FIDALGO POOL & FITNESS CENTER

1603 22nd Street
Anacortes, WA 98221
360-293-0673 (phone)

**Agenda for the Special Meeting of**
**The Board of Commissioners**
Date and Time: 5:30 p.m. Monday, June 29, 2026
Location: Fidalgo Pool and Fitness Center

**CALL TO ORDER**

- Welcome Guests
- Identify Commissioners and Staff Present

**PUBLIC COMMENT –**

**NEW BUSINESS-**

- Commissioner's work session to discuss options for path forward of FPFC
  - 2/5/10 year capital improvements
  - 2017 Facility Audit
  - 2024 White Paper

Public comments received by Executive Director prior to 3pm on the day of the meeting will become part of the record for the meeting. FPFC is committed to making public meetings accessible to all community members. For assistance with special needs, or If there are any questions regarding this agenda, please contact Arik Dahlen, Executive Director at 360-293-0673 x107 or adahlen@fidalgopool.com

## Fidalgo Pool (Draft)

## Capital Improvement Recommendations

| Project | Notional Cost | 1-2 Years 2026-27 Levy | 3-8 Years 2028-32 Levy | 9 Years + 2033 Levy |
|---|---|---|---|---|
| Exterior Gutters & Roof Repairs | 15,000 | X | | |
| Paint Facility Exterior | 15,000 | X | | |
| | | | | |
| Facility Mech. Elect. & Plumbing Review | 75,000 | X | | |
| Boiler Room Upgrades | TBD | | X | |
| New Boiler System | TBD | | X | |
| New Domestic Water Heater | TBD | | X | |
| Filter Room Upgrades | TBD | | X | |
| Replace UV System | 50,000 | | X | |
| | | | | |
| Pool Resurfacing , Down to Gunite | 400,000 | | X | |
| Paint Pool Atrium and Locker Rooms | 35,000 | | X | |
| New Slide | 50,000 | | X | |
| Pool Atrium Air Evacuation Upgrade | 75,000 | | X | |
| Repair/Regrout Pool & Locker Rooms Tile | 20,000 | | X | |
| New Locker Room Partitions | 16,000 | X | | |
| Pool Atrium Dehumidifier | 50,000 | | X | |
| | | | | |
| New Flooring, Lobby/Gym/Party Room | 20,000 | | X | |
| Precor Fitness Equipment Modernization | 40,000 | | X | X |
| Gym HVAC ERV | 15,000 | X | | |
| Upper Fitness HVAC Duct Modification | 8,000 | | X | |
| Party Room HVAC & ERV | 30,000 | | X | |
| | | | | |
| New Roof - 2210 J Avenue | 40,000 | | X | |
| New Roof - 2222 J Avenue | 35,000 | X | | |

# Fidalgo Pool and Fitness Center
# Facility Audit
# Anacortes, WA

Counsilman - Hunsaker
AQUATICS FOR LIFE

In Association With

**ARC Architects**

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# FIDALGO POOL AND FITNESS CENTER

## INTRODUCTION

Counsilman-Hunsaker, in association with ARC Architects, was authorized by the Fidalgo Pool and Fitness Center to provide a swimming pool audit in January 2017 on the Fidalgo Pool. The indoor pool was constructed in the 1975 and is a "T-Shaped" 6-lane, 25-yard by 6-lane, 25 meter competition pool.

Counsilman-Hunsaker was commissioned for this audit to assist in identifying items that are substandard or not operating as designed, as well as to offer insight to help the owner consider various options for the future of the pool. Providing a safe and sanitary environment for the users of the pools is the highest priority for Counsilman-Hunsaker and the Fidalgo Pool and Fitness Center.

A site visit to the aquatic facilities was performed by George Deines from Counsilman-Hunsaker on January 23, 2017. The purpose of the site visit was to evaluate the existing indoor pool including the pool and mechanical system.

The Fidalgo Pool is in declining physical condition, and the mechanical system is in need of a complete renovation. Counsilman-Hunsaker will typically assign a life-span of 40-50 years to an indoor aquatic center. At 42 years, Fidalgo Pool and Fitness Center in the middle of this timespan. There are several areas where the pool does not meet the current State of Washington Code.

- The depth markings around the perimeter of the pool are incorrect, when compared to the actual depth of the pool.

- The current perimeter overflow system cannot handle 100% of the pool's flow rate as required by code.

- The pool does not have "No Diving" markings around the perimeter of the shallow end.

- The pool floor drops immediately from a depth of 4 feet to a depth of 12 feet. The administrative code as well as the industry standard requires a maximum slope of 1:3 from shallow water to deep water.

- The pool surface has significant staining in both the shallow and deep ends and surface etching has started to occur.

- ADA requires two means of access for pools with a perimeter larger than 300 lineal feet. A primary means of access is a pool lift and a secondary means would include a stair entry with the appropriate hand rail spacing. Currently the pool has only one means of access.

- There is insufficient storage space for deck equipment.

- Spectators are unable to see the first two lanes from the spectator seating area on the second level.

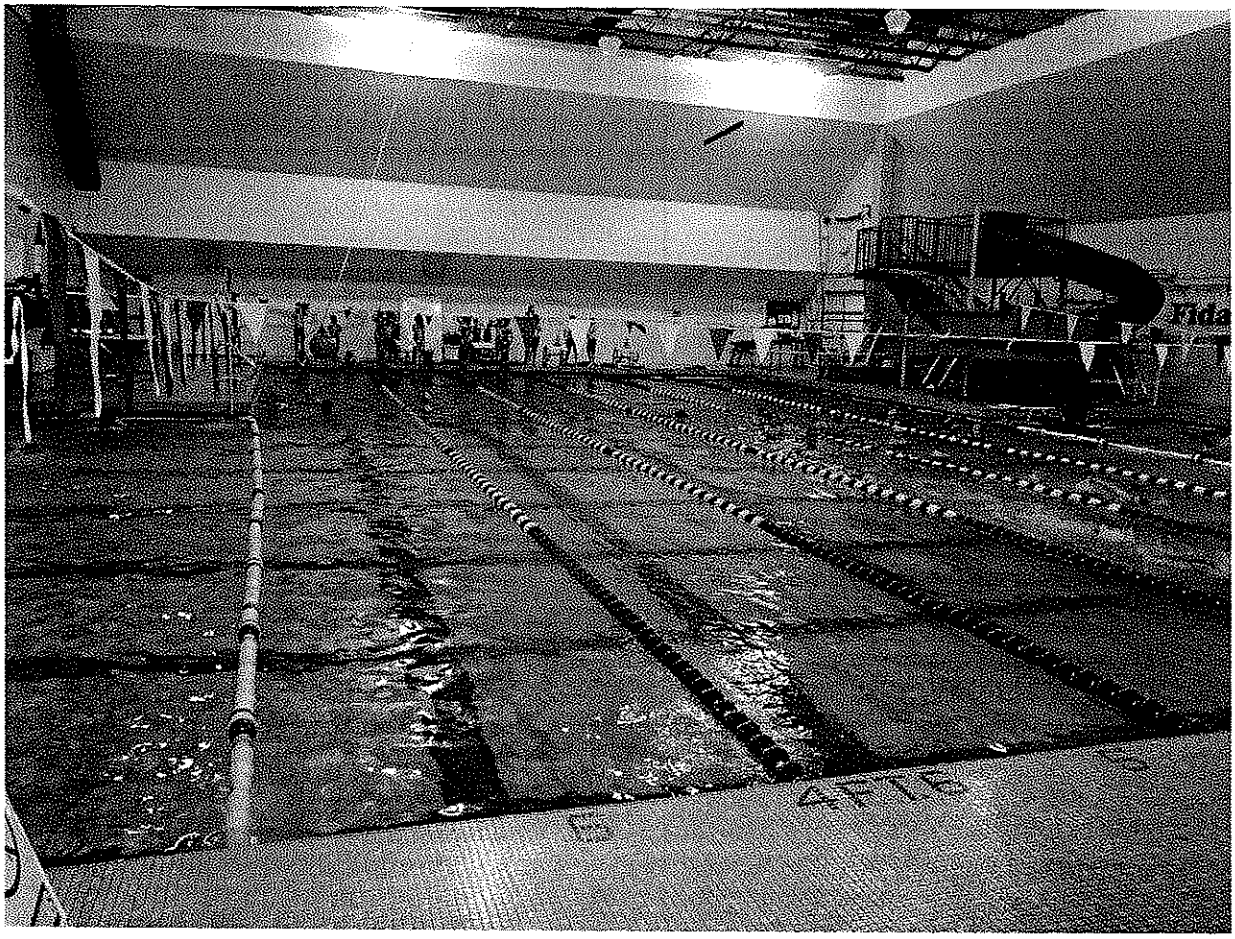
- The current mechanical system is functioning; however, within the next 5-7 years this equipment will begin to reach the end of its useful lifespan. If plans call for extending the life of Fidalgo Pool for more than 5-7 years, a complete mechanical room renovation should be considered.

- Counsilman-Hunsaker typically assigns a 40 to 50 year lifespan to indoor aquatic facilities. The Fidalgo Pool and Fitness Center is within the recommended age for a substantial renovation or new construction.

The findings of the facility audit indicate that the pools have a multitude of deficiencies that require major repairs. It is the Consultant's opinion that the pools are nearing the end of their useful life expectancy, and that the cost effectiveness of undertaking major repairs or renovations to facilities of this age and condition should be carefully evaluated as viable long term solution. It is recommended that the option to replace the facility with a newly constructed aquatic center designed to meet the evolving needs of the Anacortes community and provide compliance with all applicable codes and standards should be given consideration for the purposes of comparison.

# FIDALGO POOL AND FITNESS CENTER SWIMMING POOL INFORMATION

- Facility Opening 1975
- Lap Pool Surface Area: 5,040 sq/ft
- Lap Pool Total Volume: 280,000 gallons
- Flow Rate: 803 GPM
- Turnover: 5.8 Hours



## ADMINISTRATIVE CODE

The state administrative swimming pool code referenced as "Washington State Code" in the report is as follows.

Washington Administrative Code
Chapter 246-260 WAC
Water Recreation Facilities

Applicable Federal Code Section:

Virginia Graeme Baker Pool and Spa Safety Act (VGB)
ASME/ANSI A112.19.81
Signed into Law on December 19, 2007
CPSC Staff Interpretation of Section 1404 issued on June 18, 2008

Americans with Disabilities Act (ADA)
U.S.C. 12101 et seq.
Signed into Law on July 26, 1990

The administrative code requirements must be satisfied if a major modification of the pool is undertaken or if a particular item or piece of equipment is in need of repair. The recommended repairs address all administrative code items identified in this report.

