KINGS COUNTY

Regional Recreational Centre Feasibility Study - Public Report

November 2022

FINAL REPORT – PHASE 1

Sierra Planning and Management
advice • strategy • implementation

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QUANTITY SURVEYORS

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APPENDICES:

Acknowledgements

The commission of this feasibility assessment is under the direction of a steering committee established to provide input, guidance and commentary on the work of the consulting team. The consulting team thanks the committee for its diligence in steering the process of research, dialogue and reporting. Opinions expressed in this report are those of the consulting team and do not necessarily reflect the opinion of either staff or council members participating on the committee.

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Executive Summary

Multi-Phase Project

The mandate of this report is to assess the potential of a new regional facility and an appropriate range of options for its governance and operation, stemming in part from its prospective location within the County. This is Phase 1 of a potentially two (2) phase project to study feasibility of a new regional recreation facility in Kings County, Nova Scotia, and includes:

- **Concept Identification**: design opportunities, limitations of existing facilities, and best practice.
- **Locational analysis**
- **Capital costs** and consideration for energy efficiencies and Green House Gas (GHG) emissions.
- **Economic impact potential, operational model**, "whole of life" costs, and consideration for cost-sharing among municipal partners.

Contingent on the decisions taken by the respective councils, Phase 2 will comprise design, detailed business planning, site acquisition and funding.

This first phase is necessarily broad in its scope and is required to confirm the range of needs that should underpin a new multi-use centre; and indeed whether a multi-use facility is ultimately affordable. The Phase 1 Report presents results of the public and stakeholder consultation process; provides choices, concepts, cost ranges and explanations as to how these concepts meet needs and what constraints exist in creating a path toward implementation. The report also identifies the optimal site characteristics, locational attributes and potential synergies of recreational assets that should underpin the final decisions as to the scale and range of activities at the recreation facility, as well as the choice of location. The study also explores models of effective governance and operational model for the important community and regional sport and tourism asset.

Project Antecedents

This study is not undertaken within a vacuum but has a number of antecedents. The Acadia University Athletics Complex is East King Region's Multi-Use recreation centre features a gymnasium and an indoor pool. The pool, while well maintained and with a rich history since its opening in 1967, is outdated and functionally is unable to meet the needs and expectations of patrons. The building has a rising capital cost account. A reasonable assumption is that it may close at some point in the short to medium term (3-5 years). While that is not a given, nor a statement of public intent by the University, it is – for our analytical purposes – a likelihood.

Even without the closure of Acadia's pool, the analysis contained herein suggests a viable case for the addition of a modest municipal Class A pool. With its closure, both the scale and locational requirements of a new aquatics centre are clear. This remains an assessment of service standards – the loss of a pool in the east creates an imbalance that needs to be rectified. At the same time, there is an opportunity for the University to partner with the municipalities in this effort to maximize the benefit of reinvestment in community and university infrastructure.

Additionally, based on the work of the recent Regional Recreation Needs Assessment, there are a great many community centres (over 40) in the County, providing a range of services.

How to Read This Report

This Report is divided into two parts:

Part A: Regional Community Needs and Opportunities – the establishment of existing conditions, policy supports, and identification of community needs relevant to an indoor multi-use recreation centre;

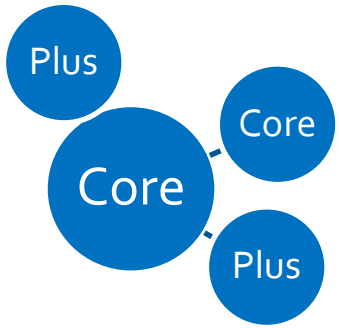
Part B: Development Options, Governance and Impact – the locational requirements of the centre, recommended scale and function of the building, capital costs and the choices that exist in terms of governance, cost-sharing and operational model.

Review of Community Needs: Identifying Core Functional Spaces and Future Opportunities

A review of community needs was undertaken specifically in regard to uses that can be reasonably located within a multi-use community recreation centre, similar to those modern facilities built in recent years in many communities across Canada.

The focus of the needs assessment was therefore on defining uses to form the core functional spaces within the recreation facility building. These principal, secondary and related uses or activity spaces constitute the framework to consider the scale of building required, its capacity to be developed as a modular building in phases, the capital costs and operating model.

The potential for other niche spaces or services – anything from concessions, studios, day-care, lease space or dedicated/shared use space for specific types of user (youth/seniors, etc.) – are opportunities.



Engagement Process

Building on the 2019 needs assessment conducted by the County and its partners, that among other outcomes pointed to the desire of the community for a new multi-use recreation centre as a stated preference, a variety of engagement methods were employed for this assignment. This includes Invited Stakeholder Discussions, virtual engagement and collaboration on an online platform with the community, internal meetings with targeted staff members (i.e., Economic Development and Recreation), engagement with the business community, and targeted meetings with sport experts and proponents.

The analysis of needs identified through the engagement process was triangulated with the analysis of needs based on a standard level of service provision to determine the community needs and opportunities for a new regional recreation facility.

Community Indoor Facility Needs and Opportunities

A new regional facility is an addition to the landscape of existing facilities and services. As it relates to "core" uses, these represent clear gaps in provision as a result of our analysis. However, the potential for value-added uses of the kind mentioned is, in part, a choice of service delivery model: local versus regional. The following summarizes the needs and opportunities based on the analysis conducted:

- There is a need to add a full Municipal Class A pool to the inventory to achieve a comparable and acceptable municipal standard and to meet actual demand. This was strongly supported by engagement activities.
- As there is no municipal gymnasium supply of significance, and demand is increasing, the opportunity for a municipal double gymnasium is apparent.
- Engagement activities, coupled with best practice in facility design, imply the inclusion of multi-purpose functional program spaces. These are typically large spaces that are divisible and flexible for use by all ages.

Growth in the region over the period to 2041 will not spur significant additional need for ice pads. However, it is the potential long term replacement needs for community rinks that will drive the need for new facilities. The primary need related to ice is to ensure efficiency of scale (as part of a multi-use centre) rather than repeat the historic approach of single pad community arenas. The potential for ice pads to be included as a future facility expansion is provided within the report (in terms of program elements, concept plans and costing).

In our opinion, a site that enables the addition of facilities that will be likely required in the future is an important consideration. The conclusion of the feasibility study is that a multi-use community recreation centre anchored by a state-of-the-art multi-tank community aquatics centre, is the baseline option. Building only a dedicated pool as a standalone

option is not recommended and does not take into account longer-term future needs.

In order to arrive at this conclusion, the consulting team did not rest solely on the evidence of need – be it from community growth, the need for asset replacement, or a current deficit in service – but assessed the efficiency of building in a comprehensive manner that will create operational efficiency, improved patron experience and potentially reduce capital outlay over the long-term. Accordingly the report offers the potential for a single phase project comprising a full space program including twin rinks.

It follows that the opportunities for funding and financing of the complex should take account of the different possibilities in this regard:

- A municipal aquatics centre and associated recreational spaces will need to be publicly funded, regardless of the method of design and delivery of the facility. Operational deficits will need to be supported by the municipalities. However, an effective strategy of leveraging broader development in the surrounding area can generate incremental tax revenues that defray the costs of tax-supported capital funding of the recreation centre. In order to achieve this, a clear approach to broader master planning is required with the public investment in a new facility at its heart.
- The development of indoor ice arenas, at a minimum scale of two ice pads, does have the capacity for private market solutions in partnership with the public sector – however, the location of the arenas as part of a larger, public recreation facility will undoubtedly focus the project on public ownership and operation (and we include in this traditional municipal ownership, operation and subsidy as well as the potential for risk-sharing of any kind between the public sector and organizations such as the YMCA).
- The potential for private risk-taking is therefore likely not in the provision of public recreation services (even in terms of future arenas). However, we recommend that the project partners maintain a consideration for partnership with private capital that could provide additional services linked to, adjacent to, or nearby what will comprise a major municipal capital facility and community hub for daily use as well as a range of events.
- Private development of a hotel(s), conference space (at a scale justifiable by private investment), commercial retail and restaurants are examples of the kind of development that can and does occur as part of master planned destination centres.

As a result, the locational analysis is very much focused on the most appropriate long-term site that can enable all needs and opportunities for development – including associated private development – to occur.

Locational Analysis

A high-level assessment of site suitability for situating a new regional recreation centre was conducted, based on a several considerations (i.e., current and future populations, proximity to exiting centres, anticipated changes in access to recreation, drive-time considerations, etc.). As a result, the location chosen was the Kentville-New Minas corridor. A long list of sites were screened utilizing professional judgment to garner a shortlist of five sites that were presented for more detailed analysis of site conditions, concept fit, and capital costs requirements.

Regardless of the location that is eventually chosen for development, there is an important principle that should drive the deliberations: achieving more than one municipal strategic goal in advancing the project.

By this we mean that the dedication of public funding and tax support for the development of new recreational infrastructure can be justified on the basis of agreed-to levels of service and public support. However, where other strategic goals can be met, not only does this create better outcomes, but it may improve the long-term financial business case for development. It may also open up additional possibilities for upper level government funding.

The opportunity to achieve high quality urban regeneration, transition to higher order land uses, achieve higher density development and generate assessment growth and taxation revenues, are each principles that can be achieved in conjunction with investment in community regional leisure centres.

While this doesn't necessarily rule out greenfield lands, there are likely to be greater opportunities for redevelopment of sites within the County that make best use of existing servicing and road infrastructure.

Concept Development

In general, aquatics facilities today are being built that function as multi-purpose community hubs – places that incorporate a number of major components where a variety of activities can occur under one roof.

Regional community and competitive aquatics facilities are typically designed to be part of a larger recreation centre program. This affords swim users the opportunity to augment their pool visit with access to the gym, fitness centres, multipurpose programs, group exercise rooms or libraries.

Considering the above, the overall principles of design include employing a modular approach , accessibility and inclusivity, and striving for a net zero facility.

The Core Program features include aquatics, gymnasium and track, multi-purpose space, support and amenity spaces.

Component	Net area sf	Gross Floor Area sf	Comments
Aquatics	28,471	39,514	8 lane pool leisure pool / therapy pool
Gymnasium and Track	15,860	18,537	Double Gym 3 lane track
Multi Purpose	4,097	4,720	4 multi purpose rooms Various sizes
Support and Amenity Spaces	11,478	11,865	Public assembly space Administration
Totals	60,156	74,637	

Functional space programs were also developed to include both a single pad arena and a double pad arena as a future possible expansion opportunity. Details of these programs are provided within the report.

Capital Costs

The costs of site development are often not focused upon in sufficient detail at the feasibility stage, to the detriment of later analysis of anticipated overall project capital costs.

This report prevents that by including a higher and a lower estimates of the costs to develop the CORE program and the combined CORE and Expanded program. The difference between sites can come down to the particulars of the site, not the buildings upon them which essentially remain unchanged in concept and cost terms between the options.

Total Project Costs Including 25% Contingency

Cost Estimates	Project Costs – CORE Program Only (75,000 sq. ft.)	Project Costs - CORE and Expanded Program Combined (153,000 sq.ft)
Option 1	$58 M	$100 M
Option 2	$74 M	$113.5 M

Recommended Next Steps

In order to commence Phase 2 (design), there is likely to be an intervening step. As in most cases, the breadth of this study both confirms need and offers solutions, but it also raises questions – some of which will need political resolution such as around level of involvement from individual municipalities, Acadia University, and potentially others. Other questions to be answered are more technical in nature – further consideration of site choice, availability, costs of acquisition for lands not in public ownership, and so on. It is likely that this intervening step requires its own work plan and schedule to report to councils on these matters as well as a potential funding strategy to implement the project.

Phase 2 will address the potential for these "plus" opportunities as part of the design process to determine if there are functional and operational synergies. Many of the ancillary or non-core functions in buildings of this type are a good idea, some are in need because of a lack of supply, but the decision to include them is a function of the balance between design, capital cost and operational priorities.

With consideration for the above, there a number of immediate next steps associated with pursuing the concept outlined in this assignment, including:

1. Provide an opportunity for public engagement regarding the findings of this report.

2. Undertake further analysis of the availability and costs associated with alternative sites, guided by the results of the site location analysis included in this report.

3. Undertake direct and immediate discussions with Acadia University in respect of the findings of this report. Now that the draft report is available, this should include consideration of the partnership potential for meeting both community recreational and University needs for access to aquatics, sport hosting opportunity, and renovation potential of the existing Athletic complex pool building.

4. Report on funding strategies comprised of both grant applications as well as municipal funding options and impacts to meet expected capital costs. This should assess a range of scenarios to defray the annual costs of debt service attached to the project.

5. Establish a joint committee to oversee steps 3 and 4 and retain necessary consulting expertise as required. This may include retention of the project manager to assist the process.

1 Introduction

1.1 Multi-Phase Project

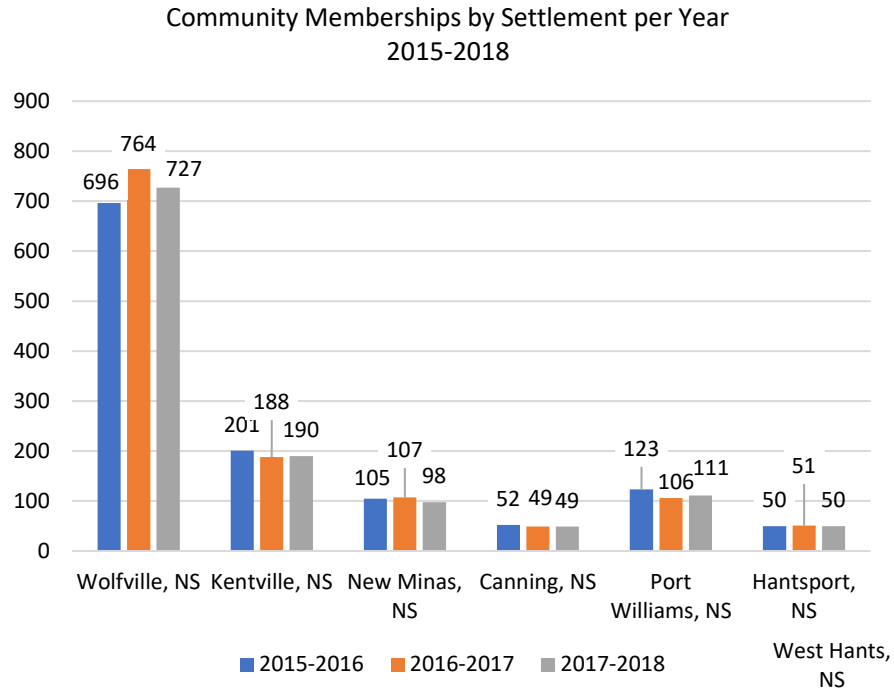
This is Phase 1 of a potentially two (2) phase project to deliver a new regional recreation facility. This first phase is necessarily broad in its scope and is required to confirm the range of needs that should underpin a new multi-use centre; and indeed whether a multi-use facility is ultimately affordable. On the latter point, the study provides choices, concepts, cost ranges and explanations as to how concepts meet needs and what constraints exist in creating a path toward implementation.

In order to commence Phase 2 (design), there is likely to be an intervening step. As in most cases, the breadth of this study both confirms need and offers solutions, but it also raises questions – some of which will need political resolution such as around level of involvement from individual municipalities, Acadia University, and potentially others. Other questions to be answered are more technical in nature – further consideration of site choice, availability, costs of acquisition for lands not in public ownership, and so on. It is likely that this intervening step requires its own work plan and schedule to report to councils on these matters as well as a potential funding strategy to implement the project.

1.2 Project Antecedents

This project is not undertaken within a vacuum but has a number of antecedents. The Acadia University Athletics Complex is East King Region's Multi-Use recreation centre.

Exhibit 1. Acadia Athletic Complex Community Memberships by Settlement per Year 2015-2018



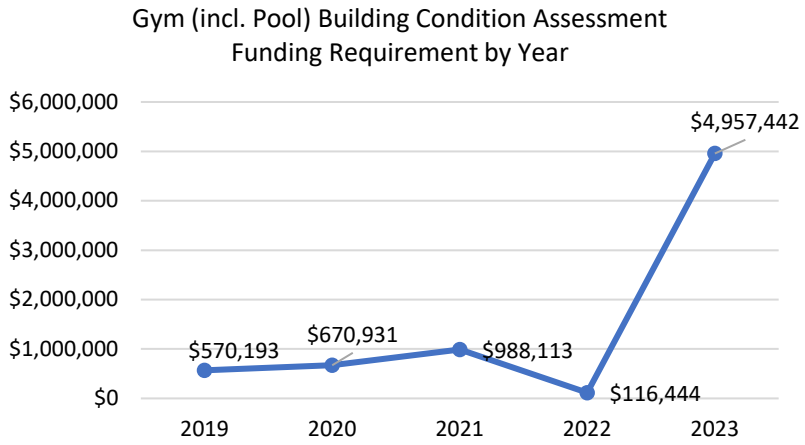
Kings County Subtotal: (incudes Wolfville, Kentville, New Minas, Canning, and Port Williams) *2015-2016: 1,177* *2016-2017: 1,214* *2017-2018: 1,175*

With respect to the pool:

- The pool, while well maintained and with a rich history since its opening in 1967, is outdated and functionally is unable to meet the needs and expectations of patrons;
- The building has a rising capital cost account;
- It cannot be easily or cheaply renovated;

A reasonable assumption is that it may close at some point in the short to medium term (3-5 years). While that is not a given, nor a statement of public intent by the University, it is – for our analytical purposes – a likelihood.

Exhibit 2. Acadia Gym/Pool Capital Requirements (Sierra 2019 Study)



(*Sierra Planning and Management, Acadia University Athletic Complex Business Plan, Sept 2019).*

Even without the closure of Acadia's pool, the analysis contained herein suggests a viable case for the addition of a modest municipal Class A pool. If it were to close, both the scale and locational requirements of a new aquatics centre are clear. This remains an assessment of service standards – the loss of a pool in the east creates an imbalance that needs to be rectified. At the same time, there is an opportunity for the University to partner with the municipalities in this effort to maximize the benefit of reinvestment in community and university infrastructure.

The regional assessment of recreation needs conducted in 2019 for the County, and the Towns of Wolfville, Kentville and Berwick was not definitive or prescriptive on the elements that should comprise a new recreation centre. Prior work for the Town of Wolfville (WSP, 2015) provided a good assessment of needs and importantly recognized that the service area of the Town extends east of the County. Work undertaken by Sierra Planning and Management specific to the future needs and opportunities for collective management and investment (Town, County, and University) in the Acadia Athletics complex (as a community multi-use centre) was equally clear:

"…based on our findings and recommendations we recommend that work now commence to provide a definitive position as to the location, form, and viability of a regional pool either at Acadia or elsewhere"

1.3 Limitations of Analysis and Disclaimer

The contents of this report and its analysis is based, in part, upon a range of primary and secondary sources. Sierra Planning and Management is responsible for the accuracy of primary sources of information and data and endeavours to ensure the accuracy of all secondary sources of information. However, secondary source information and data cannot be warranted for its accuracy. In the event that secondary source information is inaccurate or incomplete, Sierra Planning and Management and its subconsultants will not be held liable for original errors in data.

The report and the information contained within it is prepared specifically for the purposes as laid out in this report. Reliance on information and opinion contained in this report for other purposes is not recommended. The contents of this report should not be extracted in part from the entire report without the permission of Sierra Planning and Management.

This report identifies a number of properties for which a range of site-related information is collected and opinion provided regarding the suitability of the lands for development. All such statements are based on professional opinion exercised by Sierra Planning and Management acting in its capacity as advisors to the client in respect of the planning for a new recreation centre. The opinion contained in this report is limited strictly to site suitability for the subject development and is not to be further interpreted as commentary on the unrestricted development potential of the lands. Accordingly, Sierra Planning and Management will not be held liable for such misrepresentation.

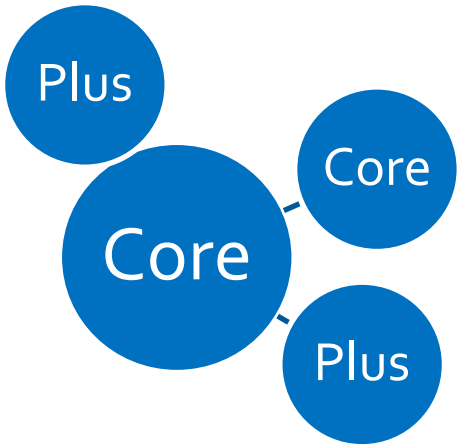
For further clarity, the information presented for each site is for the sole purpose of conducting a high-level assessment of locational merits as it pertains to an appropriately scaled facility. This analysis is not valid for the consideration of the land uses and does not imply the relative value, utility, worth or future potential of any of the sites identified for either their existing use or future land uses. Accordingly, this report does not prejudice the rights and objectives of any landowners, tenants, licensee, assignee or user of the lands in question.

1.4 Phase 1 Process Explained

The feasibility study, per the project terms of reference, addresses the following areas of investigation and reporting:

- **A review of community needs**. This is undertaken specifically in regard to uses that can be reasonably located within a multi-use community recreation centre, similar to those modern facilities built in recent years in many communities across Canada.
- The focus of the needs assessment is therefore on defining those uses which will form the core functional spaces within the building – these are principal, secondary and related uses or activity spaces that are the framework to consider the scale of building required, its capacity to be developed as a modular building in phases, the capital costs and operating model.
- The potential for other niche spaces or services – anything from concessions, studios, day-care, lease space or dedicated/shared use space for specific types of user (youth/seniors, etc.) – are opportunities. Phase 2 will address the potential for these "plus" opportunities as part of the design process to determine if there are functional and operational synergies. Many of the ancillary or non-core functions in buildings of this type are a good idea, some are in need because of a lack of supply, but the decision to include them is a function of the balance between design, capital cost and operational priorities.
- **Concept Identification**: design opportunities, limitations of existing facilities, and best practice.
- **Locational analysis** and recommended site potential.
- **Capital costs** and consideration for energy efficiencies and Green House Gas (GHG) emissions.
- **Economic impact potential, operational model**, "whole of life" costs, and consideration for cost-sharing among municipal partners.

Based on the work of the recent Regional Recreation Needs Assessment, there are a great many community centres (over 40) in the County, providing a range of services.



A new regional facility is an addition to the landscape of existing facilities and services. As it relates to "core" uses, these represent clear gaps in provision as a result of our analysis. However, the potential for value-added uses of the kind mentioned is, in part, a choice of service delivery model: local versus regional.

The mandate of this report is to assess the potential of a new regional facility and an appropriate range of options for its governance and operation, stemming in part from its prospective location within the County.

Contingent on the decisions taken by the respective councils, Phase 2 comprises design, detailed business planning, site acquisition and funding.

1.5 Report Outline

The report is divided into two parts:

A – the establishment of existing conditions, policy supports, and identification of community needs relevant to an indoor multi-use recreation centre;

B – the locational requirements of the centre, recommended scale and function of the building, capital costs and the choices that exist in terms of governance, cost-sharing and operational model.

KING'S COUNTY

Regional Recreational Centre Feasibility Study

PART A: REGIONAL COMMUNITY NEEDS AND OPPORTUNITIES

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2 Municipal Organization and Delivery of Recreation Services

2.1 Policy Supports

2.1.1 National and Provincial Recreation Framework Policies

National Recreation Policies

Both the Federal and Provincial governments have created policy documents to guide investment in, and provision of, recreation facilities, programs and services. Canadian policy guidance includes '*A Framework for Recreation in Canada: Pathways to Wellness*' *(2015),* and '*A Common Vision for Increasing Physical Activity and Reducing Sedentary Living in Canada*' *(2018).*

The Federal '*Pathways to Wellness*' Strategy and the '*Common Vision'* for increasing physical activity convey a set of concepts, principles and roles to guide the use and evolution of recreation and sport delivery system into the next decade in communities across Canada. Levels of physical inactivity and sedentary living among Canadians are critical issues in Canada. These frameworks encourage communities to build the relationships necessary to ensure that citizens fully benefit from the system's potential to enhance the quality of life and wellbeing, increase physical activity and address heath challenges and issues resulting from sedentary lifestyle.

The Government of Canada vision for active healthy living is "A Canada where all Canadians move more and sit less, more often" (The Common Vision). The *Common Vision* Strategy outlines strategic imperatives for all governments, organizations, communities and leaders in six focus areas: **Cultural Norms, Spaces and Places, Public Engagement, Partnerships, Leadership, and Learning and Progress**. These strategic imperatives require the collaborative attention of all governments, recreation and health service providers and other organizations and stakeholders along with opportunities to help guide a collective approach to policies, planning, priorities and programming across Canada. The Federal Strategy outlines approaches to encouraging and supporting active and healthy living in Canadian communities, including a life course approach and a population approach.

Life course approach:

- Encourage and enable Canadians of all ages in their efforts to be more physically active in all aspects of their daily living, and at all stages of their lives.
- Increasing physical activity and improving health, recognizing that Canadians need differing supports at different ages and stages to stay active.

Population approach:

- Health and well-being depend on the interplay of a range of determinants of health – including income and social status, physical environments, personal health practices, social support networks, education, discrimination, gender and culture social environments, employment/working conditions, health services.
- Increasing physical activity and improving health, requires recognizing the diverse population of Canada, including Indigenous peoples. The focus should be on eliminating access barriers and reducing inequalities when it comes to opportunities to be physically active. "This specifically requires being inclusive, equitable, affordable, culturally relevant and accessible for all groups including: new Canadians; persons with disabilities; older adults; women and girls; and lesbian, gay, bisexual, transgender, queer, intersex and Two-Spirit (LGBTQI2-S)."
- Accessibility for all can be prioritized by addressing barriers and improving access to physical activities and opportunities.
- Access and inclusion mean recognizing age-related demographic shifts, immigration, urban expansion, depopulation, poverty, and income inequality.
- Canada's diverse geography is characterized by large urban, small urban, rural and Indigenous communities. Many communities have limited access to facilities that support physical activity. "Under-represented groups to be represented at the table and play an active role in making decisions."

The policy emphasizes importance of cooperation among governments, organizations, recreation providers, communities, and other stakeholders: "For example, municipal recreation leaders can work with city planners to create supportive Spaces and Places; non-profit leaders can leverage technology to drive Public Engagement; government policy leaders can work in Partnership with Indigenous peoples to co-develop culturally relevant physical activity opportunities; private sector professionals can contribute to new Cultural Norms by reducing sedentary behaviour in the workplace; post-secondary institutions can help support Leadership and Learning; and, local volunteers whose efforts and results are shared can contribute to reporting on Progress." (*Common Vision*, 2018)

The Common Vision builds on existing recreation, sport and active living frameworks and policies, including the Canadian Sport Policy, Framework for Recreation in Canada: Pathways to Well-being; Active Canada 20/20: A Physical Activity Strategy and Change Agenda for Canada; Curbing Childhood Obesity: A Federal, Provincial and Territorial Framework for Action.

Nova Scotia Recreation Policy

The Shared Strategy for Advancing Recreation in Nova Scotia

The *Shared Strategy for Advancing Recreation in Nova Scotia* aims to promote the recreational sector in the province. This strategy provides a clear list of priorities which aim to define the vision and priorities of recreation within Nova Scotia. It intends to provide a model in which opportunities and challenges for recreation within the province can be addressed.

A total of thirteen priorities accompanied by respective "areas of focus" were listed to meet the intent of this document. These priorities are based on and itemized by the five goals set in the national framework, *A Framework for Recreation in Canada 2015 - Pathways to Wellbeing.*

These goals and priorities include:

1. Active Living

To promote active living, three priorities have been proposed to increase physical activity and recreation within families and different age groups. These priorities will be met through creating programs which allow for the development of physical literacy and education for children and older adults and creating services and resources which will actively encourage different forms of recreation.

2. Inclusion & Access

Considerations on inclusion and access was also examined through a set of three priorities. These priorities include eliminating barriers to recreational experiences for all children and youth, addressing disparities within recreation in the province, and ensuring equitable participation by all women and girls. To achieve these priorities, collaboration between different sectors will be completed to ensure policies and opportunities are inclusive to all. Further areas of focus also aim to create inclusivity for diverse communities and programs which are female led.

3. Connecting People & Nature

The promotion of outdoor recreation will be incorporated through creating and promoting recreational activities set in natural spaces and environments. This will be completed in conjunction with policies related to environmental stewardship to ensure natural settings are protected and activities do not cause a large environmental impact.

4. Supportive Environments

Recreation will also be encouraged through two priorities which include improvements to the built, natural, and social environments within communities. These priorities will be met through improving environments which promote recreation and creating greater partnerships to support the promotion of recreational activities.

5. Recreation Capacity

As the recreation sector continues to advance, sustainability and growth within the field must be maintained. To ensure continued growth, Nova Scotia intends on increasing leadership capabilities within the sector, promoting recreation as a contributor to the public good, strengthening collaboration between different sectors, and improving decision-making using higher-quality data. To achieve these priorities, the province will ensure that strategies are updated and in alignment with other sectors, and research is efficient and accessible to relevant practitioners.

Recreation Facility Development Grant

In addition to the *Shared Strategy for Advancing Recreation in Nova Scotia,* there is a small-scale grant program which aims to support the recreational needs and goals of the province. This program includes a Rink Revitalization Fund which aims to support municipalities, not-for-profit groups, and community groups to upgrade existing rink infrastructure.

2.1.2 Investing in Infrastructure

The area municipalities as well as other institutions including Acadia University and Canadian Forces, are not alone in facing a need to plan for renewal of their sport and recreation facilities. Many cities across Canada face a similar infrastructure challenge arising because of the age of their facilities, the limitations of available capital to maintain and replace essential building systems and, in some cases, the absence of an asset management-based strategy to repair, replace and plan for new development.

Municipal sport and recreation facilities, as a category of public sector assets, have been demonstrated to have the poorest condition rating among all categories of assets. ***Informing the Future***, the Federation of Canadian Municipalities (FCM) Infrastructure Report Card, 2016, quantified the relative condition of facilities across the nation through a detailed methodology and survey. Nineteen (19%) percent of sport and recreation facilities were categorized as being in poor or very poor condition, the highest proportion compared to all other asset classes, including roads and bridges, stormwater, wastewater and potable water facilities, and other public buildings. Among sport and recreation facilities, ice arenas had the highest proportion (28%) of facilities in poor or very poor condition.

The target annual rate of reinvestment in infrastructure and facilities is recommended by the FCM at between 1.7% and 2.5% of asset value. Collectively, municipalities are not achieving this range (currently at 1.3% per annum).

None of this should be construed as a lack of recognition of the need for investment. It is broadly recognized that reinvestment requirements are more than just improvements to existing facilities, many of which are functionally obsolete when measured against modern design standards and the expectations of patrons. There is a need to maintain a competitive level of functionality to sustain their appeal and enhance quality of life benefits for area residents. Recreation assets are just one part of the broader quality of life equation but an important one which many municipalities have recognized is within their area of control.

The Canadian Infrastructure Report Card 2019 updates the state of the sector. With 12.7% of indoor arenas and pools classified as in poor or very poor condition, and only 19.8% classified as being in fair condition (itself defined as buildings in a state of deterioration), indoor arenas and pools are in greater need of investment than any other asset class, save and except for roads and rail. Of particular concern are single ice pad arenas, outdoor and indoor pools of 25 metres in length, curling and tennis facilities.

Noting that reinvestment rates are on the basis of maintaining the original functionality of these buildings, as they age there is a growing divide between building functionality and public expectations. This includes expectations as to environmental impact and energy consumption.

In short, these national statistics can be found to a lesser or greater degree in many jurisdictions including Nova Scotia. More particularly, the providers of recreation in Kings County, both municipal and other public/not-for-profit, face the challenge of aging buildings that require significant capital investment to maintain, all the while limited in their functionality by comparison to modern facilities.

The infrastructure question is therefore one of establishing the value proposition between maintaining what exists and injecting new capital into modern, future-oriented, state-of-the art facilities. That balance is also measured in ways that extend beyond financial impacts, and includes the potential for social and economic impacts, greater accessibility and inclusiveness, and reputational gains for the region as a place to live, work and play.

King County's Asset Management Policy (ADMIN-01-015) was first approved in 2018 and recently amended in January 2022. The policy stipulates the underlying asset management practices and principles that are to be taken into account when making key decisions regarding asset management at the municipality for quality and sustainable service provision. The policy identifies the need and enables the municipality to develop and maintain an Asset Management Strategy, and subsequent Asset Management Plans for specific assets, that detail the required steps to provide an agreed level of service to residents.

The Asset Management Policy is aligned with the Key Strategic Priorities of Council under the Financial Sustainability pillar which focuses on "continuing its sound fiscal management by effectively managing assets, and investigating and planning for new revenue streams and growth opportunities."

2.1.3 Policies for Collaboration

There are a number of examples of collaboration that are relevant to ongoing efforts to provide affordable facilities and public services. Examples include the existing commitment to the regional recreation needs assessment (2019); the memorandum of understanding between Acadia University and the Town of Wolfville with respect to a number of services and joint use of facilities, event hosting, etc.

Added to these are the recent cost-sharing agreement for the operation of the Acadia pool and the assistance provided by Kings County to a number of recreation providers in the County. As a result, Kings County has the largest budget for recreation of all the municipal units.

Co-operation, service efficiency, and decentralized delivery of services is firmly established. The addition of a new region-serving facility offers an opportunity for new ways of collaboration at a regional scale.

3 Current and Future Population Dynamics

3.1 Future Drivers of Change in the County

This section provides an understanding of the Kings County Service Area in terms of its demographics and how it compares to the province. Breakdowns of the Census Subdivisions are provided where necessary.

An analysis of the population dynamics of the County has been completed. and includes assessment of the following metrics:

- Historic population changes;
- Projected population changes;
- Age profile and target populations;
- Income profile;
- Diversity profile; and
- Geographic analysis of east and west service areas of the County.

This information, coupled with the community needs analysis and outcomes of the engagement activities, provides direction for the development of the functional program for a new Regional Recreation Centre.

3.2 Understanding the Kings County Service Area

The following Kings County population profile is based on Statistics Canada Census data and official Kings County projections. Data sources include:

- **Statistics Canada Census (2016 and 2021)** – Census provides up-to-date population counts as well as historic population data; and
- **Kings County population projections** – these projections were developed based on School Board catchment areas. The County projections until 2036 are based on 2016 Census data and past population change trends.

