Item 15

City of Delta
COUNCIL REPORT
Regular Meeting

To: **Mayor and Council** File No.: **6240-20/Win**

From: **Parks, Recreation & Culture and Communications & Engagement Departments**

Date: **February 29, 2024**

Winskill Aquatic and Fitness Centre Renewal

The following report has been reviewed and endorsed by the City Manager.

▪ RECOMMENDATIONS:

A. THAT the existing Winskill Aquatic and Fitness Centre be replaced with a new purpose-built aquatics and fitness centre.

B. THAT staff be directed to issue requests for proposals for an architect and construction manager to proceed with the replacement of the facility.

C. THAT staff be directed to commence a community engagement program to obtain input from user groups, Delta residents and neighbours.

▪ PURPOSE:

To seek direction from Council on the replacement of the Winskill Aquatic and Fitness Centre at Winskill Park.

▪ BACKGROUND:

The Winskill Aquatic and Fitness Centre ("Winskill") is the City of Delta's ("City") oldest indoor aquatic facility, at nearly 50 years old. Constructed originally as a swimming only venue, the internal spaces have been modified over the years to offer strength training and stretch space within the building. The existing building offers limited space and equipment, and does not accommodate all fitness needs. Additional space for fitness classes is accommodated through use of the second level of the adjacent annex building ("Annex").

In addition to having fitness on the upper level, the lower level of the Annex is licensed to BGC (formerly named Boys and Girls Club) who provide a variety of youth related programs. While the Annex has filled a gap, the limited access for people of all abilities, layout, condition and ventilation systems are not considered adequate for the functions that occur at this location.

In the summer of 2019, the City awarded a contract to conduct a facility condition assessment of Winskill in order to provide background information on the facility's general condition before decisions regarding upgrade, expansion or replacement would occur. The assessment concluded that the various facility mechanical systems are at the end of their service life, and although structurally sound, the facility does not meet current building codes.

In the spring of 2020, the City awarded a contract to complete a conceptual design and feasibility review. Three concepts were developed based upon user group and public consultations and the previously completed building condition assessment. At its April 11, 2022 Regular Meeting, Council was presented with proposed design concepts and directed staff to develop an additional concept design that utilized the existing building structure and incorporated the necessary additional space for fitness and multi-purpose room(s).

In 2022 staff conducted further analysis on the feasibility of renewing Winskill with a focus on maintaining the main aquatics building, while performing interior renovations and a modest addition to incorporate the Annex functions. Several options were explored through a series of design charrettes, development of conceptual designs and pricing, with input from Council. The options allowed for improved programming space and upgrades to all mechanical systems, although expanded pool and gymnasium spaces were not able to be incorporated.

As part of its discussion on the 2024-2028 Financial Plan, funding was set aside for further exploration of options including a renovation with a significant expansion, and a full replacement with consideration for additional swim lanes and dive features.

▪ DISCUSSION:

In response to questions that arose by Council during budget discussions last fall, the following analysis has been performed:

- Facility Hazardous Material Testing
- Hazardous Materials Soil Testing
- Geotechnical Drilling/Analysis
- Construction Site Access Analysis
- Design Charrette Sessions with staff
- Updated cost estimates incorporating the results of the above analysis

Key considerations of a renovation vs. replacement (Attachment A) were reviewed including community and environmental impact, long-term needs, risks, facility and amenities, and financial. The analysis concludes that the two options will result in very similar construction costs in the range of $120-130 million.

Factoring in these considerations, replacement is recommended as it best meets the long-term needs of the community, minimizes disruptions to current Winskill users, and reduces potential risks and unknown costs associated with the project.

The proposed new facility would consist of the following key features:

- Eight lane 25 metre pool with consideration of expanding to ten lanes
- 1 metre and 3 metre diving boards
- Leisure and teach pools
- Accessible hot tub, sauna and steam room
- Fully equipped fitness centre
- Gymnasium, fitness and movement studios, and multi-purpose spaces
- Accessible change rooms and administration space

The new facility also contemplates dedicated space for BGC.