# POOL ITEMS

CH Observations, Comments and Recommendations:

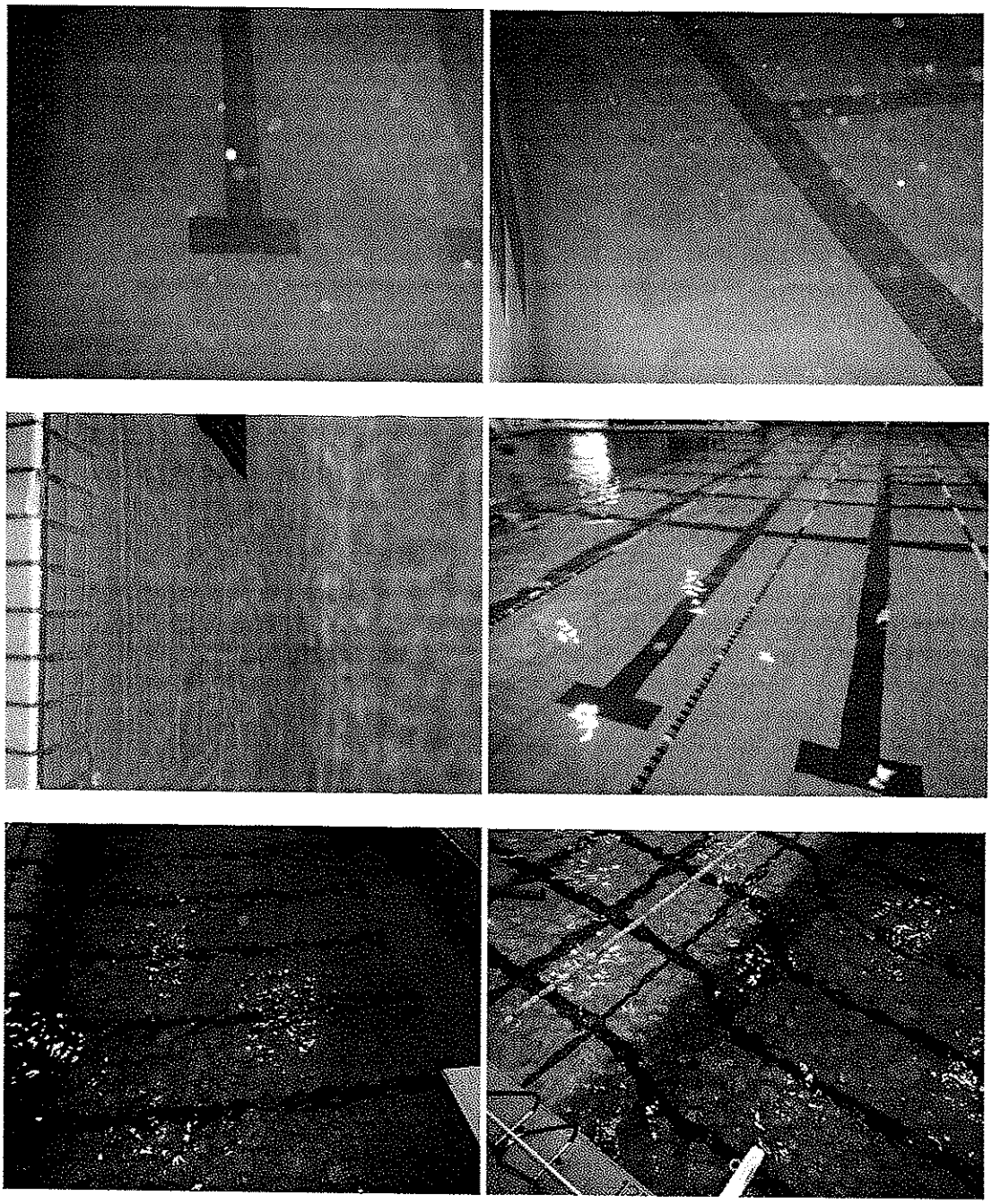
## A. Structure and Finish

Constructed in 1975, the concrete pool shell is now 42 years old. The plaster pool finish features tile trim, including tile lane markings and wall targets. The gutter is tiled with 1" x 1" tiles, in between the tile pool deck and the plaster pool finish. The existing tile and plaster pool finish shows significant signs of staining, both on the pool floor and on the pool walls. There are also signs of etching of the pool surface.

Staining of the pool surface can be attributed to poor water balance or metals found in the pool water. Fill water which is high in copper or iron must be removed or severe staining can result. Staff should ensure the pool water balance is adequate to prevent scaling and corrosion. Rust colored stains can be a clear indication that the pH of the pool water is out of balance. The low pH levels are typically caused by overfeeding muriatic acid. Corroding of cast iron piping remaining in the system is another potential source for this staining. This is a common issues in indoor pools. The surface can be cleaned when the pool is drained for routine maintenance, but with the extent of the staining a new application of plaster or quartz aggregate surface such as Diamond Brite is recommended.

Staff report that some sources of iron that may have contributed to the pool stains have been removed in the last few years, including a rusted chain fall system and two large iron brackets in the surge tank that supported the pool water fill tube and the pool water level float tube.

The pool floor drops immediately from a depth of 4 feet to a depth of 12 feet. The Washington administrative code as well as the industry standard requires a maximum slope of 1:3 from shallow water to deep water. Assuming a future slope modification occurred at the current 4 foot depth, the slope and depth of the diving well would no longer be in compliance.



## B. Perimeter Overflow System

A fully-recessed gutter with an all-tile finish is provided for surface skimming around the pool perimeter. The gutter system is in fair condition and has noticeable staining of the tile, but very few tiles were observed to have delaminated. The pool gutters drain by gravity to the surge pit through a 10" pipe that can handle up to 672 GPM at 3 ½ ft/sec. This piping is rated to handle 83% of the overall flow for the pool.

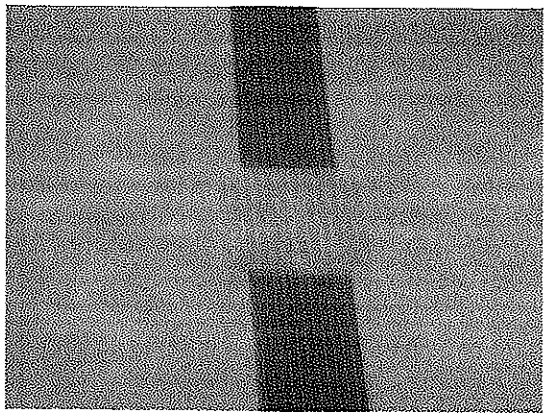
The current Washington Administrative Code requires overflow gutters shall be capable of continuously removing no less than 100% of the recirculated water, which is not met with the current flow rate and gutter capacity. The ability for the gutters to be able to handle 100% of the pool's flow is generally recommended and an industry design standard.

## C. Main Drains

There are two (2) 24" x 24" square, fiberglass main drain covers located in the deep part of the competition pool. The main drains appear to have secured grate covers that are suction and hair entrapment certified as required by the Virginia Graeme Baker Pool and Spa Safety Act (VGB), ASME/ANSI A112.19.81.

All main drains with dimensions 18" x 23" or smaller are classified as "blockable" and must have a VGB stamped and certified "unblockable" grate cover with tamper proof screws. The federal regulations of VGB were passed by Congress in 2008 and are designed to reduce the potential for suction and hair entrapment in commercial swimming pools at all suction outlets (e.g. main drains, skimmer equalizer lines, etc.). The Consumer Product Safety Commission (CPSC) is tasked with federally enforcing all VGB regulations, but due to the vast number of commercial swimming pools in the United States, enforcement most commonly is the responsibility of the local governing agencies (e.g. public health departments, building departments, etc.).

Staff report that the main drain is gravity-fed. It is routed to a single 10in pipes that is rated 672 GPM at 3 ½ feet per second. The CH standard is for the main drain piping to be rated to handle 100% of the circulation, which is not met by the single 10" pipe at the observed flow rate of 803 GPM.

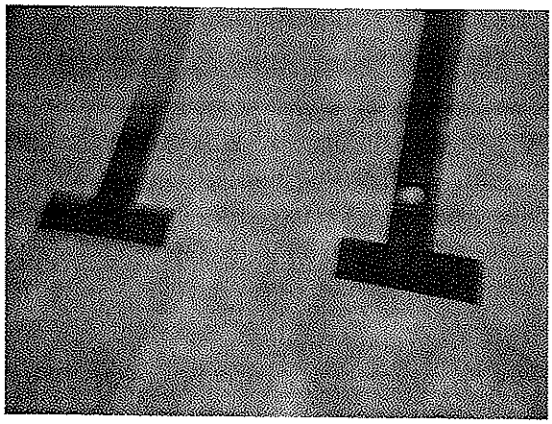


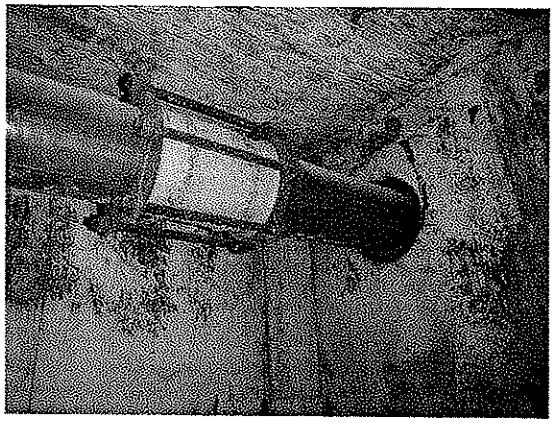
## D. Inlets

The pool is equipped with 12 floor inlets in the shallow end and 6 floor inlets in the deep end. The inlets are fed with a 8" supply line that is rated for up to 812 GPM at 8 feet per second and 975 GPM at 10 feet per second. The flow rate of 803 GPM falls within the rating for the current piping.

Of the two inlet systems (floor and wall), the floor inlets are usually recommended over wall inlet systems for larger pools. The reason is that a relatively equidistant location of the floor inlets provides a more uniform distribution of filtered water over the floor. This situation affects, in a positive way, the subsurface turbulence created by the swimmers overhead. The floor system also provides a "sweep and clean" movement of the water across the pool floor, picking up small dirt and debris.

The Washington Administrative Code requires inlets to be located on the bottom of swimming and wading pools over twenty-five hundred square feet and spa pools greater than ten thousand gallons. The current inlets meet this requirement.