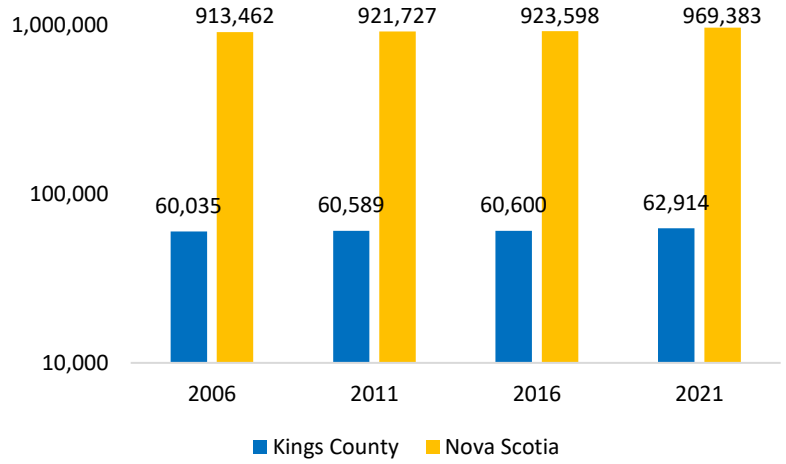
Comparing the 2021 Census population counts with the official County projections provided additional insights into the population change dynamics and trends in Kings County. At the time of writing, population economic indicators were available for 2016 Census but not for 2021.

3.3 Kings County Demographic Profile as a Whole

Kings County's population of 62,914 (2021) represents 6.5% of Nova Scotia population. Both in the County and in the province, population growth rate was lower (under 1%) between 2006 and 2016. Between 2016 and 2021 the population increased by 3.8%, which is consistent with the provincial population growth of 5% over the same period.

Exhibits below show historic population growth in Kings County and in Nova Scotia.

Exhibit 3. Kings County Population change Compared to Nova Scotia, 2006-2021



	Kings County	5 year % change	Nova Scotia	5 year % change
2006	60,035		913,462	
2011	60,589	0.9%	921,727	0.9%
2016	60,600	0.0%	923,598	0.2%
2021	62,914	3.8%	969,383	5.0%

Sierra Planning and Management, Data: Statistics Canada Census (multiple years)

Exhibit 4. Population by Census Subdivision / Municipality

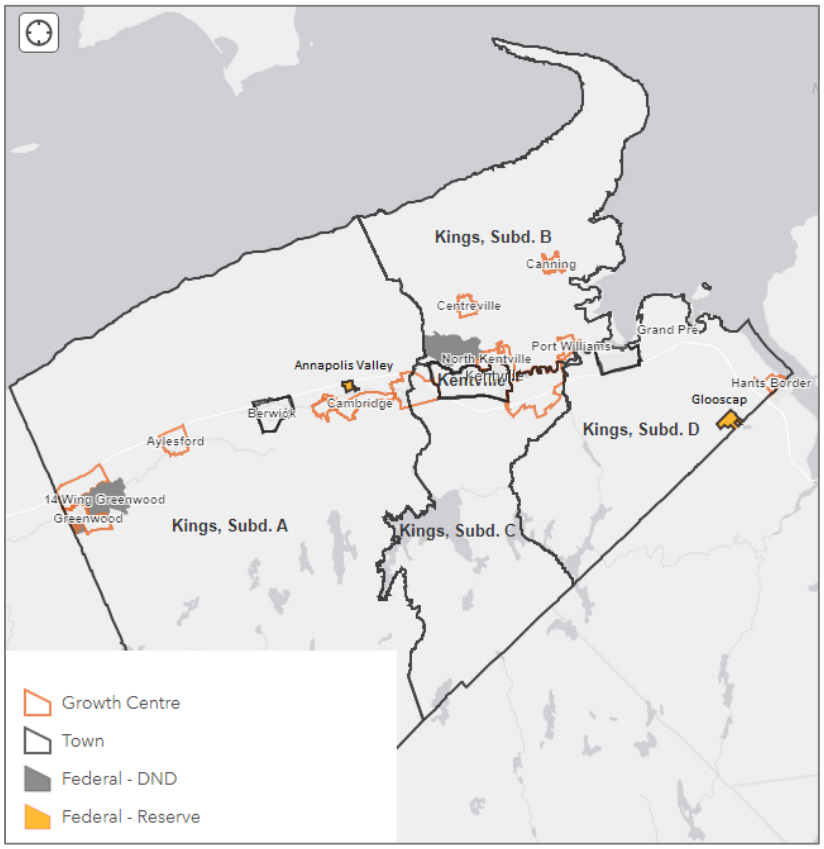
Census Subdivisions	Population 2016	Population 2021	% Change
Berwick	2,509	2,455	-2.2%
Kentville	6,271	6,630	5.7%
Wolfville	4,195	5,057	20.5%
Annapolis Valley First Nation (AVFN)*	140	743	431%
Glooscap	81	111	37%
King's Subdivision A (incl. Greenwood, Kingston, Cambridge, Aylesford)	22,234	22,355	0.5%
King's Subdivision B	11,858	11,951	0.8%
King's Subdivision C (incl. New Minas)	8,093	8,348	3.2%
King's Subdivision D	5,219	5,264	0.9%
King's County	**60,600**	**62,914**	**3.8%**

Sierra Planning and Management. Data: Statistics Canada 2021 Census Profile, accessed in June 2022.

Kings, Subdivision A (Kingston, Greenwood, Cambridge, Somerset, Morden, Woodville); Kings, Subdivision B (Aldershot, Baxters, Harbour, Canning, Centreville, Kingsport, Port Williams); King's Subdivision C (New Minas); King's Subdivision D (Gaspereau, Avonport, LE Shaw).

**According to the Government of Canada AVFN Profile, AVFN registered population was 316 members as of June 2022. About 190 people reside in the AVFN community in Kings County (Kings County 2022).*

Exhibit 5. Kings County Census Subdivisions



SPM, Data: Statistics Canada, 2021 Census – Administrative Boundaries.

Average size of household and census families are similar in the County and in Nova Scotia.

Exhibit 6. Household Characteristics, 2016 and 2021

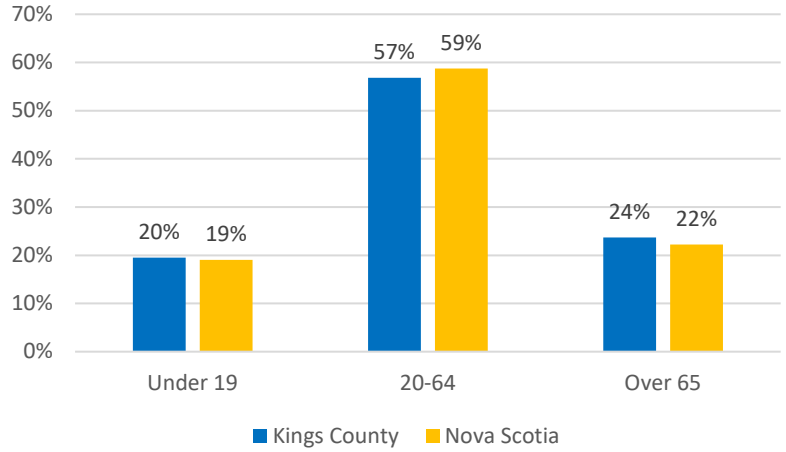
	Kings County	Nova Scotia
Average household size (2021)	2.2	2.2
Average household size (2016)	2.3	2.3
Average size of census families (2016)	2.7	2.7
Average size of census families (2021)	2.7	2.7

SPM, Data: Statistics Canada Census 2016, 2021.

3.3.1 Age Profile

The 2021 Kings County age profile and trends since 2006 are similar to those of Nova Scotia.

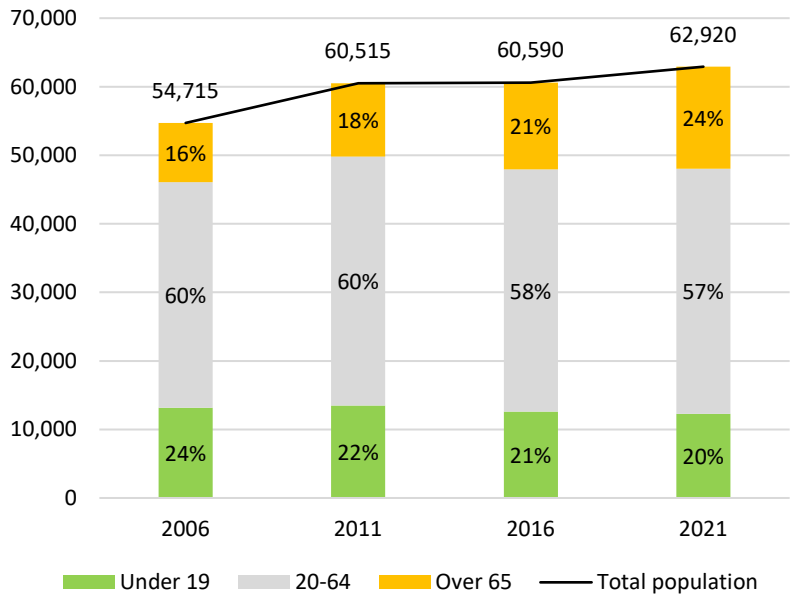
Exhibit 7. Population by Broad Age Group in 2021: Kings County Compared to Nova Scotia



Similar to the Province, Kings County population (2006-2021) by broad age group has seen a moderate increase in the senior adult population and a decrease in other age cohorts:

- The County's 65+ population increased from 16% in 2006 to 24% in 2021.
- The working age population aged 20-64 decreased from 60% in 2006 to 57% in 2021.
- Children and youth population aged 0-19 decreased from 24% in 2006 to 20% in 2021.

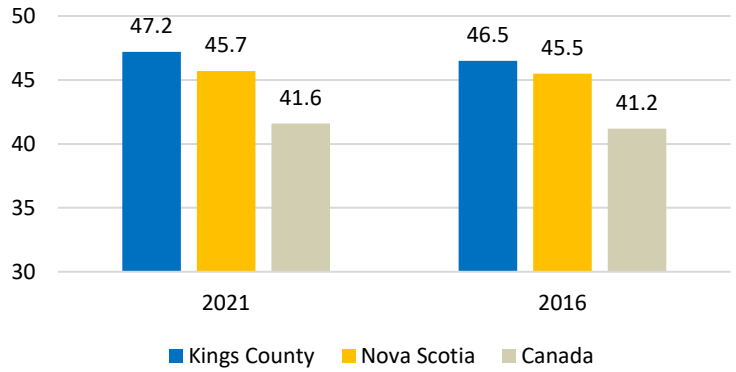
Exhibit 8. Kings County Population by Broad Age Group Change, 2006-2016



SPM, Data: Statistics Canada Census 2006 - 2021.

Median age in Kings County increased from 46.5 in 2016 to 47.2 in 2021. In both Census years, County's median age was higher than the median age in Nova Scotia and in Canada.

Exhibit 9. Median Age Comparison, 2006-2016



SPM, Data: Statistics Canada Census 2016, 2021.

3.3.2 Target Population and Needs

Active living, sports, and recreation opportunities should be equitable and inclusive. The Common Vision, discussed above, calls for creating opportunities for active living and recreation for people of all ages and abilities (Life Course Approach), regardless of their ethnic background, gender, or income (Population-based Approach) and requires eliminating any barriers in access to recreation. Designing recreation facilities with accessibility, equity and inclusivity in mind requires an understanding of communities that prospective recreation facilities would serve.

The following analysis begins to look into these issues by providing a high level overview of income levels and ethnic composition of the Kings County community. A more in-depth analysis will be needed in the future to better understand individual communities, existing barriers to recreation, and needs of different groups, in order to achieve equitable and inclusive active living and recreation.

Income

The Low-income cut-off, after tax (LICO-AT) is an economic indicator that shows prevalence of population reporting to be at or below an income threshold, below which they are likely to devote a larger share of their after-tax income than average to the necessities of food, shelter and clothing. LICO-AT prevalence in Kings County is lower than in Nova Scotia.

Exhibit 10. Prevalence of low income based on the Low-Income Cut-Offs - After Tax (LICO-AT) in 2020, Kings County & Nova Scotia

Category	Kings County LICO-AT, %	Nova Scotia LICO-AT, %
Total population	**4.1%**	**4.7%**
0 to 17 years (%)	3.0%	4.3%
18 to 64 years (%)	5.4%	5.9%
65 years and over (%)	1.4%	1.5%

SPM, Data: Statistics Canada, Census 2021

LICO-AT prevalence in Kings County (4.1%) is lower than in the Province (4.7%).

Comparing LICO-AT prevalence within the County provides additional insights. LICO-AT prevalence is higher in Wolfville - 11.3% or almost three times as high as the County's average of 4.1%. LICO-AT prevalence in Kentville (4.6%) is somewhat higher than the County's. King's Subdivisions B and C (which includes New Minas) and Berwick are lower but close to the County's average. LICO-AT prevalence rates are similar or lower that the County's average in less densely populated areas such as Berwick, King's Subdivision A (including Greenwood, Kingston Cambridge, Aylesford), King's Subdivision B, and King's Subdivision C (including New Minas). LICO-AT rates for Kings County Census subdivisions are shown on the Exhibit below.

Exhibit 11. LICO-AT Prevalence by Census Subdivision, 2020 (Ranked by LICO-AT Prevalence Rate)

Census Subdivisions	CSD Pop. 2021	% Total pop. 2021	LICO-AT Prevalence, %
King's County	**62,914**	**100%**	**4.1%**
Wolfville	5,057	8%	11.3%
Kentville	6,630	10.5%	4.6%
King's Subdivision B	11,951	19%	4.4%
Berwick	2,455	3.9%	3.9%
King's Subdivision C (incl. New Minas)	8,348	13.3%	3.9%
King's Subdivision D	5,264	8.4%	2.9%
King's Subdivision A (incl. Greenwood, Kingston Cambridge, Aylesford)	22,355	35.5%	2.9%
Annapolis Valley First Nation	743 (County Est.: 190)	1.2%	--
Glooscap	111	0.2%	--

SPM, Data: Statistics Canada, Census 2021

Exhibit 12. Median Household Income in 2020

	Kings County	Nova Scotia	Canada
Median after-tax income of households, 2020	$60,000	$62,400	$73,000
Median total income of households, 2020	$68,000	$71,500	$84,000
Average household size, 2021	2.2	2.2	2.4

SPM, Data: Statistics Canada, Census 2021

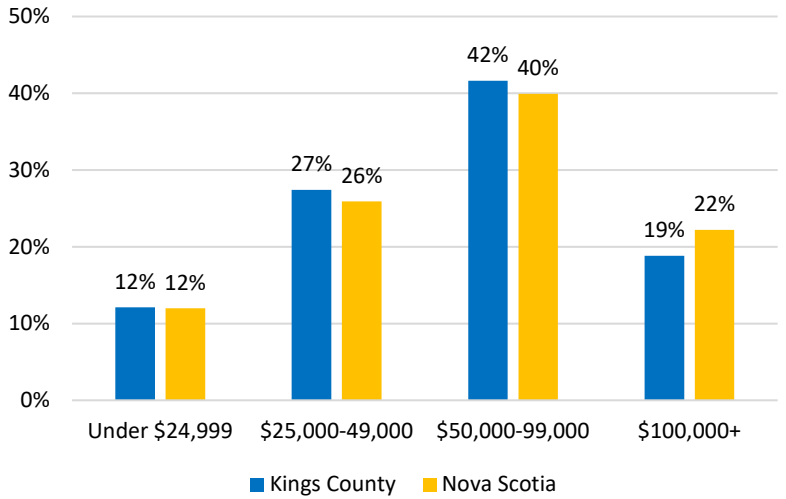
Exhibit 13. After-tax Income Groups in Private Households, 2020
Comparison: Kings County and Nova Scotia

Household Income Bracket, 2021	Kings, # households	Kings, % Total	NS, # households	NS, % Total
Under $5,000	300	1%	5335	1%
$5,000 to $9,999	175	1%	2750	1%
$10,000 to $14,999	580	2%	8855	2%
$15,000 to $19,999	550	2%	8370	2%
$20,000 to $24,999	1735	6%	25970	6%
$25,000 to $29,999	1360	5%	20455	5%
$30,000 to $34,999	1455	5%	21680	5%
$35,000 to $39,999	1585	6%	23815	6%
$40,000 to $44,999	1570	6%	22985	5%
$45,000 to $49,999	1585	6%	21995	5%
$50,000 to $59,999	2920	11%	42410	10%
$60,000 to $69,999	2725	10%	39910	9%
$70,000 to $79,999	2345	9%	34775	8%
$80,000 to $89,999	1935	7%	29630	7%
$90,000 to $99,999	1540	6%	24180	6%
$100,000 to $124,999	2,640	10%	42,470	10%
$125,000 to $149,999	1,310	5%	24,600	6%
$150,000 and over	1,240	5%	27,775	6%
Total # Households	**27,540**	100%	**428,220**	100%

SPM, Data: Statistics Canada, Census 2021

Both in Kings County and in Nova Scotia, 12% of private households earn less than $25,000. High income households, earning over $100,000, represent 19% in the County, which lower than in the Province (22%). In the middle income brackets: 27% of County households earn between $25,000 and $50,000, compared to 26% in the Province; 42% of County households earn between $50,000 and $100,000, compared to 40% in Nova Scotia.

Exhibit 14. Household Income Groups, After-Tax, 2020:
Distribution by Broad Income Bracket (2021 Census)



SPM, Data: Statistics Canada, Census 2021

Diversity Profile

There are two First Nations communities, Annapolis Valley First Nation (AVFN Census Subdivision) and Glooscap First Nation. These communities are shown on the map below.

The Mi'kmaq community of Glooscap was founded in 1984. The community is located between the towns of Wolfville and Windsor near Blomidon Provincial Park "the ancestral home of Glooscap." The Glooscap Community mission is *"Maintaining a sustainable community through our people, for our people*.**"** (Glooscap First Nation website)

Annapolis Valley First Nation is composed of two Mi'kmaq First Nation reserves located in southwestern NS. The Annapolis Valley First Nation reserve in Kings County is located near Cambridge.

Both communities, Annapolis Valley First Nation community and Glooscap First Nation community in Kings County, have been growing; on-reserve population increased between 2016 and 2021.

Exhibit 15. King County First Nations On-Reserve Population

First Nations Population	2016	2021	Change
Annapolis Valley First Nation	140	190	35%
Glooscap	81	111	37%

SPM, Data: Statistics Canada Census, 2016; 2021 Glooscap population 2021 Census; 2021 AVFN population – Government Canada and Kings County estimates.

Exhibit 16. Mi'kmaq First Nations in Nova Scotia and Kings County

Source: https://www.avfn.ca/about-us/history-of-community/

At the time of writing, 2021 Census immigration data was not yet available. Based on 2016 Census, ethnic composition in the County is similar to that of the Province. Statistics Canada numbers do not indicate a significant share of visible minority population either in the County or in the province.

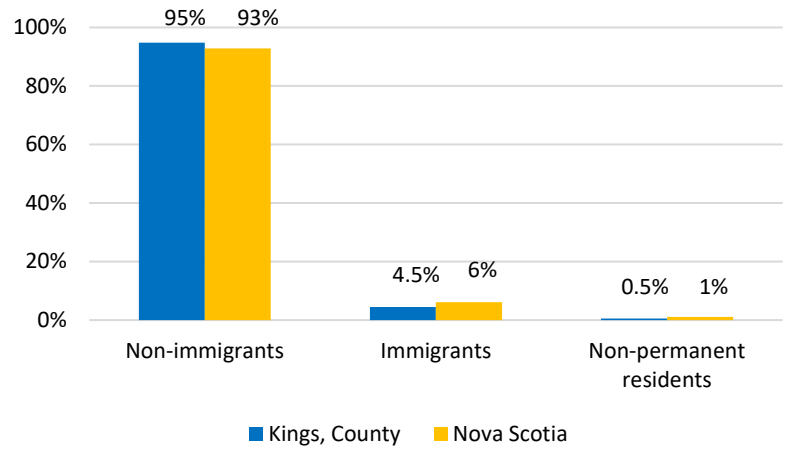
Exhibit 17. Visible Minority, Population in Private Households, 2016

Category	Kings County	Nova Scotia
South Asian	0.2%	0.9%
Chinese	0.5%	1.0%
Black	1.2%	2.4%
Filipino	0.3%	0.4%
Latin American	0.2%	0.2%
Arab	0.2%	0.9%
Southeast Asian	0.1%	0.1%
West Asian	0.0%	0.2%
Korean	0.1%	0.2%
Japanese	0.1%	0.1%
Visible minority, n.i.e.	0.1%	0.1%
Multiple visible minorities	0.2%	0.2%
Total (%)	**3.2%**	**6.7%**

SPM, Data: Statistics Canada, Census 2016

The population is largely non-immigrant – 95% in the County and 93% in Nova Scotia. Immigrant populations in the County and the province are 4.5% and 6%, respectively.

Exhibit 18. Immigrant status for the population in private households, 2016

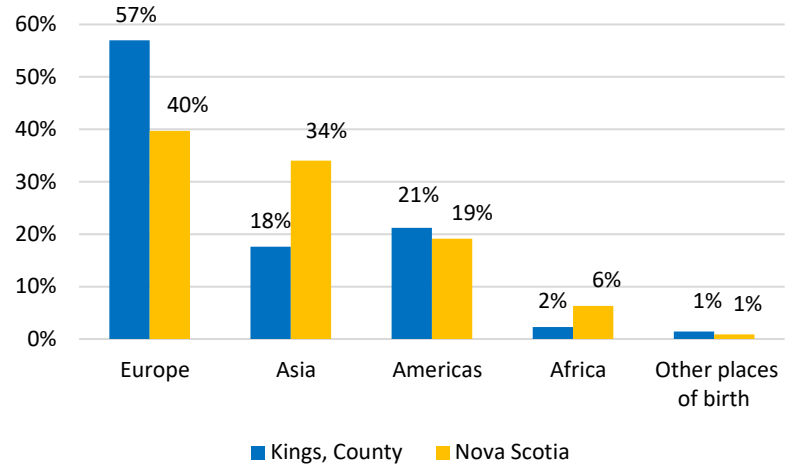


Category	Kings, County	Nova Scotia
Non-immigrants	95%	93%
Immigrants	4.5%	6%
Non-permanent residents	0.5%	1%

SPM, Data: Statistics Canada, Census 2016

Defining place of origin broadly, immigrants in Kings County are from Europe (57%), the Americas (21%), Asia (18%), and Africa (2%). Nova Scotia has a lower share of immigrants from Europe (40%) and a higher share of immigrants from Asia (34%).

Exhibit 19. Selected places of birth for the immigrant population in private households (Census 2016)



Category	Kings County	Nova Scotia
Europe	57%	40%
Asia	18%	34%
Americas	21%	19%
Africa	2%	6%
Other places of birth	1%	1%

SPM, Data: Statistics Canada, Census 2016

3.4 Profile of East and West Service Areas

Service areas were analyzed using two approaches:

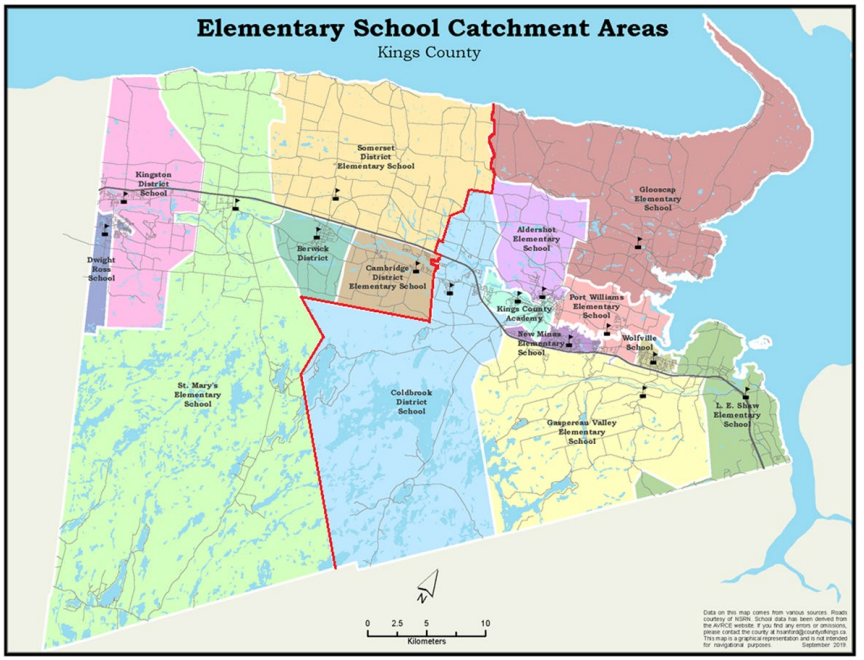
1. Based on drive time from Wolfville in the East and Kingston in the West, and

2. Applying the Kings County approach, areas were defined based on the School-Based Catchment Areas.

The exhibit below demonstrates the first approach. The following analysis of population data and projections is based on the second approach.

West and East Areas were defined based on School District Boundaries as shown on the map below and the following exhibit.

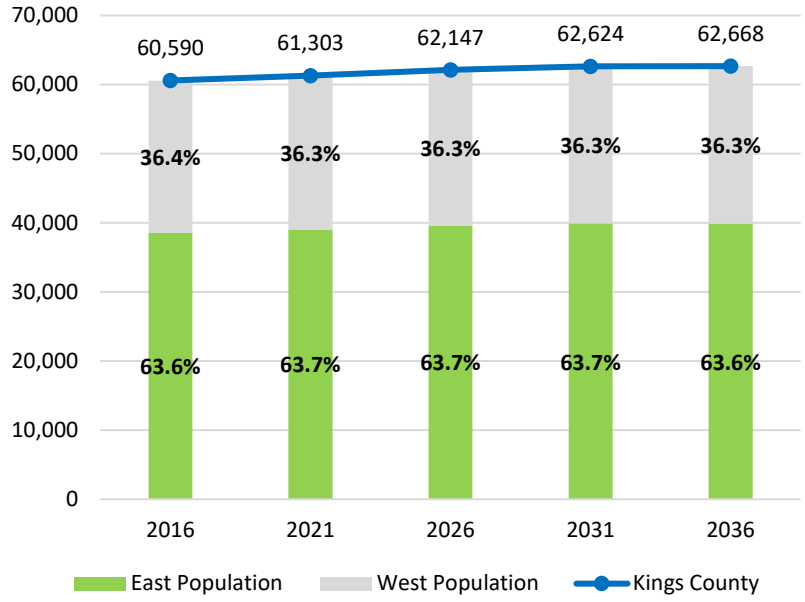
Exhibit 20. Kings County East-West Areas Based on Elementary School Catchment Areas



	West (36% population)		East (64% population)
1	Dwight	1	Coldbrook
2	Kingston	2	Aldershot
3	St. Mary's	3	Kings County Academy
4	Berwick	4	New Minas
5	Cambridge	5	Gaspereau
6	Somerset	6	Port Williams
		7	Wolfville
		8	Glooscap
		9	LE Shaw

East represents about 64% of the total Kings County population, West – 36%. These shares are projected to remain relatively stable.

Exhibit 21. East and West Population as Shares of Total Kings County Population (2016 - 2036)



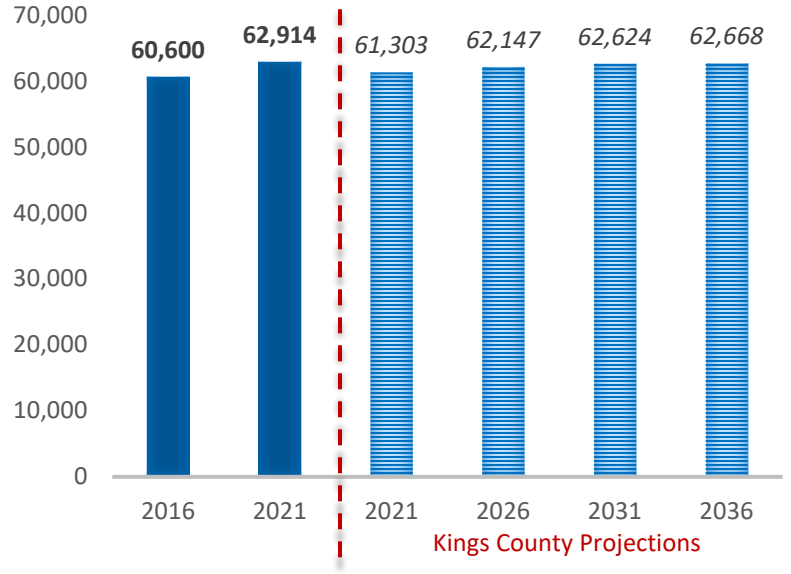
Sierra Planning and Management based on Kings County projections.

3.5 Projected Change in Population

3.5.1 County Projections and Tracking against 2021 Census

Kings County projections track lower than the 2021 Census population counts. Kings County 2021 Census population of 62,914 persons is higher than the County projections of 62,668 persons by 2036.

Exhibit 22. Kings County Population Projections

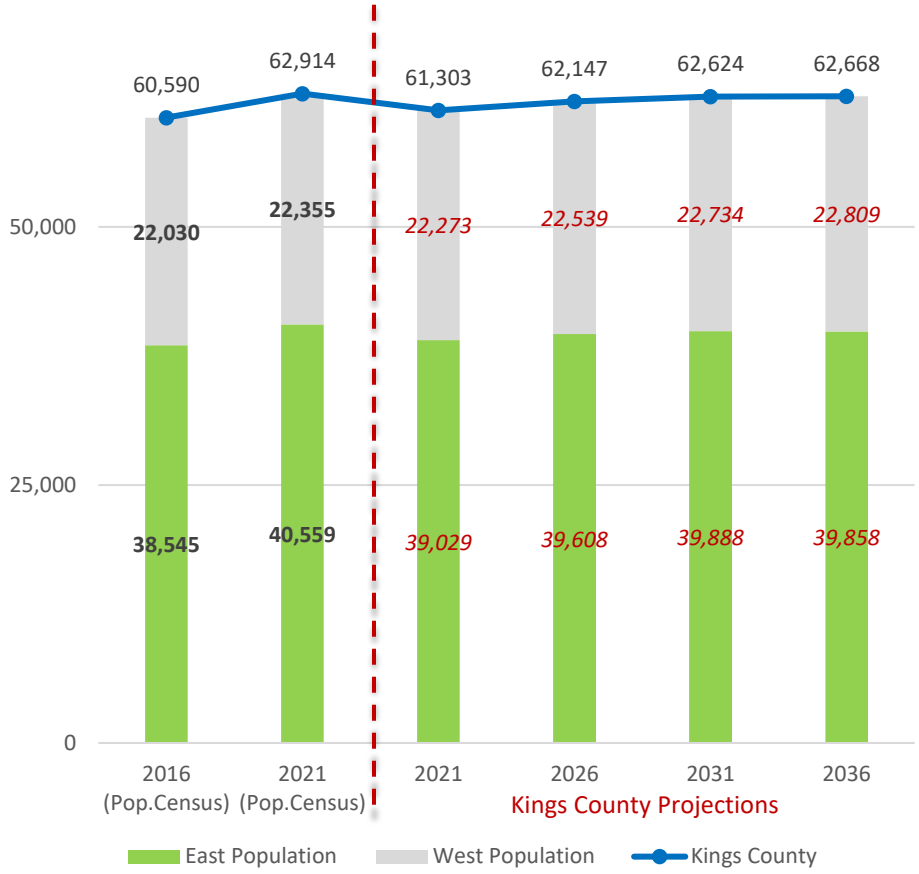


SPM, Data: Census 2021 and Kings County Projections

Based on County projections, population is expected to increase by 2036 both in the East and West of the County. 2021 Census population in the Eastern subdivisions of Kings

County (40,559 persons in 2021) is higher than the County's projections by 2036 (39,858 persons).

Exhibit 23. Kings County Population: East and West (2016 - 2036)

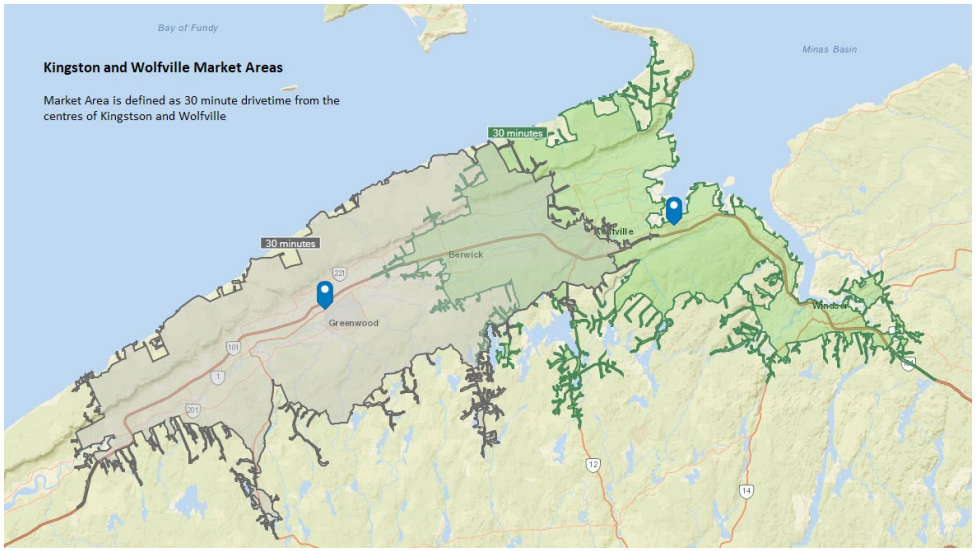


SPM, Data: Census 2021; Kings County Projections

3.5.2 Service-Area Based Projections

Service areas were identified based on drive time – 30 minutes drivetime from Kingston and Wolfville

Exhibit 24. Service Areas based on 30-minute drive time from Kingston and Wolfville

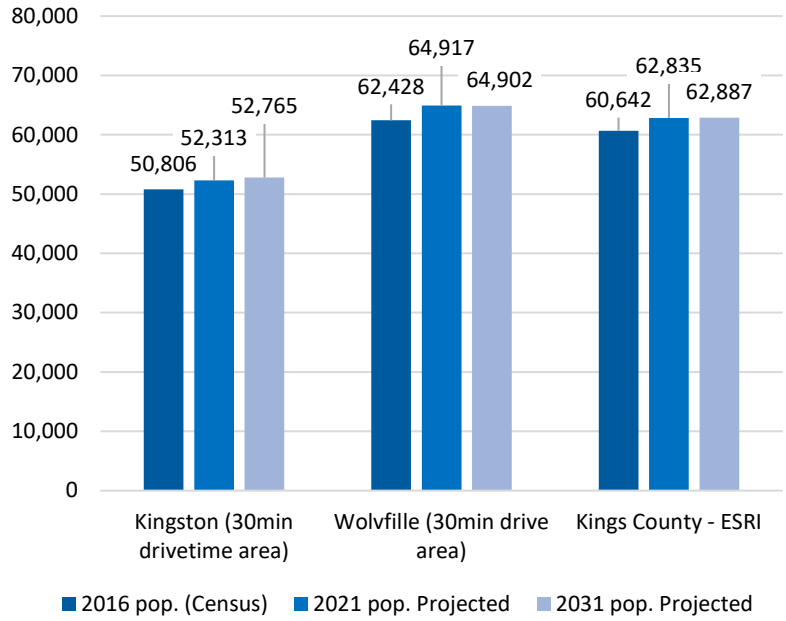


SPM, ESRI Business Analyst Geographical Modelling Software

As shown on the Exhibit below, ESRI Business Analyst projections predict population increase in both service areas between 2021 and 2031.

