended improvements can be seen in Table V-4. The expenses in this table include both of the minimum wage increases, while the revenues are based on the existing fee structure (no increase in fees). The operating deficit for the existing facilities with improvements and the three spraygrounds comes to \$576,877, less than the projected \$772,000 loss annually if the city does nothing to improve the pools.

The projected expense are based on gallons of water at each facility. Currently, the number of gallons of all pools is 2,228,272 with total expenses of \$1,181,482 (average of 2012-2014). The benchmark is current expenses at \$0.52 per gallon with an increase due to rise in the minimum wage to \$0.60 per gallon. The proposed aquatic center at Douglass would have approximately 173,000 gallons of water for a total operating cost of \$104,000. The proposed new aquatic centers would have approximately 434,000 gallons of water with the inclusion of the lazy river, resulting in total expenses of \$260,000 each (deduct \$50,000 each if the lazy rivers are not included). The spraygrounds will require annual operations costs of approximately \$10,000 each.

The proposed Shillito Regional Aquatic Center would have approximately 690,000 gallons of water for a total of \$414,000 in annual expenses, including the non-pool specific expenses allocated to aquatics. The proposed size of all bodies of water at Shillito is roughly twice the size of Southland. Accordingly, the facility, based on the proposed concept, will require approximately twice as many lifeguards. Overall, the total number of lifeguards will likely increase from the current number of 108 to approximately 142 to staff the improved facilities, depending on the number of hours each works.

If higher rates are charged for usage of the new Shillito Regional Aquatic Center, an increase of the adult rate from \$5 to \$7, the city could generate additional revenues of approximately \$200,000. These rates would be in line with similar facilities in other Kentucky cities and would turn the facility's \$74,000 deficit into a \$125,000 profit, putting the overall annual operating deficit for aquatics at approximately \$375,000.

Other opportunities should also be considered for increases in fees and lowering of the annual cost to provide aquatic services. Section III provided a comparison of fees throughout Kentucky and identified that Lexington's fees for individual season passes and daily rates are substantially lower than communities throughout Kentucky. Considering the fact that all facilities will be upgraded through this Plan, the Division of Parks and Recreation, and City Council could justify consideration of raising the fees to be more in line with other communities, but still keep the facilities affordable. Scholarship opportunities must be available for persons who may not be able to afford the increased fees so as not to limit access to the aquatic facilities. The adult individual passes could be increased to a range of \$75 to \$90, still less than the surrounding communities of Nicholasville, at \$100, Georgetown, at \$125, and Richmond, at \$90, and closer

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to the Kentucky average of \$84. Most communities offer lower youth and senior rates and a suggested range would be \$60 to \$80. The daily fee for adults could be raised by \$1 to \$6 and still be lower than the Kentucky average of \$7.29 and in line with surrounding communities. This Plan does not suggest a change in the youth fee, and does suggest keeping the senior rate at its current \$5.

In order to prepare for future improvements needs, the city should allocate approximately \$50,000 annually for preventative maintenance and equipment replacement. These funds would be used for the replacement of pool liners, resurfacing of slides, pump replacement, or other needs. Finally, improvements to existing pools and development of additional facilities should be accompanied by marketing efforts to inform residents of the new and improved aquatic services available in Lexington.

### **Lifeguard Recruitment and Retention Recommendations**

As discussed in Section III, one of the biggest challenges today in the aquatics industry is the recruitment and retention of lifeguards. Some creative and effective recruitment and retention programs have been implemented by other agencies to help to address this issue. Potential solutions for the Division of Parks and Recreation to consider are listed below.

#### Potential Solutions

- Consider all of the different certifying agencies (in some cases an agency can use both Starguard and Red Cross certification).
- Become a training agency and look into the alternative industry certifying agencies (ASCO, Starguard, Red Cross, Ellis).
- Consider a selection process based on the needs of each facility. If a facility has only shallow water, a candidate does not necessarily have to be a strong enough swimmer to retrieve a block at 15 feet below the surface.
- Provide training for free if lifeguards stay for the entire summer or offer some type of rebate program.
- Provide food and beverage credits for those working tough-to-man shifts.
- Consider using Slide Attendants if short on staff. (It means maintaining another rotation, but they could also do maintenance.)
- Treat your lifeguards as professionals. Do not require them to also clean restrooms. (They can help with some other responsibilities, but using them for maintenance has a negative impact on their attitude and their appearance to the patrons. Some may not know how to clean and may not take the job for that reason.)
- Advertise for employment at movie theaters, college campuses, mall kiosks, and high school closed circuit TVs.
- Offer a "finder's fee" to any current employee that brings in a new employee. They receive a finder's fee if the new employee stays for X number of weeks.
- Emphasize a "summer experience" rather than just a summer job.
- Trade advertising with movie theatres and other attractions for tickets to use as staff incentives. Also, trade advertising at your center for passes for visits.
- Communicate on their level, including texts and through a Lifeguard Facebook page.
- Get them involved in decision making such as uniform selection.
- Provide uniforms, hats, and accessories that are "on trend" to improve recruitment and retention and work with staff on the selection, keeping in mind modesty, durability, and safety requirements.
- Advertise the position of lifeguard as a resume builder and make lifeguards feel like a vital part of a team. Get them involved in philanthropic events at aquatic facilities. (This group of potential employees is certainly motivated by money, but studies show that everything counts, and this group wants an intrinsic experience.)



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- Compliment and recognize lifeguards with incentive plans, such as a simple wooden beads on their lanyards (a different bead for each job well done). Provide a prize for the guard with the most beads at the end of the year.
  - Give food vouchers for each 5 hours worked as an incentive.
  - Provide a 10%-20% discount on all concessions and provide passes to visit the facility when not on duty.
  - Invite staff to Holiday Parties, Lifeguard Proms, and other “experiences” that make them special. (These types of activities have proven successful.)
  - Survey staff electronically and ask them to rank why they have chosen to work for Lexington Aquatics.
  - Use shorter rotations as attention spans may be short and encourage lifeguards to exercise between shifts.
  - Consider theme based recruitment and retention program such as the one offered by The Wave Waterpark in Vista, California. (Their program offers a “Fantasy Lifeguard Staff” program that mimics Fantasy Football Leagues and an annual Lifeguard Challenge).
  - Create a series of in-service trainings opportunities that provide memorable experiences, expose staff members to the benefits of working for the Division of Parks and Recreation, and make them feel a part of the whole operation.
  - Consider senior or “experienced” lifeguards. Provide the training, be aware of their scheduling preferences, and provide leadership opportunities with their contemporaries. (These employees are best used at slower times such as guarding for swim team, parent/child swims, swim lessons, and water aerobics.)
  - Consider Deck Managers or Deck Ambassadors, not the answer to the shortage of lifeguards, but to enable Aquatics to have someone on deck that is trained to know proper guest behavior, eliminate other chores that some facilities require of their lifeguards, and control deck behaviors otherwise expected of lifeguards. (They can conduct diaper checks; manage the deck for swim testing, be an additional set of eyes for pool parties and check periodically in locker rooms. With some training and swim instruction, Parks and Recreation could get a lifeguard out of the experience.)
  - Consider longer rotations for lifeguards during slower times and consider rotations to a slower paced seat after an active one.