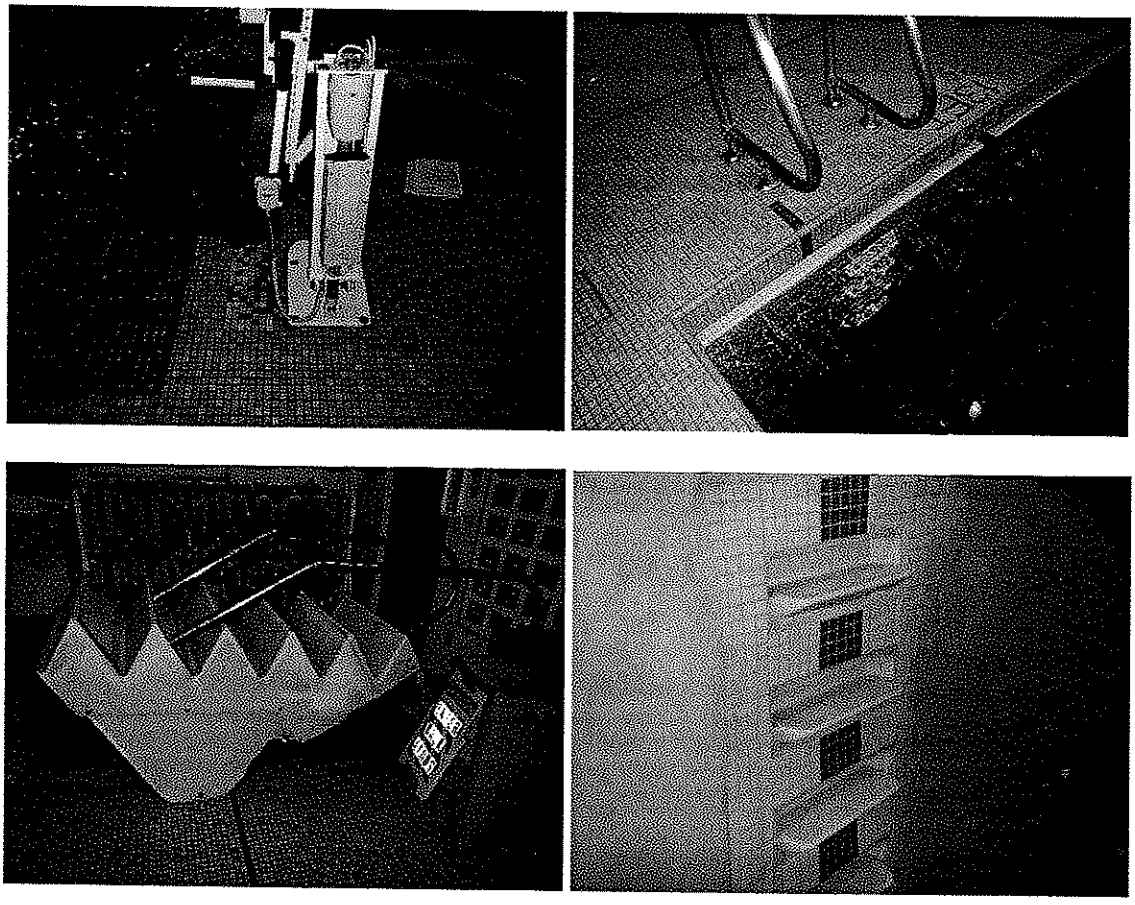


## E. Ingress and Egress

The pool has deck-anchored stainless steel grab rails with embedded steps located around the pool perimeter in the wall. A compliant Americans with Disabilities Act accessible means of entry is provided for the pool. The ADA Act requires that a swimming pool with a perimeter that is more than 300' have at least two accessible means of entry and requires accessible lifts to be capable of unassisted operation from both the deck and water levels. Controls and operating mechanisms shall be unobstructed when the lift is in use.

The pool also has two fiberglass stairs with stainless steel grab rails as an alternative means of entry and exit for the pool. The handrails on the stairs are 27" apart and do not comply with the ADA standard 1009.6.2 Handrails, which stipulates handrails must be within 20" and 24".

"1009.6.2 Handrails. The width between handrails shall be 20" (510 mm) minimum and 24" (610 mm) maximum. Handrail extensions required by 505.10.3 shall not be required on pool stairs."

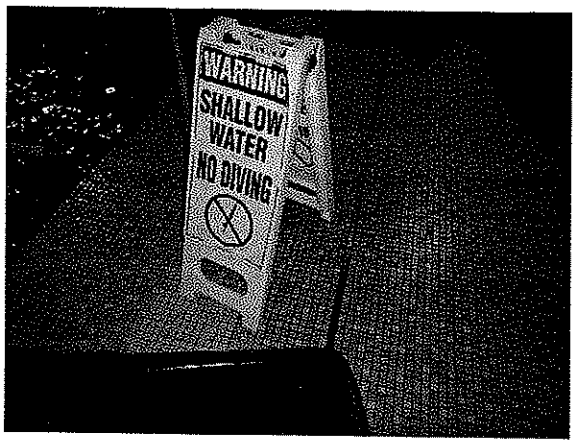


## F. Depth Markings and Warning Signage

Tile horizontal depth markings are located on the tile deck around the perimeter of the pool, and inside the gutters below the deck. The deck tile markings are 7 inches tall while the gutter tile markings are 5 inches tall. This meets the Washington State Code requirement that depth markings should be "Located on the horizontal surface of pool coping or deck of pools within eighteen inches of the water's edge, easily readable while standing on the deck facing the water, in numbers at least four inches high."

The measurements of the pool depth markings are off by roughly 2 inches. Staff reports the gutter lip was raised by two inches several years ago, but the depth markings were never adjusted to reflect the new depth.






## DECK ITEMS

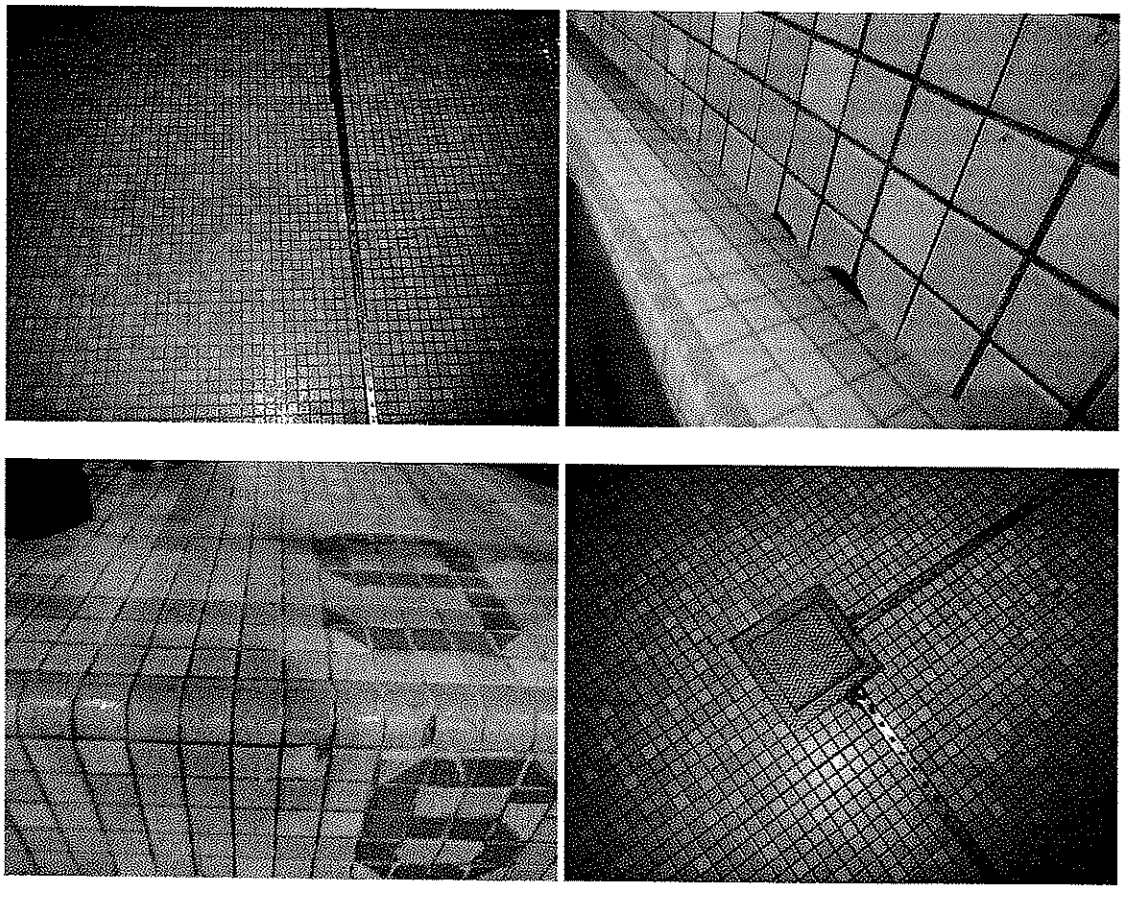
CH Observations, Comments and Recommendations:

### A. Deck

The pool deck is in fair condition with minimal observable cracks. The perimeter trench drain appears to be working effectively as standing water was not observed at the time of the site visit. There were areas of the deck/tile gutter connection that had sharp edges that could cause injury to pool guests, as well as a few areas were the tile had been chipped or in some instances popped off.

This facility meets the Washington State Code requirement for pool decks below.

"For pools fifteen hundred square feet or larger, walking deck surfaces must be at least six feet wide:
(i) Around the entire perimeter of outdoor pools;
(ii) On fifty percent of the perimeter of indoor pools; and
(iii) The remaining fifty percent perimeter of the indoor pool must be a minimum of four feet wide."

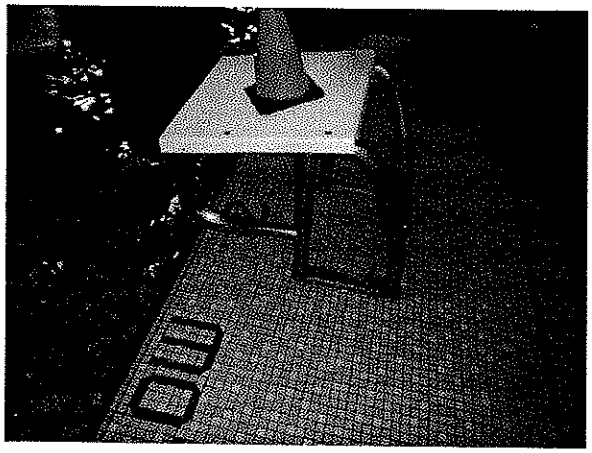


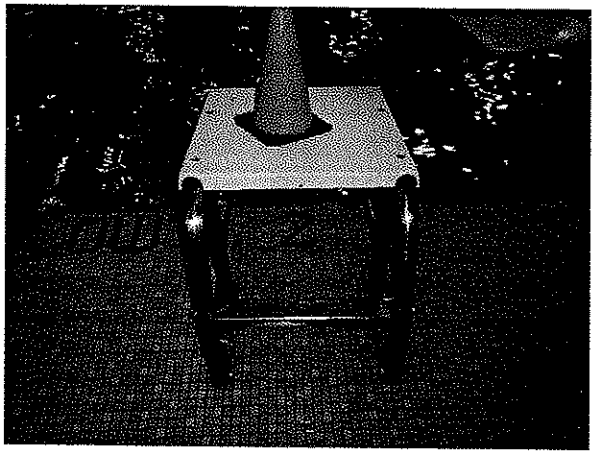
## B. Starting Blocks

The pool has nine (9) starting blocks that are interchangeable and moved in between the shallow end and deep end of the pool, depending on the course length used by the competitive swim teams. This depth requirement meets the National Federation of High School Swimming (NFHS) requirement of a 4 foot minimum depth of water and that the blocks are a maximum of 30 inches above the surface of the water.