2021 ESRI projections for the County (pop. 62,895) are closer to the actual 2021 Census population (pop. 62,914), compared to the County's projections.

Exhibit 25. Population Change in Service Areas and in the County



SPM, Data sources: Census 2016, ESRI Business Analyst (2022)

3.6 Summary of Market Profile

Key conclusions from analysis of the current and future population dynamics include:

- In 2016-2021, Kings County population growth rate (3.8%) was lower but close to the Provincial rate (5%).
- Population growth is tracking above Kings County's official population projections. According to the 2021 Census data, County population is higher than the County's official projections by 2036.
- The population is aging – the County's 65+ population has increased from 16% in 2006 to 24% in 2021 with other age cohorts' overall share of the population decreasing over the same period.
- Population is weighted towards East (64%), where East and West are defined based on School Board catchment areas. West represents 34%, respectively.
- Based on 2021 Census data, population in the Eastern subdivisions of the County is tracking higher than the County's projections for the Eastern and Western areas by 2036.
- Population is larger if East and West are defined as service areas, meaning 30-minute drive time from Kingston and Wolfville.
- Income characteristics differ across Kings County communities. These differences are important to consider and explore further to ensure accessibility, affordability, and inclusivity of recreation for all residents, regardless of their economic or social status.

4 Community Needs Analysis: Regional Demand and Supply

4.1 Key Considerations

The regional demand and supply for potential components of a Regional Recreation Centre have been analysed and assessed through a variety of lenses in order to fully comprehend the needs of the community. A number of metrics have been employed, including existing and projected standards of provision represent the ratio of population to recreation services within the County.

Population-based standards of provision, however, are not the only basis on which facility investment decisions should be made. It is also important to understand whether the current level of service is appropriate for the community, which is evaluated through an analysis of participation-based standards, facility utilization data, feedback from the community and user groups, and target standards of provision established for other comparable Ontario communities.

4.2 Service Standards Approach to Quantifying Need

The application of observable trends in how recreation is consumed can be assessed at the local level, in this case the County and its service area which extends beyond the municipal boundaries. This is largely in the form of metrics which establish current participation, utilization and the relationship between the supply of facilities and services and the service area population.

The current service standard can be identified in this way and projected on the basis of population change over time. "Comparable" standards can be used as benchmarks but we caution against the simple application of standards of service drawn from elsewhere even if the communities bear resemblance in terms of size, geography and settlement distribution.

For this reason, we utilize comparable standards as guidelines and prefer, where possible to drill-down on more nuanced, often qualitative considerations of the level of service currently enjoyed by residents.

Measures of Need – Community Driven

In the sections that follow standards are addressed in the following way:

Population-Based Level of Service

- The number of people supported by a given supply, expressed as a ratio (e.g. 10,000 population per indoor ice surface).
- Where appropriate given the facility type (e.g. splash pads and playgrounds) this can be refined to specific age groups.

Activity Participation Standards

- This is a more direct measure between the demand for, and supply of, a facility (e.g. a participation standard of between 400-500 Minor participants per indoor ice surface; 400-700 all participants per indoor ice surface).
- 100% of participation data is required for accuracy. Data collection needs for participation statistics that are comprehensive is not easy to come by in the absence of full disclosure by each and every user group (or provincial association broken down by region).
- The current assignment is generally not able to draw upon participation metrics. While some groups provided data, many did not. However, in our experience, where the demographic profile of a municipality is generally balanced, and supply of facilities is not overly constrained, population-based standards are sufficient, if triangulated with more detailed assessment of utilization and physical condition of facilities.

Utilization of Facility

- Utilization data is provided for the use of existing pools and compared to expected utilization based on comparables.
- Utilization of other assets including arenas and gymnasia is based on data and opinion provided by the operators of these facilities. It is also verified by our own review of published booking schedules.

Together these measures provide a picture of current needs that can be projected forward based on population growth and change. Our methodology, however, includes non-statistical measures of the level of service:

- **The geographic distribution** of facilities (see location analysis). A regional facility is itself a defined level of service, enabling the selection of a location that is most appropriate from a region-serving rather than local-serving perspective;
- Importantly, the **quality, functionality and expected replacement needs** of existing assets (the asset management argument for replenishment of supply to more modern standards is a theme throughout this report). Analysis of age and condition of each relevant facility is not within scope but the known lifecycle cost challenges of the Acadia pool, as well as several of the arenas (Glooscap and Kentville) are material considerations. These facilities provide an important level of service but it is the durability of

this as well as the value proposition of retaining versus replacing these assets that is a relevant consideration in this study;

- **Layering on emerging community needs** – recognition that community needs cannot be articulated solely by analysis, but also require conversation with communities. This project has commenced this process, building on the 2019 Regional Recreation Needs Assessment. If and when the project moves to the next phase of implementation, re-engagement with the community will shed light on potential synergies that a regional facility can leverage. Accordingly, as noted earlier, while our focus at this stage lies in establishing the recreational needs that form the "core" of the building, future discussions will formalize the range, if any, of ancillary space and amenities that should be included.

4.2.1 Needs Versus Opportunity

Any assessment of need should also consider **opportunity**. For common understanding, we can define this as going above and beyond a strict interpretation of facility needs. Usually these needs are projected to some end point - usually, but not always appropriately, the planning horizon set by official population projections of land use plans.

Seizing opportunity can include anything from a long-term, strategic vision that may necessitate higher land and construction costs at the outset but significant rewards over the long term, to simply taking advantage of the timing of development to meet additional policy goals – urban regeneration, urban expansion, co-location of facilities, and incorporation of new technologies, etc.

Measures of Opportunity – Strategically Driven

- More subjective, but also policy driven;
- Potentially can meet community needs as they evolve;
- Should be based on a long-term planning focus;
- Should reflect the goals of economic development, quality of life, and social impacts.

4.2.2 Quantitative Service Standards

Building on the analysis of future population in both the County and in the two service areas that extend beyond the County boundaries, projected service standards are as follows:

1. For the County as the single service area - Standards for Indoor ice, indoor aquatics and gymnasia based on the concept of *municipal equivalent supply*[1];

2. For each of the two service areas that are more reasonably based on drive times from the two main recreation centres in the County (Wolfville's Acadia complex, and CFB Greenwood).

The population projections for these two approaches are established in Section 3.0 and applied here to the supply within each of the service areas.

Regional and Sub-Regional Level of Service – COUNTY AS SERVICE AREA

Exhibit 26. Regional (County) Level of Service - Standards of Provision

Ownership					Census Population	Estimated County Population				Observed Standard of Provision in Comparable Communities
	Facility Equivalents*									
Facility Type	Municipal	School	Other Public	Total	2021	2026	2031	2036	2041	
Indoor					62,914	62,147	62,624	62,668	-	
Ice Pads	5	0	1	6	10,486	10,358	10,437	10,445	-	1 per 10,000 - 12,000 population
Indoor Pool**	0	0	1.25	1.25	50,331	49,718	50,099	50,134	-	1 per 30,000 to 40,000 population
Gymnasia	2.5	1	1	4.5	13,981	13,810	13,916	13,926	-	MUNICIPAL 1 per 35,000 - 50,000 population (All-providers: 1 per 10,000 - 15,000)
Other - including outdoor ancillary										
					Children and Youth					
Children 0-9					5,861	6,116	6,465	6,807	-	
Youth 10-19					5,989	5,620	5,546	5,797	-	
Basketball Courts (Indoor & Outdoor)	9	0	0	0	665	624	616	644	-	1 per 800 youth (age 10-19)
Splash Pads	2	0	0	2	2,931	3,058	3,232	3,403	-	1 per 2,500 - 5,000 children (age 0-9)

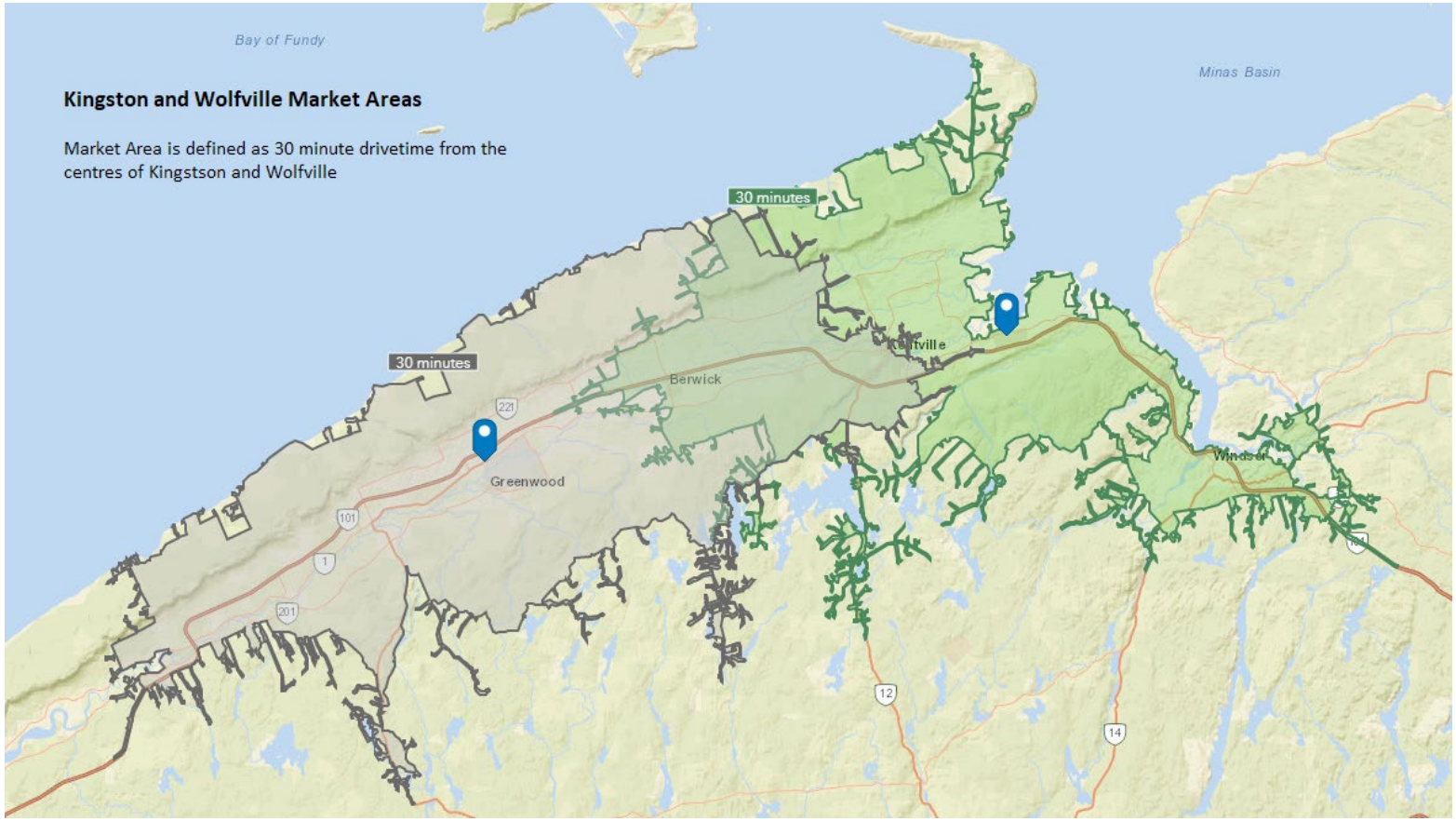
* Facility Equivalent takes into account reduced capacity of some, non-municipal owned vanues; ** Assumes Acadia Pool remains open

[1] Municipal equivalent supply refers to the extent to which a non-municipal facility provides an equivalent level of service to that of a municipal facility. Example – in the case of Municipal Class A pools, a non-municipal provider may equate to only a portion of an equivalent municipal facility (0.25 or 0.5) based on the primacy of access by the community or quality, size, or condition of the facility.

Given the geographic realities of the County, a more realistic service standard divides the service area into two – providing for an east service area and a west service area.

A 30 minute drive from Wolfville defines the east service area and a 30 minute drive from Kingston defines the west service area.

Exhibit 27. 30-minute Drive Time from Centre of Kingston and Wolfville



SPM ESRI Business Analyst Geographical Modelling Software

Regional and Sub-Regional Level of Service – EAST SERVICE AREA

Exhibit 28. Standards of Provision Using ESRI 30 Minute Drive Time from Wolfville (in all directions)

	Ownership				Market Area 30 Mins from Wolfville					Observed Standard of Provision in Comparable Communities
	Facility Equivalents*				Projections***					
Facility Type	Municipal	School	Other Public	Total	2021	2026	2031	2036	2041	
Indoor					64,917	65,072	64,902	-	-	
Ice Pads	4	0	0.5	4.5	14,426	14,460	14,423	-	-	1 per 10,000 - 12,000 population
Indoor Pool**	0	0	0.75	0.75	86,556	86,763	86,536	-	-	1 per 30,000 to 40,000 population
Gymnasia	2	0	0.5	2.5	25,967	26,029	25,961	-	-	MUNICIPAL 1 per 35,000 - 50,000 population (All-providers: 1 per 10,000 - 15,000)

* Facility Equivalent takes into account reduced capacity of some, non-municipal owned vanues; ** Assumes Acadia Pool remains open

*** SPM, ESRI Business Analyst Projections

Note: Windsor (West Hants Sports Complex) is included in within the service area as relevant supply.

Regional and Sub-Regional Level of Service – WEST SERVICE AREA

Exhibit 29. Standards of Provision Using ESRI 30 Minute Drive Time from Kingston (in all directions)

	Ownership				Market Area 30 mins from Kingston					Observed Standard of Provision in Comparable Communities
	Facility Equivalents*				Projections***					
Facility Type	Municipal	School	Other Public	Total	2021	2026	2031	2036	2041	
Indoor					52,313	52,777	52,765	-	-	
Ice Pads	3	0	0.5	3.5	14,947	15,079	15,076	-	-	1 per 10,000 - 12,000 population
Indoor Pool***	0	0	0.75	0.75	69,751	70,369	70,353	-	-	1 per 30,000 to 40,000 population
Gymnasia	1	1	0.5	2.5	20,925	21,111	21,106	-	-	MUNICIPAL 1 per 35,000 - 50,000 population (All-providers: 1 per 10,000 - 15,000)

* Facility Equivalent takes into account reduced capacity of some, non-municipal owned vanues;

** Assumes Acadia Pool remains open; *** SPM, ESRI Business Analyst Projections

Details of the facility supply, and the resulting range of needs based on a service standard approach is provided in the following sections.

4.3 Aquatics Metrics

4.3.1 Standards of Provision

Dedicated community facilities typically serve a population in the order of 30,000 to 40,000; a range that will reflect pool size and amenities, regional options and resources. (Sierra would typically post the range from 30,000 to 50,000, noting that some communities are smaller but draw a larger regional customer base such that the general standards are often maintained.)

The Acadia facility is, of course, not a dedicated community operated facility. There are two other institutional (non-community owned / non-community dedicated) recreation facilities within Kings County - Waterville Nova Scotia Youth Centre and Base Greenwood which provides some public access. WSP assumed that together these three facilities can roughly be equivalent to 1.5 dedicated community aquatic facilities. Sierra would concur with this estimate of equivalencies however our review of Waterville in greater detail suggests to us that this pool is more appropriately counted as a 0.25 municipal pool equivalent.

The next closest indoor public aquatic facilities are in Halifax, Truro, East Hants, Bridgewater and Cornwallis, meaning that the three institutional pools could in fact be serving a larger regional population of approximately 80,000 when considering King's County and surrounding areas.

Facility	Address	Comments
Waterville Community Pool	NS Youth Facility 1442 County Home Road Cambridge	Public programs are operated by the County of Kings (0.25 Equivalent)
Greenwood	14 Wing Fitness & Sports Centre	8-lane 25-metre indoor pool; Members of the Public at large under invitation (0.5 Equivalent)
Acadia University		6-lane, 25 metre swimming pool each direction, T-Shape (0.5 Equivalent)

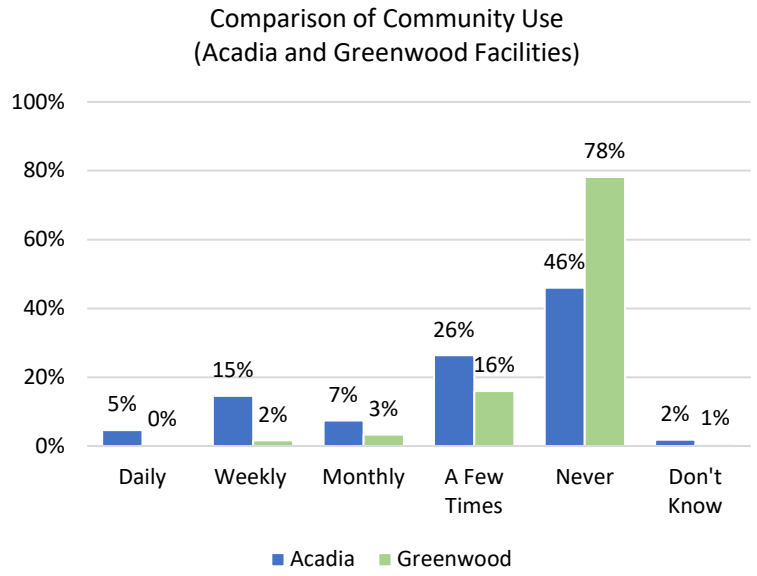
As indicated above, the current service ratio is 1 indoor pool per 50,000 population using the County as the service area. More realistically, the east and west drive times are more determining – on this basis the eastern service standard is 1 per 86,000; the western service area standard is 1 per 70,000. These metrics include the Acadia pool remaining open.

There is a need to add a full Municipal Class A pool to the inventory to achieve a comparable and acceptable municipal standard.

With the closure of the University pool, if this happens, the requirement would become more urgent. Planning in earnest is an appropriate policy response.

4.3.2 Summary of Pool Utilization

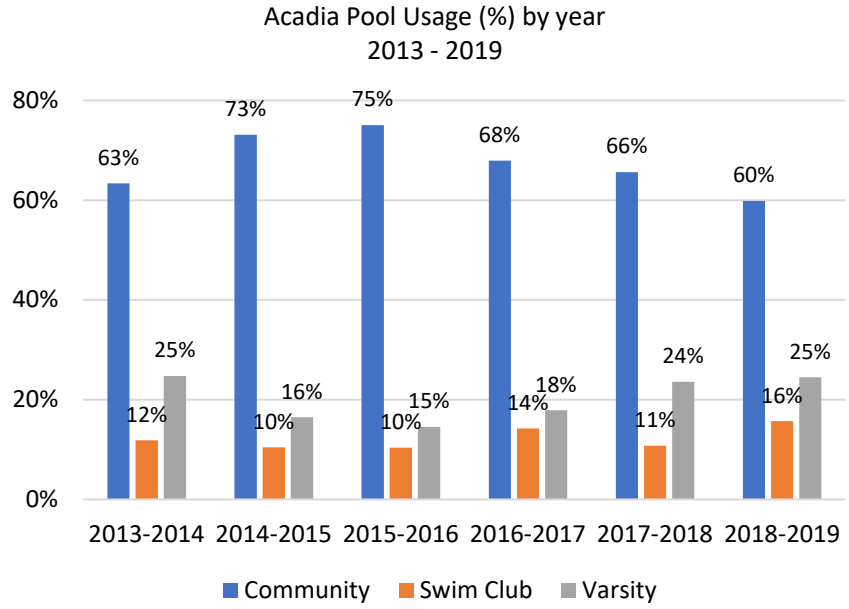
Utilization provides answers to the important question of how existing pools are used and whether this accurately reflects true demand. The limitations of the existing supply – non-municipal pools wherein other users have equal or higher priority, raises the question of whether there is latent demand: persons that would otherwise regularly use these facility but for their level of amenity and location as part of a university campus, military base or part of an institutional complex.



Source: SPM based on Kings Regional Recreation Needs Assessment Community Survey conducted by Stantec

It should be recalled for context from the 2019 needs assessment survey that a high proportion of community respondents had never used either of the main pools.

Information for the pool at CFB Greenwood could not be sourced. Based on our research, we estimate that the overall number of pool person-visits per annum at the University pool is in the range of 50,000 – 55,000. The utilization is high in spring (70% of available hours), summer (40%), fall (83%) and winter (82%). Notwithstanding, compared to a modern municipal Class A pool, we anticipate that this level of utilization could be higher – reflecting unmet demand at present.



4.3.3 Comparative Analysis

For comparison, utilization from a range of other municipal settings provides a glimpse of the relationship between the level of use and the size of market area (excluding students). Based on these observations, it can be expected that utilization of the Acadia pool should be modestly higher than is likely the case. A facility that meets modern service expectations, is operated as a community-first facility, and which may replace Waterville, is very likely in our view to generate demand that is similar to observed usage elsewhere. As long as the pricing structure of use remains within reasonable limits a new facility will ensure unmet demand is satisfied.

Exhibit 30. Comparator of Aquatic Centre Annual Person-Visits

Municipality	Province	Market Scale	Annual Person-Visits	2016 Population	Area Type	Visits/Pop Ratio
Timmins (Archie Dillon)	Ontario	Regional	83,000	41,788	CA	1.99
Whitchurch Leisure Centre	Ontario	Regional	150,000	45,837	Town (York Region 1.1 million)	3.27
Quinte Sport and Wellness Centre (QSWC)	Ontario	Regional	147,000	103,472	CMA	1.42
District of Summerland Recreation and Fitness Centre	BC	City-Region	70,000	52,587	Okanagan-Smilkameen (RDOS) (Part of)	1.33
Fredericton Indoor Pool	NB	City-Region	55,000	101,760	CA	0.54
UNB at Lady Beaverbrook	NB	City-Region-University	80,000	101,760	CA	0.79
Bell Aliant Centre, Charlottetown	PEI	City-Region	est. 81,000	69,325	CA	1.17
City of Pembroke	Ontario	Rural	35,000	23,269	CA	1.50
Perth and District	Ontario	Rural	35,000	24,706	Perth, Tay, DNE & Lanark Highlands	1.42

Unmet demand is certainly evident at the Waterville pool where the schedule of pool use excludes the public from prime time at weekends.

Despite this, the facility is well utilized.

Waterville Youth Facility Annualized Use: 36 Weeks Per Year

	2017-18	2018-19	2019-2020
Total Person Visits	7,018	8,234	8,385
Total Hours Utilized	1,002	1,090	1,416
Total Hours Utilized Per Week	28	30	39
Approximate Pool Utilization Rate (weekly availability approx. 55 hours)	50%	54%	70%

Note: Total programmed hours available is reduced by staffing constraints and by Nova Scotia Youth Centre operational requirements

Key observations for Waterville include:

- Utilization by community for a range of programming and the high proportion of drop-in use signals likely unmet demand for structured programming (44% is drop-in versus only 25% for registered programs).
- Utilization, already impacted by the loss of Saturday use, is further constrained operationally by limitation of staffing and instructor availability.
- Demand is further impacted by the Class B status of the pool: size and quality of the pool tank and facilities.

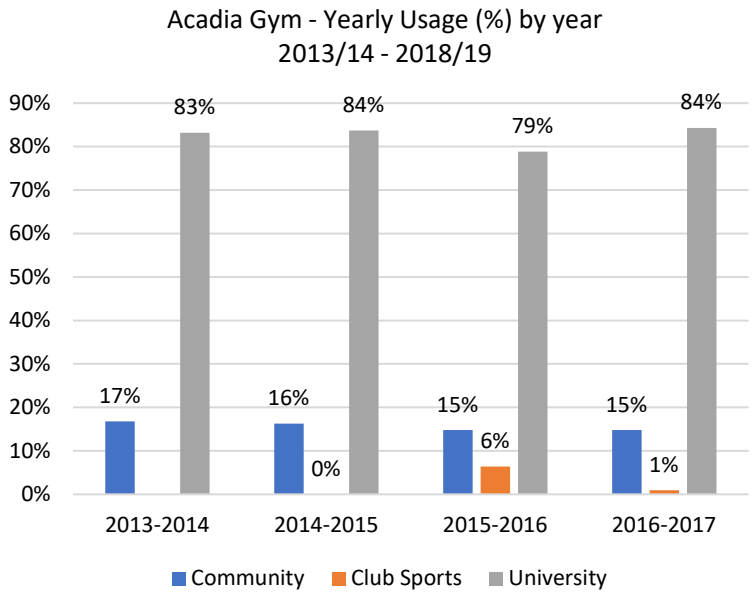
4.4 Non-Aquatic Needs and Opportunity

4.4.1 Gymnasia

We have re-assessed the supply of gymnasia that was referenced in the 2019 recreation needs study to reflect the limitations (particularly in terms of size and height) of some venues. The resulting re-set of municipal equivalent supply is provided below. It is also used in the establishment of service standards in the east and west service areas.

Facility	Address	Comments
Kentville Recreation Centre (0.5 Equivalent)	348 Main Street, Kentville, NS	Kitchen, Common Room, Gymnasium (**suitable for aerobics, fitness classes but not for basketball, soccer camps, etc. which require more movement**)
Nova Scotia Community College Kingstec Campus (0.5 Equivalent)	236 Belcher St, Kentville, NS	Includes: Gymnasium, fitness facility
Berwick Town Hall Gym (1.0 Equivalent)	236 Commercial St, Berwick, NS	Gymnasium
Louis Millett Community Complex (1.0 Equivalent)	9489 Commercial St, New Minas, NS	Gymnasium, fitness centre, several multi-purpose rooms, youth drop-in centre, and banquet hall with commercial kitchen used for hosting events.
Central Kings Rural High School (0.5 Equivalent)	6125 Hwy #1, Cambridge Station, NS	2 gymnasiums (Gym 1 is 6,125 square feet; Gym 2 is 5,264 square feet), 2 change facilities
Horton High School (0.5 Equivalent)	75 Greenwich Rd S, Greenwich, NS	Double sized gymnasium, modern fitness centre
Acadia University	550 Main Street, Wolfville, NS	Primarily University use – community access constrained
14 Wing Community Recreation Centre (CFB Greenwood) (0.5 Equivalent)	Building 110 Church St, Greenwood NS	Double gym, 2 multi-purpose rooms, conference room

The service standard is 1 per 26,000 in the east and 1 per 21,000 in the west. As there is no modern municipal supply of significance, and demand is increasing, the opportunity for a municipal double gymnasium is apparent. In our view it is a significant need. The University gym is a significant building but almost exclusively used by the student body.



With respect to a possibility of a fieldhouse:

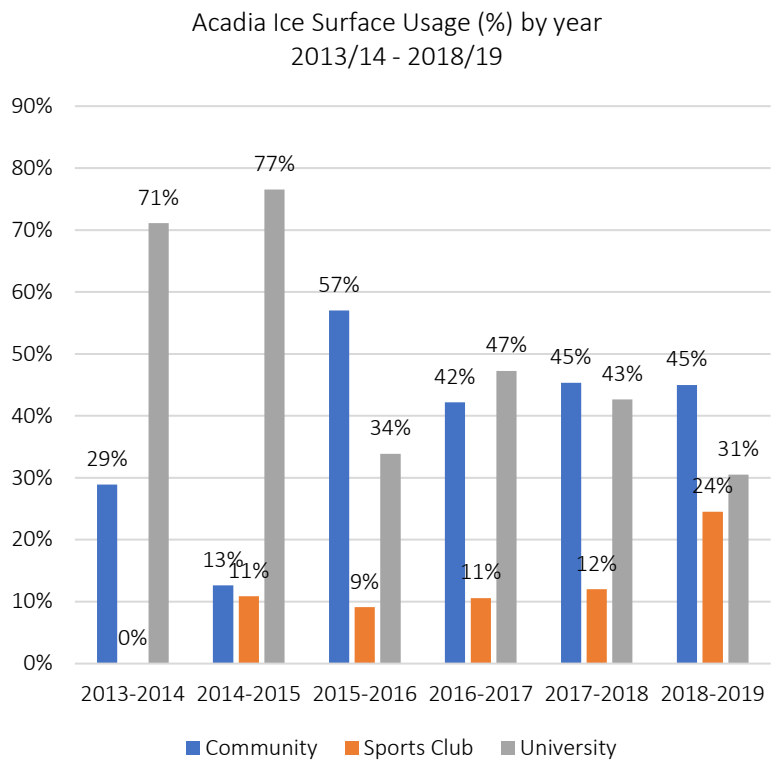
- This is more akin to an arena in scale / volume.
- Windsor Sportsplex provides a local supply
- Flooring is a key determinant of its versatility
- A field house is not likely part of the program

4.4.2 Ice Needs

The supply of ice in the County as well as the eastern and western service areas is presented below.

Facility	Address	Comments
Acadia University		Built in 1988, Olympic sized spectator arena (0.5 Equivalent)
Kentville Centennial Arena	120 Webster St, Kentville, NS	Ice arena
Kings Mutual Century Centre (Apple Dome)	225 Veterans Dr, Berwick, NS	NHL sized ice arena, indoor walking track, community room
Glooscap District Arena	1051 J. Jordan Rd, Canning, NS	Ice rink
Credit Union Centre Arena	1490 Westwood Ave, Kingston, NS	Ice rink, conference room
Greenwood Gardens Arena	2 Ad Astra Way, Greenwood	(0.5 Equivalent)

Growth in the region over the period to 2041 will not spur significant additional need. The standard (1 per 12,000 population) is met in the County as a whole but is slightly worse in the eastern and western service areas (1 per 14,500 population) which draw a larger population base.



It is the future replacement needs for community rinks that will drive the need for new facilities. The Acadia arena is a 2,000 seat venue (1,800 seats, 300 standing) and used both by the community and the University. According to existing building condition assessments, the arena will require a moderate level of reinvestment in lifecycle terms. The future of the arena is not in jeopardy.

With respect to older ice arenas in the area, the County could adopt the stance that in placing new rink infrastructure, the ensures that the future supply of ice is maintained and can accommodated growth (i.e. offer an effective long term solution for ice needs if and when existing facilities are replaced).

In addition the potential associated with a modern twin pad with a larger seating component for one rink would represent an ambitious opportunity for greater municipal involvement in sport tourism.

4.5 Summary of Needs Analysis

The following summarizes the outcomes of the needs analysis.

Aquatic Needs:

In terms of aquatics, data suggests that utilization of existing pools under-estimates actual demand. In actuality, the demand is significant enough to support a multi-tank Class A municipal pool comprising an appropriate blend of lane, leisure, therapy and associated amenities.

There is a case for development even with the ongoing operation of the Acadia pool; competition would have a deleterious impact on the utilization of the University pool. Accordingly, the aquatic recreation needs should be viewed in terms of a comprehensive, multi-tank replacement of the Acadia complex, with a lane count of 8, subject to detailed discussions with the University regarding its interest in partnering to scale the facility to meet a range of competition and therefore sport tourism needs.

Gymnasia/Fieldhouse Needs:

As there is no modern municipal supply of significance, and demand is increasing, the opportunity for a municipal double gymnasium is apparent. In our view it is a significant need.

Fieldhouses are akin to an arena in scale and volume. A fieldhouse is not likely part of the program for a Regional Recreation Centre in Kings County as the Windsor Sportsplex provides a local supply.

Ice Needs:

Based on a population-based standard, growth in the region to 2041 will not necessitate any significant need for additional ice. However, it is the potential future replacement needs for existing single pad rinks that will drive the need for new facilities.

5 Overview of Public Engagement

5.1 Purpose of Engagement

In establishing an engagement process to support the assessment of a new regional recreation facility, it was important to recognize that the County and its partners have recently (2019) completed their own assessment of regional recreational needs. This study was not conclusive on its recommendations for a new regional recreation centre and instructed the municipalities to consider one or more feasibility assessments on the issue. The study was comprehensive in its approach to public and stakeholder consultation. This includes separate online surveys of the public and identified recreational stakeholders (of which there were hundreds). The subject matter of the needs assessment was very broad, covering all aspects of recreational activities and interests, facility use and surveys.

In light of both the reach of the survey and its recency, it is important that engagement specific to the current exercise build off this consultation base, by adding to it, rather than duplicating in any way the process. Hence, at the outset it is not appropriate as part of the current exercise to engage in a detailed public survey of interest in the particulars of a regional recreation centre. At best, this would replicate and confirm the previous results. At worst, it would generate a second, divergent opinion on the matter, jeopardizing the integrity of both. In the absence of proposed concepts for consideration, a survey specific to a new building could be viewed as a referendum on the level of interest.

Far better to recognize the output of the 2019 work specifically as it pertains to the desire of the community for a new multi-use recreation centre as a stated preference. In this regard, the 2019 work is clear. Sierra Planning and Management was granted access to the survey data prepared by Stantec in 2019. Our intent was to determine the level of interest in a new regional recreation facility:

- The community survey identified a multi-use facility as the top preference (based on a weighted average ranking).
- The published stakeholder survey identified this as a close second to pathways and trails. While there is no reason why, over time, both cannot be achieved, a drill down of the responses of stakeholders specific to the question of “what is your top priority?”, indicates that it is the multi-use facility.