Full replacement offers the potential to consider the placement of the facility within Winskill Park closer to 56 Street. Different facility locations in the park could allow for the realignment and upgrade of existing playing fields, with the potential to add additional amenities that could address existing capacity challenges. Impact to field users as a result of moving the facility closer to 56 Street and associated field realignment would depend on the location and timing of construction but would likely involve decommissioning of one to two playing fields over the three year project. Project costs could increase up to an additional $10 million, if field realignment and upgrades are undertaken as part of this project.

In 2020, the City commissioned two reports to take inventory and understand the health of the trees at the Winskill Park. The reports identified 596 trees in the southwest/west area, with 317 in poor health, 269 in moderate health and 10 in good health. Since that time, the City has removed 25 trees. Further assessment of the trees and impact of the project will be reviewed during the next phase. The City would install additional trees at other locations to compensate for any losses that occur.

Procurement and Construction

The construction management project delivery method has been selected in order to realize the following benefits:

- Constructability review during detailed design
- Potential to return cost savings to the City during construction
- Augment City staff's ability to manage the project.

This will require retaining a construction manager at the same time as selecting an architect to design the facility. The procurement process would begin immediately, should Council direct staff to move forward with a replacement facility.

Community Engagement

Staff are proposing an engagement process that will ensure that the interests and impacts of this project on user groups and the community are fully understood and considered. Groups that will be targeted for communication and community engagement include:

- Facility Users
- Aquatic User Groups
- Delta Residents
- Neighbouring Residents
- Aquatic Staff
- Annex Users (BGC)
- Park Users (Disc Golf, Baseball, Soccer, Outdoor Volleyball)

A multi-phase process has been designed that will ensure interested parties have the information and opportunities they need to participate meaningfully in planning efforts. The following outlines a selection of the proposed steps and actions that would occur in each phase of engagement in the coming months.

Phase 1: Raise Awareness
The first phase would inform the community about the need for a new facility, the work that has been completed to date and the process going forward, including community engagement. Examples of the activities that will occur in support of Phase 1 include notification of user groups and neighbouring residents, and public information (fact sheet, video, website).

Phase 2: Engage on Features
The second phase will get underway once the contract is awarded to the architect. This phase of engagement will invite input on key features such as lanes, leisure pool and fitness centre features, and facility location within the park. Examples of the activities that will occur in support of Phase 2 include various online communication, including Let's Talk Delta, and in-person sessions to gather feedback and inform the community on the project.

Phase 3: Engage to Finalize Aesthetics
The input gathered in Phase 2 will be used to finalize the scope and detailed design of the facility. The detailed design will be shared with user groups and the community in Phase 3 and further input will be gathered on the aesthetics of the facility. Examples of the activities that will occur in support of the third phase include various in-person sessions and Let's Talk Delta updates.

Project Timelines

Should Council support the recommendations of this report, the key milestones are:

- 2024: Public engagement and design
- 2025: Ground breaking (summer)
- 2026: Construction underway
- 2027: New facility opens (summer), demolition of the existing facility (fall).

Regular updates will be provided to Council on progress throughout the project, and at critical decision points, such as finalizing the project details.

Other City of Delta Recreation Facility Needs

There are additional recreation facility upgrades and expansions needed to meet the growth in the City beyond Winskill. Once the Winskill replacement progresses to the construction stage, staff will commence planning and engagement with the community to identify recreation facility needs for other parts of the City.

Implications:

Financial Implications - The replacement of the Winskill Aquatic and Fitness Centre is estimated to cost in the range of $120 to $130 million. Staff are proposing that the project be primarily funded by borrowing, but will also be actively seeking grant funding opportunities and exploring other funding sources.