The starting blocks are an older model that does not meet the current expectations for competitive swimming. Today's industry standard for starting blocks includes dimensions of 24" x 32" for the platform. The current blocks are 22 x 22 which is close to the minimum standard for starting blocks.

These blocks meet the Washington State Code that requires protective equipment when not in use. "If water depth is less than nine feet, starting blocks must be removed or covered with protective equipment unless used by competitive swimmers trained in proper use of starting blocks."

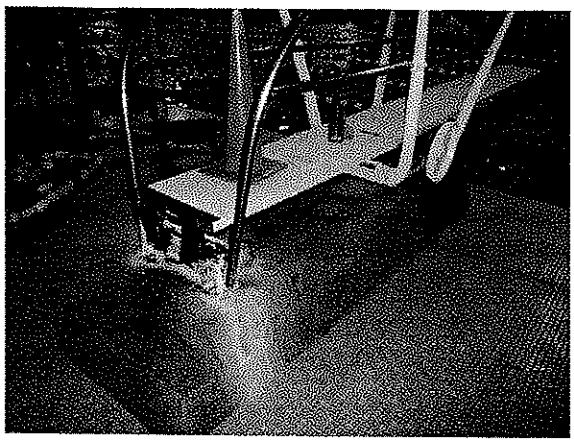


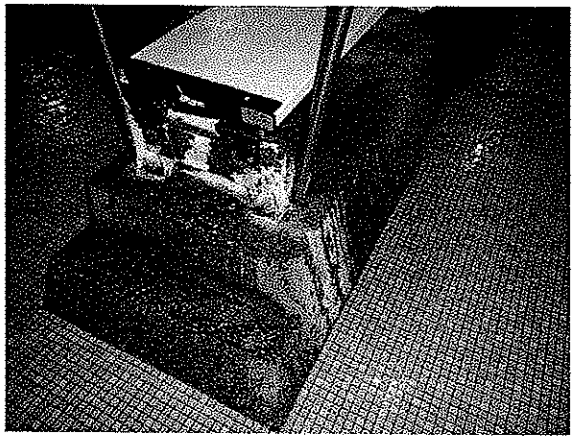


## C. Diving Boards

A single 1-meter diving board is provided. The board is mounted on a concrete pedestal and is in good condition. When comparing the existing diving well dimensions to the dimensional requirements of NFHS, FINA and the NCAA, the following items were observed: (diagrams illustrating these items are found below)

The pool meets the current 1-meter depth/slope requirement for NCAA, FINA and High School.





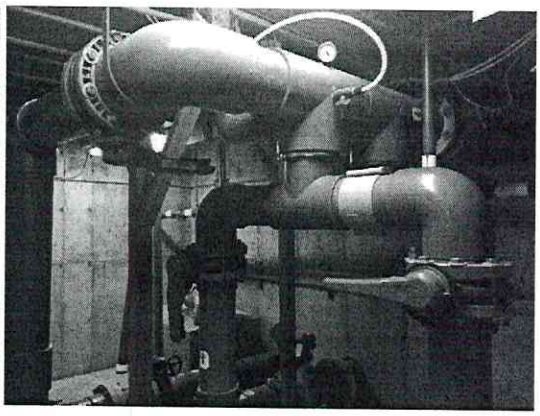
# POOL MECHANICAL ITEMS

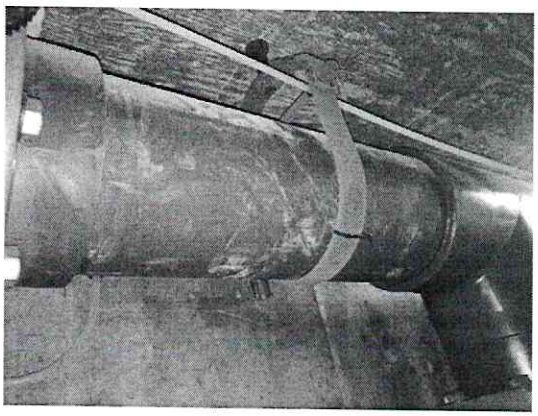
CH Observations, Comments and Recommendations:

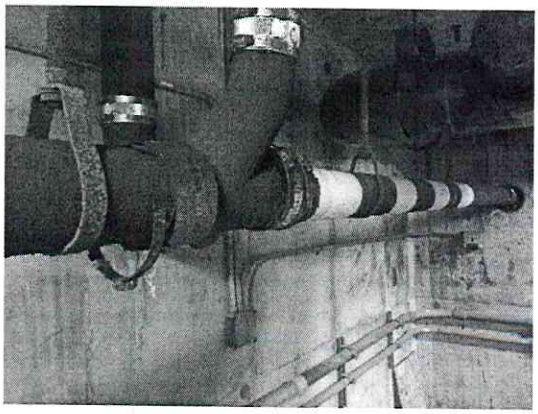
## A. Piping

The visible, above ground recirculation piping for the pool in the pool mechanical room is Schedule 80 PVC piping, which is in good condition. The visible piping in the mechanical room leading to and exiting the pool is Schedule 80 PVC and staff report the gutter drain pipe is PVC for several feet before turning at a PVC elbow. Corrosion is noticeable at some of the pipe connections both the bolts and the valves, but overall the majority of piping and connections are in good condition. There is visible corrosion on several of the pipe supports throughout the mechanical room, and the pipe from the sanitary drain system has significant corrosion. Directional arrows are provided on the exposed piping as per industry standards. The valves in the mechanical room have been replaced as necessary. Several of the overhead pipe supports show significant signs of corrosion.

With a pool of this age it is not uncommon that some of the underground piping has corroded to the point of failure. The corrosion build up on the interior of the pipes also impact pipe velocities and could be contributing to the pool surface staining. A camera test could be done to determine the integrity of the piping.





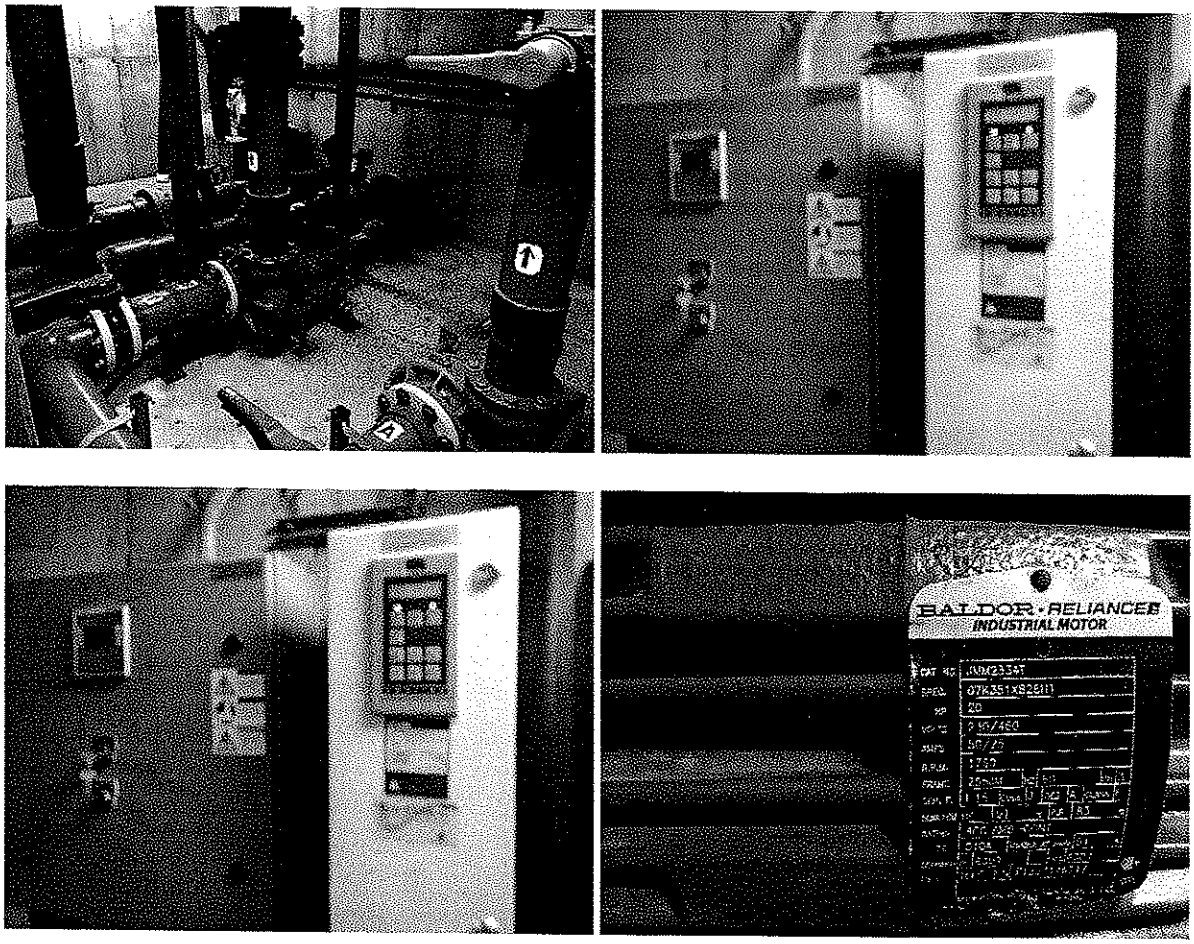


## B. Pump

Both pumps and motors have been recently replaced and are alternately used on a monthly basis. They do have visible signs of corrosion, but appear to be in good condition. The recirculation pump is fed by a 20 horsepower motor. A strainer is provided for the pump as required by the administrative code. The GPM rating for the pump was not verified by nameplate during the site visit.

The pump impeller should be statically and dynamically balanced and trimmed for the specified design condition. A coating system to protect the pump cast iron from corrosion is an industry standard on all non-bronze pumps. Staff should confirm the impellers are coated to ensure their expected lifespan.