Exhibit 31. Community Survey (Weighted Average Ranking as Published)

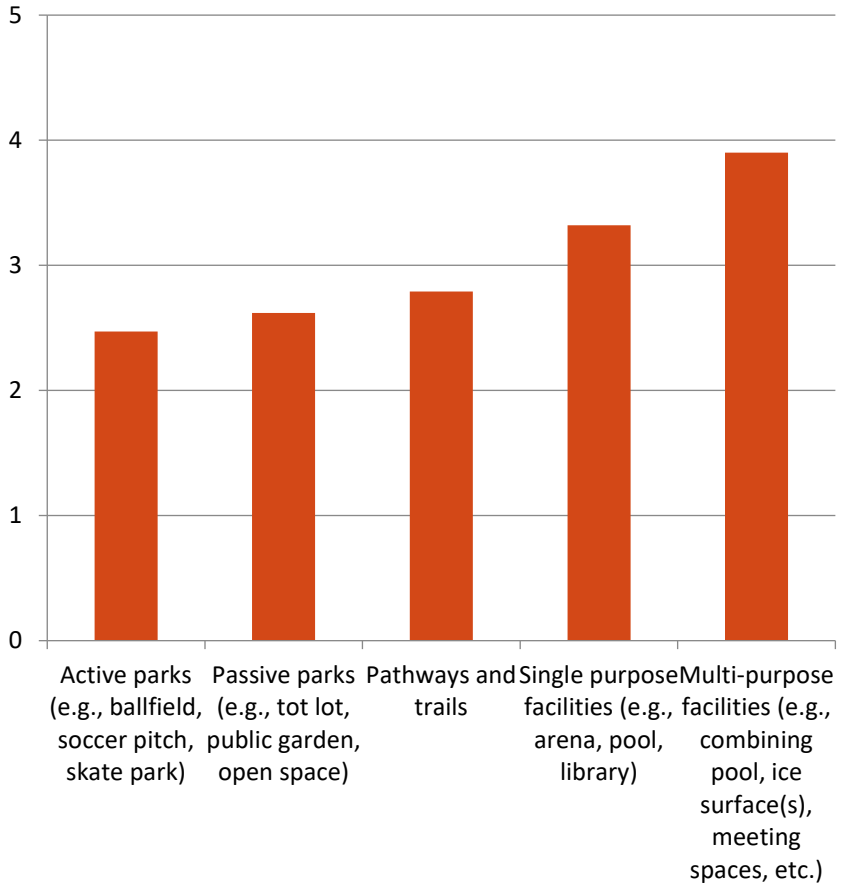
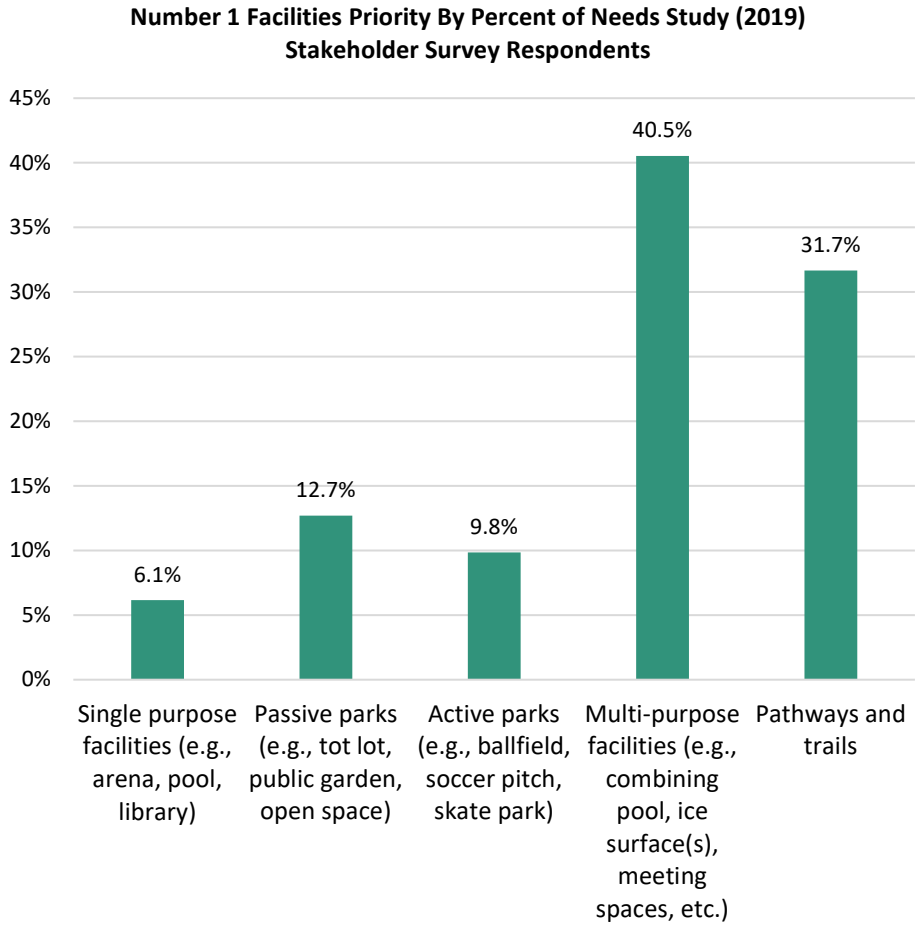


Exhibit 32. Stakeholder Survey (2019) – Number 1 Facilities Priority by Importance (Drill Down Analysis by Sierra Planning and Management)



With these results, the organization of work in this current project was to engage in focused research to assist in developing concepts which could then meaningfully be subject to further public review.

5.2 Methods of Engagement

5.2.1 Invited Stakeholder Discussions

Consultations with sports user groups and community groups were conducted in November 2021 – February 2022. The meetings aimed to provide information about the potential multi-use sports and recreation complex and to hear from the user groups about their use of facilities and needs. Meetings opened with a presentation about this feasibility study and providing best practice examples of sports facilities, followed by a discussion about the current use of facilities and future needs of the user groups.

Between November 2021 and February 2022 online User Group Consultations were conducted:

1. November 29 – Ice User Groups
2. December 2 – Indoor Sports
3. December 8 – Aquatic User Groups
4. December 9 – General Interest Groups
5. January 11 – Arts and Community Groups
6. February 3 – Accessibility

Additional meetings were held with recreational professionals in the municipal units and economic development and tourism leaders through group meetings to introduce the project and gather insights as to the potential opportunities presented by a regional centre.

In preparation for these meeting, a comprehensive list of user groups and stakeholders was developed in consultation with Kings County. Invitations were mailed out to 230 email addresses, including user groups and recreation coordinators. Invitations to an aquatics meeting were distributed via 4 recreation coordinators and aquatic users connected with other community members.

In total, 75 participants attended the online user group meetings. Participants included mostly representatives of user groups, recreation coordinators, and representatives of municipalities and the County. During each consultation, participants were encouraged to provide follow-up comments. Detailed comments and suggestions were provided following the indoor ice, indoor sports, aquatics and general interest user group meetings. Follow up surveys were sent to all invited to the Indoor Ice User Group meeting (21 invitees) and the Indoor Sports User Group meeting (71 invitees); three additional responses were received. Participation and follow-up details for each meeting are outlined in the Exhibit below.

Exhibit 33. User Groups Consultations Participation and Follow-up

User Group Type	Date	Number of Participants*	Follow-up Comments
Indoor Ice	29 November 2022	5	Follow-up questions - 3 responses Curling club interview
Indoor Sports	2-December	9	Follow-up comments by email - 1
Aquatic	8-December	25	Follow-up comments by email - 2
General Interest	9-December	22	Follow-up comments by email - 1
Arts & Community	11-January	3	
Accessibility	3-February	11	

** Meeting Participant counts include meeting attendees (user group members, County, Municipalities' Reps, Councillors).*

Presentations, best practices and questions were tailored to each meeting's main theme and user groups. This approach allowed to inform participants about the study and to have in-depth discussion about user groups' experiences and needs. The main themes across all meetings were as follows:

- current experiences and needs;
- opportunities that a potential multi-use recreation complex could bring;
- the best location for a New Recreation Complex.

Questions and a detailed description of public consultations are provided in the Appendix.

5.2.2 Public Discourse

The second mode of engaging the Kings County communities and the public was through the virtual community engagement and collaboration platform Wolfville Blooms on the Town of Wolfville website. Each of the participating municipal units and County had direct links to this page. The virtual space provided information about the feasibility study and a survey to obtain information about current uses and future needs.

Between November 2021 and January 2022, 786 people visited the community blooms page dedicated to the Kings County Regional Recreation Facility Feasibility Study; 236 visitors viewed multiple sites, downloaded the presentation, and of them 95 participated in the survey.

Exhibit 34. Community Blooms Statistics

702 Aware community members registered and viewed information

236 Informed Community Members viewed multiple sites, downloaded the presentation, and / or participated in a survey.

95 Engaged Community Members participated in the survey
Other Meetings:

- Economic Development Consultation (November 2021)
- Recreation Coordinators Consultations (November 2021)
- Follow-up Engagement with Business Community (November 2021)
- Academics / sports and equity experts (April 2022)
- Indoor Tennis proponents (April 2022)

5.3 Key Take Aways

Community Blooms - Aquatics

Type of pool and amenities include:

- Leisure pool should be warm, amenities including hot tub, slides, sauna;
- Improve availability of community programs and accessibility: more time for community use and more times convenient for different groups;
- Child friendly pool (e.g. shallow end, slides);
- Appropriate swim times for different age groups (e.g. mornings or afternoons for senior adults);
- Other comments: a warmer pool, hot tub, “new bright swimming pool”, “large fully public pool”.

Accessibility – accessible and inclusive facility for all ages and abilities. The facility should be wheelchair accessible.

Aquatics Meeting

Separate pools: Separate pools to accommodate competition and leisure / community uses.

Two separate pools with different temperature – cooler for competition and warmer for families and therapy.

At least 25 m (50m for a competition pool to host competitions)

At least 8 lanes: *"More lanes (at least 8). It's quite amazing what a difference 2 extra lanes can make when accommodating multi-use programming."*

Requirements for competition - at least 8 lanes, minimum depth of 1.5m or deeper for lessons from start to lifeguarding.

Leisure/Family/Therapy pool should be warmer and shallow ends for aquafit, therapy, senior adults and children.

Programs: More programs for swim lessons, children, aqua fitness and therapy programs. Programs for different age groups – more programs for seniors, children and youth.

Change rooms: both universal and gender specific. Hybrid change can accommodate competitive and community.

Accessible should be interpreted as **wheelchair accessibility** - pool entry: beach or teaching step. Must have ramp entry.

Indoor Ice Meeting and Community Blooms

Ice pad should be an NHL ice surface – 200' x 85';

Additional capacity needed – limited/no prime-time capacity left according to participating indoor ice user groups;

More time for girls/women hockey;

Additional changerooms to accommodate increasing demand among all players, including women's teams;

Additional capacity for hockey and curling;

A tournament facility would provide additional opportunities.

Indoor Dry Floor Uses - Meeting and Community Blooms

Activities appealing for youth: e.g. Basketball, Skatepark, Karate, Dance, a skateboarding facility, scootering, and BMX.

Gymnasium and gymnasium uses discussed during the meetings and mentioned in the survey include racquet sports (pickleball, squash/racquetball, tennis), basketball, volleyball, fitness classes, boot camps, "affordable work out", climbing and bouldering, lacrosse, and a full indoor track.

Accessibility and Community Groups Meeting

The building should be accessible both inside and outside

Dignified pool access will be an asset for rehabilitation work

Intuitive wayfinding and accessibility elements in design

Multi-purpose rooms – inclusive community spaces (e.g. community programs / gatherings)

Flexible spaces – rooms that can be re-arranged as needed to provide larger and smaller spaces.

Affordable space and programs

Location Ideas and Suggestions

Location Ideas and Suggestions – Summary of suggestions from consultations and follow-up comments:

- Accessible by **transit**
- **Highway access:** Close to 101 ramp / Visible and accessible from 101 / 101 + Highway 1 / access to main arteries.
- **Visibility** is important as well as the ease of getting in and out easily to and from the facility.
- Locate near more **densely populated areas.**
- Towards the East End of the County; Centrally Located
- Close to other destinations / facilities.

5.4 Next Steps in Engagement

Next Steps in the engagement process include:

- Public review and comment on findings of the Phase 1 Report, centering on the proposed concepts, options and proposed central-eastern County location;
- Should the project proceed to a second phase comprising plans for implementation (site acquisition, funding strategy, design development and business case), re-engagement of the stakeholders as part of the process to confirm design scope.

5.5 Summary of Engagement Outcomes

Overall, the engagement activities provided a fairly clear direction in terms of what the public and stakeholders would like to see in a new multi-use facility. This includes:

Aquatics facility:

- Separate pools to accommodate competitive (25m, 8 lanes) and leisure uses (Strong Support for Leisure/Teach pool – warm water with beach or teaching step entry);
- Flexible for use by a variety of ages, programs and groups;
- Related amenities including hot tub, sauna, slides, shallow end, etc. (Moderate support for dedicated therapy or whirlpool);
- Accessible and inclusive for ages and abilities;
- Appropriately programmed for a variety of age groups and skill levels; and
- Support for Non-Gender / Universal change. However, if the pool tanks accommodate swim teams and competition, then the change room configuration will need to move towards a Hybrid model or add in gender specific/team change rooms. This, along with discussion over the number of lanes should occur in the design phase.

Indoor Ice Pad(s):

- The community felt that there are capacity limitations with existing ice pads and expressed a desire for a new NHL size surface(s) with tournament hosting capabilities, modern changeroom facilities, and increased capacity for sports other than hockey.

Indoor Dry Floor Space/Gymnasium:

- Space that enables activities appealing for youth (e.g., basketball, dance, fitness classes, climbing wall, indoor track, etc.).

Accessibility:

- This was a common theme throughout the engagements.
- The building should be intuitive in terms of wayfinding and inclusive for all to enjoy.

6 Summary of Community Indoor Facility Needs and Opportunities

A new regional facility is an addition to the landscape of existing facilities and services. As it relates to "core" uses, these represent clear gaps in provision as a result of our analysis. However, the potential for value-added uses is, in part, a choice of service delivery model: local versus regional. The following summarizes the needs and opportunities based on the analysis conducted:

- There is a need to add a full **Municipal Class A pool** to the inventory to achieve a comparable and acceptable municipal standard and to meet actual demand. This was strongly supported by engagement activities.
- As there is no municipal gymnasium supply of significance, and demand is increasing, the opportunity for a **municipal double gymnasium** is apparent.
- Engagement activities, coupled with best practice in facility design, imply the inclusion of **multi-purpose functional program spaces**. These are typically large spaces that are divisible and flexible for use.

Growth in the region over the period to 2041 will not spur significant additional need for ice pads. However, it is the potential long term replacement needs for community rinks that will drive the need for new facilities. The primary need related to ice is to ensure efficiency of scale (as part of a multi-use centre) rather than repeat the historic approach of single pad community arenas. The potential for ice pads to be included as a future facility expansion is provided in latter sections of the report (in terms of program elements, concept plans and costing).

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KING'S COUNTY

Regional Recreational Centre Feasibility Study

PART B: DEVELOPMENT OPTIONS, GOVERNANCE AND IMPACT

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7 Locational Analysis

7.1 Intended Outcomes and Method

This is a high-level assessment of site suitability for sites located in the New Minas-Kentville area. This area was selected based on the detailed assessment of:

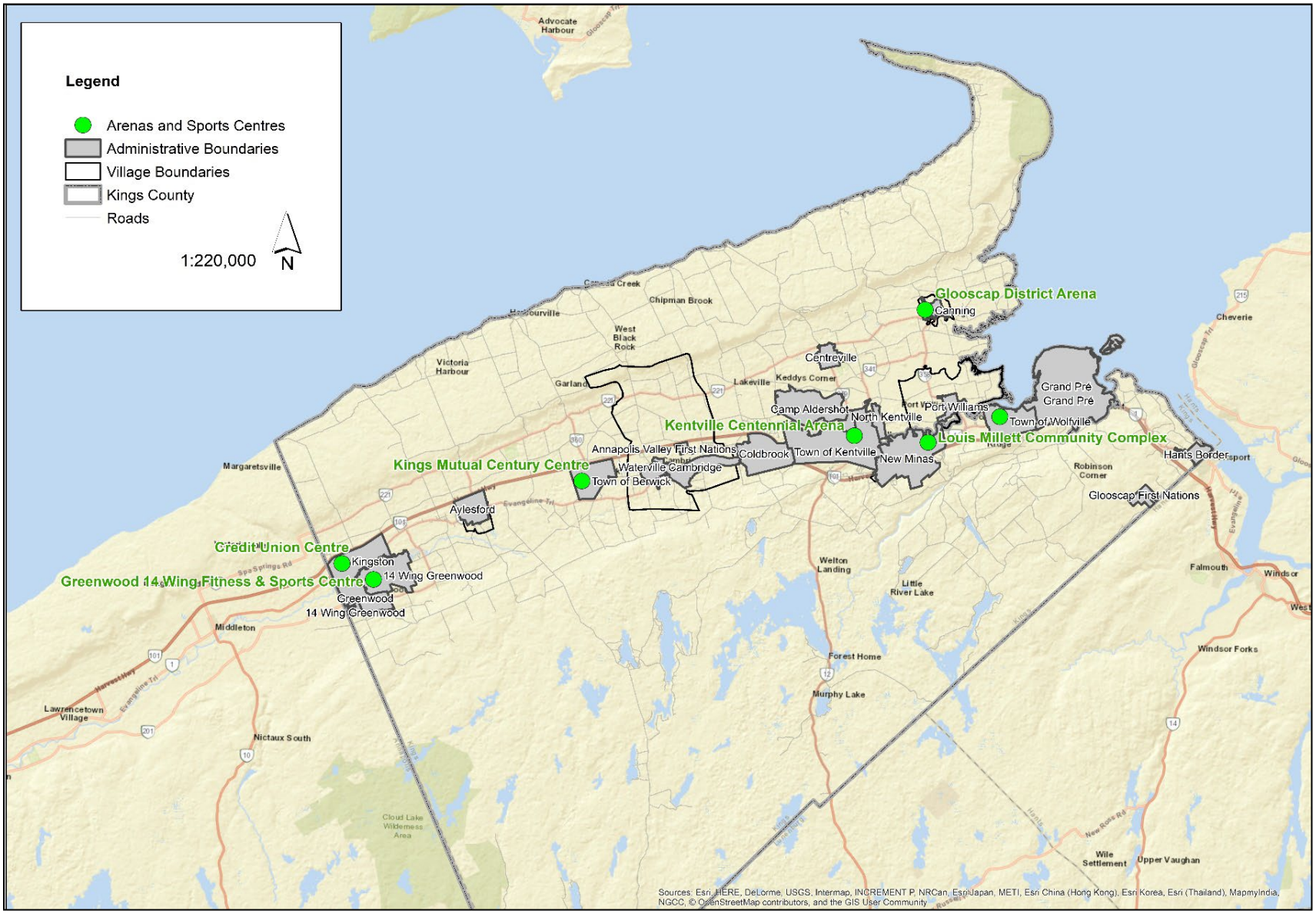
- Current and future population in the County;
- Proximity to existing recreation centres;
- Anticipated changes in access to recreation as a result of closures or future decommissioning of facilities;
- Drive-time considerations and identification of sites that are within a reasonable drive time of a majority of County residents; and
- Specific considerations as discussed in committee.

As a result, the location chosen was the Kentville-New Minas corridor. A number of sites were identified on the basis of the following parameters:

1. Identification of publicly owned lands;
2. Identification of sites of significant scale (15 acres);
3. Sites which are regional in nature by virtue of their location in proximity to the major highways (Highway 1 and 101), surrounding land uses (avoidance of buffering industrial uses, and visibility to achieve a showcase status of municipal investment;

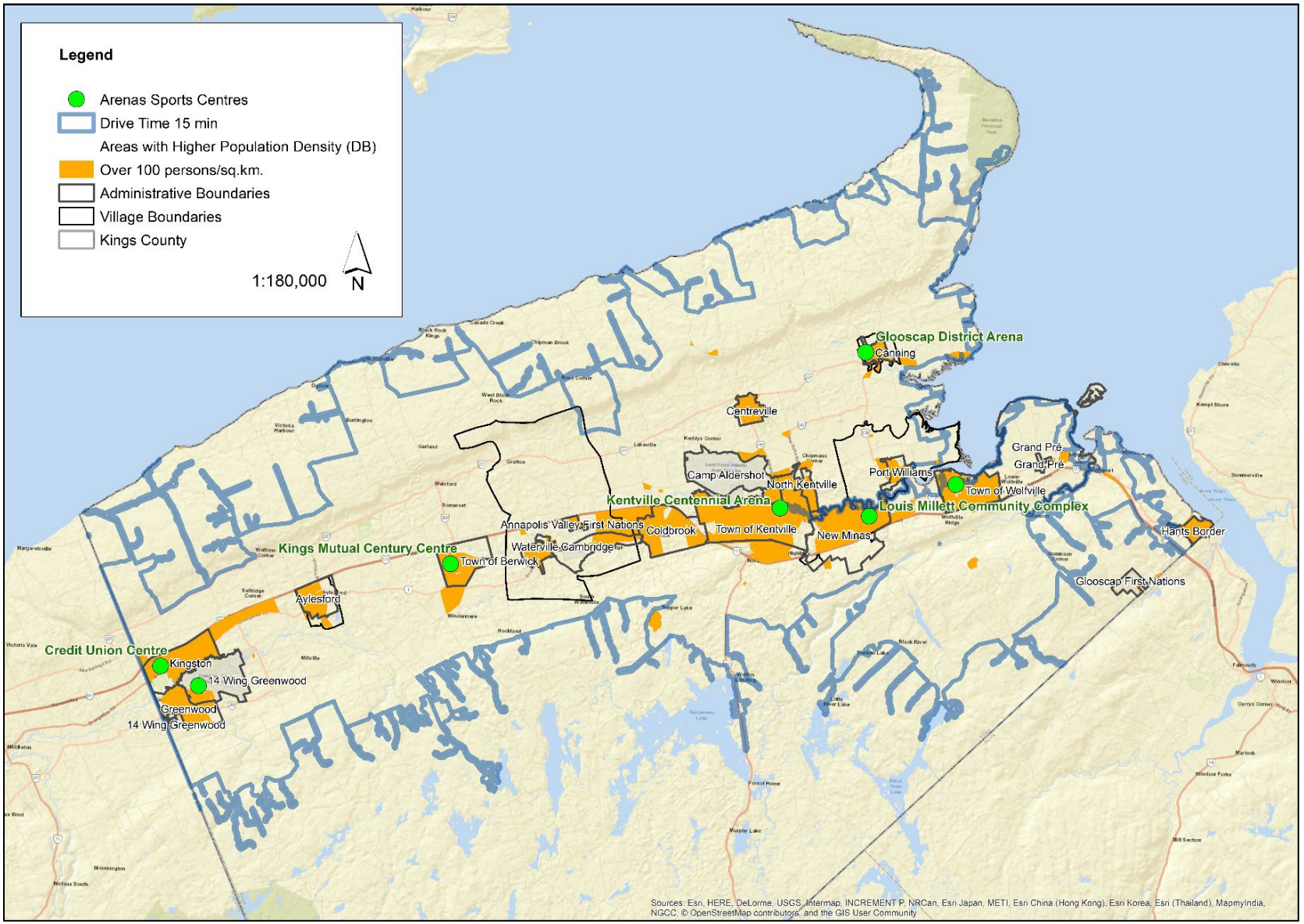
These sites (the long list) were screened utilizing our judgement as professional planners and economic development professionals. The shortlisted sites were also reviewed based on the likely physical constraints to development on these sites.

Exhibit 35. Location of Arenas and Sports Centres



SPM, ESRI Business Analyst Geographical Modelling Software

Exhibit 36. Arenas and Sports Centres: Area Within 15 Minute Drive Time



SPM, ESRI Business Analyst Geographical Modelling Software

7.2 Site Screening

A list of identified sites was developed based on discussions with committee members, stakeholders, municipal staff and others. Site identification also includes the identification of all lands owned by the County of Kings and the municipality of Kentville.

All sites were subject to a screening against several generic criteria:

1. Size of site (a minimum of 15 acres – likely larger than needed but reflects the need to cater to future potential development and buffering between land uses;

2. Whether site is vacant and/or consideration as to whether the land has active redevelopment potential;

3. Likelihood of environmental challenges.

The application of these screening criteria involves a degree of subjectivity, as it must without undertaking unnecessary site investigations for the purposes solely of deleting sites from consideration.

A large number of sites were evaluated using the criteria above, and specific findings have been provided to Municipal units. Additional investigation will be completed regarding the most preferred sites. General siting was considered between Coldbrook and Wolfville, with the larger New Minas area being the preferred area.

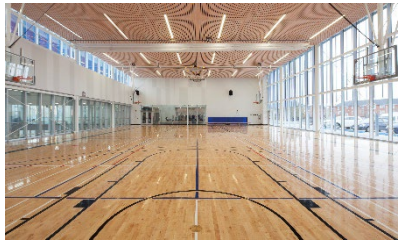
8 Concept Development & Costing

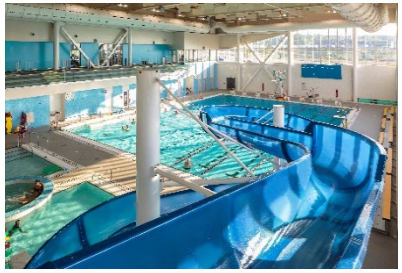
8.1 Aquatic Facility Design Trends

In general, aquatics facilities today are being built that function as multi-purpose community hubs – places that incorporate a number of major components where a variety of activities can occur under one roof.

Regional community and competitive aquatics facilities are typically designed to be part of a larger recreation centre program. This affords swim users the opportunity to augment their pool visit with access to the gym, fitness centres, multipurpose programs, group exercise rooms or libraries.

Developing multi-purpose facilities have many benefits to both the users and the municipalities developing and operating them, including:





User Benefits

- Meets current expectations of users for modern recreation facilities;
- Opportunity for a larger variety of activities to be provided;
- Multi-generational – all family members can recreate in same facility; and
- Accessible and inclusive environment.

Municipal Benefits

- Operational efficiencies including a reduction in staffing requirements;
- Heating and cooling offsets through redirecting energy;
- Reduced capital costs;
- Improved utilization and revenue potential; and
- Increased sport tourism potential.

Aquatic program trends also inform design. Effective programming often includes the following requirements:

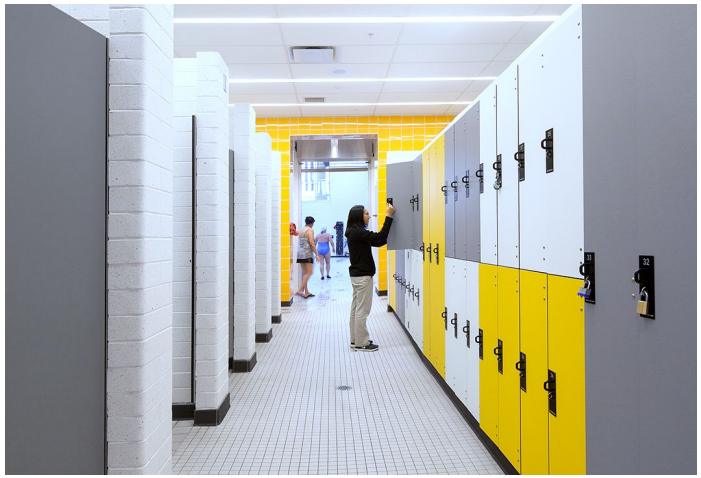
- Appealing to a full range of demographics and abilities
- Catering to an expanded range of programs for a wider set of demographics, cultures and capabilities
- Capacity of the design to enable the flexible use of rectangular pools
- Ensure sufficient storage for equipment

Changeroom design will be further refined in the course of detailed design should the project proceed to design planning. There are a range of options:

- **Universal**
  - Gender Neutral
  - More privacy and comfort
  - More accessibility options
  - Greater schedule flexibility
  - Better supervision
  - Easier maintenance
  - More transparency and security

- **Universal Hybrid**
  - Individual change only cubicles
  - Limited change and shower cubicles

- **Universal with Gender Specific**
  - Individual change only cubicles
  - Separate gender specific change added as well.
  - More easily accommodates teams, larger groups & events



Recreational facilities are increasingly inclusive and accessible to accommodate people of all ages and abilities. In addition to meeting accessibility requirements, accommodation of personal comfort and gender identity is evolving. Accessibility trends and best practices include:

- Welcoming environment - easy to access and navigate for a range of demographics, cultures and capabilities
- Recognize the many different ways people arrive at the facility
- Create a clear sense of entry with a clear path to a welcoming point
- Intuitive wayfinding supported by clear signage and floor patterns
- Transparency enables everyone to understand the facility

- Barrier-free accessible route throughout all public areas of the building
- Personal touch points begin at the control/welcome counter. These must be accessible to a range of physical and visual capabilities.
- A ramp and/or beach entry for each tank.

8.2 Design Inclusions

In addition to the design trends noted above, the overall principles of design include:

A **Modular** approach means that additional spaces and types of uses can be added. Modular spaces can be planned for build out.

Accessibility and inclusivity are important trends. Modern recreation facilities should meet or exceed official accessibility guidelines, for example the Rick Hansen standards that aim to eliminate barriers for people with disabilities.

Net Zero: Recreation facilities are high energy consuming buildings. Capital investment in efficiency technologies allows reducing energy consumption and operating costs.

The following programming diagrams (Functional Program Plans) are intended to demonstrate scale of spaces and rooms and relationships to each other.

The diagrams also demonstrate opportunities for exposure and showcasing of activities.

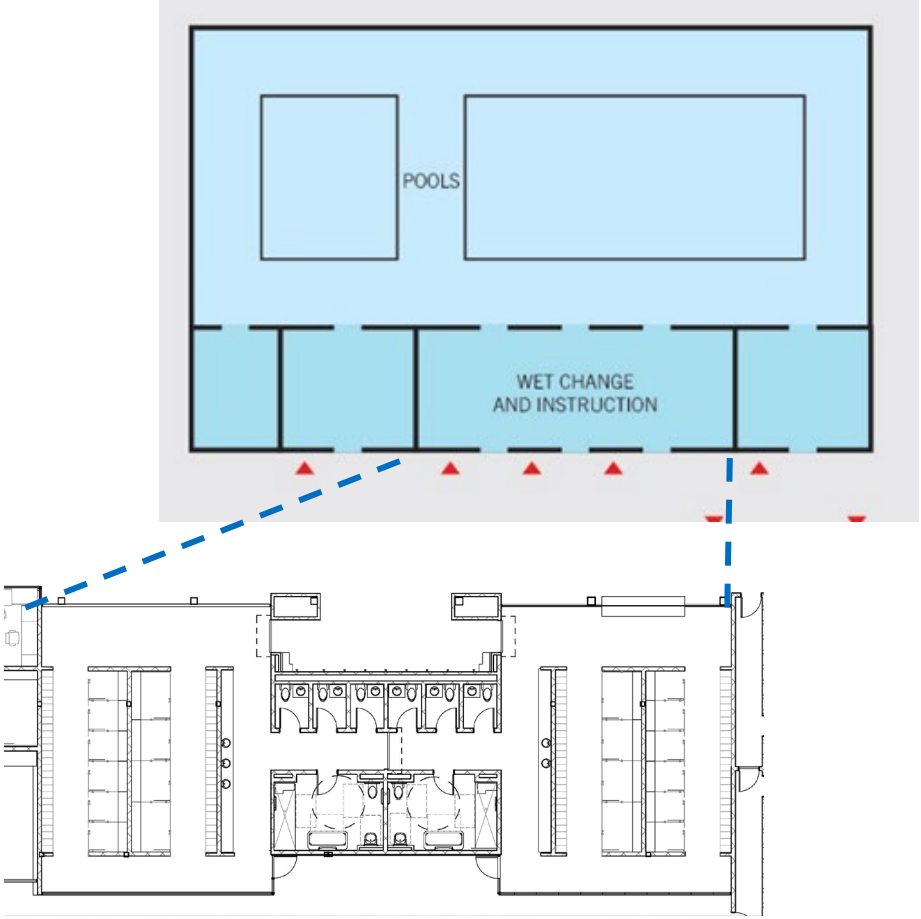
Circulation is defined as public access or membership / paid program access.

8.2.1 Aquatics: Pool and Change Rooms

The aquatics functional program includes the following:

- 3 tanks
- 8 lane x 25 meters
- 3 change rooms: 1 universal changeroom + 2 gender
- One staffed control point to provide access to aquatic change rooms
- Pool viewing for parents to occur from corridor, with viewing focused on leisure pool.
- On-deck pool viewing can be provided if required. An aquatic facility should have separate tanks for competition and non-competition uses.

Functional Program Plan - Aquatics



8.2.2 Gymnasium

The gymnasium functional program includes the following:

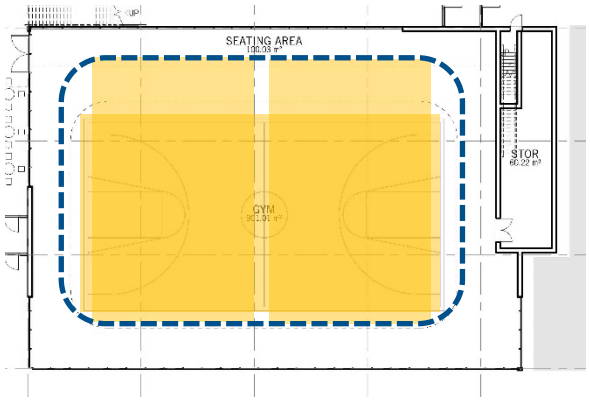
- gymnasium - different uses, including basketball and racquet sports (e.g. badminton and pickleball)
- 3-lane indoor walking track
- The gymnasium and the track can be accessed from public circulation. Circulation means access or membership / paid program access. A pass system could be used if desired to control access to the track.

The gymnasium can be a flexible space to accommodate different uses such as basketball and racquet sports (e.g. badminton and pickleball). Examples are provided below:

Functional Program Plan - Gymnasium

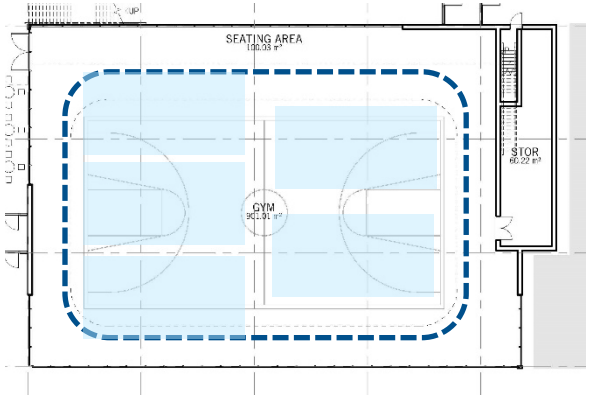
Full court NBA basketball

- Recreational Cross Court
- 62’ cross court length



Up to 5 badminton/pickleball courts

- Badminton/Pickleball
- 4 courts (6 courts would require additional space)



8.2.3 Multi-purpose Spaces

The multi-purpose functional program includes the following:

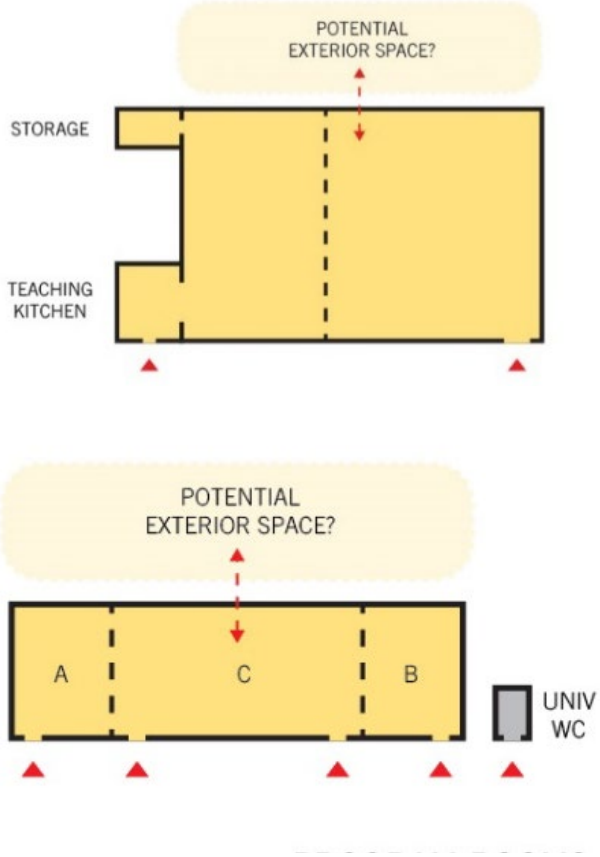
- 1 Multi-purpose space that can be subdivided into smaller spaces
- 1 Program / Activity
- 1 Arts and Culture Room
- 1 Community kitchen

Multi-purpose rooms can be co-located as a suite or distributed throughout the building as planning permits. One banquet-size multipurpose space is considered for larger gatherings with a number of smaller spaces or rooms for specific uses such as art classes, group exercise activities and cultural classes. If desired a community kitchen could be connected to the large multi-purpose room.