Given that the City has no debt and, with the introduction of the Recreation Capital Investment Levy included in the approved 2024 Financial Plan, the City is able to service the necessary borrowing for the project. Recognizing that recreation facility upgrades/expansion are also needed elsewhere in the City, staff completed an analysis of the City's borrowing capacity. Based on the analysis, the City is well positioned to undertake additional borrowing to address other major recreational capital projects in Delta over the next five years.

Potential Impacts – The replacement of Winskill will bring many benefits and address the current and future needs of the community, however there are a number of potential impacts highlighted below:

- Depending on location, field users may be impacted with field closures during the project, for up to three years;
- Disc golf course may be impacted depending on changes that occur in the park;
- Potential removal of many existing trees within the park, however these trees are generally already in decline and would be replaced by reforestation efforts elsewhere;
- Traffic congestion may exist for users of the existing facility during the project; and
- Neighbours may experience construction traffic, noise and construction activity during the project

The benefits and potential impacts of the project will be explored in more detail through the community engagement and detailed design stages of the project.

▪ CONCLUSION:

The current Winskill Aquatic and Fitness Centre does not meet the present nor future needs of the community and has reached the end of its useful life. A significant investment is required, and based on the analysis completed, replacing the existing facility with a new purpose-built aquatics and fitness centre is the option that maximizes value to the community. Given the healthy financial position of the City, it is well positioned to borrow funds, service this debt, and construct a much needed aquatics

and fitness centre in South Delta that will meet the needs of our growing community over the coming years. Planning is needed to identify other major recreation facility renewals required to meet the needs of all Delta residents.

Jim Bauer
Director, Major Capital Projects

Deanie Wong
Director, Communications & Engagement

Department submission prepared by: Jim Bauer, Director, Major Capital Projects
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This report has been prepared in consultation with the following listed departments.

Concurring Departments		
Department	Name	Signature
Finance	Navin Chand	NC
Parks, Recreation & Culture	Trent Reid	TR

- **ATTACHMENT:**

A. Winskill Renewal – Key Considerations

Winskill Renewal – Key Considerations

Category	Renovation - Not Recommended	Replacement – Recommended	Common to Both Options
Financial	• Renovation increases risk and uncertainty and requires larger contingency with potential cost increases	• Funding needed to maintain existing facility until new facility is complete	• Larger facility requires increased staff complement & greater operating costs
Community Impact	• Significant disruption to Winskill Aquatic and Fitness Centre users during renovation given a full closure • Limited impact to disc golf	• Minimal interruption to services as existing facility to remain open during construction • Potential greater impact to existing disc golf	• Impact to BGC (Boys and Girls Club) • Congestion during construction, need to address construction access
Environmental	• Adaptive reuse of the existing pool tank is a considerable sustainable achievement – reduction in construction greenhouse gases • Limited impact to adjacent forest • Minimal site disturbance apart from areas that are already occupied	• Potential greater site disturbance and impact urban natural tree space • Greater degree of achieving measurable sustainable goals for a new facility from building to operational efficiency	• Choice of higher efficiency building services or carbon neutral operations (electrification) • Both built with a focus on environmental performance across a number of areas
Long Term Needs	• Main tank cannot be expanded beyond 6 lanes • Unable to meet current and future needs of swim clubs, lane swim, programs, and lessons	• Meets long term growth needs with 8 lane (and potential 10) • Potential park use improvements through new facility location	• Leisure pool addition provides improved recreational offering • Gymnasium, fitness, and multipurpose needs are met
Risks	• Uncertainty may also create schedule delays	• New placement may result in archeological issues	• Volatile construction market with ongoing escalation risk
Facility & Amenities	• 50 year old tank – renovations required over next 20 years • Retains dedicated dive tank	• Longer life of tank before renewal is required • 1 & 3 metre diving boards incorporated in lane pool	• Leisure tank, hot tub, teach pool • gymnasium, fitness, multi purpose spaces • Accessible change rooms • Administration space