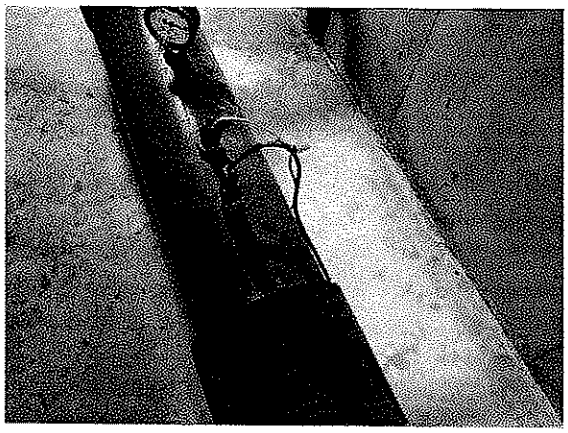
A variable frequency drive is installed on the circulation system, model Eco-Flow-C. A variable-frequency drive (VFD) is a system for controlling the rotational speed of an alternating current (AC) electric motor by controlling the frequency of the electrical power supplied to the motor. Staff report the VFD was installed in 2014 and it is operating correctly at this time.



## C. Flow Meter

There are two flow meters installed on the pool, one is an acrylic flow meter and is installed on the pressure piping back to the pool, downstream from the filter, which is the preferred place for mounting. The other is tied directly into the BecSys chemical controller. Flow sensors should be installed with at least ten pipe diameters downstream and five pipe diameters upstream on a straight run of piping.

The flow meter was giving a reading of 803 GPM which places the turnover at 5.8 hours. According to the Washington State Code, "Owners of swimming pools shall design and maintain water treatment recirculation rates to completely turn over the entire pool water volume of pool in six hours or less." The Fidalgo Pool meets this requirement.

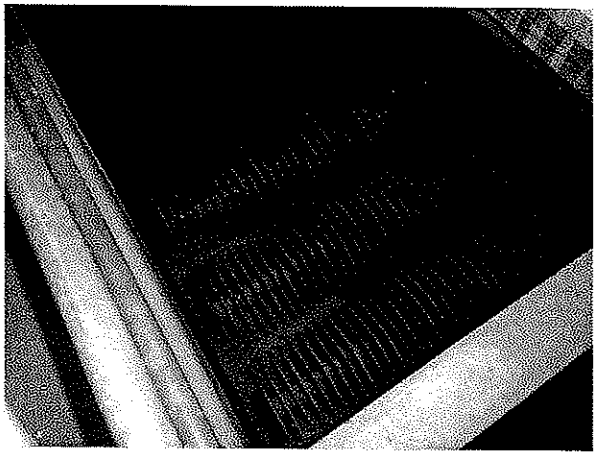


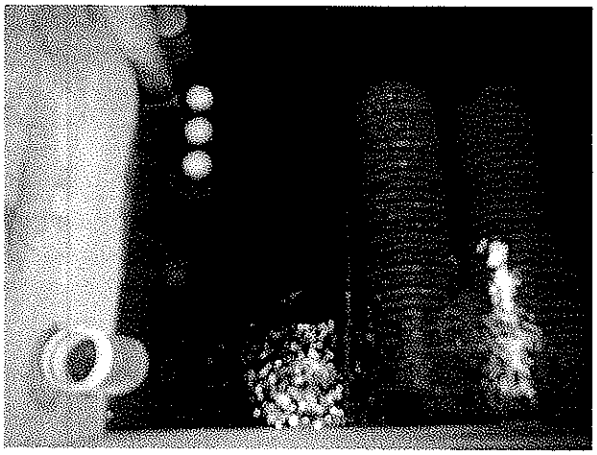
## D. Filtration System / Surge Tank

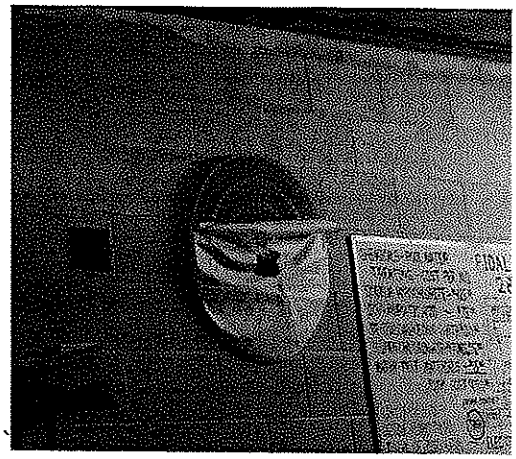
The pool uses open-air vacuum Diatomaceous earth (DE) filters for its filtration. This system was installed during the initial construction. While these filters have served the facility well and provided ample water quality over the years, it is an antiquated system and should be replaced during a facility renovation with either high-rate sand filtration or regenerative media filtration.

The size and capacity of these filters could not be verified by nameplate on site during the audit, but staff notes have estimated each disc at 26 inches of diameter, equaling 121 SF of total surface area. The standard flow rate for this type of filtration system is to stay within 1 to 3 GPM/SF of surface area. With a flow rate of 803 GPM, the filtration rate is calculated at 6.6 GPM/SF which exceeds the industry standard for this type of filter by more than double.

Washington State Code requires the capacity in gallons of the surge tank to equal the square footage of the pool. This would require the surge tank to hold 5,040 gallons.



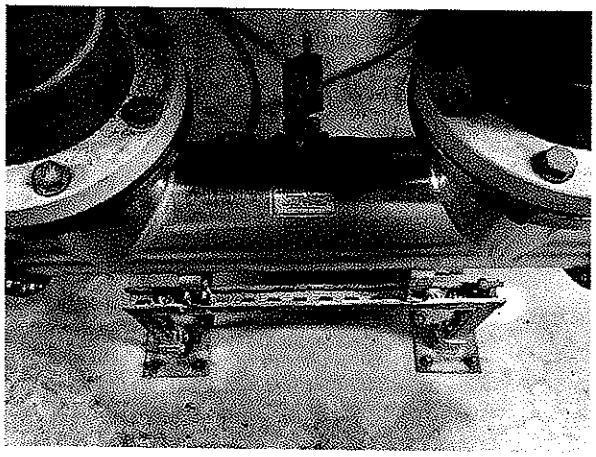


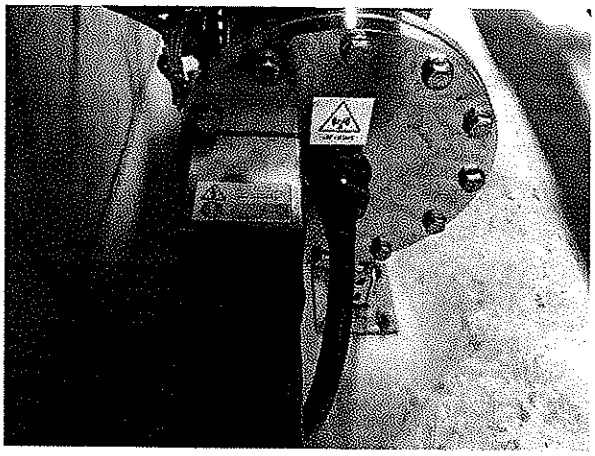


## E. UV System

The pool mechanical system contains a Hanovia Ultraviolet Light Water Treatment System (UV). UV becomes beneficial in water treatment applications due to its ability to eliminate combined chlorine (also known as "chloramines") and kill chlorine resistant pathogens. While UV does break down free chlorine, the good form of chlorine used for pool disinfection, it is still highly recommended due to its ability to eliminate chloramines. Lower levels of chloramines lessens the corrosive off-gassing which attributes to the corrosion of deck equipment, HVAC, and internal structures of some facilities. Additionally, chloramines are typically responsible for the odor and irritation experienced by athletes, coaches and staff.

Eliminating chloramines creates a healthier and more enjoyable environment for facility users and staff. A UV system should be included in any future mechanical system renovations, or the construction of a new aquatic facility. Not only will UV systems kill pathogens and chloramines, but they will also eventually provide cost savings. It is common for a UV units to help lengthen and enhance the life expectancy of building materials, dehumidification units, etc. due to the elimination of combined chlorine before it is released into the air and causes corrosion of these materials.



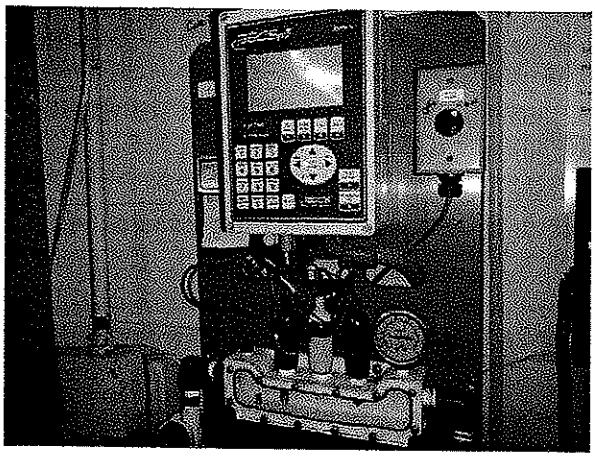


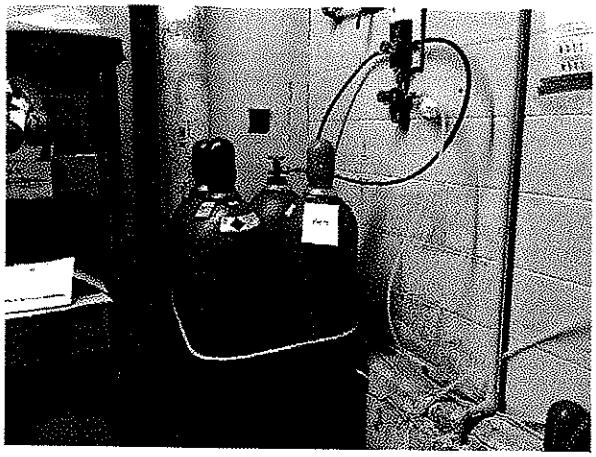
## F. Chemical Treatment System

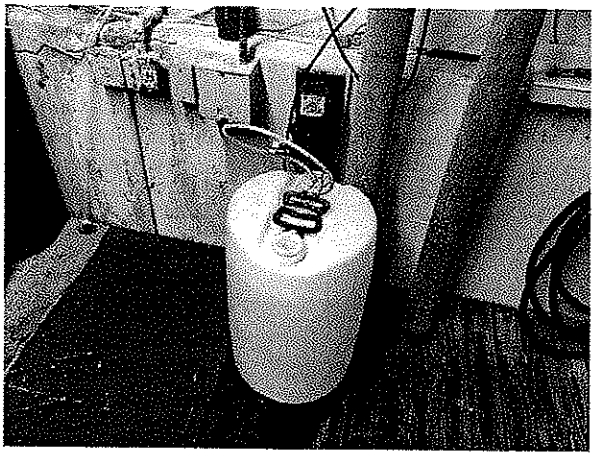
Currently the pool chemicals are located in the same area as the pool mechanical room. The pool is sanitized with Calcium hypochlorite (tablet chlorine) through a Pulsar 3 system and both CO2 and muriatic acid are used as the pH buffer. The 50 lb. buckets of calcium hypochlorite are stored inside the pool mechanical room on a platform above the surge tank. The muriatic acid and CO2 are stored in the same area, next to the chemical controller.