Key requirements include:

- Large multi-purpose space should be divisible and adjacent to community kitchen;
- Flexible rooms should be planned to serve all ages.

Functional Program Plan - Multi-Purpose Space



Additional consideration for planning multi-purpose spaces include:

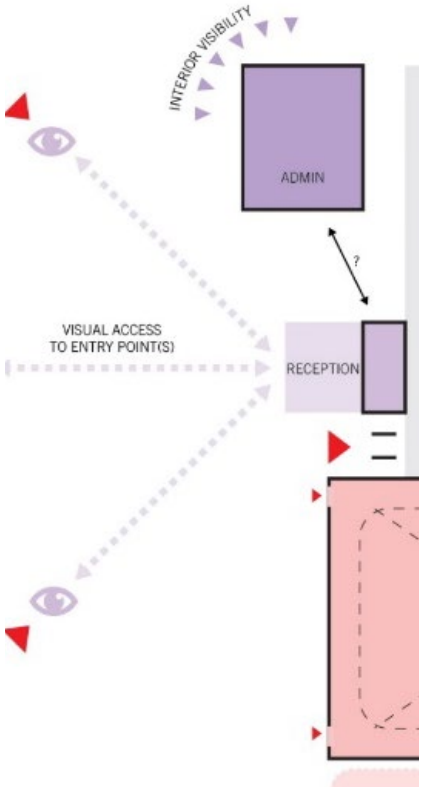
- Expected capacity
- Need for any specialty rooms/spaces
- Consider an open space option.

8.2.4 Support and Amenity Spaces

Support and amenity spaces include a spacious lobby with a reception counter, administrative spaces, washrooms, facility maintenance and control rooms.

- Reception counter can be separate from or contiguous with main administrative area as planning permits.
- Counter to be co-located with one office and a smaller cash room. Proximity to washrooms is important.
- Administrative workstations to be co-located with work room, office, and lunch room.

Functional Program Plan - Support and Amenity



8.2.5 Arenas

The arenas functional program includes the following:

- Single or twin pad option
- 6 change rooms per side / 350 seating per side
- The main access to the locker/change rooms is from this main corridor.

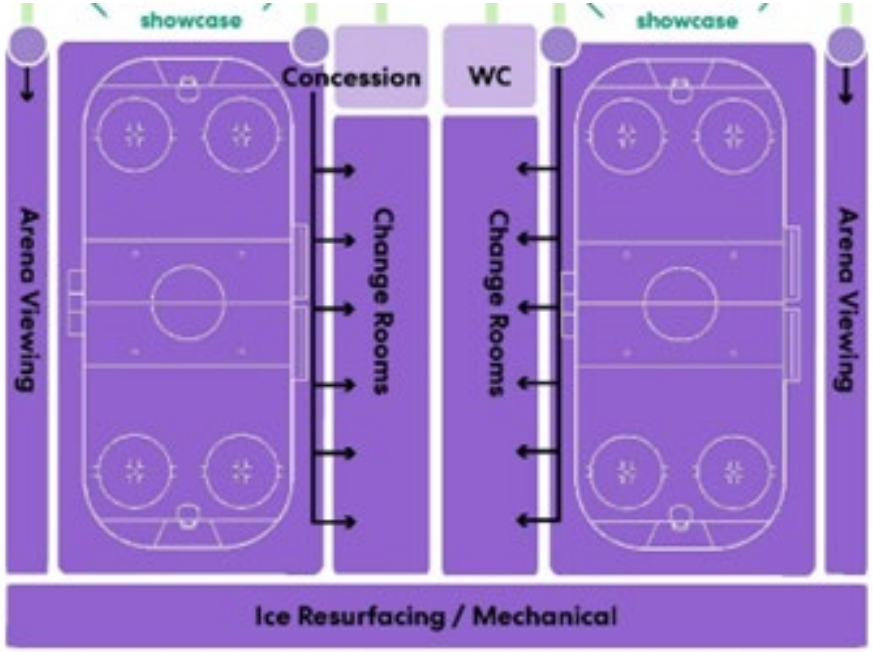
Visibility from the central control counter is critical to the location of the arenas. Arena viewing areas - upper-level seating above the change/locker room block. The option for rink side viewing from the apron can be considered as well.

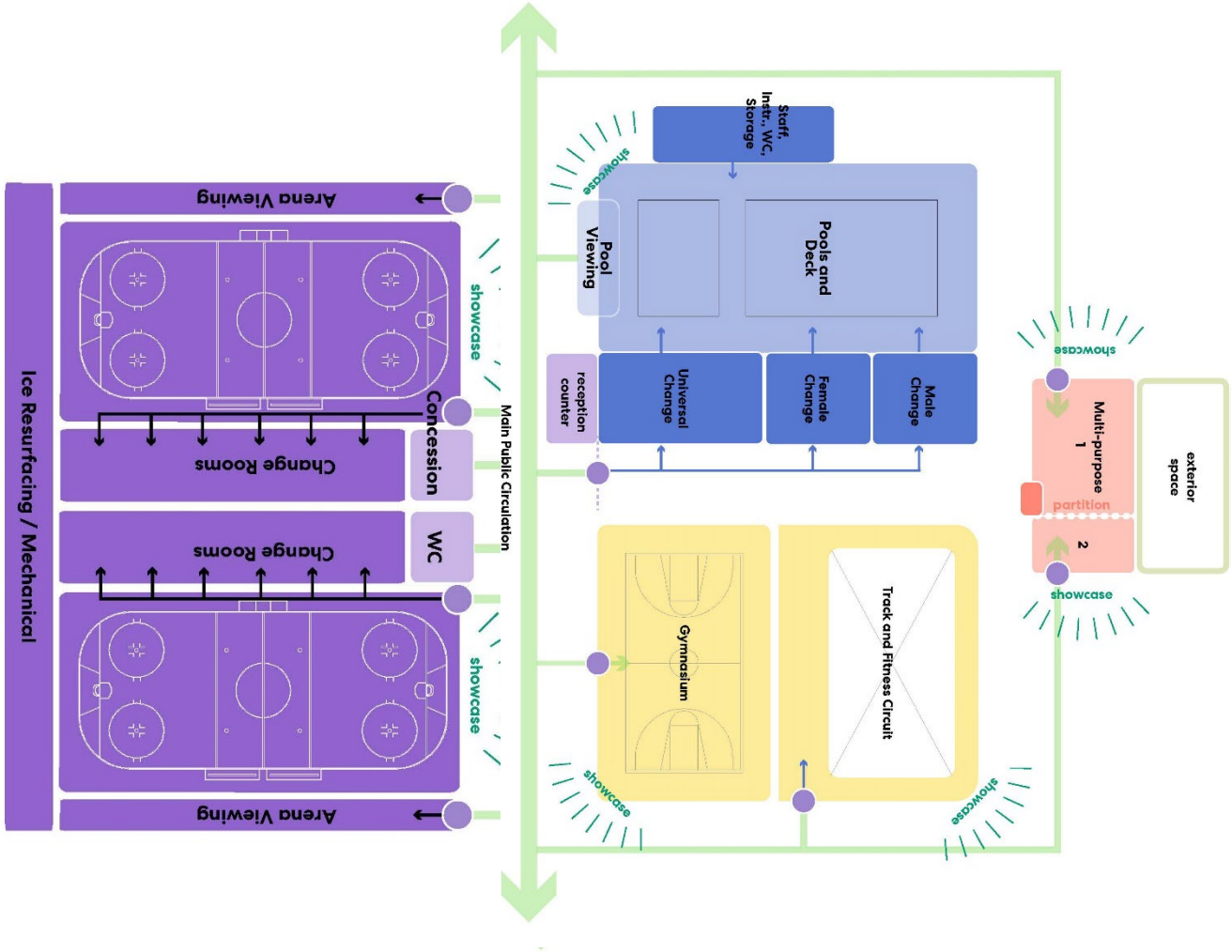
Program Adjacency: Core + Arena program

Additional design options include a warm corridor feeding the rooms or access from the rink apron.

Rinks will be arranged to allow expansion from single pad to double pad, as shown on the Functional Program Plan below.

Functional Program Plan - Arenas




Arena Viewing
Ice Resurfacing / Mechanical
showcase
Concession
Change Rooms
WC
Change Rooms
showcase
Arena Viewing
Main Public Circulation
showcase
Staff, Instr., WC, Storage
Pool Viewing
Pools and Deck
reception counter
Universal Change
Female Change
Male Change
Gymnasium
Track and Fitness Circuit
showcase
showcase
showcase
Multi-purpose 1
partition
2
exterior space
showcase

8.3 Functional Space Program

The following tables provide details of the Core Program (Phase 1) in which the aquatics and associated gymnasium represent the core uses and Core Plus Opportunity (Phase 2) in which the building is expanded to include indoor ice pads, associated amenities and infrastructure.

Core Program features include aquatics, gymnasium and track, multi-purpose space, support and amenity spaces.

Component	Net Area sm	Net area sf	Gross Floor Area sm	Gross Floor Area sf	Comments
Aquatics	2,673	28,471	3,670	39,514	8 lane pool leisure pool / therapy pool
Gymnasium and Track	1,474	15,860	1,722	18,537	Double Gym 3 lane track
Multi Purpose	377	4,097	438	4,720	4 multi purpose rooms Various sizes
Support and Amenity Spaces	1,067	11,478	1,102	11,865	Public assembly space Administration
Totals	**5,591**	**60,156**	**6,428**	**74,637**	

Core Program + Single Pad Arena includes the Core Program features plus a single pad arena.

Component	Net Area sm	Net area sf	Gross Floor Area sm	Gross Floor Area sf	Comments
Aquatics	2,673	28,471	3,670	39,514	8 lane pool leisure pool / therapy pool
Gymnasium and Track	1,474	15,860	1,722	18,537	Double Gym 3 lane track
Multi Purpose	377	4,097	438	4,720	4 multi purpose rooms Various sizes
Support and Amenity Spaces	1,067	11,478	1,102	11,865	Public assembly space Administration
Single Pad Arena	3,712	39,956	4,100	44,132	1 sheet 190'x85' 350 seats
Totals	**9,303**	**100,112**	**11,034**	**118,769**	

Core Program + Double Pad Arena the Core Program features plus a Double Pad arena.

Component	Net Area sm	Net area sf	Gross Floor Area sm	Gross Floor Area sf	Comments
Aquatics	2,673	28,471	3,670	39,514	8 lane pool leisure pool / therapy pool
Gymnasium and Track	1,474	15,860	1,722	18,537	Double Gym 3 lane track
Multi Purpose	377	4,097	438	4,720	4 multi-purpose rooms Various sizes
Support and Amenity Spaces	1,067	11,478	1,102	11,865	Public assembly space Administration
Double Pad Arena	6,628	71,343	7,324	78,839	2 sheets 190'x85' 350 seats per sheet
Totals	**12,219**	**131,499**	**14,258**	**153,476**	

8.4 Capital Cost Estimates

8.4.1 Order of Magnitude

Capital cost estimates represent an order of magnitude estimate (OME) of probable capital costs based on the scale and composition of uses in the building. As such, it represents a Class D estimate[2] of capital costs which is the first and most preliminary of cost estimates that accompany concept development. This type of cost estimate is also referred to as a pre-design estimate of costs. As such, it is appropriate to add a contingency factor to the resulting cost estimates. In this case, a reasonable contingency provision is in the order of an additional 25%[3]. The anticipation is that, as the project is subject to more design refinement, and more details regarding site related costs are known, this overall cost contingency can be reduced.

Subsequent costing of the project can occur if and when the project moves beyond the design concept stage. A Class C estimate of costs equates to approximately a 33% level of design development; a Class B costing at the 66% level of design development, and a Class A costing at the time of completed tender documents. By that time, the expected accuracy of costs is within 5 to 10% of the eventual bid prices.

As it pertains to site development, these are necessarily based on reasonable allocations of cost taking into account both the type and scale of the building, and any relevant information regarding the site. In the present case, the consulting team has developed preliminary estimates of costs associated with potential sites.

[2] The capital cost estimates do not include non-recoverable HST costs. These cost ratios (such as a typical 4.286% non-coverable tax charge) are established by government funding bodies. These agencies determine the level of non-recoverability and are subject to potential change, depending on the economic policy of the day. At this time, we have excluded this estimate from the analysis in part because of the potential variability in the rate and partly because of the preliminary nature of the capital costing and the use of a high contingency factor.

[3] Note that Class D contingencies are often referred to in terms of **+/-** 25%. For initial planning purposes, a more reasonable method involves establishing a total project cost per sq. ft., **plus** a contingency (25%) that may be reduced or confirmed as the design process is refined. Note that some government grant applications require higher contingency estimates in order to fully mitigate potential cost risks and/or ensure that the necessary one-time funding envelope is not exceeded. In our opinion, 25% is a reasonable estimate in order to provide a meaningful assessment of cost.

8.4.2 Basis of Capital Cost Estimates

The costs presented include detailed elemental cost breakdowns for each of the two building scenarios:

- A: Core Building (Phase 1) in which the aquatics and associated gymnasium represent the core uses; and
- B: Core Building Plus Opportunity (Phase 2) in which the building is expanded to include two indoor ice pads and associated amenities and infrastructure.

The taxonomy used is that of Phases to emphasize that the project can entail either the Core Program alone, or be expanded to include the ice pads at a later date. What remains important to this opportunity is that a site is chosen that can accommodate the expanded footprint and parking requirements.

For purposes of costing, the phases are both estimated in 2022 dollars. There is no attempt to speculate as to when a later phase of rink development would occur, nor is it possible to accurately predict construction cost escalation beyond a 12-month period.

8.4.3 No Estimation of Escalation Beyond 2022

The cost estimates are based on current prices and are not escalated to a predetermined point in the future when development may occur. It is apparent, and has been for some time, that construction cost escalation in Canada in all regions has outpaced general measures of inflation.

The reality of cost escalation is therefore a primary consideration in any decision to move a project forward that still has a number of hurdles to be overcome before detailed design is commissioned. In this case, these additional steps involve the strategic considerations of potential cost sharing (both capital and any resulting annual deficit), governance of the facility and site acquisition.

8.4.4 Capital Cost Inclusions

Capital costs include all hard construction costs, site development cost estimates and estimates of known extra-ordinary development costs.

The estimate of total project costs includes not only building and site-related costs but the application of project soft costs. These include a range of additional costs to the owner, including design, engineering, geotechnical and other site-specific studies, land use approvals, permitting, legal costs, accounting and so forth. These are estimated at 25% of construction costs.

Capital costs are inclusive of:

- Construction hard costs;
- Soft costs – these include all associated fees for surveying, site testing, design, engineering, overhead, administration and bonding, permitting, legal and project management, and construction contingency, etc.;
- Furniture Fixtures and Equipment (FF+E);
- Additional (Class D) design and construction contingencies; and
- Allocations for site development inclusive of site grading, earthworks, services emplacement, storm water management, landscaping, access and internal roadways, lighting, etc.

Accordingly, the costs presented represent an estimate (including any relevant allocations for site works) of **total project cost including contingency**.

8.4.5 Capital Cost Exclusions

Capital costs exclude site-specific extra-ordinary development costs which are currently not known or identified (e.g. presence of contamination, unknown geotechnical constraints or other environmental conditions).

8.4.6 Order of Magnitude Capital Cost for Core Program

As described in the options, the core functional program comprises the development of an aquatics centre and associated gymnasium, meeting rooms and other amenities within this footprint. This is also referred to as Phase 1 of the project (regardless of whether Phase 2 occurs). The vast bulk of the on-site servicing costs are included in Phase 1.

The breakdown of the costs associated with a **core functional program** of some 75,000 sq. ft. is shown in the following exhibit.

Core Program	Gross Floor Area (sq.ft.)
Aquatics	39,514
Gymnasium	18,537
Multi-purpose	4,720
Support and Amenity Spaces	11,865
Total Building Gross Area	**74,637**

8.4.7 Order of Magnitude Capital Costs for Phase 1 and Phase 2 Combined

The addition of indoor ice as Phase 2 comprised either a single ice pad or a double ice pad, requires some clarification:

- This phase can be developed later but should be accounted for now in terms of site selection that enables expansion in-situ to accommodate one or two ice pads. Both of the assessed sites, as well as the other three shortlisted sites, can provide for expansion (subject to future due diligence to confirm site geotechnical and other conditions which may impact development).
- The design of Phase 1 does not include the oversizing of building systems and spaces to anticipate the development of Phase 2, other than to ensure that the architectural and space relationship between the core building uses is well planned and enables modular addition.
- Building a single pad is cheaper than building two at this time, but the lower incremental cost of adding a second pad favours this option. It also generates operational efficiencies as well as greater sport tourism and event hosting potential. For simplicity the costing included here is for a twin-pad.
- Given that phasing of this project is speculative at this stage, it is not possible to differentiate between phases in terms of timing of development or price escalation. Accordingly, the costs for both Phase 1 and Phase 2 are as of Q2 2022.

Cost Estimates	Project Costs – CORE Program Only (75,000 sq. ft.)	Project Costs - CORE and Expanded Program Combined (153,000 sq.ft)
Option 1	$58 M	$100 M
Option 2	$74 M	$113.5 M

8.4.8 Low Impact Design and Construction Measures

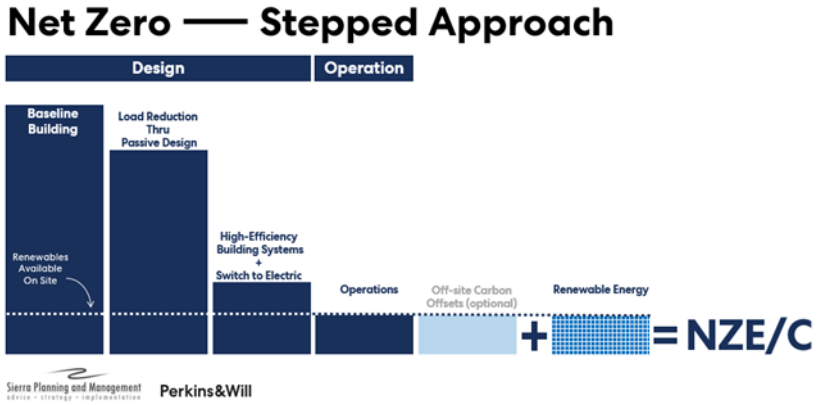
The Kings County recreation centre will target exemplary performance in energy efficiency and sustainable design.

It is recognized that recreation facilities are amongst the highest energy consuming building types. Process energy needs for pool heating, hot water production, natatorium dehumidification, ice arena dehumidification, ice production and rink re-surfacing, all present additional energy loads compared with common building energy use for, space heating, cooling, ventilation, lighting, plug in equipment and HVAC distribution.

This also offers opportunity where capital investment in efficiency technologies will reduce operating costs and so the

initial investment is recouped over the life of facility operations.

The Canadian national medium energy consumption for recreation facilities is approximately 445kWh/sq.m. For a net zero "ready" facility energy consumption needs to be in the range of 80 – 100 kWh/sq.m, or achieve a proposed building simulated energy performance of 50% as compared with an equivalent 2017 National Energy Code for Buildings (NECB) baseline.



The target of 80 – 100 kWh/sq.m appears out of reach for a recreation facility, the target of 50% lower energy consumption compared with the 2017 NECB would be a significant challenge and investment, requiring dedication and persistence by the entire multi-disciplinary collaborative project team. Consultation with Efficiency Nova Scotia (ENS) will be valuable regarding efficiency advise and access to financial incentive programs for energy efficiency building upgrades.

Achievement of high energy performance is not only about the decisions made for the building design and its engineered systems, it is also largely dependent on building operations and dedication to energy efficiency in those operations.

Investment in energy efficiency measures, simulation, and creative engineered systems can also result in complexity of building systems and operations. An example is the difference between a line voltage on/off light switch, and the modern energy efficient equivalent of a fully addressable automatically controlled light which dims based on daylight, switches automatically in the absence of human presence and has a switch with five buttons allowing dimming, scene selection, and yes, on/off control. When used appropriately this complexity throughout the building systems saves significantly on energy consumption, but misuse or frustration due to the complexity can result in lower energy efficiency performance.

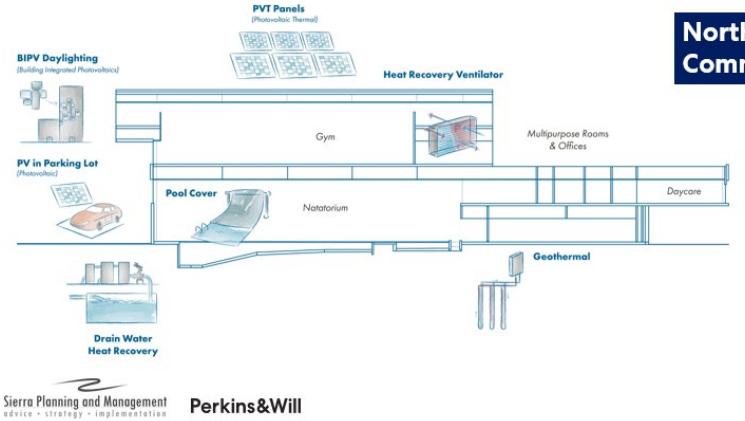
For a 160,000sqft (14,864sq.m) multi-functional recreation facility, and assuming an exemplary achievement in energy utilization of 150kWh/sq.m, the total annual energy needs of that facility would be approximately 2,225,000kWh. A Photovoltaic (PV) renewable energy generation system installed in Kings County and able to generate this amount of electrical energy annually would have an installed nameplate capacity of around 1.9MW, with an area of panels around 150,000sqft, and at an estimated installed cost of around $5.7M. Historically there has also been a substantial limitation within the Nova Scotia Power (NSPI) network that

PV system capacity in a net metered arrangement is limited to 100kW, only 5% of what might be required for a fully Net Zero facility. A limit at this level would either impact achievement of a Net Zero energy facility, or require significantly expensive onsite storage of energy (probably batteries) to balance electricity production from the sun with energy demands of the facility over the course of a typical year.

Currently through legislation this 100kW limit has been removed so project development capacity is uncertain until new rules are established through negotiation between NSPI and their regulator the UARB. Until new metering rules are established the only defined limitation is that any renewable energy production system must never exceed the demand of the local distribution zone its installed in. The local distribution zone is the electrical distribution zone within the particular sub-station transformer network connected to the main transmission lines.

Kings County has experience in developing Net Zero Energy facilities with the County's Public Works building and the County offices both targeting this goal, where on site renewable energy production equals energy consumption in the facility over the course of a typical year. The LEED Gold certified Valley Waste Administration Building in Kentville, completed almost a decade ago in October 2012, was also the first commercial building in Canada to achieve Passive House Certification and has been operating at a Net Zero Energy "ready" level of efficiency for the past decade. Achievement of net zero energy for the large recreation complex is certainly a greater challenge than these earlier facilities, but steps should be taken towards exemplary energy performance. To that end the expectation is certainly that the building will be fully electrified with no fossil fuel combustion permitted at the site.

Demonstrated Knowledge



Minimizing the energy use intensity of this facility requires a collaborative approach. High efficiency building systems to be considered include:

- Enhanced building envelope – air tightness and thermal performance of the walls, windows, roof and doors.
- Ultra efficient heat recovery ventilation, humidity recovery and efficient heating/cooling systems (air or ground source heat pumps).

- Low temperature heating (heating supply temperature of approximately 130°F) utilizing; in-floor radiant heat, force flow heaters, fan coils, HRVs and AHUs, all with coils selected for low temperature operation.
- Ammonia heat pump ice plant reclaim. Recovered energy stored in a heat reclaim storage tank for utilization in, facility space/pool heating, domestic hot water and flood water systems.
- Packaged pool aquatic dehumidification to maintain humidify levels within the natatorium while recovering and returning heat to the pool and the space.
- Efficient HVAC fan and pump distribution systems.
- Efficient lighting systems.
- Drain water heat recovery.

Despite the cost of PV systems coming down, and the efficiency of the panels going up, many of these energy efficiency measures present better return on investment than renewable energy production and so should be considered carefully. But in addition, multiple renewable technologies should also be considered, including; hybrid Photo Voltaic Thermal panels (PVT) generating hot water and electricity from hybrid panels, traditional Photo Voltaic panels, bifacial panels, and building integrated PV (BIPV).

The facility planning includes options to co-locate aquatic facilities and arena ice surfaces. Co-locating these functions offers efficiency in that waste heat from the production of ice can be directed to pool heating during periods with an absence of other heating loads. So there is an opportunity to increase the efficiency of a co-located facility verses separately located ice arenas and aquatics.

Sustainable building practices also go beyond energy efficiency and so the building design development will also consider; sensitivity the natural conditions of the site, water efficiency, optimized indoor environmental quality, use of locally available or historic building materials, recycled content in building materials, passive solar, enhanced day lighting. Certification programs are available which track and rate performance of sustainable building technologies against nationally or internationally recognized systems. But the systems also come with significant technical and administrative effort that has a corresponding cost.

Consideration will be given to certification programs like the Canada Green Building Council's Leadership in Energy and Environmental Design (LEED) or the Zero Carbon Building (ZCB) standards. These programs include significant documentation of choices within the design of facilities and a rigorous lengthy process for third party certification of achievement. The ZCB standard is focused on regionally appropriate greenhouse gas emission reduction related to embodied carbon in building construction materials, and carbon emissions from building operations, both of these aim to reduce a facilities impact and mitigate its negative contribution to climate change. Climate Risk and Vulnerability Assessment (CRiVA) is also a consideration as climate change challenges have accelerated at a pace which may have exceeded the ability of building codes to react to the changing climate conditions.

Energy efficiency, green building rating systems and CRiVA should be considered as the project moves into the next phases of development. At this preliminary phase an overall budget allowance to realistically consider the construction cost investment for achievement of these priorities has been allocated as a 10% premium to the construction estimate.

Finally, transportation impacts have been considered in relation to the site selection process. Each site was considered in terms of access to public transit. Proximity to more densely occupied parts of the county will also increase the use of active transit to visit the facility, or reduce vehicle trip distance, both of which would reduce greenhouse gas emissions associated with transportation to the facility.

8.5 Alternative Option for Reference

Our recommendation is to maintain a strategic lens on the opportunity for development of a new standalone multi-use recreation centre despite the scale of cost and challenges with site development. However, if the absolute scale of capital costs is ultimately considered a risk that jeopardizes the realization of the project, a reconsideration of our original 2019 recommendation to assess the capacity to create a new pool as part of the Acadia complex may have merit. To achieve this, the facility would need to be community-first and a business arrangement struck that maintain the public nature of the facility, including access to public parking and use of adjoining fitness and gymnasium facilities.

1. The cost estimated for Option A1 (75,000 sq. ft facility) represents a benchmark cost ($58 million with contingency). It includes only the Core Program and site development costs are also typical for a building of this type and scale.
2. The only major additional cost specific to this site is the need to undertake significant demolition ($4.9 million).
3. The site selection assessment attempted to include a range of sites, some of which would be capable of accommodating an aquatics centre as an expansion.

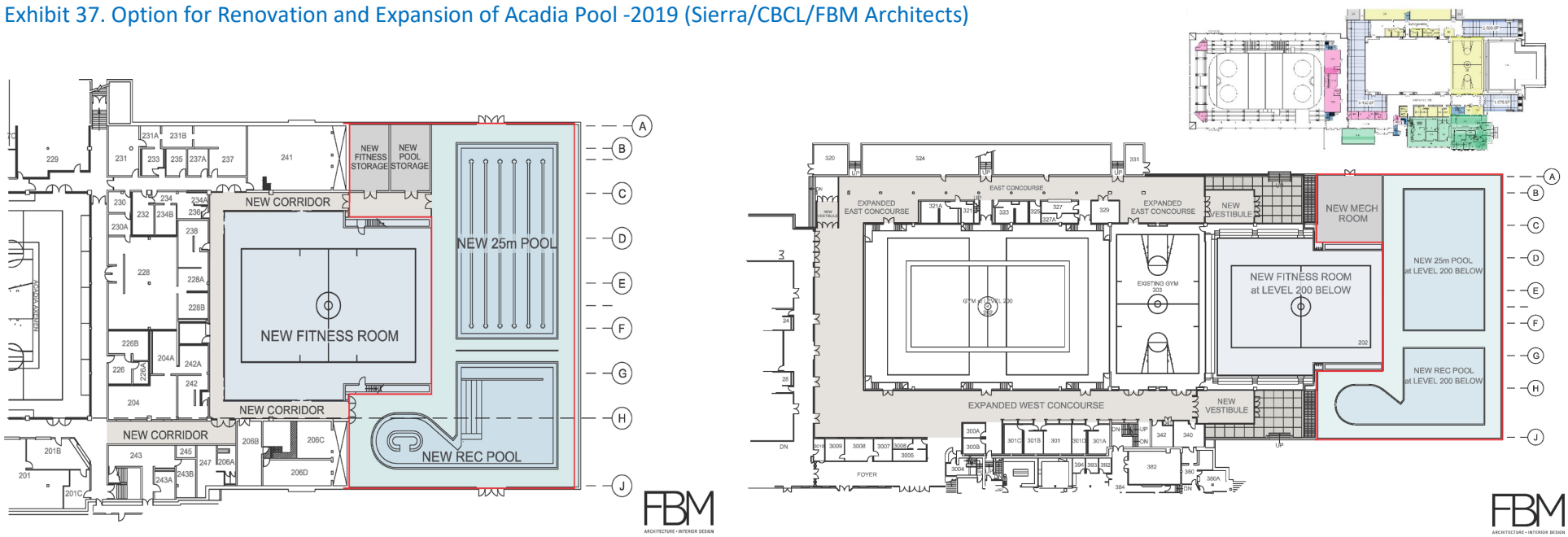
However, there are very few such opportunities on existing publicly only recreation centres. Only Acadia's Athletic Complex and the Louis Millet Community Centre are candidate facilities located in the Wolfville-Kentville corridor. Expansion at the Louis Millett Community Centre is constrained, we understand, by the presence of a geothermal energy system.

4. The study has not addressed the potential, if any for constructing a pool as an addition to any of the schools in the region. In general terms, this option is not ideal given the need to emphasize this facility as a community recreation complex.

5. The possibility of adding a pool to the Acadia aquatics building to include a repurposing of the existing pool would achieve several objectives at once – the need to determine the future of the Acadia Pool, the opportunity to create new dry floor space and the ability to develop new aquatics infrastructure in the same location. Questions of how this could be achieved through partnership, the method of governance and ability of the facility to operate as a community recreation centre first and foremost, remain unanswered questions, as they were at the time of proposing this option for further review in 2019.

6. The cost feasibility of the engineering and site development solutions is untested at this time but given that we know the Acadia Athletics complex building is a complicated structure with integrated building systems shared between the pool, existing fitness centre and the balance of the building, an option that involves repurposing rather than demolition of the existing pool is likely preferable.

Exhibit 37. Option for Renovation and Expansion of Acadia Pool -2019 (Sierra/CBCL/FBM Architects)



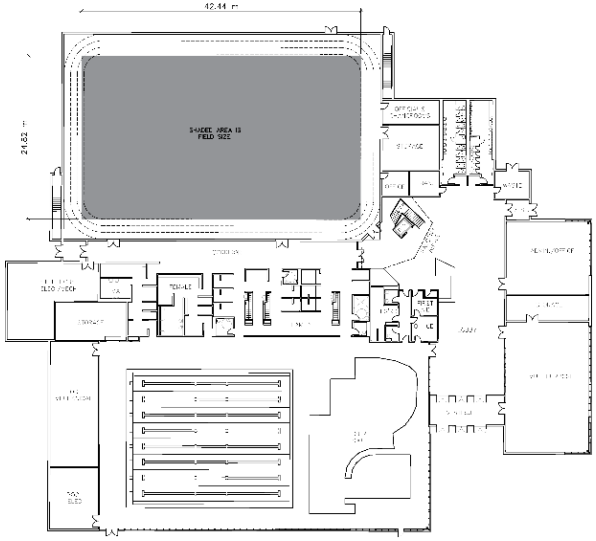
An updated capital cost estimate is in the order of $22 million but we hasten to add that all details regarding this renovation and expansion would require detailed feasibility analysis in their own right.

Our advice is not to singularly make choices for long-term community infrastructure on the basis of capital cost alone. The value proposition of alternative options remains the better way to interpret projects of higher and lower cost. As demonstrated in this report, as much as indoor aquatics represents a current and future need, so too does community access to indoor dry-floor recreational space (comprising gymnasia, field house type venues and other large volume programmable spaces). Accordingly, the question is not simply one of comparative capital cost, but whether the resulting solution first meets the needs that are expected to emerge over time.

8.6 Recent Capital Cost Examples

The following provides examples of recent capital costs for recreation centre projects.

