



**City of Kingston
Report to Council
Report Number 26-104**

To: Mayor and Members of Council

From: Neil Carbone, Commissioner, Corporate & Emergency Services
Jennifer Campbell, Commissioner, Community Services

Resource Staff: Speros Kanellos, Director, Facilities Management &
Construction Services
Amy Elgersma, Director, Recreation & Leisure Services

Date of Meeting: April 7, 2026

Subject: Construction Update – Culligan Water Park Enclosure

Council Strategic Plan Alignment:

Theme: 3. Build and Active and Connected Community

Goal: 3.1 Expand parks and recreation opportunities and participation.

Executive Summary:

This report provides Council with an update on the construction schedule for the Culligan Water Park enclosure. Construction commenced in October 2025 and is progressing steadily. While the project was initially anticipated to be completed by summer 2027, detailed coordination with suppliers and subcontractors has highlighted construction timing constraints and procurement lead times which have caused the target date for Substantial Completion to be pushed to November 2027.

All efforts were made to accelerate construction to achieve the original summer 2027 completion; however, the specialized nature of enclosing an existing aquatic facility poses several fixed sequencing constraints that cannot be materially compressed. While the updated schedule reflects the most realistic and responsibly managed timeline given these unique requirements, the contractor will continue to monitor progress and pursue opportunities to advance the schedule should they become available.

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Importantly, Recreation & Leisure Services has secured additional swim time from partner aquatic facilities for the summer of 2026 to support swim lessons, family swims and lane swims. This has been approved in the 2026 budget.

Due to the delay in opening in 2027, Recreation & Leisure Services will explore partner availability and look at securing additional swim times for the summer of 2027. This will need to be considered in the development of the 2027 budget.

Recommendation:

That the Director of Recreation & Leisure Services be delegated authority to negotiate and execute agreements, satisfactory to the Commissioner of Community Services and the Director of Legal Services, with partner aquatic facilities for the provision of aquatic programming during the construction of the Culligan Water Park enclosure, with priority given to swimming lessons.

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Authorizing Signatures:

ORIGINAL SIGNED BY COMMISSIONER

**Neil Carbone, Commissioner,
Corporate & Emergency
Services**

ORIGINAL SIGNED BY COMMISSIONER

**Jennifer Campbell,
Commissioner, Community
Services**

ORIGINAL SIGNED BY CHIEF

ADMINISTRATIVE OFFICER

**Lanie Hurdle, Chief
Administrative Officer**

Consultation with the following Members of the Corporate Management Team:

Paige Agnew, Commissioner, Growth & Development Services	Not required
David Fell, President & CEO, Utilities Kingston	Not required
Desirée Kennedy, Chief Financial Officer & City Treasurer	Not required
Jenna Morley, City Solicitor	Not required
Ian Semple, Commissioner, Transportation & Infrastructure Services	Not required

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Options/Discussion:**Background**

The Culligan Water Park was built in 2011 to replace aging and defective outdoor pool infrastructure. The facility has been operating between June and September every year and is heavily utilized by residents from across the city due to its unique aquatic features. The facility has a small tank which can accommodate certain types of programs such as aquafit and learn to swim for younger children. Some of these programs were initiated over the last few years.

In June 2022, Council endorsed the preliminary scope of the Kingston Memorial Centre Community Hub Revitalization Project (ARCP-22-002) to advance Phase 1, which included site research and predesign work for enclosing the Culligan Outdoor Aqua Park. Enclosing the facility allows year-round aquatic programming, helping to alleviate demand at other City pools that frequently operate at capacity, and providing the equivalent of 0.75 new municipal pool capacity due to the smaller footprint of the Culligan Water Park, and in consideration of expanding to a year-round use.

In March 2024, Council approved the construction project to enclose the Culligan Water Park, based on the conceptual design with open space and glazing included in Exhibit A to [Report Number 24-002](#).

Enclosure of this facility was awarded to Emmons & Mitchell in late 2025 with the understanding that an updated schedule would be required following execution of subtrade contracts. Following detailed coordination with suppliers and subcontractors regarding the unique construction constraints, procurement lead times, and sequencing requirements, the construction schedule has been updated to reflect a realistic and responsibly managed timeline with Substantial Completion targeted for November 22, 2027, and turnover to the City in December.

The change in the completion date is being addressed through a Change Order that clearly establishes no increase in project costs, and the delay is not subject to penalties or liquidated damages. The City has a track record of successful collaboration with this contractor, and all feasible options were thoroughly evaluated to preserve the original summer 2027 completion schedule. Due to the specialized nature of enclosing an existing aquatic facility, several fixed sequencing constraints limit opportunities to accelerate the schedule. These include restrictions on mechanical and electrical work over the pool basin, milestone-dependent installation of pool-specific systems, completion of the building envelope before deck and pool tiling, and sequential commissioning and regulatory inspections. These factors define a critical path that cannot be materially compressed; however, the contractor will continue to monitor progress and pursue feasible opportunities to advance the schedule.

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Service Continuity During Construction:

Recreation & Leisure Services has secured 312.5 hours of additional swim time from partner groups for the summer of 2026 to support swim lessons, family swims, and lane swims. This has been approved in the 2026 operating budget with an overall impact of \$50,720.

To further support service continuity during the construction period, Recreation & Leisure Services will continue to work with partner aquatic facilities, including BGC South East and Queen's University, to deliver replacement programming. Priority will be given to maintaining access to swimming lessons, recognizing their importance for water safety and community demand. These arrangements will be funded through operating budgets and aligned with existing program delivery models.

Due to the delay in opening Culligan in 2027, Recreation & Leisure Services will explore partner availability and look to secure additional swim time for the summer of 2027. This will need to be included in the development of the 2027 budget and would be expected at a similar amount to what was approved for 2026.

The hiring and onboarding of additional lifeguards can be delayed until November 2027, which may result in cost savings.

It should be noted that Loyalist Township's Henderson Pool is expected to be operational in the summer of 2026, with residents of the City of Kingston having the same access and fee structure as Loyalist Township residents. In addition, Artillery Park Aquatic Centre, the YMCA of Eastern Ontario, and BGC South East pools will continue to be operational, offering a variety of swim programs that remain accessible to a wide range of Kingston residents during the fall and winter.

To support timely implementation, delegated authority is recommended for the Director of Recreation & Leisure Services to negotiate and execute agreements with partner aquatic providers, in consultation with the Commissioner of Community Services and the Director of Legal Services.

Public Engagement

The concept drawings for the Culligan Water Park were shared with residents who attended a Williamsville townhall meeting at the Memorial Centre in October 2023, where staff spoke to the revitalization project and community partnerships.

Finalized design drawings, including plans and elevations, were shared with the residents during the Culligan Water Park Enclosure Public Information Session held on April 30, 2025. At this session, staff and the project architect guided attendees through a series of exhibits and provided opportunities to address questions individually.

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Financial Considerations

This report is provided for information only. The revised completion date of December 2027, advanced from the original target of summer 2027, will not impact the approved construction budget. No additional costs will be incurred from the contractor as a result of this schedule change.

Due to the delay in opening in 2027, Recreation & Leisure Services will explore partner availability and look to secure additional swim time for the summer of 2027. This will need to be included in the 2027 budget at a similar amount approved for 2026, which was \$50,720.

Contacts:

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Other City of Kingston Staff Consulted:

Jeff Rempel, Manager, Facilities Construction Services

Lana Foulds, Director, Financial Services

Tony Gargaro, Manager, Recreation & Leisure Services

Exhibits Attached:

None