According to the Washington State Code, "Owners shall provide a separate chemical storage area or room that conforms to manufacturer's requirements for each chemical used in the pool area." A separate dedicated and ventilated chemical storage room for both the sanitizer and pH buffer is recommended and is the current industry standard. The existing chemical storage area does not meet the current requirement or standard. Dedicated chemical storage spaces should be included in any future plans, whether for a renovation or a new facility.

The pool is controlled by a BecSys 5 chemical controller. The chemical controller automatically adds chlorine and the pH buffer, maintaining the proper chemical balance throughout each day. The controller is in good working condition and is appropriate for this type of usage.







## G. General Observations

- There is not enough storage space at the Fidalgo Pool and Fitness Center. Currently the pool deck is used for storage for items such as the Daktronics timing equipment, lane ropes for the 25 meter course length, and swim lesson equipment (such as kickboards, floats and underwater benches).

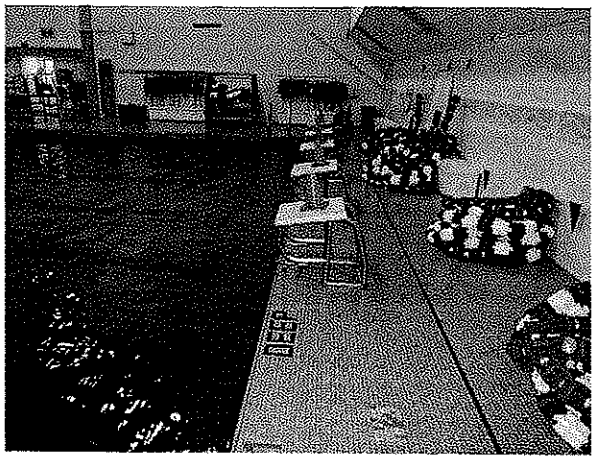
- The deck space behind the starting blocks on the 25 meter course length is insufficient. Swim team staff report that during swim meets, there is not adequate room for timers, swimmers and coaches in this area, specifically during relay swims.

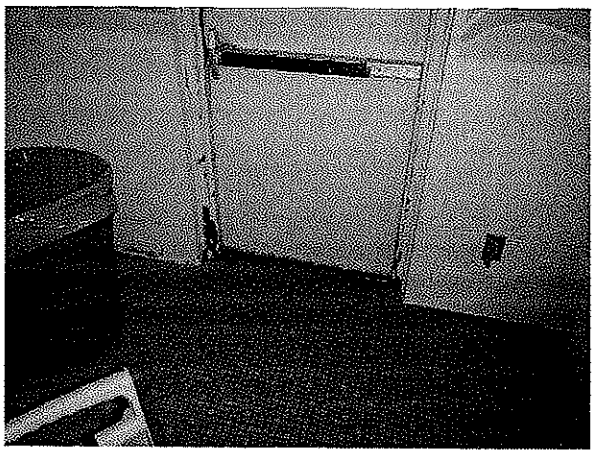
- The first two rows in the upstairs spectator seating for the swimming pool are not able to see the first two lanes during swim meets.

- Staff report that 60% of the ceiling material in the Fidalgo Pool has been renewed within the last 5 years with the entire south and east walls being new. Ceiling panels in a natatorium are usually made of galvanized steel with a coating of high-build epoxy coating. Other materials can be precast concrete, wood or aluminum. As with other materials in a natatorium, acoustical wall and ceiling must be corrosion resistant and interface with a vapor barrier, if necessary.

- User groups reported the air quality in the second-level spectator seating area is poor. Spectator areas should have higher air velocities of cool air (40 ft/min to 50 ft/min). Ceiling fans have also been used to improve spectator comfort. High velocity warm air in the face of spectators can be uncomfortable; therefore, cool air should be introduced over any raised spectator gallery for a major venue facility.

- Significant corrosion exists around the door frame on the east wall of the natatorium.



# OPINION OF PROBABLE COST

The following spreadsheet provides the Opinion of Probable Construction Cost to repair Fidalgo Pool for the recommendations detailed in the report.

| **Fidalgo Pool Renovation** | Unit | Cost / Unit | Cost | Opinion of Cost | Opinion of Cost |
|---|---|---|---|---|---|
| **ALL POOLS – REPAIR** | | | | $747,400 | $747,400 |
| Plaster pools and tile lane lines (short and long course) | SF | 5,040 | 35 | $176,400 | |
| Underground Piping Replacement | Allowance | 1 | 75,000 | $75,000 | |
| Deck Replacement | SF | 4,000 | 50 | $200,000 | |
| ADA Lift / Stairs | Allowance | 1 | 10,000 | $10,000 | |
| Mechanical Room Equipment / Renovation | Allowance | 1 | 200,000 | $200,000 | |
| Surge Tank | Allowance | 1 | 35,000 | $35,000 | |
| Chemical Storage Rooms | SF | 100 | 300 | $30,000 | |
| Starting Blocks | Quantity | 6 | 3,500 | $21,000 | |
| **Repair Construction Costs** | | | | **747,400** | **747,400** |
| Site Construction Costs | | | | $25,000 | $25,000 |
| Subtotal | | | | $772,400 | $772,400 |
| Inflation (1 year) | 5% | | | $38,620 | $38,620 |
| Contingency | 20% | | | $154,480 | $154,480 |
| Indirect Costs | 10% | | | $77,240 | $77,240 |
| Opinion of Project Costs | | | | **$1,042,740** | **$1,042,740** |

*This cost estimate does not include any modifications that might be required to address the pool slope.

The opinion of probable construction costs is based on current 2017 prices. This report is based on information that was current as of February 2017.

The preceding opinion of probable costs estimates are based upon a protocol in which a general contractor or swimming pool contractor executes all of the tasks with its own labor and that of qualified subcontractors.

It is recognized that the Consultant or Owner have no control over the cost of labor, materials or equipment, over the Contractor's methods of determining bid prices, or over competitive bidding, market or negotiating conditions. Accordingly, the Consultant cannot, and does not, warrant or represent that bids or negotiated prices will not vary from the Owner's project budget.

FIDALGO POOL & FITNESS CENTER

# White Paper – Fidalgo Pool & Fitness Center Replacement

*November 1, 2024*

## Executive summary

The Fidalgo Pool & Fitness Center (FPFC), built in 1975, is nearing the end of its useful life and is operating at capacity. The aging infrastructure, coupled with increased demand from the growing community, has created significant operational challenges and safety concerns. Additionally, though the facility is maintained with great care to prolong its life as long as possible, there is a growing risk of major failure or risk to patrons that would force the facility to close.

The proposed solution is to replace the existing FPFC with a new facility featuring two pools, a gym with exercise machines and free weights, and a fitness classroom. This solution will address both the infrastructure issues and the capacity constraints, ensuring the continued viability and accessibility of the facility for the community.

Key benefits include:

- Improved safety – a new facility will meet current building codes and eliminate safety hazards associated with the aging infrastructure, such as deteriorating foundation, electrical systems, and stairways.
- Increased capacity – two pools will alleviate overcrowding and allow for a wider range of programs and activities, better accommodating the growing community.
- Enhanced functionality – the new facility will be American Disabilities Act compliant and will incorporate modern amenities, such as family changing rooms, updated locker rooms, and improved spectator viewing areas.
- Economic impact – the construction and operation of a new FPFC will continue to provide economic benefits to the local community through job creation and increased tourism.

It is recommended that the Fidalgo Pool & Fitness Center be replaced with a new facility featuring two pools. This investment will ensure the facility's long-term sustainability and continued service to the community.

## Background

Fidalgo Pool & Fitness Center ("FPFC") was built in 1975 and consists of a T-shaped pool with a spectator balcony. In 1986 a fitness area was added on the second floor to offer strength training and aerobics classes. In 2014 a new gym addition on the first floor was built to

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accommodate exercise machines and free weights, allowing the upstairs area to be dedicated to group exercise classes. The facility also includes locker rooms, a staff changing room, a storage room, three staff offices, a community meeting room and a lobby.

The FPFC pool has space for six lanes for lap or competition swimming, and it may be oriented either to 25 meters or 25 yards. The pool has a deep area for diving. This is the only dive tank in Skagit County or Island County, and it allows high school students to compete in diving as well as dive training for recreation and for the Navy. The pool temperature is set at 83 degrees, which is a compromise between warmth for seniors, physical therapy patients, aqua fitness classes, and swimming lessons, and coolness for competitive or lap swimming. Though this compromise does not adequately meet the health needs of all participants; warm water users should have 85-degree temperatures whereas colder water swimmers require 78 - 80 degrees.

FPFC is valued by the community, and it provides a place for residents to stay fit, have fun, socialize, and meet personal goals. The center's youngest patron is six months old and the oldest is 99. FPFC has approximately 80,000 total visits each year. TO BE VERIFIED: 8,000 unique patrons of which 6,600 live in the city of Anacortes registered to use the facility on Civic Rec from when Civic Rec was introduced in early 2023 to 11/2024. That would be approximately 37% of Anacortes's population of 18,000. Here is a list of aquatic and fitness programs. {note – add usage or participation statistics for each if available}

Aquatic programs and activities (numbers are from 11/1/2023 – 10/31/2024)

- Thunderbird Aquatic Club Swim Teams -- youth (currently 85 swimmers ages 8-17, affiliated with USA Swimming) and masters (currently 33 swimmers ages 18-80, affiliated with US Masters Swimming). These are professionally coached in-house swim teams teaching competitive training, fitness, and learn-to-swim in a positive and fun atmosphere.
- Anacortes High School Swim & Dive Team
- Fidalgo Flippers Special Olympics Swim Team
- American Red Cross Swim Lessons – over 5,700 swim lessons are given annually, with class offerings grouped by age and swimming ability. These lessons address the risk of drowning which is important for our island community. Nationally, drowning is a leading cause of death particularly for children and adults with autism.
- Recreational swim sessions for the entire family with over 3,200 visits from the community each year.
- Lap swimming (more than 15,500 check-ins) and water walking (nearly 7,400 check-ins),
- Aquatic Group Exercise Classes (24,502 check-ins)
- Aquatic Personal Training and Swim lessons
- Special training: Lifeguard Training and Certification, Red Cross CPR and First Aid Certification, Swim Camps, and Dive Camps (361 people trained)
- Pool rental to physical therapy businesses and professionals for aquatic therapy

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- Party rentals: birthdays, church groups, Scouts, bridal showers and more