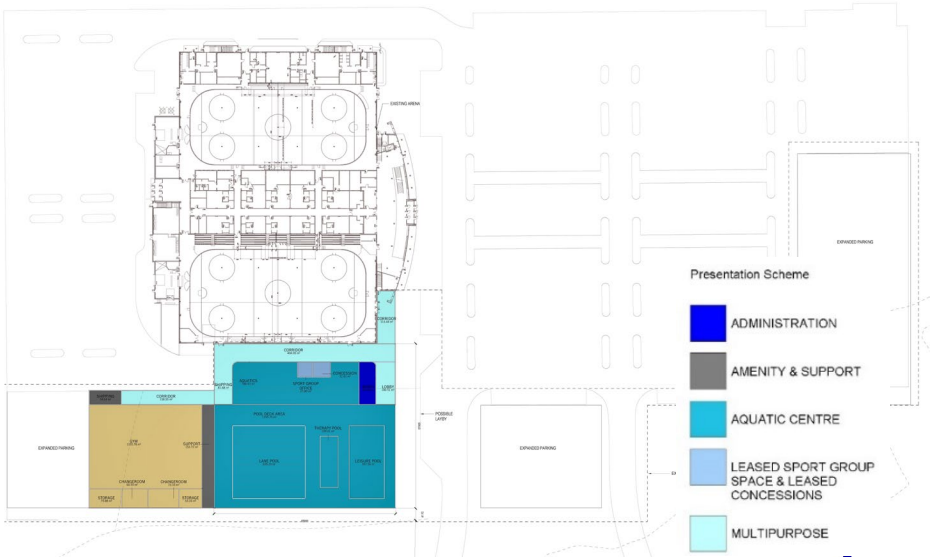
Town of Riverview Recreation Complex



Project Cost (2022): $32.6 million
GFA: 71,881 sq ft.
Cost: $544 / sq. ft. (Class D)

- Lane Pool
- Leisure Pool
- Large Double Gymnasium
- Indoor Walking Track
- Multi-Purpose Room

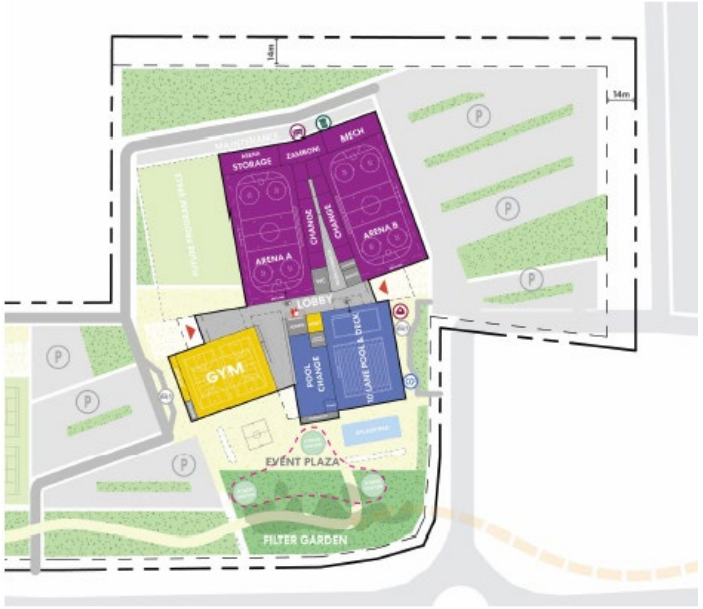
Fredericton – Pool with Gymnasium



Project Cost (2020) $ and GFA with contingency
GFA: 80,536 sq ft.
Cost: $582 / sq. ft. (Class D)

Pool	$38.5 m	61,505 sq ft.
Gym	$8.4 m	19,031 sq ft.
Total	$46.9 m	80,536 sq ft.

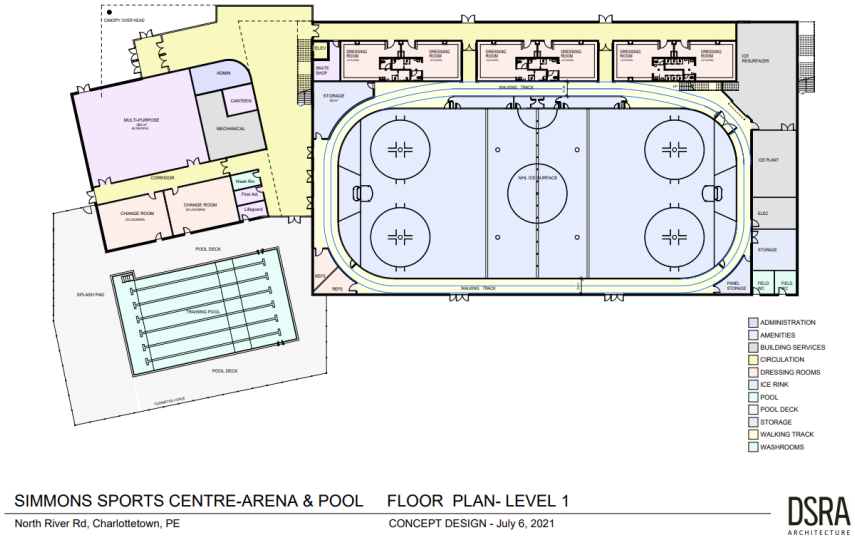
Town of Whitby – Brooklin Multi-Use Recreation Complex



Project Cost (2022): $113 million (Pre-Class D)
GFA: 154,850 sq. ft.
Cost: $730 / sq. ft.

- 10 lane pool
- Double gym
- Twin pad
- Multi-purpose rooms
- Indoor track

Charlottetown – Simons Sport Centre and Outdoor Pool Replacement



Project Cost (2022): $28 million
GFA: 70,406 sq. ft.
Cost: $386 / sq. ft. (Q. 2021) (Class D)

- Arena
- Outdoor Pool
- Multi-Purpose Room
- Elevated Track

8.7 Understanding the Role of the Private Sector

In the next section, the report addresses the range of options for governance and operational control of the facility which can and should involve partnerships. However, this needs to be separated from the discussion of public-private partnerships which need to be clearly defined. The facility will operate as a community recreation complex first and foremost. As a result, the opportunity for a private concession or other private supplier solution of the facility (including private financing and ownership of the asset and municipal operation) is not likely. This model of P3 design, development, operation is more akin to larger institutional projects such as hospitals where the financial risk-reward for private risk capital is apparent.

Moreover, were this a dedicated arena complex, and at least two rinks and ideally a four pad (from a private operators perspective) there is an established model of private delivery and public purchase of services. It is not necessary to state the range of methods of such partnerships but they all include degrees of private investment of capital in the facilities. Because this facility is anchored by a community aquatics complex, the opportunity for this private sector led approach is not apparent.

None of these options are possible for the project. However, the fundamental opportunity for private involvement lies in the associated development of commercial activity and overall increase in assessment value that can be achieved. Examples of this – at a range of scales are provided below.

Operation and Maintenance (O&M)

Involves a private sector operator managing a facility owned by the public sector on the basis of a specific contract for a specified term, while ownership of the asset remains with the public sector

Build-Finance

Is a condition where the private sector builds and finances the construction of a capital asset during the construction period only. Following this, the responsibility for the repayment of the capital cost and the operation of the facility resides with the public sector only

Design-Build-Finance-Maintain and/or Operate

This is often considered a true and complete form of public private partnership whereby a municipal capital facility is designed, constructed, financed, maintained and (sometimes) operated by the private sector on behalf of the municipality or other public sector organization which has the use of the facility

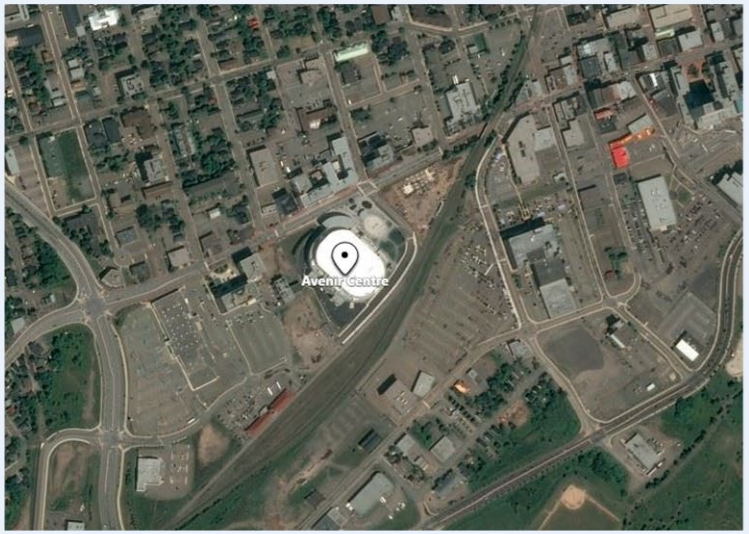
Concession

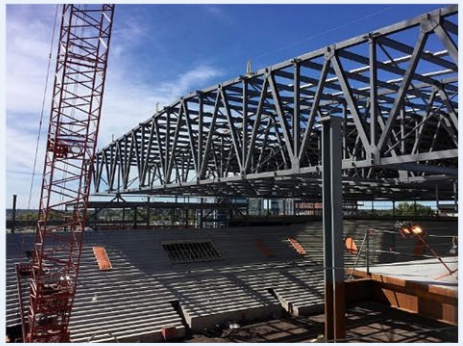
A full private sector solution to public sector requirements. This also involves a level of control residing with the private sector and its adoption of the majority, if not all, project-related risk. This method is sometimes used for large scale municipal capital facilities as well as transportation infrastructure.

Moncton Again, at a higher scale, the development of the Avenir Centre is being supported by private sector investment in the surrounding area, raising assessment value and helping contribute to City revenues

City of Moncton

- Moncton's new downtown Events Centre (Avenir Centre) is a vital component of the city's downtown revitalization plan and will be a significant economic driver for the Greater Moncton area.
- The venue is envisioned to attract more than half a million people per year with an adjacent outdoor plaza acting as a key focal point for resident's social, cultural and economic prosperity in the future.
- The events centre is estimated to stimulate between $8 - 20M in building permits within the business improvement area each year after the facility is operational and accelerate new development opportunities for integrated downtown living. This is anticipated to result in an increase of $83M in downtown tax assessment by 2023.





Avenir Centre Under Construction

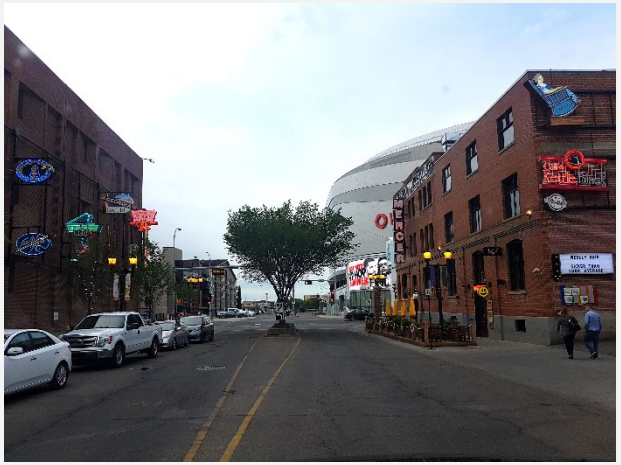
Outdoor Plaza

At the far end of the scale in terms of sheer financial scale is the development of Edmonton Downtown Northside since 2013. While the scale is not applicable – the principle is.

Edmonton's Ice District development is a good example of a City-private sector partnership that held the private development interests to account through a development agreement which adhered to a predetermined timetable to achieve the commercial and residential development as part of the district. With penalties for underperformance of the development schedule as part of the agreement, WAM (now One Properties) exceeded the milestones for generating the Community Revitalization Levy (CRL) fund (a portion of provincial taxes generated by the surrounding development) which was a foundational part of the overall funding package for the arena and infrastructure.

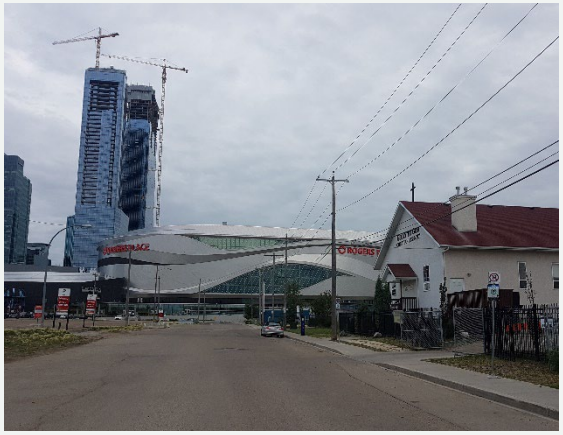
City of Edmonton: Rogers Place

- Although of a different scale and located in a provincial capital, the $500 million Rogers Place Arena is a relevant example of integrated downtown planning, part of a comprehensive and on-going redevelopment of the north side of downtown Edmonton.
- Public investment including supporting transit infrastructure, office development backed by public sector leases, and a commitment to public space is expected to transform the previously derelict and under-developed northside.
- Property value enhancements in the hundreds of millions in a 2km radius around the arena and significant high-rise residential development are expected which will help fund the city's original investments through the Community Revitalization Levy (CRL).

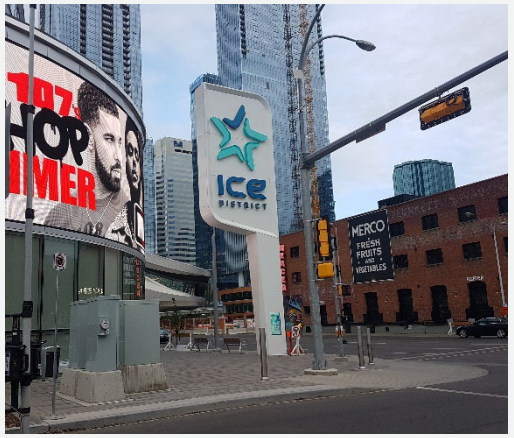


Renewed Economic Activity

Design Innovations



Comprehensive Redevelopment Takes Time



"Ice District" Branding

Membertou, Sydney

The Membertou development comprises a recreation centre, YMCA, hotel and conference centre on First Nation lands represents another example, at a more applicable scale, of private development surrounding a regional recreation facility.

9 Approach to Governance and Operational Management

9.1 Partnership Options

The following outlines the range of choices open to the project partners in pursuing a collaborative approach to governance and facility operations. This assumes that each of the three study partners also become cost sharing partners in the project. Other partners should also be sought, potentially including Acadia University.

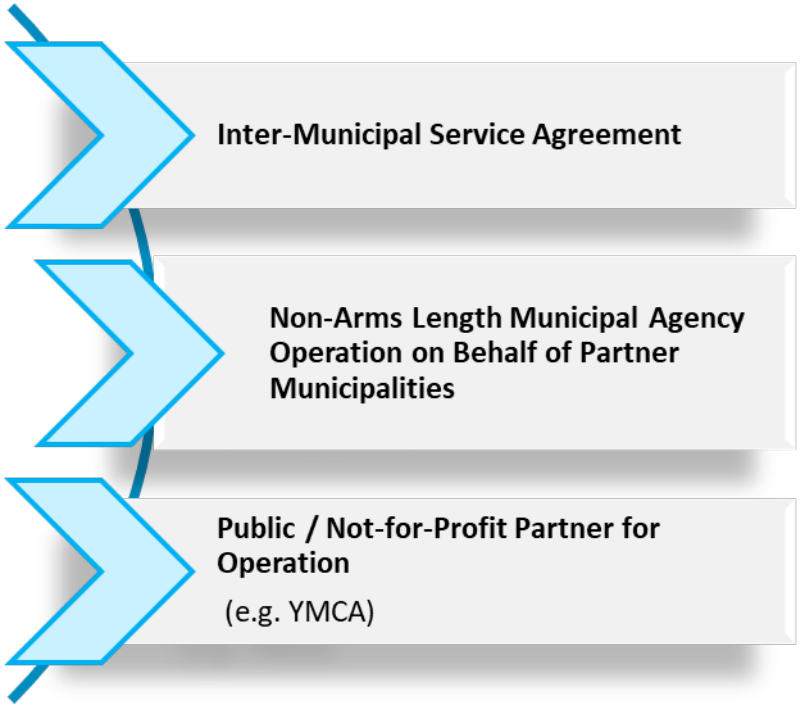
9.2 Range of Operating Scenarios

The spectrum of partnerships and collaboration efforts for the development and operation of recreation facilities is broad.

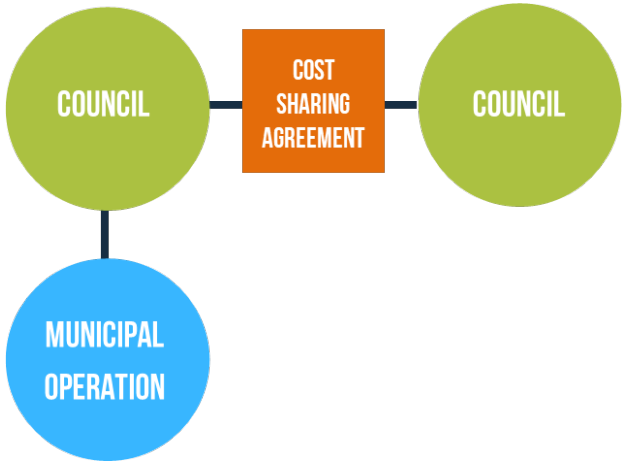
An inter-municipal service agreement is a mechanism to enable operating partnership between municipalities. The precise details of the governance and cost sharing arrangements can differ but the simplest form of agreement is as follows:

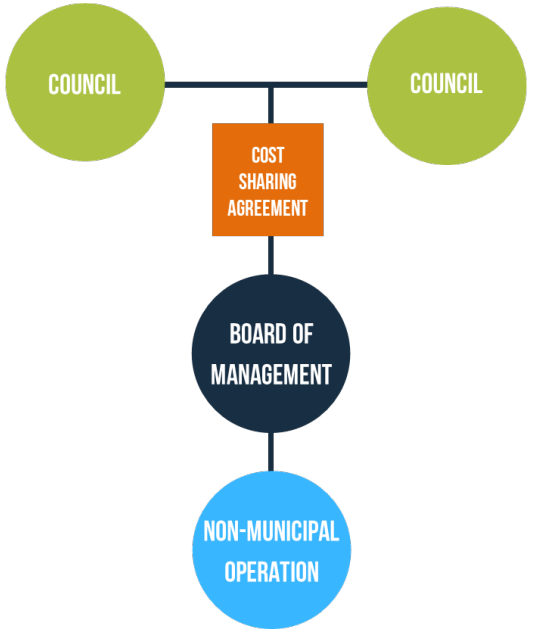
- Agreement for one municipality to own and operate the facility
- Agreement between municipalities to cost share
- Agreement on reporting protocols and annual approval of cost share amount
- Agreement on dispute mechanisms, length of agreement and other terms

Exhibit 38: Range of Partnership Options Possible for Operations



This model, shown graphically below, has merit in situations where one municipality has greater capacity than others to manage new facilities or where the development of a new facility largely benefits one municipality over another.





If a stronger partnership is sought, an alternative which is commonly deployed is a non-arms length operating entity created by each of the contributing partners, each with share capital. The ownership of the facility would reside with the entity. The governance structure reflects the degree of ownership by each project partner which is, itself, a reflection of the degree of cost share or equity invested by each.

A third option is a partnership between the project partners and an arms length operator such as the YMCA. This is really a variation of the second model wherein, the asset is owned and controlled as a Joint Venture and the operating entity is a third-party expert in the operation of these facilities, such as the YMCA.

In the simple case of a partnership between a single municipality and a third-party operator, a board of management is not required. However, in the case of more than one project partner, the third-party operator will need to report to a duly elected board.

Partnerships with external public organizations, such as the YMCA, are common for operation of recreation facilities across the country (usually warm side amenities, not ice). Typically (in smaller communities), the municipality owns the building, while the YMCA operates the facility and associated programming. The approach to risk sharing varies by type and scale of facility.

9.3 Recommended Approach to Cost Sharing

The ultimate cost sharing arrangement between project partners is intimately part of the approach to governance and operational risk identified above.

The pre-requisites to efficiently addressing the range of possibilities for cost sharing models include the following:

- **Agree the Building** – what is in it? Is it solely a dedicated aquatic centre with modest ancillary space, a larger recreation centre as conceptualized in this report, or other uses which would be funded only by those parties that deem them warranted? The outcome must be an agreement as to the essential uses that all parties agree are equally beneficial and a categorization of any other uses that may not have universal support.
- **Agree the Scale of the Building** – A related question goes to the matter of value engineering at a later date to ensure that the scale of the building components and their capital costs are discussed through the design process and agreed upon as appropriate.
- **Agree the Site** – We have retained several candidate sites because of the need for a more detailed site investigation that should now occur.
- **Agree the Number of Partners Willing to Share Risk** – This is most likely to be concluded following the scoping of the matters above. Capital contributions from the tax base or financial reserves represent one-time contributions, however a commitment to joint funding of annual deficits represents a long-term proposition.
- **Length of Cost-Sharing Agreement** – agreements to share the risk associated with a facility and its operations cannot be short-term in nature unless the ownership of the asset resides with one party. Where there is a model of shared ownership, and with a reasonable functional service life of 40 years, agreements should sustain the building over that period.
- Decisions regarding ownership of the asset are the foundation for all aspects of governance, cost sharing, facility utilization and community programming.

9.4 Models and Solutions

Cost sharing models for municipal capital facilities vary significantly.

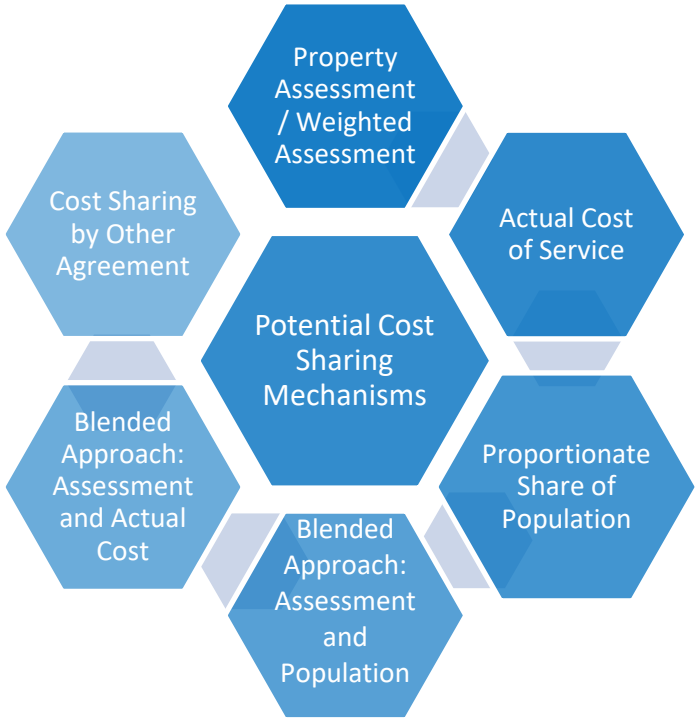
The appropriate model should be focused on the particular use in question, but it is also informed by any existing cost sharing models that exist.

The 2021 Community Use of Acadia Pool Agreement involving Wolfville, Kentville and the County is based on geographic distribution of Athletic Centre memberships (these include access to the pool) as a proxy for relative use of the pool.

For recreation services, the most direct model is one of usage with costs allocated according to residence. However, the accuracy of that model is open to challenge, administrative burdens can be high in managing and verifying usage by location of user, and limits exist on the capacity to track usage for different programs.

Accordingly, a population-based model is often preferred, with variations in high population centres of population by zone – the further from the location, the lower the cost share. This can work effectively but does require semi-regular update as population patterns change over time.

For these reasons a blended approach can add certainty to the model – with financial certainty for all project contributors being an important outcome of any cost sharing arrangement. An approach which rests on weighted assessment is often the foundation.



9.5 The Link to Projections of Operating Deficit

The scale of expected operating deficit is of course a function of the size of the building and the particular uses it contains, but it is impacted by a number of factors, some of which include:

- **Existing business practices** and the tolerance of the municipality for annual deficits. As there is no municipal indoor pool in the region, there is no legacy of rising deficits. However, one of the key differences between municipal recreation facility operations compared to other providers is the tendency for municipalities to view their facilities as a cost centre tied to tax support. By contrast, the YMCA for example, adopts the "net contribution" approach of incremental revenue generation as a foundational principle of its operations, the result of which is an approach that mitigates rising deficits through proactive revenue enhancement. And this approach enables it to provide access to anyone regardless of financial means, while providing a range of services that result in sustainable operations from a growing membership base.
- **Municipal versus third party operation**. A third-party operation under a shared cost arrangement between municipal units can be expected to result in greater financial performance without necessarily sacrificing service. The operation of pools by organizations such as the YMCA under a fee for service contract with municipal clients is an example.
- **Salaries, Wage Rates and Job Specifications.** The number of staff, their responsibilities and pay rates including payroll benefits has an enormous impact on overall costs and resulting annual operational deficits in municipal recreation centres. Commitment to a unionized environment, even where successor rights may not exist (as in the case of a new service), may be corporate policy across the board or only applied to municipal operations. The capacity and willingness to operate under different governance arrangements can impact deficits.
- In general terms, annual operating deficits of recreation centres (pools as an example) are influenced more by the approach to management and staffing than by revenue generation and level of facility use. Salaries, wages and benefits often account for two thirds or more of all costs.
- **Commitment to programming**: The greater the range of programming, the better the revenue yield per hour. Pool rental revenues are, per user, lower compared to lessons and instructional classes. Many existing municipal pools demonstrate an over-reliance on rentals but correspondingly lower revenues.
- **Size and range of aquatics**: a more varied series of tanks and amenities will likely drive incremental revenue but also increase operating costs. Achieving the right balance means knowing your market. Based on our engagement,

pool users have a clear preference for a facility that meets a range of family, instructional and fitness needs that go well beyond traditional lane swimming and competitive training. And modern YMCAs control their costs by providing smaller pools (reduced lanes) and widening in-pool programming.

- **Approach to Gymnasium Use**: If designed and operated with maximum utilization and range of users in mind (including events), a gymnasium can be a source of important incremental revenue. The degree to which is recreational space versus multi-use flex space is a function of design needs. Where additional meeting room and other spaces exist, their position within the building a link to outside areas can impact their potential for revenue.
- Similarly, the approach to the operation of a single or twin-pad arena can impact the net operating income from each. A standalone twin pad complex in a thriving market can minimize its deficit but a four-pad complex is the private sector's standardized model for profitable operations along with market rate ice fees. Any minor sport rates for players are normally achieved through subsidization by municipal contracts for ice rental.
- In the proposed facility, **the addition of a twin pad versus a single pad addition** will assist in improving the overall cost/revenue balance from ice operations in the long-term. As a new state of the art facility, we anticipate strong demand, particularly if ice rates are subsidized. As the only twin pad in the area, demand may be drawn in the short to medium term from existing arenas which is a financial concern for the County if it provides annual grant support to those other venues. However, over time there will be less impact.
- The analysis is intended to provide an illustration of the estimated operating costs and revenues, and the surplus/deficit for the proposed new aquatic facility, over a five-year period.

Municipal indoor pools, by themselves, are deficit propositions. They are also extraordinarily valuable assets for promoting community heath and wellbeing, sport and competition and, coupled with other recreational uses in a single complex, are arguably one of the most important investments that growing communities can make.

The value proposition for indoor aquatics is often lost in the face of the deficits created annually. Yet, by a number of measures these facilities create impacts that do justify the annual cost. Typically, a municipal class A pool will, by itself, represent the largest source of annual deficit of any municipal recreational facility (after accounting for gross floor area). However, in terms of utilization as measured by the number of person visits – an indoor aquatics venue will often outperform other assets such as indoor ice arenas, gymnasiums, and a range of outdoor facilities. While deficits are higher than for many other facility types on a gross floor area basis, on a per person use basis, it is quite possible that

deficits are lower than for other traditional services such as indoor ice, field houses, and community centres.

Based on our experience of expected utilization for aquatic centres in different geographic markets, and for facilities of varying size, the following estimated utilization is relevant to the financial performance of a new regional recreation centre in Kings County.

Exhibit 39: Projected Utilization Based on Reasonable Schedule

	Annual Hours	Assumed Persons Per Hour	Person-Visits
Hourly rentals	1,710	12	20,520
Public Swim - Lanes	920	10	9,200
Public Swims/Drop-in	710	20	14,200
Lessons – Lane	630	10	6,300
Lessons – Leisure	840	20	16,800
Program - Aqua Fit	350	12	4,200
Total	5,160		71,220

As with all such financial projections, there are a number of key assumptions, explained below, which are critical to understanding the future operating risks associated with this investment.

9.5.1 General Assumptions

The proposed facility operations are based on the functional space program developed for this project. The total floor area of the recreation centre which includes aquatics, a gymnasium and multi-purpose spaces is 74,637 square feet.

A second phase – the potential addition of indoor ice – is not considered in the operating analysis. It remains relevant in determining the suitability of any of the candidate sites to host a full expansion of uses over time.

The operating model for the new centre is premised on an operating program for each of the revenue-generating spaces. **For the purpose of this analysis, the revenue generating spaces are defined as the aquatics facility, the gymnasium, and the multi-purpose spaces.**

The operating program is based on a 16-hour, 7 day-a week operation, with lower utilization during the 3 summer months (June-August) and a pool closure of 2 weeks over the course of the calendar year.

9.5.2 Revenue Assumptions

Revenues for the aquatics centre are represented as normalized as of Year 1. This refers to the facility operating at expected capacity from the outset and is assumed for illustrative purposes. In reality, operational expertise, marketing and service capacity, including staff experience and availability, are all aspects of the business that will develop over time. Should the project be commissioned, efforts should be focused on a detailed and robust pre-opening business plan.

Pricing is anchored against fees charged in the Acadia University Aquatic Centre.

Details regarding programming, resulting revenue assumptions and operating expenses are contained in the Appendices to this report.

9.5.3 Expense Assumptions

The single largest cost is that of facility staffing. As a new service, and one that may reasonably be managed by an independent operator, we believe that there is some degree of flexibility in how the staffing model is organized for this building.

In summary, the staffing model includes the following:

- General Manager
- Aquatics Coordinator
- Administrative Assistant
- Maintenance and Operations Staff
- Front Desk/Registration Staff
- Lifeguards and Lesson providers
- Lifeguard Supervisor
- Fitness Instructors (contract)
- Recreation Coordinator

The cost of front desk and maintenance staff is based on an operating schedule of 112 hours per week. Lifeguard expenses assume a minimum of two lifeguards present during all operating hours in addition to the supervisor. Annual expenses also account for a third-party management fee (as a percentage of revenues) payable to the operator. This fee would also exist in practical terms as part of the corporate overhead if the facility were operated by one of the municipalities.

9.5.4 Operating Results for Phase 1 - Indicative

Based on the operating assumptions stated above, the normalized deficit of the proposed recreation centre is in the range of $650,000, rising based on the assumption of annual escalation of 3% per annum.

These estimates are indicative and designed to inform further debate regarding the value of individual parts of the proposed capital build and approach to individual cost centres. At this preliminary stage in the concept development and business planning process, it is important to have reasonable estimates of cost and revenue which lean to a more conservative estimation of revenues. As the process

moves forward, a more nuanced picture of operational possibilities, users, and prices is possible.

For simplicity we have excluded any required long term debt financing that the project partners would potentially place against the project. Nor have we included an annual capital reserve contribution. Both of these variables are matters that will be further refined if and when an emerging funding plan is created. As regards an annual capital reserve allocation, this is increasingly a policy adopted by municipalities for new capital assets although the frequency, quantum and other policy specifics of such reserve payments varies considerably.

Details of the indicative operating financials are provided in the exhibit on the following page.

Exhibit 40: Kings County Recreation Centre Order of Magnitude Annual P+L

Note: Assumes Normalized Operations as of Year 1

	YR1	YR2	YR3	YR4	YR5
Escalation Rate - 3% p.a.	***100%***	***1.03***	***1.03***	***1.03***	***1.03***
Revenues					
Public Swim/Drop-in	$ 146,260	$ 150,648	$ 155,167	$ 159,822	$ 164,617
Swim Instruction/Lessons	$ 56,622	$ 58,321	$ 60,071	$ 61,873	$ 63,729
Memberships	$ 56,750	$ 58,453	$ 60,206	$ 62,012	$ 63,873
Pool Rentals	$ 256,500	$ 264,195	$ 272,121	$ 280,284	$ 288,693
Locker Rentals	$ 5,000	$ 5,150	$ 5,305	$ 5,464	$ 5,628
Vending	$ 10,000	$ 10,300	$ 10,609	$ 10,927	$ 11,255
Room Rentals	$ 47,520	$ 48,946	$ 50,414	$ 51,926	$ 53,484
Programming	$ 64,800	$ 66,744	$ 68,746	$ 70,809	$ 72,933
Gym Rentals - Public	$ 43,200	$ 44,496	$ 45,831	$ 47,206	$ 48,622
Gym Rentals - User Groups	$ 40,000	$ 41,200	$ 42,436	$ 43,709	$ 45,020
Kitchen Rentals	$ 9,600	$ 9,888	$ 10,185	$ 10,490	$ 10,805
TOTAL REVENUE	**$ 736,252**	**$ 758,340**	**$ 781,090**	**$ 804,523**	**$ 828,658**
Expenses					
Wages	($679,138)	($699,512)	($720,497)	($742,112)	($764,375)
Benefits	($122,245)	($125,912)	($129,689)	($133,580)	($137,588)
Independent Operator Admin	($73,625)	($75,834)	($78,109)	($80,452)	($82,866)
Utilities	($355,624)	($366,292)	($377,281)	($388,599)	($400,257)
Repairs & Maintenance	($20,000)	($20,600)	($21,218)	($21,855)	($22,510)
Insurance	($30,000)	($30,900)	($31,827)	($32,782)	($33,765)
Snow Removal + Waste	($15,000)	($15,450)	($15,914)	($16,391)	($16,883)
Supplies, Materials and Services	($86,500)	($89,095)	($91,768)	($94,521)	($97,357)
Advertising	($10,000)	($10,300)	($10,609)	($10,927)	($11,255)
TOTAL EXPENSES	**($1,392,131)**	**($1,433,895)**	**($1,476,912)**	**($1,521,219)**	**($1,566,856)**
NOI	**($655,879)**	**($675,555)**	**($695,822)**	**($716,696)**	**($738,197)**

9.6 Illustrative Concepts of Capital and Operating Cost Sharing Between Prospective Partners

In order to provide a link to the next steps involved in moving toward project funding, design, site selection and eventual development, the project Steering Committee has requested the development of three examples of potential cost sharing between prospective municipal partners.

These formulas are not prescriptive, but illustrative in nature and designed to enable continued discussion regarding all aspects of the project.

Methods Used for Cost Sharing

Among the many methods, the Committee has identified three for analytical purposes:

1. A blend of property tax assessment and current (2021) population. Based on this approach, 50% of costs are allocated to each jurisdiction based on their respective share of total population; the remaining 50% of costs are based on the share of property assessment accounted for by each jurisdiction.
2. A second approach is based on the concept of proximity benefits – the idea that the benefit accruing from the facility and its services are greater for those in relative proximity to the facility compared to those residents located further away.
3. The third model is also based on proximity of population but employs a different methodology than the second model, resulting in different cost shares.

This third model was the approach used to determine cost sharing in the case of the Pictou County Wellness Centre.

Where a service area is geographically large and comprised of a number of municipal units, cost sharing based on distance has merit. However, the concept of proximity benefit is open to criticism based on the strength (or linearity) of the relationship between distance and definable benefits, which can be expected to differ between households.

A blended approach in which distance is one element of a cost share formula, may be preferable. That would introduce a fourth model which, conceptionally, could be based on 50% of the cost being subject to Model 1 (a blend of population and relative “ability to pay” as defined by property assessment) and 50% based on an agreeable population proximity measure (either Model 2 or 3).

At this stage, and without prejudice, the participants assumed for the purposes of cost sharing include the three project sponsors – The County of Kings, the Town of Kentville and the Town of Wolfville.

Capital Cost Allocation Via Method 1: Blended Population and Assessment

The parameters of this method are summarized below in terms of the proportionate share of a) population and b) uniform assessment in each of the assumed partner municipalities. The addition of the Town of Berwick or other jurisdictions to any collaboration to realize a major state-of-the-art regional facility will further improve the financial viability of the project. As a principle of effective planning involving projects which receive upper level government grants, this type of collaboration in planning, design, development and operations represents the most efficient and equitable use of such funds.

It should be noted that government grants to cover the cost of development cannot be assumed, despite the fact that applications for such funding will in all likelihood be pursued should the project proceed to detailed design. Accordingly, at this time the estimates of shared capital costs are based on total capital costs rather than costs net of any offsetting capital revenues.

Exhibit 41: Municipal Share Via Method 1 – Blended Population and Assessment

UNIFORM ASSESSMENT BY JURISDICTION (20/21)								
County of Kings		**Town of Kentville**		**Town of Wolfville**		**Other - Currently NA**		**Total**
3,837,331,063		518,818,350		508,515,358				4,864,664,771
78.9%		**10.7%**		**10.4%**				**100.0%**
PERMANENT POPULATION TOTAL BY JURISDICTION (2021 CENSUS)								
County of Kings		**Town of Kentville**		**Town of Wolfville**		**Other - Currently NA**		**Total**
51,716		6,696		4,423				62,835
82.3%		**10.7%**		**7.0%**				**100.0%**

Documented below are the resulting cost shares based on a) the core-build comprising aquatics and gymnasium (Phase 1) and b) cost shares to each municipality for the larger project which comprises a second phase.

Exhibit 42: Capital Cost Allocation Via Method 1 – Blended Population and Assessment

A - Blended Pop + Assessment (50/50) - PHASE 1 AQUATICS ONLY						
		50% OF COSTS (POP)		50% OF COSTS (AMT)	TOTAL	ALLOCATION
County of Kings		$23,868,290		$22,875,698	$46,743,988	**80.6%**
Town of Kentville		$3,090,380		$3,092,861	$6,183,241	**10.7%**
Town of Wolfville		$2,041,330		$3,031,441	$5,072,772	**8.7%**
Other - N.A.		$0		$0	$0	**0.0%**
Total		$29,000,000		$29,000,000	$58,000,000	**100.0%**

B - Blended Pop + Assessment (50/50) -PHASE 1 AND 2 COMBINED						
		50% OF COSTS (POP)		50% OF COSTS (AMT)	TOTAL	ALLOCATION
County of Kings		$41,152,224		$39,440,858	$80,593,082	**80.6%**
Town of Kentville		$5,328,241		$5,332,519	$10,660,760	**10.7%**
Town of Wolfville		$3,519,535		$5,226,623	$8,746,158	**8.7%**
Other - N.A.		$0		$0	$0	**0.0%**
Total		$50,000,000		$50,000,000	$100,000,000	**100.0%**

While the majority of cost allocation falls to the County, there are vital roles to be played in cost sharing by the Towns. The cost share formula does not include the University as a potential partner, and there might well be an opportunity for a municipal-university partnership in capital planning in the future. This should be further considered.

Currently, the analysis is restricted to a municipal funding model. Should the investment in a major public building spur the opportunity for adjacent/integrated private real estate development, or other partners come to the table, a more nuanced cost sharing arrangement that best reflects the particular mix of project risks and community benefits will be required.

Capital Cost Allocation Via Method 2: Cost Allocation Based on Geographic Proximity to the Facility

The concept of linking the proportionate share of costs to distance from the facility – if not always for capital, but certainly for ongoing net operating costs and annual lifecycle investment – is an accepted method of cost sharing.

The following model which applies "geographic proximity of population" as the determinant of cost allocations represents an illustration. It involves key assumptions regarding the categorization of distance, the density of population and the assumed relative benefits to users based on distance from the facility. These metrics should be reviewed and agreed to by the parties involved based on the specific circumstances of the project.

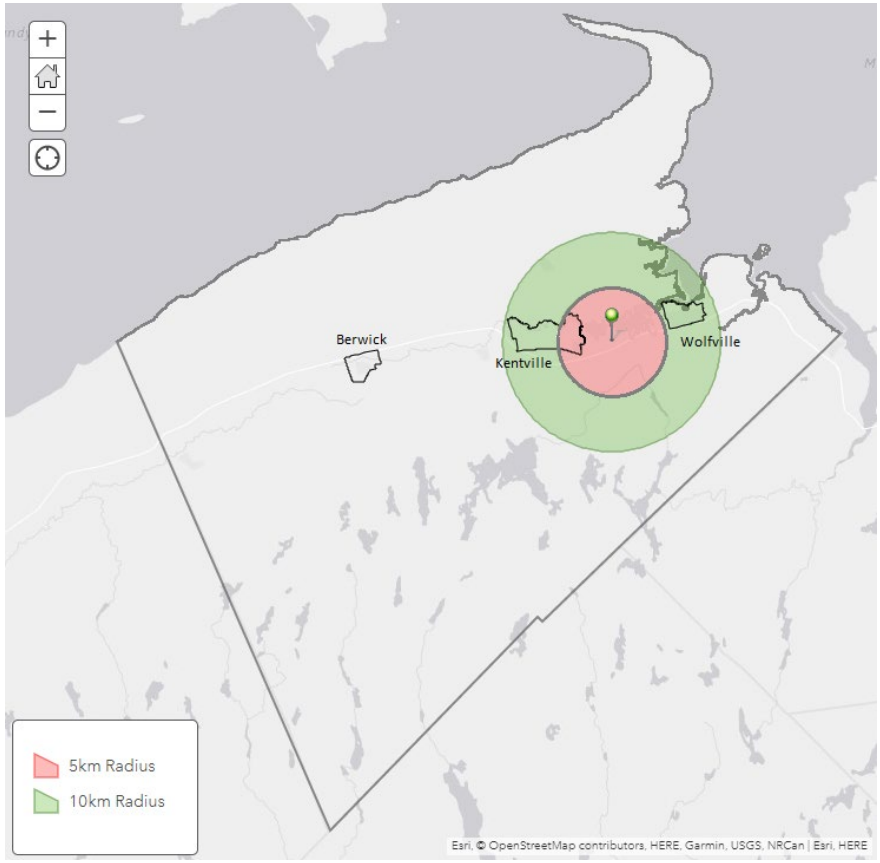
Our analysis is generic and is designed to show the impact of a proximity model. It does so by weighting the proportionate share of the population within the County based on the extent to which the populations of each municipality are located within a 5 km radius of the facility, a 10 km radius, or are located elsewhere in the County.

The fact that a proportion of the patrons that will use the facility are likely to live outside Kings County altogether, or are university students, is not addressed in this illustrative model. The significance of the non-resident client base will depend on a number of things including site location, regional accessibility and the overall scale of the facility, and the range of activities, spaces and programs offered. Unless there is a specific arrangement for operational support from communities beyond Kings County, or higher fees charged to non-County residents, the partner municipalities are liable for all costs regardless of who uses the facility. Even if operational support is provided by non-County municipalities, or non-resident fees imposed, it may not cover all of the subsidized costs of serving non-residents.

This model is operationalized for the capital cost of the project as follows:

1. The facility is assumed to be located midpoint between the Towns of Kentville and Wolfville.
2. Population of each of the three municipalities is identified for 2 distance bands: 5 km and 10 km. These boundaries are essentially arbitrary for illustration but do point to the fact that a facility of this type is not primarily a local facility.
3. The share of County population in each municipality is weighted for the proportion of population in each municipality that is located within 10 km of the facility.

Exhibit 43: Geographic Proximity to the Facility



Source: SPM, ESRI Business Analyst, 2022

Exhibit 44: Method 2 – Weighting based on Geographic Proximity to Facility

2021			Weighting Based on Proximity			
Population within Radii in 2021*	A 5km	B 10km	C % Within 5km	D % Within 10km	E % in County Remainder	Weighting Factor C + D / 2
Town of Wolfville	0	4,423	0%	100%	0.0%	1.50
Town of Kentville	3,348	6,696	50.0%	100%	0.0%	1.75
Kings Population within Radius	11,325	18,813	18.0%	29.9%	70.1%	1.24
Rest of County	48,162	32,903	0%	0%	100.0%	1.00
Total County	62,835	62,835				

**Note: These population estimates are based on the ESRI Business Analyst Model. Kings County 2021 Census population is 61,914.*

The weighted share of County population is the basis for cost sharing.

	2021 Total Population	% Sharing	Weighted Share (Population x WEIGHTING)
Town of Wolfville	4,423	7.0%	8.0%
Town of Kentville	6,696	10.7%	14.2%
Rest of County	51,716	82.3%	77.7%
Kings County	**62,835**	**100.0%**	**100.0%**

The resulting cost shares are estimated based on the reported Phase1 and Phase2 capital costs. These project costs are related to an urban site with typical site-related development costs.

Exhibit 45: Capital Cost Allocation Via Method 2 – Population Proximity

Population within Radii in 2021	WEIGHTED %	Phase1	Phase2
Town of Wolfville	8.0%	$4,665,897	$3,378,753
Town of Kentville	14.2%	$8,241,010	$5,967,628
Rest of County	77.7%	$45,093,093	$32,653,619
Total	**100.0%**	**$58,000,000**	**$42,000,000**

Comparison between Models 1 and 2

Differences in methodology and assumptions have impacts and these estimates are provided to demonstrate the range of differences. The variance between the models for the municipalities is as follows:

Exhibit 46: Variance Between Models (Method 2 less Method 1)

Municipality	Phase1	Phase2
Town of Wolfville	($460,875)	($294,633)
Town of Kentville	$2,057,770	$1,490,109
County of Kings	($1,650,895)	($1,195,476)
Total Variance	$0	$0

Figures in (-ve) represent a savings based on geographic proximity model (Method 2)

The model is sensitive to the particular distance bands used – distinguishing between a 5km radius and 10 km radius creates significant impacts compared to a model based on only a 10km band. In this particular example of a site in New Minas, the Town of Kentville is most heavily weighted as a result of its population located within 0-5km.

Capital Cost Allocation Via Method 3: Cost Allocation Based on Population Estimated by Household Distribution

The third model follows the method utilized for the Pictou County Wellness Centre. There are differences between this and the second, more simplified model:

- Model 2 estimates the split of population by GIS mapping using the 2022 ESRI Estimate of Population;
- Model 3 estimates the split of population by first identifying dwelling units in 2022 in each geographic band and then applying a PPU (population per unit) ratio of average household size as identified in the 2021 Census. These different approaches to isolating population within geographic bands impacts the resulting estimates of population living within each.
- Model 2 is based on the application of a weighted percentage share of population based on 2 distance bands. This weighting for proximity is applied to 100% of the Capital Cost.
- Model 3 breaks the capital costs into 4 equal amounts (25% of costs in each) based on 4 geographic bands. Within each band individually and separately from each of the other bands, the relative share of population is used to estimate cost share. The total cost share is the sum of these four separate cost share categories. The result is to heighten the effect of distance-decay on the cost share (i.e. the closer to the complex, the higher the cost assigned).

Exhibit 47. Model 3: Population by Proximity to Complex (Based on Average Household Size, 2021 Census)

	2022 Population Estimates				
	Total	7km	14km	21km	Remainder
Town of Kentville	4,408	2,398	2,010	4,408	4,408
Town of Wolfville	5,775	5,295	5,775	5,775	5,775
Rest of County	53,082	13,339	12,060	8,400	53,082
Total	**63,265**	**21,032**	**19,845**	**18,583**	**63,265**

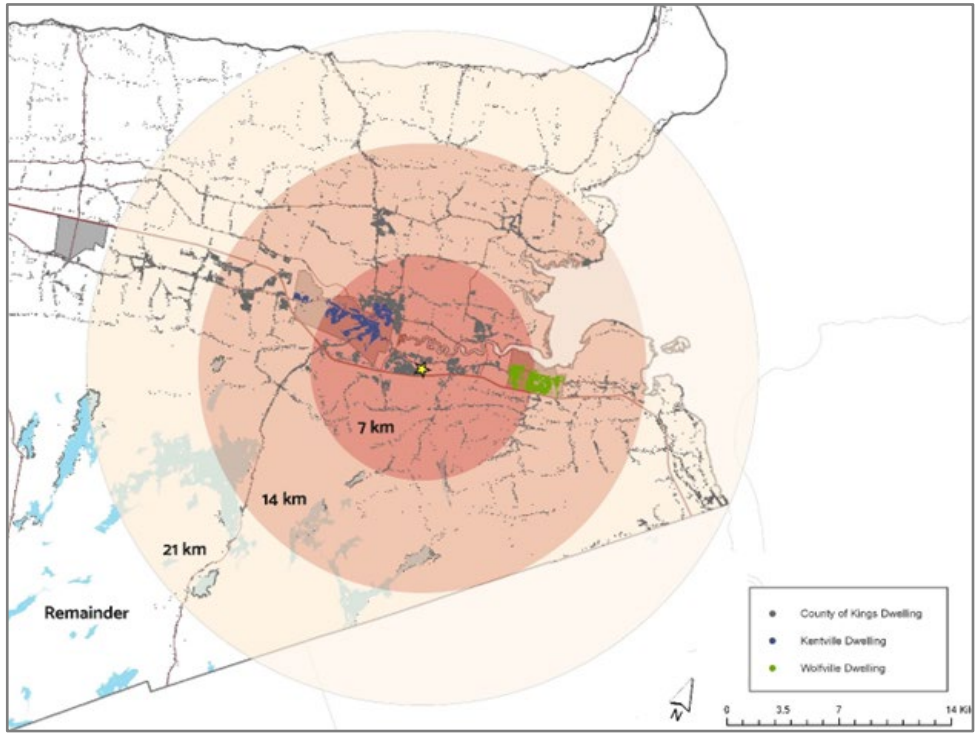


Exhibit 48. Allocation of Capital Cost by Population Proximity to Complex - PHASE 1

Phase 1	7km	14km	21km	Remainder	Total	
$ 58,000,000	25%	25%	25%	25%	100%	Sharing %
Kentville	$ 3,650,785	$ 4,219,492	$ 4,506,232	$ 1,323,599	13,700,107	23.6%
Wolfville	1,653,243	1,468,602	3,439,562	1,010,290	7,571,697	13.1%
Kings	9,195,973	8,811,906	6,554,207	12,166,111	36,728,196	63.3%
Total	**$ 14,500,000**	**$ 14,500,000**	**$ 14,500,000**	**$ 14,500,000**	**$ 58,000,000**	**100.0%**

Exhibit 49. Allocation of Capital Cost by Population Proximity to Complex - PHASE 2

Phase 2	7km	14km	21km	Remainder	Total	
$ 42,000,000	25%	25%	25%	25%	100%	Sharing %
Kentville	$ 2,643,672	$ 3,055,494	$ 3,263,133	$ 958,468	9,920,767	23.6%
Wolfville	1,197,176	1,063,471	2,490,717	731,589	5,482,953	13.1%
Kings	6,659,153	6,381,035	4,746,150	8,809,942	26,596,280	63.3%
Total	**$ 10,500,000**	**$ 10,500,000**	**$ 10,500,000**	**$ 10,500,000**	**$ 42,000,000**	**100.0%**

Summary of Variation in Cost Sharing Percentages by Model

Based on the population estimates in the three models, the table below shows projected cost share options, indicating minimum and maximum share for each municipality.

Exhibit 50. Projected Cost Share Based on the Three Methods

Projected Cost Share %		
	Minimum	Maximum
Wolfville	8.0%	13.1%
Kentville	11.0%	23.6%
Municipality of the County of Kings	63.3%	81.0%

Considering Impacts of Achieving Grant Funding for Capital

Cost sharing is estimated applying these minimum and maximum shares and using two funding scenarios:

- 100% municipal funding (zero grant) and
- 50% municipal funding and 50% grant.

The Exhibits on the following page show:

a) The results for the CAPITAL cost share based on the minimum and maximum share for each jurisdiction based on the models above; and

b) The same for the ANNUAL NET OPERATING DEFICIT liability for each jurisdiction based on the minimum and maximum share of costs for each.

Exhibit 51. Scenario #1 - 100% Municipal Capital Funding

Scenario #1 - 100% Municipal Capital Funding

	Wolfville		Kentville		MOK	
	Minimum	Maximum	Minimum	Maximum	Minimum	Maximum
Capital Funding Requirement	$ 4,640,000	$ 7,598,000	$ 6,380,000	$ 13,688,000	$ 36,714,000	$ 46,980,000
Annual Debt Service Costs	$ 362,972	$ 594,367	$ 499,086	$ 1,070,767	$ 2,872,016	$ 3,675,091
Annual Net Operating Costs (Year 1)	$ 52,470	$ 85,920	$ 72,147	$ 154,787	$ 415,171	$ 531,262
Total Annual Costs	**$ 415,442**	**$ 680,287**	**$ 571,233**	**$ 1,225,555**	**$ 3,287,187**	**$ 4,206,353**
Total 25 Year Cost Estimate*	**$ 10,866,568**	**$ 17,794,005**	**$ 14,941,531**	**$ 32,056,376**	**$ 85,981,720**	**$ 110,024,002**

** Assumes 6% annual interest rate and 2.5% annual inflation on operating costs*

Exhibit 52. Scenario #2 - 50% Municipal Capital Funding

Scenario #2 - 50% Municipal Capital Funding

	Wolfville		Kentville		MOK	
	Minimum	Maximum	Minimum	Maximum	Minimum	Maximum
Capital Funding Requirement	$ 2,320,000	$ 3,799,000	$ 3,190,000	$ 6,844,000	$ 18,357,000	$ 23,490,000
Annual Debt Service Costs	$ 181,486	$ 297,183	$ 249,543	$ 535,384	$ 1,436,008	$ 1,837,546
Annual Net Operating Costs (Year 1)	$ 52,470	$ 85,920	$ 72,147	$ 154,787	$ 415,171	$ 531,262
Total Annual Costs	**$ 233,956**	**$ 383,103**	**$ 321,690**	**$ 690,171**	**$ 1,851,179**	**$ 2,368,808**
Total 25 Year Cost Estimate*	**$ 6,329,418**	**$10,364,423**	**$ 8,702,950**	**$ 18,671,784**	**$ 50,081,524**	**$ 64,085,362**

** Assumes 6% annual interest rate and 2.5% annual inflation on operating costs*

10 Recommended Next Steps

10.1 Immediate Next Steps

1. Seek Councils' approval of the building concept;
2. Provide an opportunity for public engagement regarding the findings of this report;
3. Undertake further analysis of the availability and costs associated with alternative sites, guided by the results of the site location analysis included in this report;
4. Undertake direct and immediate discussions with Acadia University in respect of the findings of this report. Now that the draft report is available, this should include consideration of the partnership potential for meeting both community recreational and University needs for access to aquatics, sport hosting opportunity, and renovation potential of the existing Athletic complex pool building.
5. Report on funding strategies comprised of both grant applications as well as municipal funding options and impacts to meet expected capital costs. This should assess a range of scenarios to defray the annual costs of debt service attached to the project.
6. Establish a joint committee to oversee steps 3 and 4 and retain necessary consulting expertise as required. This may include retention of the project manager to assist the process.

10.2 Efficient Implementation Process

This type of project lends itself to stepwise implementation and the need to secure funding, including that from other levels of government. It can, however, be a quicker process if several conditions are in place:

- Selection of a site and agreement as to the exact scale of the facility and any associated civic or other development contiguous with the project;
- Allied to this, strong commitment of the municipality(ies) with sufficient resources dedicated to implementation;
- A strong policy foundation that helps set a larger infrastructure and development planning context to the project; and
- Funding: the ability to move forward knowing that a plan to pay for the event centre is in place.

It is important therefore to work concurrently on a number of these items.

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Appendix A
Indoor Recreation Trends

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Appendix A: Indoor Recreation Trends

Trends in Community Recreation

Consumer Needs have Changed

There are trends evident in both demand for facilities and services, as well as the supply of services. This includes a range of providers of recreation and leisure that extends well beyond municipal providers. Other providers have traditionally included community associations, hall boards, service clubs, churches and schools, but increasingly there is a role for newly formed and provincially supported organizations as well as for-profit providers.

Participation in leisure and sporting activities reflects lifestyle preferences, and these in turn often reflect broader societal influences. Some of these dynamics include:

- The impact of aging – the nation is aging in relative terms, with more seniors (65 Plus) at 19% of the population in Canada (2021) than youth aged 14 or less (16%);

- Digital Connectivity has empowered greater capacity for organizational development and the ability of volunteers to manage community organized sport. It has also enabled a greater decoupling of participation from organized sports. The ability to undertake self-organized and unstructured recreation has been assisted by access to information in real time. This often relates more to the use of outdoor spaces but the trends for self organized use of indoor fitness facilities has increased the demand for "drop-in" use of facilities;

- Many municipalities are reconsidering their role in certain areas including fitness services, seeking to determine the most appropriate role in this broadening sector while not crowding-out not-for-profit and private sector providers;

- The pandemic has impacted these trends – in the most obvious way forcing an increase in self-organized and unstructured recreational pursuits. Whether this is maintained, along with a continued focus on outdoor seasonal activities is less relevant than ensuring that health and wellness represents an investment by communities to ensure positive economic and social outcomes. As a cold weather nation, a continued reliance on indoor recreation and leisure translates into a need for facility asset management and investment.

Demand for Indoor Dry Use Floorspace – The Example of Basketball

Nationally, provincially, and locally, basketball continues to be a growing sport. Unlike other mainstream sports such as ice sports, soccer, baseball/softball, and other field games, typically the municipality is NOT the provider of space.

In many jurisdictions – nationwide – the pattern is repeating itself in terms of constrained demand and the relative inability to properly plan for and execute programming to meet the growing needs. Minor sports in Canada are provided primarily by non-profit community groups, supported and governed by regional associations, provincial sport organizations (PSOs) and national bodies. Yet, the provision of facilities is often out of the control of the groups, and even the municipalities. In growing urban areas, a range of models exist for provision – ranging from private providers to community organizations, YMCA, Boys and Girls Club, non-profit social clubs, schools, colleges, universities, the military, churches and municipalities.

In smaller urban centres, municipalities are providers often when the opportunity presents itself to develop new multi-use recreation centres. In places without newer facilities, reliance on the other providers is essential. All these other providers are both necessary but often constrained in terms of either community access capacity, physical design of the space (some are not gymnasia), or both.

The problems are thus on the supply side; demand is growing and ticks many of the social, recreational, equity and wellness policies that municipalities, school boards, and provincial and federal governments and their agencies aspire to.

Based on our conversations with Basketball Nova Scotia, demand is significant and growing:

- From 2017 – 2018 BNS saw an increase in registrations of 9.23%.
- From 2018 – 2019 BNS saw an increase in registrations of approximately 20% - a gain of almost one third since 2017.

The pandemic has halted that growth explicitly due to the closure of programs and inability to access facilities – including the predominant supply of space: Schools. It should also be borne in mind that the number of registrants and their growth only includes Basketball Nova Scotia Member Clubs and Athletes. It does not represent school basketball and other leagues/programs.

There was significant momentum for the growth of basketball in NS prior to Covid-19 and it is expected to continue following the full re-opening of the society.

It is understood from the PSO that in a typical year, BNS will host a U10 Jamboree with about 70 – 80 teams. Additionally, it will host Provincial Championships for U12, U14, U16 and U18 over three weekends in partnership with the Clubs. These are multi-venue, multi-community tournaments with up to 4,000 athletes in total.

The provincial and national pattern of strong demand, limited access to facilities, and lost opportunities to both meet demand and achieve the full community and social benefits associated with this and other gymnasium sports, is apparent.

Year-Round Opportunity for Seniors and Multi-Generational Court Play: Pickleball

Pickleball is an option for mobile set-up of indoor courts in available indoor space. At the provincial level, Pickleball is growing significantly and reportedly over 700 (from 200 to 900) in the three years prior to 2021. Based on our communications with Pickleball Nova Scotia, as of December 31, 2021, the number of registered participants is 1,070. This reflects the national picture of dramatic growth, which itself follows strident growth in North America as a whole. As of December 31, 2021, Pickleball Canada has 28,000 active members. At this point, Pickleball is rapidly transitioning from niche sport geared only to active seniors, to a more multi-generational sport which offers a range of experiences from participation to maintain social interaction and wellness, to elite player competition.

As with tennis, Pickleball is an outdoor sport in summer, with different balls designed to compensate for wind impacts. Unlike tennis, pickleball is easily transferable to an indoor sport, and can be accommodated in a range of spaces including those which are not primarily designed as gymnasia – this includes church halls, community halls, and small school gymnasia.

At the national level, Pickleball Canada is managing the deepening presence of the game in communities. Its Strategic Plan 2021-2023 is predicted on a proactive approach to **Govern, Grow and Develop** the sport.

Research conducted by Ipsos-Reid has indicated that the number of people who play pickleball in Canada may be as high as 350,000. While this undoubtedly includes people who play only occasionally and are otherwise unaffiliated with organized play, this finding and more importantly the scale of it, suggests that accommodating year-round pickleball is a clear mandate of municipal recreation services – if not now, it will increasingly be so.

As such, the demand for indoor opportunities in Kings County jurisdictions can be expected to increase significantly – so too can the opportunity to leverage the attraction of this sport to achieve a wide range of health, wellness, active living policies that the Province has targeted.

Indoor Tennis

There is growing recognition that in order to grow the game in Canada, access to affordable indoor (winter) courts is necessary. It is also recognized that this is not possible in most communities and generally is not a level of service provided by municipalities.

1. In view of that, Tennis Canada, working alongside a range of consultants including ourselves, and through pilot projects, developed a framework for potential municipal delivery of indoor tennis – mainly through the winterizing of outdoor courts with air supported bubbles. The strategy can be found at the following link: https://www.tenniscanada.com/wp-content/uploads/2019/07/02.-Executive-Summary.pdf.

2. In general terms, indoor tennis is supplied through winter bubbles, permanent air supported domes as one of a number of uses of the interior space, as part of a multi-use sports court gymnasium (with sport court flooring) or as dedicated indoor tennis venues of which there are a few across Canada (see for example the Abony Centre, Fredericton: https://www.abonytennis.ca/.

Almost all of these options are third party driven (meaning not a fundamental part of the municipal service offering, and more likely to be provided by universities and colleges, private tennis clubs and / or private recreation centres. Hence, the aims and intents of Tennis Canada to development a greater role for municipalities.

The nature of the proposed regional recreation centre does not lend itself to indoor tennis. Dry use space in this building would likely comprise a sprung floor and as such is not an ideal playing surface for tennis. However, depending on the site chosen for a new regional indoor facility, it is possible that this could include a campus of outdoor activity. The opportunity to develop outdoor courts which could be bubbled during the winter season could represent a value added proposition alongside the main facility.

Other Court Sports and Indoor Training

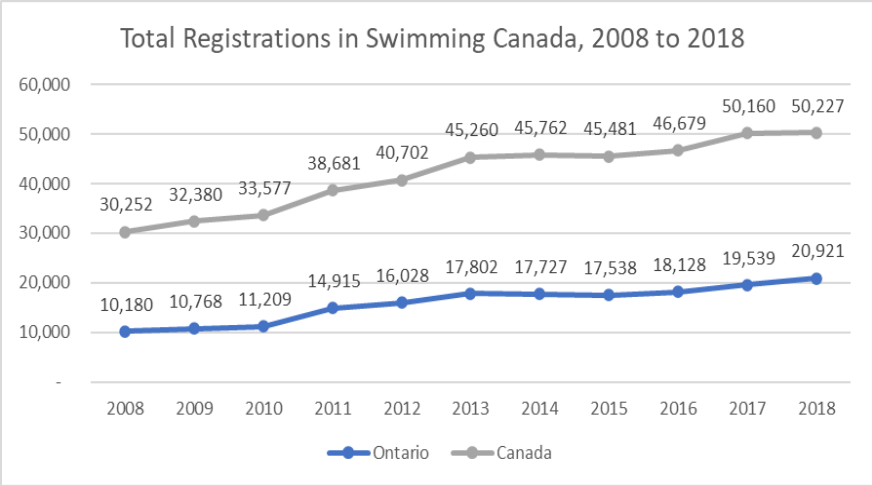
Volleyball offers another growing opportunity as a use within a multi-use gymnasium, as does a growing demand for badminton, indoor (pick-up) soccer, and winter training for a range of summer sports (cricket, baseball). Growing demand for emerging sports such as cricket, as well as an upsurge in demand for ball diamond sports (baseball, softball) have corollary impacts in terms of demand for off-season indoor training and play.

Swimming

Competitive swim teams are significant users of indoor aquatic centres, and typically have a range of specific needs, often divergent from the broader spectrum of users including drop-in

leisure swimmers, aqua-fit and swimming instruction participants. While these clubs rent space they are often not the largest source of revenue for pool operations.

Notwithstanding, growth in registrations is apparent nationally and, as long as a supply of facilities is maintained, is expected to be reflected in many provincial jurisdictions.

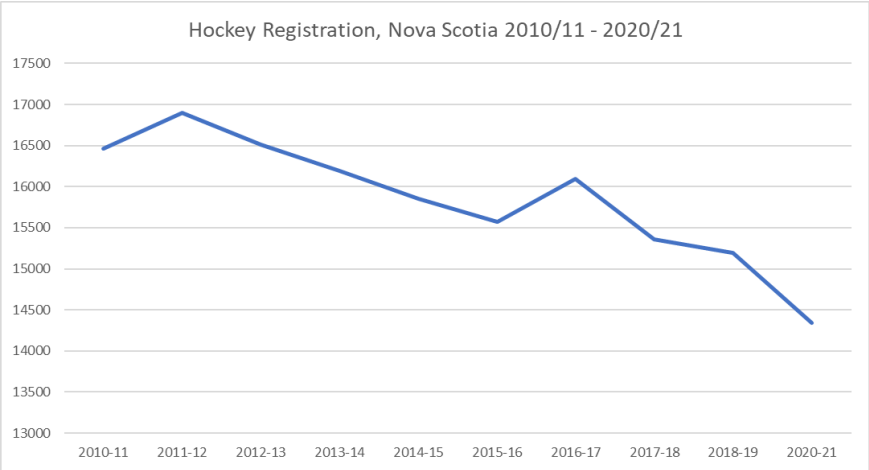


SPM, Data Source: Swimming Canada Annual Report, 2016-2017.

Ice Hockey

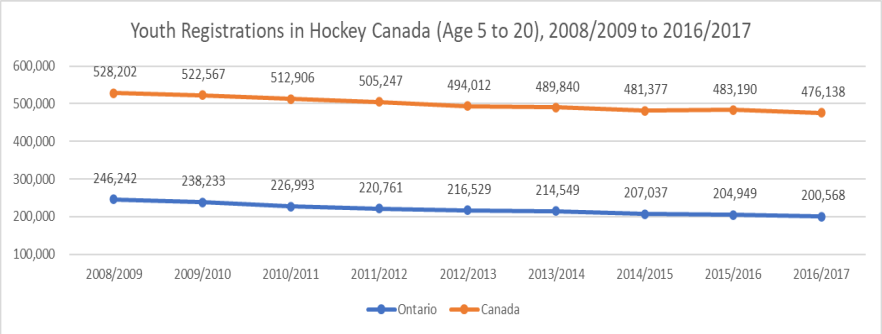
While overall registration numbers for minor hockey are dropping, girls hockey is on the rise.

Provincial variation in demand can reflect population dynamics as much as variation in popularity of the sport, but decline has been evident in both Ontario, the largest province, and nationally as a whole.



SPM, Data Source: Hockey Nova Scotia Annual Reports

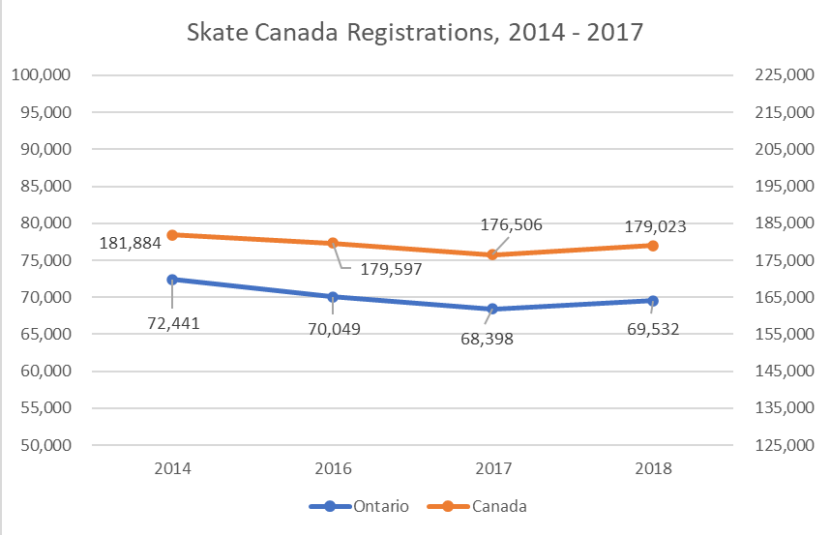
About a 10% decline in 9 years to 2018-19 (prior to the Pandemic). This is in line with national decline (about 10% over a 9 year period from 08/09 to 16/17.



SPM, Data Source: Hockey Canada Annual Reports

Skating

Skate Canada registrations are (pre-pandemic) remaining steady with marginal change (less than 5% decline). General skating programs are often volunteer dependent which impacts availability of registration.



What do These Trends Mean?

The trends evident in a range of markets and activities should be interpreted in terms of the regional dynamics of demand for sports and leisure activities. In that regard, the Annapolis Valley market in and around Kings County is expected to maintain strong demand for traditional sports activities despite the general aging of the population as evidenced by the Census.

While trends matter, generally speaking with regard to the provision of large community recreation facilities, it is imperative to plan from the perspective of access; creating the opportunity for all households to access recreation that is meaningful for them. This means continuing to maintain existing facilities to meet that demand, while building new, often flexible indoor program space to meet emerging or changing needs.

The interpretation of trends should also reflect upon the range and quality of the existing supply of facilities – while participation in hockey may be declining, that may not be apparent in any given community or ones with challenges to their existing supply of ice.

Kings County reflects this situation – a clear need for investment in new multi-use space, and in the future the need to replace aging infrastructure (such as ice arenas and the existing indoor pools). Other considerations are relevant to planning also:

1. Broader leisure pursuits and internet connectivity are creating the potential for greater community organization and use of general recreation facilities;

2. Ethnic diversification is adding to the opportunities to plan space for new uses and new users. This includes not only recreation but community and cultural space in recreation buildings – community teaching kitchens and studio spaces for cultural activities for example;

3. The demand for gymnasium space has always been there but has largely been supported by other institutions. With difficulties in accessing school facilities seemingly more apparent and strong growth in key indoor sports, there is an opportunity for municipal involvement in meeting demand.