Fitness programs and activities

- Group Exercise Classes including strength, Barre Above, Pilates, yoga, dance fitness, boot camps, Spin, TRX, and senior-focused programming (18,421 check ins)
- Personal Training
- Fitness Equipment including Precor Functional Trainer, Adaptive Motion Trainer, elliptical, stationary bicycles, treadmills, rowing machine, various strength machines, Olympic rack, medicine balls, rubberized tubing & free weights (24,366 check ins)
- Dry Land Training Program for TAC team members

FPFC partners with many organizations to serve the community. {need to check this section for accuracy and enhance with descriptions of the partnerships}

- Schools - a swim lesson program that started with Island View third-grade and special-needs students has expanded to all district third-graders. Every child on the Islands needs to learn how to swim to prevent drowning accidents.
- Anacortes Physical Therapy - partners to provide aquatic therapy to patients, many of whom aren't able to fully recover with land-based therapies.
- The Anacortes Waterfront Alliance - uses the pool to conduct water safety and capsize drills not possible in the cold sea water.
- Autism Society of Washington – partnership to advertise and market Sensory Swim and Adaptive Swim lessons.
- Skagit Parent to Parent – partnership to advertise and market Sensory Swim and Adaptive Swim lessons.
- Navy – Partner with the Naval Air Station Whidbey Island to provide active-duty, active-duty family, and reserve military with access to open and lap swims for fitness and fun.
- Scuba ???
- Kayak ???
- Others ???
- Scuba -- partner with Anacortes Dice and Supply, Shannon Point Marine Center, and others for both recreational and commercial diving needs. Provide a safe environment for basic safety, certification, and re-certifications
- Kayak -- work with Body, Boat, Blade and Hole in the Wall Kayak to conduct water safety, basic paddling skills and roll recovery in a safe environment prior to operating in the cold sea water.
- Boy Scouts – help in evaluating scouts for awarding of water based badges.

FPFC provides a positive economic impact to the local community. FPFC employs approximately 50 community members. This is one of the few places that 15 - 18 year olds can learn entry level job skills as well as special American Red Cross life-saving training with courses

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in water safety, CPR, and babysitting. Many of our teens become health care providers and EMTs. Additionally, FPFC brings families from around the region to approximately 20 swim meets each year (14 high school, 4 Thunderbird Aquatic Club Youth, and 2 Thunderbird Aquatic Club Masters meets). Those families stay at local lodgings, eat at our restaurants, and shop downtown.

FPFC is maintained with great care. The goal is to nurture the facility and infrastructure to sustain the useful life as long as possible with a priority on safety, cleanliness, and longevity. Operations has consistently been supported by the community through the maintenance and operations tax levy which is renewed every six years and which funds approximately half of all operating expenses.

## Description of the problem

After 50 years of operation, there are two significant issues with the current facility.

- It is at the end of its useful life as documented in the 2017 facility audit, and further observed in day-to-day operation. The facility as-is risks a major building or equipment failure that could shut down the facility.
- The current facility does not meet the current community demand.

Useful life considerations

FPFC's condition was evaluated in a 2017 facility audit conducted by Counsilman-Hunsaker (a national aquatic design and engineering firm) in association with ARC Architects (a Seattle firm serving communities and non-profits). The audit found that FPFC "is in declining physical condition, and the mechanical system is in need of complete renovation", and "the pools are nearing the end of their useful life expectancy". The audit also found several areas where the pool doesn't meet current State of Washington Code.

The building's foundation, concrete rebar under the pool, pool spectator balcony, roof, and walls are gradually deteriorating. Restroom plumbing is beginning to fail. The electrical system is outdated and has been incrementally modified over the years. Staircases to the second floor are dangerous. There isn't a fire safety sprinkler system. The facility lacks ADA accessibility between floors, and limited accessibility in locker rooms. Renovating the facility to address all these concerns is not cost effective, and it isn't possible to fully fix all of them. For example, the pool roof cannot support a sprinkler system that is required by law.

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Over the years plans for renovation and cost analysis for each plan were prepared and shared with the Community in open sessions. For example, in 2007 FPFC District placed a ballot measure for an $8,000,000, 20 year construction bond to voters. It included renovating the existing 32 year old building, replacing major equipment, and adding a warm water therapy/multi-use pool. The measure received only a pass rate of 55.38% from voters when 60% was required to be approved.

Community demand considerations

Fidalgo Island's population has approximately doubled since FPFC was built in 1975, from an estimated 9,000 residents in 1975 to approximately 18,000 in 2024. The pool is in constant use and is often overcrowded. Overlapping scheduling demand among swim teams, individual lap swimmers, and recreational users, particularly during morning and evening hours, results in a portion of the community not being able to be served. The compromise pool temperature is still too cool for swim lessons, aquatic fitness, and therapy, and is still too warm for competition and training. Fitness rooms are constricted which limits the size and scope of what can be offered. Suggestions and complaints about water temperature dominated public complaint forums over the years, and is a common theme among all single-pool aquatic centers.

The facility is unable to meet community needs in several other ways. For example, family changing rooms are needed. It is not acceptable for young girls to be in the men's bathroom or young boys to be in the women's bathroom. The staff changing room may be used for families when it is available but it is inadequate when several families are at the pool. As another example, swim spectator viewing is obstructed.

Additional concerns with the current facility include inadequate storage space for swimming and fitness equipment, and inadequate office space for staff and supplies.

## Possible alternatives

**Alternative #1 (recommended) – Build a new facility featuring two pools to replace the current one.** The new facility would include two pools, a gym with exercise machines and free weights, and a fitness classroom. One of the new pools would feature warmer water and space for recreational, physical therapy, diving, and lesson activities. The other new pool would feature cooler water and lanes for competitive and lap swimming and more advanced lesson activities. This solution would address useful life and capacity limit concerns, and would meet current regulations for ADA, energy efficiency, and other matters.

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| Advantages | Disadvantages |
|---|---|
| • Avoid unplanned facility shut-downs (intermittent shutdowns for repairs that are possible, longer-term shutdown for major structural failure or risk)<br>• Meet capacity needs for the community<br>• Meet other needs such as ADA accessibility, locker room design improvement, safety improvements, etc.<br>• Eliminate structural safety risks in the current facility (walls, balcony, roof, electrical systems, etc). | • Requires substantial fund-raising effort through a combination of private donor solicitations (large donors, and more broad-based donor outreach) and public financing (requires voter approval)<br>• Requires additional maintenance and operations expense for a second pool and more lifeguards which would be funded by increased usage volume (no change in property tax rate anticipated for the M&O levy) |

**Alternative #2 – Continue extending the life of the current facility and wait to replace until a major failure or risk to public safety occurs.** Make repairs and upgrades as breakages, new risks, and new laws occur. Continue doing this as long as the individual cost and project logistics are practical, until a major failure or structural risk to patrons causes pool closure, and at that time propose and build a new facility.

| Alternative #2 – Continue extending the life of the current facility | |
|---|---|
| **Advantages** | **Disadvantages** |
| • Could result in several years of continued use at minimal or reasonable incremental cost over the usual maintenance and operations expenses.<br>• Provides more time to determine whether new sources of funding arise for a replacement facility. | • It is unknown how much and when capital fund-raising will be needed for those issues that arise and are practical to address. This will result in intermittent partial or full facility shut-downs in order to plan, raise funds for, and implement projects to address issues as they arise.<br>• It is unknown how long this may be possible to continue, and therefore whether individual capital repairs are worthwhile to pursue.<br>• When a major failure or structural risk to patrons is identified, the facility will shut down indefinitely until a new replacement facility is approved, funded, and built.<br>• Patrons could be at unknown risk as facility infrastructure continues to degrade (for example walls, balcony, roof, electrical systems). |

| | |
|---|---|
| | • Capacity issues will remain unaddressed until the current facility fails and a new one is built. Addressing all other issues such as ADA accessibility, locker room design, stairway safety, etc. will also remain on hold pending an eventual new facility. |

See Attachment A for a table that lists facility elements with current and potential future issues to be addressed. The table shows a preliminary rough cost estimate (if it is possible to address the issue), and the facility shut-down length if applicable.

## Recommendation

Pursue Alternative #1, and build a new facility featuring two pools to replace the current facility. This investment will ensure the facility's long-term sustainability and continued service to the community.

The very preliminary cost estimate to accomplish this is $60 million. The facility will be 65,000 square feet compared to the current facility which is 22,23 square feet. Key project very preliminary estimates include

- $2 million - Design, engineering, public presentation, and permitting
- $41 million - New facility construction (while the current facility remains open)
- $3 million - Demolish current facility
- $2 million – Landscaping and parking
- $12 million – Taxes, fixed furnishings and equipment, inspections, contingencies

The land necessary to build the new facility is either owned by or pledged to FPFC.

Operating costs would increase by approximately 36% with the new facility, mainly due to the need for additional staffing with a second pool. Operating costs would continue to be funded through a combination of the taxpayer maintenance & operations (M&O) levy and user fees. The M&O levy is assessed based on a percentage of property values, with the percentage approved by voters every six years. The current plan is not to increase the tax percentage. As a result, the portion of operating costs funded by taxpayers would decrease from 56% currently to 42% with the new facility. The portion of operating costs funded by users of the facility would increase from 44% currently to 58% with the new facility. Fee rates are planned to be unchanged with the new facility, and the increase in revenue will be due to higher projected usage volumes.

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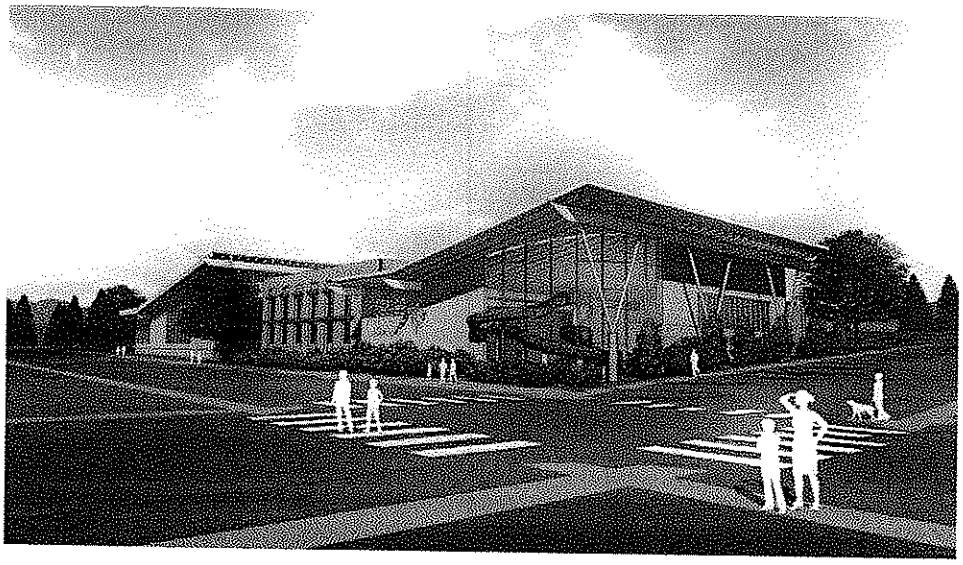
***Illustration: exterior of proposed facility from the intersection of J Avenue and 22nd Street in Anacortes.***



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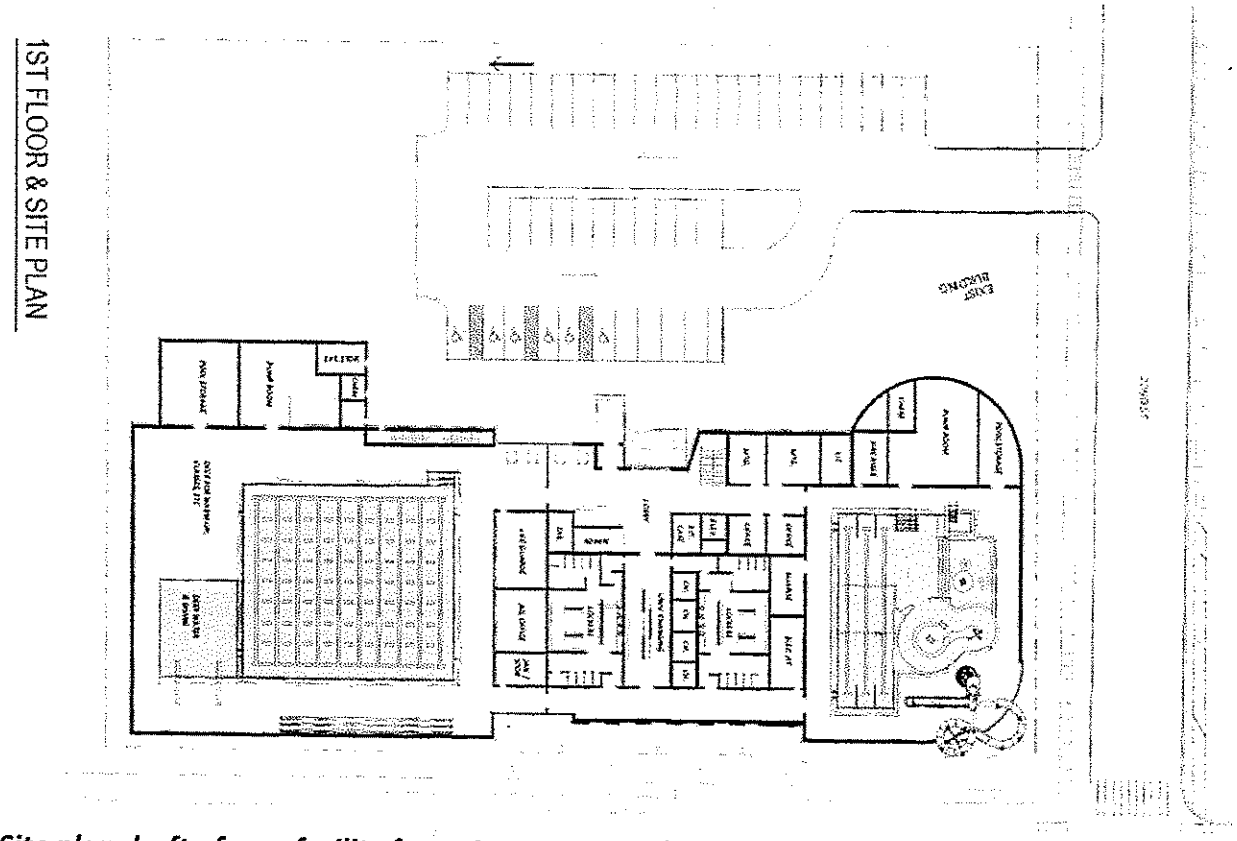


***Site plan draft of new facility featuring two pools (north direction is up)***

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**ATTACHMENT #A: Current Facility Capital Replacement and Repair Potential Items**

The table below lists items likely to need to be addressed in the near term (0-10 years), as well as other items which either would be too significant to practically address and items which would remain unaddressed.

| Issue | Description and risk if not addressed | Estimated cost ($ million) | Shut-down required? |
|---|---|---|---|
| **Issues Which Could be Addressed** | | | |
| Replace drainage plumbing | Drain line plumbing (specifically the drains around the pool) is cast iron and is showing initial signs of failure. It would be costly to pull them out and replace them, but they may be able to be re-lined. Recommend hiring someone with expertise to assess. The supply side of plumbing systems seems to be fine. | $0.4 | Yes (length of time TBD) |
| Replace boiler | Replace industrial boiler which is used to heat water. Current boiler is xx years old and is nearing the end of its useful life. | $0.4 | Yes (1 month) |
| Replace pool bottom | Resurface bottom of the pool to prevent leaks and maintain overall integrity. This is planned in 2027, so will occur even if a new pool is approved. | $0.4 | Yes (1 month) |
| Replace HVAC | Replace building heating and cooling equipment | $0.3 | Yes (2 weeks) |
| | | | |
| | | | |
| | | | |
| **Total Cost of Addressable Anticipated Projects** | | **$1.2** | |
| **Potential Major / Unaddressable Issues** | | | |
| Structural failure | Potential failure of walls, roof, balcony, foundation including under the pool and pool filter/machine room. Substantial risk of injury if failure occurs. May be impractical to repair due to cost. Age of facility in aquatic environment has caused noticeable degradation. | ?? | Yes, until new facility is built |
| Elevators | To comply with ADA requirements, elevators between floors are needed. Installing elevators isn't practical due to space and electrical constraints. | ?? | |
| | | | |
| | | | |
| **Unaddressed Concerns** (safety risk, compliance issue, functionality gap) | | | |
| ADA between floors | Create elevators; not practical due to space and electrical constraints. | ?? | |
| Electrical systems | The electrical system is safe, but some was done to what would be considered residential standards and not commercial. If we added heavy electrical items like an electric boiler or maybe a heat pump, we would need a new electrical panel. | ?? | |
| Modify stairways | Reduce stairway steepness. Impractical due to space constraints. Risk of injury. | $0.5 | |
| Family changing rooms | Provide family changing rooms. Having young boys in the women's room or young girls in the men's room is not acceptable. Insufficient space to | $.1 million | |

| | | | |
|---|---|---|---|
| | pursue in the current facility. Staff changing room is used when available, but isn't adequate when multiple families come in. | | |
| Sprinklers | Add fire safety sprinkler systems to reduce risk to patrons and staff. Impractical due to demolition and disruption. | | |

## ATTACHMENT B: CASE STUDIES

Other aquatic centers near Anacortes, and some examples of completed or proposed projects in other communities.

| Location | Description | Operations |
|---|---|---|
| FPFC (Anacortes, population 18,000) | 22,203 square feet. One pool plus group fitness room and gym with exercise equipment. Built in 1975. Proposed new pool is 65,000 sf., cost est. $60 million. Two pools (lap, recreation), fitness rooms, child watch. | Park & Recreation District funding approx. 50% of operating costs, elected commissioners, 60% vote needed to pass levy every 6 years. |
| Mt Vernon | 60,000 sf. Two pools (lap pool and recreation), hot tub, fitness equipment, full gym court. Lap pool not equipped for competitions. Built in 2019 for $24 million. | Part of the YMCA |
| Stanwood | 47,000 sf. Two pools (lap pool and recreation), hot tub, indoor playground, lounge area. Built in 2017 for $18 million. | Part of the YMCA |
| Oak Harbor | Two pools (lap pool and wading pool), hot tub, opened in 1983. | Park & Recreation District (same as FPFC) funding approx. 63% of operating costs; next levy vote in Nov 2024, discussing changing to Metro Park District |
| Bellingham | Three pools (lap pool, dive pool, recreation pool) and hot tub. | Part of the city |
| Lopez Island | Two pools (4-lane lap, recreation), outdoor in summer and seasonal heated Arizona dome. Construction began in 2024. Cost approx. $10 million. | Non-profit organization, funded by user fees (approx 90%) and sponsorships |
| Port Angeles (population 20,000) | 30,700 sf. Three pools (lap pool with dive tank, therapy pool, and recreation pool), event space, activity rooms. Originally built in 1961 at 14,300 sf, expanded and fully renovated in 2020 for $16 million. | Metro Park District funding approx 61% of operating expense |
| Snohomish (population 10,000) | 52,000 sf. Two pools (10 lane competition pool with large spectator stand structure, recreation pool with multiple sections including lazy river, Flowrider, slides, spray & play), hot tub, built in 2014 for $22 million funded with a bond. | Part of the Snohomish school district. The prior pool closed in 2007 due to structural and safety issues. |
| Great Falls, MT | 45,000 sf. Two pools (8 lane lap pool, recreation pool with lazy river and water slide), full court gym (basketball, volleyball, pickleball), multiple fitness rooms and lounge/party spaces, construction began 2021 and opened July 2024 for $21 million ($10 million Dept of Defense, $10 million city, $1 million naming rights) | Part of the city |
| Bellevue, WA | Conceptual new aquatic center plan presented in 2021. 130,000 sf, cost estimate $125 million. 5 pools (50 meter, dive tank, teaching pool, leisure pool, therapy pool). City council adopted plan, land is secured, now pursuing private fundraising (goal $50 million) and waiting for city capital allocation. | Part of the city. SPLASHForward non-profit is leading planning and communication. This group could be a good resource for planning and advocacy ideas and support for FPFC. |
| Covington, WA | ARC presented a feasibility study in March 2024. 67,000 sf, cost approx $80 million. 3 pools (big competition pool, instruction pool, recreation pool), full gym, 4 party rooms, community room+kitchen, | Part of the city |

| | | |
|---|---|---|
| | meeting room, 2 exercise studios, weight room. Original aquatic center built in 1977 (43,500 sf cost of $50 million to renovate existing facility). Hoping to finalize decisions by end of 2024. | |

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## ATTACHMENT #C: SUPPLEMENTAL INFORMATION – DROWNING STATISTICS

**Nationally**

- Drowning is the number one cause of death for children ages 1 to 4 years.
- Drowning is the leading cause of death for children and adults with autism.
- People with autism spectrum disorder are nearly 40x as likely to die from drowning as compared to the general population.
- Among children 5 to 14 years, drowning is the second leading cause of unintentional injury death behind motor vehicle crashes.

**Washington State**

- From 2018 to 2022, unintentional summer drowning deaths increased from 37% to 51%, with roughly 10 unintentional drowning deaths happening each month.
- Between 2020 to 2022, most (61-71%) unintentional drowning deaths occurred in natural water.
- In 2021, unintentional drowning was the second leading cause of injury death for children 1-4 years old and accounted for 22% of all injury deaths for kids that age.
- In 2021, about 20% of unintentional drowning deaths happened at someone's home.