4. The impact of COVID on changing preferences for leisure pursuits should not be assumed. Evidence from the large urban centres is that people are returning in high numbers to register for indoor, organized sports and other activities.

Emerging Best Practice in Facilities and Services

1. Indoor Recreation

- Flexible multi-use, multi-generational – increasing focus on creating flexible multi-use "destination" facilities as recreation, entertainment and family centres and community hubs.

- Sport tourism – throughout Canada, sport tourism represents a growing market and providing facilities to accommodate this is an important consideration.

- Aquatics – emerging aquatic facility designs (fitness and leisure swimming, therapeutic programs for seniors, and splash pads/water parks for children).

- Sustainability – increasing focus on the overall sustainability of a facility (e.g., net zero/carbon neutral).

- Accessibility and Inclusivity– making indoor and outdoor facilities accessible for people of all ages and abilities. Indoor facilities must comply with the provincial Accessibility regulations. Encouraging cycling and walking to access facilities. Creating recreation opportunties and spaces that are accessible, affordable and welcoming for people of all social, ethnic, and economic backgrouds, all ages and abilities.

2. Programming and Services

- Trends & shifts in the focus of recreation services are being observed at the national & provincial level, including:
    - Promoting and fostering participation in physical activity for all ages;
    - Use of web-based registration and effective monitoring systems to help inform municipal responses to parks and recreation program demand, including investment in Customer Relationship Management (CRM) systems;
    - Improving the experience of recreation through a deepening of program opportunities geared to lifestyle.
    - Recognition with the recreation sector of active transportation opportunities as a core recreational and transportation service provided by municipalities and their partners.

Trends in Organizational Response to Infrastructure and Service Delivery Needs

Increasingly a city-wide or regional approach is taken to forward planning for new facilities. Motivated to do this, in part, due to the costs of development, this also enables joint planning by municipalities where appropriate.

This trend is also finding a positive response from the provincial governments. In many provinces, infrastructure development agencies of government are increasingly favouring projects which demonstrate commitment to joint planning and cost sharing of facilities that meet regional needs. This is particularly true in relation to large municipal recreation infrastructure such as arenas and aquatic facilities. As an example, the Province of New Brunswick has three proposed aquatic centre developments under application for provincial and federal funding support: Fredericton, Riverview and Miramichi. The policy of enabling maximum access to facilities funded by upper levels of government is likely to favour projects that demonstrate an agreed approach to joint use, cost sharing and shared liability across municipal boundaries.

Appendix B
Stakeholder Engagement Summary

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Appendix B - Stakeholder Engagement Summary

Contents

1. Consultation Process

Consultations with sports user groups and community groups were conducted in November 2021 – February 2022. The meetings aimed to provide information about the potential multi-use sports and recreation complex and to hear from the user groups about their use of facilities and needs. Meetings opened with a presentation about this feasibility study and providing best practice examples of sports facilities, followed by a discussion about the current use of facilities and future needs of the user groups.

Between November 2021 and February 2022 online User Group Consultations were conducted:

1. November 29 – Ice User Groups
2. December 2 – Indoor Sports
3. December 8 – Aquatic User Groups
4. December 9 – General Interest Groups
5. January 11 – Arts and Community Groups
6. February 3 – Accessibility

In preparation for these meeting, a comprehensive list of user groups and stakeholders was developed in consultation with the Kings County. Invitations were mailed out to 230 email addresses, including user groups and recreation coordinators. Invitations to an aquatics meeting were distributed via 4 recreation coordinators and aquatic users connected with other community members.

In total, 75 participants attended the online user group meetings. Participants included mostly representatives of user groups, recreation coordinators, and representatives of municipalities and the County. During each consultation, participants were encouraged to provide follow-up comments. Detailed comments and suggestions were provided following the indoor ice, indoor sports, aquatics and general interest user group meetings. Follow up surveys were sent to all invited to the Indoor Ice User Group meeting (21 invitee) and the Indoor Sports User Group meeting (71 invitee); three additional responses were received. Participation and follow-up details for each meeting are outlined in the Exhibit below.

Exhibit 1. User Groups Consultations Participation and Follow-up

User Group Type	Indoor Ice	Indoor Sports	Aquatic	General Interest	Arts & Community	Accessibility
Date	29-Nov	2-Dec	8-Dec	9-Dec	11-Jan	3-Feb
Participation*	5 meeting participants	9	25	22	3	11
	▪ Follow-up questions - ▪ 3 responses ▪ Curling club interview	Follow-up comments by email - 1	Follow-up comments by email - 2	Follow-up comments by email - 1		

** Meeting Participant counts include meeting attendees (user group members, County, Municipalities' Reps, Councilors). Excluded: Perkins & Will & Sierra Planning and Management*

Presentations, best practices and questions were tailored to each meeting's main theme and user groups. The consultation process was designed to inform participants about the study and to have in-depth discussion about user groups' experiences and needs. The main themes across all meetings were as follows: 1. current experiences and needs, 2. opportunities that a potential multi-use recreation complex could bring, 3. the best location for a New Recreation Complex. Questions are provided in the Exhibit below.

Exhibit 2. Consultation Presentations and Questions

Presentation "Regional Recreation Facility Feasibility Study ICE USER NEEDS"

What Are the Ice Needs in the Region?
Discussion Questions: 1. Who uses your facility – WHAT AREAS ARE SERVED? 2. What's prime time look like in terms of capacity 3. What challenges exist with your facility?

What 0pportunities Would New Ice Bring?
Discussion Questions 1. Is a New Arena Complex Warranted? 2. Should this replace existing facilities? 4. Does the County need a Tournament Centre? 5. Are you prepared to pay more for ice?

Where's the Best Location for New Rinks?
Discussion Questions 1. Where's the best location for a Multi-Pad to serve the County? 2. Should the County build pads now or as a later Phase

Presentation "Regional Recreation Facility Feasibility Study AQUATICS USER NEEDS"

How important are these [the existing aquatic] facilities to you? Experiences, Challenges, Attributes and Kudos
What Defines Your Aquatic Service Needs? Let's dig deeper into design Musts versus Nice to Haves!
What Are Your Top 3 Design Elements? Can include dedicated and non-dedicated users (youth, seniors, community rooms, etc.)
Where's the Best Location for a New Recreation Complex?

Presentation "Regional Recreation Facility Feasibility Study INDOOR DRY-FLOOR USER NEEDS"

What Defines Indoor Space Needs?

Existing Indoor Recreation (Non-Ice; Non-Aquatics) Needs
What Are Your Indoor Facility Needs? Focused on Indoor dry-floor sports and courts, studio space, training and other non-ice, non-aquatic facilities. Can include dedicated and non-dedicated users (youth, seniors, community rooms, etc.)
Discussion Questions 1. Please tell us about your membership; 2. Which facilities does your group currently use? - What is the experience of each? 3. What challenges exist with your operations, programs and facilities you rent?
What 0pportunities are created by New Dry-Use Recreation Space – How are YOUR needs met?
Discussion Questions 1. Is ADDITIONAL SPACE NEEDED? - If so, What, Why and Where? 2. Does the County need Tournament Capacity? - What does that look like in terms of scale, number of courts, seating, etc.? 3. Are you prepared to pay higher rental fees?
Where's the Best Location for a New Recreation Complex?

Presentation "County of Kings Multi-Use Recreational Complex Accessibility User Group"

Are there any unique accessibility needs in County of Kings?
Which accessibility trend do you find the most applicable for County of Kings?
How would accessibility decisions be made collectively?
How significant is accessibility as a design principle?
Where's the Best Location for a New Recreation Complex?

The second mode of engaging the Kings County communities and the public was a virtual community engagement and collaboration platform Wolfville Blooms on the Town of Wolfville website. The virtual space provided information about the feasibility study and a survey to obtain information about current uses of recreation and sports facilities and future needs.

Between November 2021 and January 2022, 786 people visited the community blooms page dedicated to the Kings County Regional Recreation Facility Feasibility Study; 236 visitors viewed multiple sites, downloaded the presentation, of them 95 participated in the survey.

Exhibit 3. Community Blooms Statistics

702 aware community members
Registered and viewed information

236 Informed Community Members
Viewed multiple sites, downloaded the presentation, and / or participated in a survey, of them

95 Engaged Community Members
Participated in the survey

The Survey included the following open-ended questions:

1. Indoor Recreation services are found in many facilities in the County - at arenas, Acadia University, CFB Greenwood and at many community centres. What indoor activities do you need that are not being met in your community? Question 1 - 91 responses.

2. DID YOU KNOW that Acadia University and CFB Greenwood have indoor pools? If you use either of these pools, have they met your needs? Question 2 - 79 responses.

3. Multi-use recreation centres come in all shapes and sizes, some new, some old, some better than others Do you have any examples of great Recreation Centres elsewhere that we should know about? Question - 73 responses.

Other Meetings:

- Economic Development Consultation (November 2021)
- Recreation Coordinators Consultations (November 2021)
- Follow-up Engagement with Business Community (November 2021)
- Academics / sports and equity experts (upcoming April 2022)

2. Consultation Results

2.1. Aquatic Facilities: Community Blooms - Survey

Analysis of Survey responses shows that the majority of survey participants (89%) use or are aware of the Acadia University indoor pool and/or the CFB Greenwood indoor pool.

Those who do not use these indoor pools 11% (10 out of 95) either do not swim or use a different pool (including Waterville).

The majority of comments related to the location of these pools, indicating that for the Western part of the County Acadia pool is too far and for the Eastern areas – Greenwood is harder to reach.

Most respondents were aware and the majority reported using the existing indoor pools. Many survey participants shared in the comments section their experiences of using these facilities and unmet needs. Analyzing these experiences and needs, the following themes were identified: accessibility of location and programs for the public and different age groups; limited time for community / leisure programs; and more specifically, insufficient time and unsuitable conditions for children and senior adults.

Limited accessibility, both geographic and limited for community use. The need for more programming and better access for public swim was a theme in the comments and responses. The following comments help capture these themes and communicate ideas from other similar comments:

Comments point to the need to improve pool accessibility and availability for public use, include:

The pool use and time is primarily focused on student; fewer options / time options for community use

Restricted times for public use / wait lists at Acadia pool

Crowded public swims

Not enough lane swim options

Lessons fill too quickly

Greenwood is located too far (for many respondents residing in the East of the County)

Insufficient space and programming for small children

Additional space / amenities for children and families

The temperature of the pool is for lane swimming, however, not warm enough for young children

Survey participants identified the following needs for aquatic activities and programs:

Swimming – 25 suggestions, including "Indoor lane swimming", "family swim", pool that is available for community use all day at different hours appropriate to different groups (e.g. seniors, families, children, etc.)

Swimming lessons – 5 mentions, including lessons for children – currently programs fill up fast – insufficient spaces in the swimming programs; Lifeguard training

Aquatic exercises - 2 suggestions

Suggested additional pool features include:

- Hot pool/ hot tub / sauna / hot therapy pool - 8 suggestions
- Warm therapeutic pool for children and older adults - 5 suggestions
- Child friendly (shallow) pool: shallow end, slides, and other play equipment
- Non-chlorinated pool – 2 suggestions

Comments on geographic accessibility and what survey participants would like to see:

Over 25% of survey respondents provided comments indicating that Greenwood is not a viable option for those residing in the Eastern areas of Kings County. Some comments indicate that Greenwood is newer and has more amenities, however, it is too far to drive for swim or lessons. Comments on the geographic location indicate that a more centrally located pool is needed.

Takeaways from the Wolfville Blooms Survey

Takeaways from Survey responses:

- The majority of survey participants indicated that they are aware of the exiting pools or use these facilities.

Improvement suggestions include:

- Availability of community programs and accessibility: more time for community use and time options that are convenient for different groups.
- Child friendly (shallow) pool
- Cooler pool for swimming and lessons,
- Warmer pool for children, therapy, aquafit
- Amenities including hot tub, sauna, warm therapy pool, slides & play structures,

Accessibility

- a new facility that would be accessible and inclusive
- for all ages and abilities
- wheelchair *accessible*

2.2. Aquatic User Groups meeting and follow-up comments

2.2.1 Current uses, experiences and needs

Current aquatics uses include competition and non-competition uses such as lane swimming, leisure and family swimming, swimming lessons for adults and children, aquatic fitness and therapy. Meeting participants discussed the importance of existing aquatic facilities.

Acadia

The Acadia Pool is centrally located and easy to access. The facility caters to users in Wolfville and outside; more community users from outside of Wolfville. Many senior adults swim to maintain strength and range of motion. Many users participate in aqua fitness programs. The pool is very important to master swimmers and lengths swimmers. Acadia is very important as it is easy for students from high school to get to Acadia. Majority on a swim team is under 16.

At the same time, improvements are needed at Acadia to cater to the younger demographic (children). A prospective facility should strive to find a solution that allows for training and use by younger children and offer more opportunities for families, seniors and other groups.

S.M.I.L.E. (Sensory Motor Instructional Leadership Experience) program is an important academic-based program currently offered at the Acadia pool. Every year, the program serves over 250 children, youth and adults with disabilities from schools and communities and provides learning and volunteer opportunities to 450 students. The S.M.I.L.E. program pairs persons with varying disabilities with Acadia University student-volunteers who provide one-on-one instruction to the participants. This contributes to the participants physical activity and development. At the same time students develop mentorship and leadership skills.

The facility is ageing but well planned and provides a range of water depths and temperature. However, limited availability of programs and time for different uses is a big issue. Availability of the pool and programs was another theme in the discussion.

Greenwood:

Greenwood is a newer facility, compared to Acadia. It has separate pools and accessibility features (although accessibility may not be up to the recent provincial accessibility standards). However, Greenwood is located too far for those leaving in the Eastern areas of the County.

Waterville Pool

Well used but not well located. Operated within a provincial building. The facility is older and may not get financial support to repair. Do attract people from Kingston and Berwick. Accessibility is a challenge.

Similarly to Acadia, an important user group in Waterville is Kings Rehabilitation Center that serves community members with special cognitive/physical or behavioural challenges and needs. Waterville serves the neighbouring communities (about 200 persons) and about 170 persons living In center within the institution. The pool offers programs to people varying cognitive/physical or behavioural challenges. Currently, only 25% of users with varying abilities can use the pool and accessibility needs to be improved to provide wheelchair access, support people with visual impairments, etc.

Generally, the meeting participants were in agreement that a potential new pool should meet needs for both competition and leisure/teaching/rehabilitation. Most participants agreed that limited availability

of the pools and programs for community use is an important challenge with the existing pools. A pool needs to accommodate aquafit, synchro, and other activities.

Similar to survey participants, meeting participants highlighted issues with the existing pools and share their ideas about future needs:

- More time programs could be allocated for community use / programs
- Currently, the pools do not facilitate classes due to noticeable sloped bottom
- Depth of some pools cannot accommodate children /families or therapy classes
- Accessibility limitations at some of the older facilities
- Currently, finding a pool that can rent space is difficult
- Non-competition pools can be designed to accommodate different uses including leisure/ therapy pool combination, leisure / recreational pool, therapy/spa pool, warm up pool/ leisure pool.

2.2.2 Suggestions for a prospective aquatic facility based on the needs

Participants generally agreed that **a competition pool** is important as it would support local teams, including swim teams, water polo and synchro teams. Some participants suggested that a new facility could also provide opportunities for hosting competition events. Currently competition facilities are in Truro and Halifax. A competition pool would provide opportunities for additional opportunities for competition, swimming, and different types of lessons from start to lifeguarding. Additional competition opportunities for local swim teams, including the university swim team. A 50m pool would offer bigger scale competitions and would improve time availability and programming.

Meeting participants highlighted requirement of a competition pool:

- at least 8 lanes;
- at least 1.5m deep;
- Competition pools have cooler temperature,
- Larger deck space.

Separating competition and non-competition pools was discussed as an ideal option. The pools could have different depth, temperature, and offer more options for swim time and programs catering to both competition and non-competition needs.

Meeting participants also agreed that **non-competition aquatics uses**, including leisure, family, fitness and therapy are important. A leisure pool should have warmer temperature, shallow end or area to encourage water entry amongst children, and “chest to neck” depth for aquafit. Participants agreed that a warmer leisure pool would provide opportunity to offer more programs, provide much needed additional time and better scheduling for different groups of users from children to senior adults. Additional time for programs would help serve larger numbers of users and generate revenue by offering lessons, aquafit and other programs.

Several participants noted a lack of public therapy pools. An accessible pool with warmer water would be suitable for regular fitness and therapy purposes (e.g. pre op, post op, rehab).

Following the discussion of experiences with the existing facilities and current and future needs, participants put forward two approaches. The first approach suggests having a pool that can accommodate both competition and training and leisure purposes. A pool with a shallow end and an accessible entry. This approach would still require scheduling for different uses, adjusting temperature, and addressing time and program availability constraints, etc. More lanes would be required to better accommodate different uses: *"2 extra lanes can make when accommodating multi-use programming."*

The other approach is separating pools to accommodate different uses and offer more time for programs. The latter option is supported by experiences at the Greenwood pool, which is a newer facility with two pools. Participants agreed that separating pools and uses would help improve accessibility and availability of programs and lane swim/leisure time. Different temperature, depth and design features in each pool would provide more suitable conditions, e.g. cooler deeper water for competition/training and warmer shallow pool for non-competition aquatics activities, including programs for children and families, aqua-fitness, health and rehabilitation, programs for senior adults. This approach would also provide additional time for existing and potential new programs.

Accessibility was discussed during two meetings (Aquatics and Accessibility), existing pools do not address this need sufficiently. Greenwood is more accessible than Acadia. *Accessible* should be interpreted as wheelchair accessible. Needed amenities a ramp, beach entry or teaching step, accessible amenities (washrooms and showers), sufficient space in the building, dignified access to the pool and amenities; ramp entry; wheelchair accessible. (Additional insights are provided in the Accessibility Meeting section.)

Participants also discussed change rooms – a trend of making changerooms gender-neutral had some support (especially young families may welcome the idea) but also requires further investigation. A combination of non-gendered, gendered, and family change rooms was discussed - hybrid change rooms can accommodate both competitive and community swimmers / pool users.

2.2.3 Location

Location of the pool is an important factor in program participation. One of the programs had to relocate from Wolfville to Greenwood and lost half of its participants until they were able to resume programs in Wolfville.

The location discussion touched on principles of locating the pool and geographic areas.

Principles included – more densely populated areas, service by reliable public transportation, has good road access and sufficient space parking:

Accessible by public transportation - reliable, frequent, affordable, regularly scheduled

Access from the Highway

Higher population density areas

Geographic areas*:* In the east end of county; In the 'middle' of the County

Concerns Participants expressed concerns with replacing the Acadia Pool:

> *If Acadia isn't maintained, that is a HUGE loss for New Minas Eastward if it goes in Coldbrook-Berwick.*

SMILE program representative comments: "By locating on /adjacent to the Acadia campus it allows the facility to hire students, and students the opportunity to life guard year round without needing a car thus providing a larger potential pool to draw from and opportunities for training and development of guards, which seems to be a challenge. It also allows Acadia to continue to offer a varsity swim program and important opportunities to support the health and well being of all students, faculty and staff mentally and physically."

Updating and improving the existing Acadia University pool was also discussed during the meeting and in a detailed commentary provided as a follow-up to the meeting.

An idea that was not discussed in relation to building a new aquatic facility is the potential for Kings County and the Town of Wolfville to buy outright the current Acadia pool, re-zone it as County/Town property and renovate it to include another pool that would better accommodate lessons / SMILE programming / family swims / aquafit. There could be a completely separate entrance and set of changerooms for the newly renovated aquatic facility, and the County and Town would run the facility separately from the Acadia Athletic Center. Acadia could rent pool time for its varsity swim team and the facility would be staffed by County and Town recreation employees.

Takeaways from the Aquatics Meeting

At least 25 m (50m for a competition pool to host competitions) at least 8 lanes: *"More lanes (at least 8). It's quite amazing what a difference 2 extra lanes can make when accommodating multi-use programming."*

Separate pools: Two separate pools to accommodate competition and community.

Requirements for competition - at least 8 lanes, minimum depth of 1.5m or deeper for lessons from start to lifeguarding.

Leisure/Family/Therapy pool should be warmer and shallow ends for aquafit, therapy, senior adults and children.

Programs: More programs and better scheduling for swim lessons, children, aqua fitness and therapy programs. Programs for different age groups – more programs for seniors, children and youth.

Change rooms: both universal and gender specific. Hybrid change can accommodate competitive and community.

Two separate pools with different temperature – cooler for competition and warmer for families and therapy.

Accessible should be interpreted as **wheelchair accessibility -** pool entry: beach or teaching step.

Must have ramp entry.

2.3. Indoor Ice User Groups: Hockey, Minor Hockey, Girls Hockey, Figure Skating

Participants include: Kentville Arena Hockey and Minor Hockey (Canning), Valley Wild Female Hockey Association - Girls' hockey

2.3.1 Ice - Current usage, trends and needs

Meeting participants had similar observations - good use of prime time ice across the Indoor Ice User groups. Arenas have limited and sometimes no prime-time capacity.

Ice Surface Size: Canning & Kentville arenas are not big enough 185x85. Canning has 4 changerooms, Kentville – 6 but could be up to 8 changerooms. Additional change rooms are needed in some arenas.

Girls' hockey is growing; however, male players seem to have more ice time than females.

One of the curling clubs owns their current facility and the building can be used for next 10 years without major capital investments. Curling is a wheelchair accessible sport. The club and its amenities are accessible. Club members include many seniors; the club has women, adult and junior teams.

2.3.2 Needs

As one of the meeting participants noted "The game has changed". This comment captures the essence that arenas are evolving to accommodate more diversity on and off the ice.

Meeting participants agreed that ice pad is essential. The ice pad should be an NHL ice surface (200x85). More time for female hockey teams. More ice time is needed for growing girls hockey: *"Male population seems to have more ice time than females."*

To accommodate curling - at least 4 sheets of curling ice (or 6 sheets if curling clubs share the facility). Several survey participants indicated the need for more and better indoor ice.

Growing use will require increased seating – seating estimates discussed:
750 to 1000 for one feature rink would be ideal
500 to 750 for one feature rink would be acceptable

Sufficient parking is important.

Responses to the question is the new sports complex is warranted included:

- A tournament facility would provide additional opportunities.
- To replace outdated facilities (Canning & Kentville & Kingston)
- **An alternative view:** "Kings County has six arenas that serve its communities well - prefer to see money spent on keeping these facilities operating."

Change rooms: Participants discussed designing the change room configuration to accommodate a wider range of co-ed use. The current model is 6 per side with minority use of smaller change rooms or official's suites. Space allocation and other considerations in the design of changerooms will depend on the numbers of male and female players on a team.

Takeaways from the Indoor Ice Meeting and Survey

Ice pad should be an NHL ice surface – 200' x 85'

Additional capacity needed – limited/no prime-time capacity left according to participating indoor ice user groups

More time for girls hockey

Additional changerooms to accommodate increasing demand among all players, including women's teams
A tournament facility would provide additional opportunities

An alternative view: Keep existing facilities operating

Location criteria: Near a highway; area with enough population/ice users; sufficient parking

2.4. Indoor sport users (non-ice, non-aquatic uses)

There was good interest in Flex Space for other activities such as Karate, Seniors Fitness, Tae Kwon Do, Fencing, Archery, Box Lacrosse, Racquet sports (Pickleball, Squash/Racquetball, Tennis). Participants noted growing demand among senior adult population for different sport and fitness activities. Spaces providing opportunities for Seniors' and Youths' physical activity, including *more programs for seniors and underserviced youth.*

Other suggestions discussed included Fitness Centre, Walking track, Lacrosse, Soccer, Basketball. Current trends demonstrate that basketball camps and pick up basketball after school are programs growing in popularity.

Lacrosse - a dry-floor rink surface available year-round for lacrosse could be used for other sports and events.

Raking opinions expressed in the Wolfville Blooms Survey provided the following results:

Sports for youth that are increasing in popularity- youth sports including skateboarding facility (24 mentions), scootering (5) and BMX (5) – requirements include closed up spaces for skateboarders, rollerbladers, roller skaters, scooters.

The following suggestions from the survey indicate a need for a gymnasium type space:

Gym (6 mentions);

Racquet sports (Pickleball, Squash/Racquetball, Tennis):

- Pickleball (13) *"dedicated courts. This sport is growing among the baby boomer demographic"*
- Racquetball courts & tennis (6)
- Badminton (2)
- Squash courts (5)

Fitness (14 mentions), including affordable fitness programs / Work out / fitness / bootcamp classes

Full indoor track (11 mentions): *"walking track open all day"*

Climbing and Bouldering (7)

Lacrosse (4)

Basketball (3) / Volleyball (2)

2.5. Accessibility & Inclusivity

According to the meeting participants, facilities in the County are generally not up to the accessibility standards.

In planning a new facility accessibility should be understood as physical/mental/social/emotional and cultural inclusivity (including LGBTQ2S+, BIPOC, immigrant and other communities).

An important group of stakeholders - Accessibility Committee. The Committee makes recommendations on improving accessibility.

Participants agreed that accessibility should be “built-in”. Built-in accessibility means integrating needs and voices early in the process – design and build spaces for everyone to use - accessibility at the design stage as the main principle. Also discussed the importance of accessibility both for accessing the building and navigating the building. Important to have accessible ways to approach and enter the building, accessible parking and entrance, easy to navigate and use building, support in the building.

Meeting participants discussed groups whose needs should be taken into account when planning an accessible and inclusive facility. These groups include different ages and capabilities (physical, mental, social, emotional), cultural backgrounds, families with small kids, seniors, caregivers and support.

As discussed at the meeting, important features that are needed to accommodate individuals and groups with special needs include:

- Important to make sure that the building itself is accessible (accessibility from outside)
- Sidewalks leading to the building, public transportation, accessible parking, snow removal
- Intuitive wayfinding and signage are important
- “Dignified pool access” important for rehabilitation work
- Open spaces (glass walls) as well as ways to make some areas more private
- Space for parking mobility and other assisting devices.
- Places for support dogs/animals, charging stations for mobility devices
- Accessible for power mobility devices

Accessible Gender-neutral washrooms / changerooms are helpful. Family washrooms and changerooms are important. Ideally, both gender neutral and gender specific changerooms and washrooms should be provided.

2.6. Community Groups

A prospective multi-use sport complex could provide space and opportunities for community groups. Type of potential uses discussed with groups providing community development programming among youth include accessible and welcoming space that would offer sports equipment, education, and cultural activity.

A safe Youth Drop in Community space is a needed space for community development programs. Such space should be low threshold, informal, and welcoming as space and services that recognize the full range of youth**.** Locating such spaces and services at a sport complex could offer opportunities for learning, serve as an entry point into sports.

The following features were discussed during the meeting as beneficial for community organizations and groups:

Learning spaces – introductory areas that enable youth to become familiar with fitness machines etc.

Program examples: Basketball, Skatepark, Karate, Dance, and other activities appealing for youth.

Social programs – skill building events / job connections and events /

Spaces for Social programs – skill building events, job connections and events

Flexibility - Look to the Halifax Library for examples of convertible space

Access – ease of transit to the centres.

Concession – Snack bar, etc. (program participants often have to wait for transit)

Events

Indoor play space

Welcoming Front desk operation

Concession

Youth oriented options like foosball , ping pong, video games

Meeting room design suggestions:
Flexible spaces are important, where you can reconfigure spaces – create smaller or larger rooms as needed. The Halifax Library is a good example of organizing convertible space.
A meeting spot for the agencies that support youth for training and coordination
Storage space
One-on-one meeting rooms. Dedicated storage for youth related equipment.

Cultural activities

Follow-up suggestions included more cultural oriented and community activities (cooking classes, ethnic dance classes, etc.). This would require meeting rooms and multi-purpose rooms.

Community needs mentioned in Wolfville Blooms:

- **Affordability:** Community spaces and programs that have affordable membership.
- More child friendly spaces
- Training, meeting and event space
- Space for birthday rentals with Equipment
- Recreational use kitchen
- Seniors' centre / spaces
- Place for crafting
- Community theatre, e.g. for performances and lectures

2.7. Location Ideas and Suggestions

Location Ideas and Suggestions – Summary of suggestions from consultations and follow-up comments

Principles:

- **Geographically accessible for people in all parts of the County Accessible by public transportation** with opportunities to walks and ride a bicycle to the Centre
- Must be **serviced by transit**
- **Highway access:** Close to 101 ramp / Visible and accessible from 101 / 101 + Highway 1 / access to main arteries: *"Highway accessibility also adds for the potential of attraction outside business, and tourism."*
- **Location Issues:** *"Access to sidewalks, trails, main arteries, highway exits; Water & sewage; density"*
- Locate near more densely populated areas. A location with population/users enough to keep the facility viable.
- Centre in the middle of the greatest population density of the region
- Close to other destinations / facilities

Appendix C
Facility Design and Delivery Options

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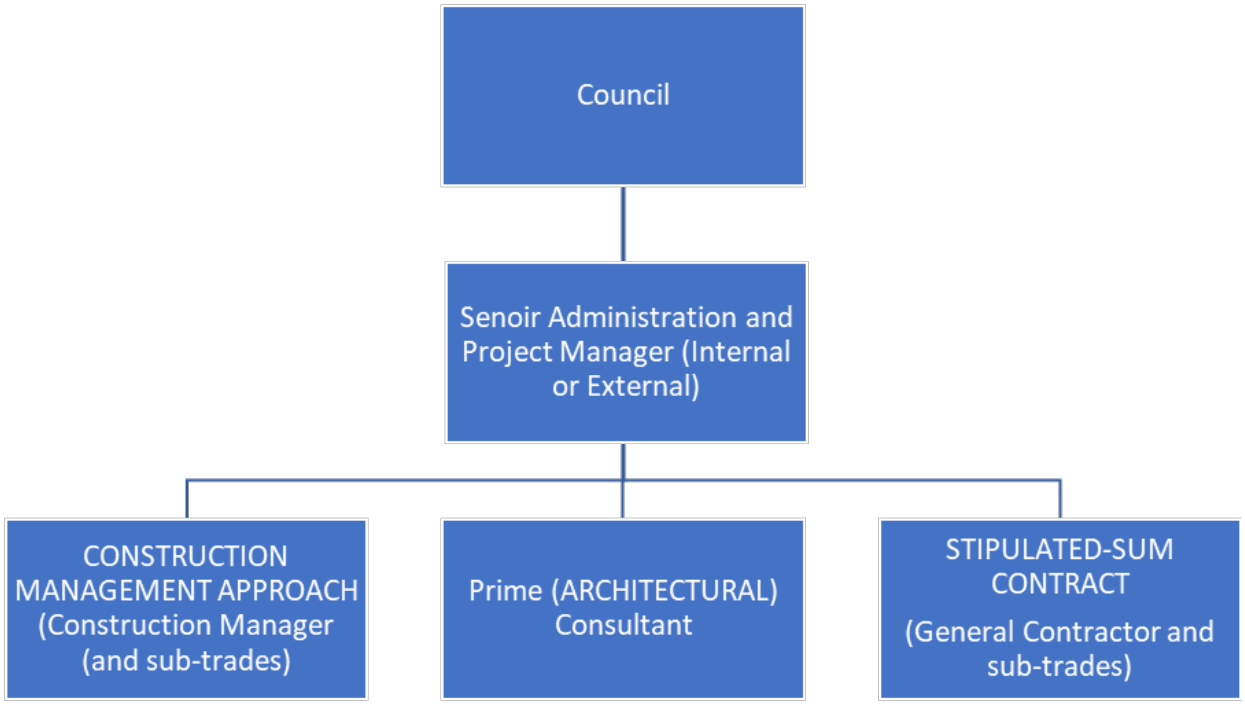
Appendix C: Facility Design and Delivery Options

In the traditional municipal procurement method, municipal or other public sector funds are used to fund capital construction costs and the municipality is responsible for facility operation, maintenance and life cycle works.

Under the traditional approach, the public sector owner of the facility separates out the components of project design, construction and delivery, through one or more design development contracts, and a series of construction tenders, managed by a project manager contracted by the municipality.

The operation and maintenance of the facility is the responsibility of the municipality with necessary short-term contracts with private sector companies to provide supplies and specific services. Under this model, the municipality has 100% control of the facility, its financing and operations, and therefore assumes all risks associated with the project including any delays or cost overage prior to completion, and any ongoing operating liabilities (financial or otherwise) during the operation phase of the project.

With respect to the process to design and deliver the facility under the Traditional Public Procurement approach, this is most appropriately one of two traditional approaches: 1) Construction Management Contract or 2) a Stipulated Sum General Contract. There are other variants of these approaches that involve Cost-Plus contracts, Guaranteed Maximum Price contracts and other more integrative project delivery models (IPDs).



Construction Management Approach

In terms of actions required under this approach the municipality will be required to ensure that the following occurs:

- Select, through competition, a Prime Architectural Consultant (Prime Consultant)
- The Prime Consultant will engage in the following key milestone tasks:
    - Functional Program development (to advance the high-level program to the concept design stage.)
    - Schematic Design
    - Design Development
    - Ultimately Contract Drawings, Tendering, and Contract Administration for construction.
- Hire the Construction Management firm, prior to completion of all design work. The resulting approach is collaborative. The Construction Management firm manages the construction trades. Significant reliance is placed on the Construction Management firm to bring the project in on schedule and budget.

A Construction Management contract can help overcome inherent price uncertainty by establishing a maximum upset price which will factor in contingencies to mitigate the degree of uncertainty in setting the maximum price. Given the problems of supply chain disruption and price escalation, this approach has value.

Stipulated Sum Approach (General Contractor)

If this is the chosen approach it is characterized in the following way:

- The contract is between the Owner and Contractor.
- The Prime Consultant is retained by the Owner (as described above) and advances the Owner's interests through the design process.
- The Prime Consultant then acts as an impartial, fair mediator of the construction contract between the Owner and the Contractor during the construction period
- This process is more adversarial and is best used when market conditions and the specifics of the project are simpler to navigate.

Alternative Approaches

Other approaches include the following:

1. Design-Build and its variations including integrated design build. This approach is not necessarily appropriate for a major public building, the design and value engineering of which should remain firmly in the hands of the municipality and its architect. That said,

design-build consortia have developed major facilities including spectator event centres, hospitals and offices;

2. Design-Build-Finance and/or Operate: This is not a model typically used for community recreation facilities. Access to lower cost financing is usually better for the public sector and building operations under concession or third party contract are not the norm for public recreation.

3. For delivery of community recreation facilities, the most advantageous partnership with the private sector lies more in the potential for private development risk on lands associated with the municipal capital facility – hotels, retail, and event space built, financed and operated by the private sector. The synergy has created destination centres which benefit the community through property tax revenues and economic impact.

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Appendix D
Economic Impact

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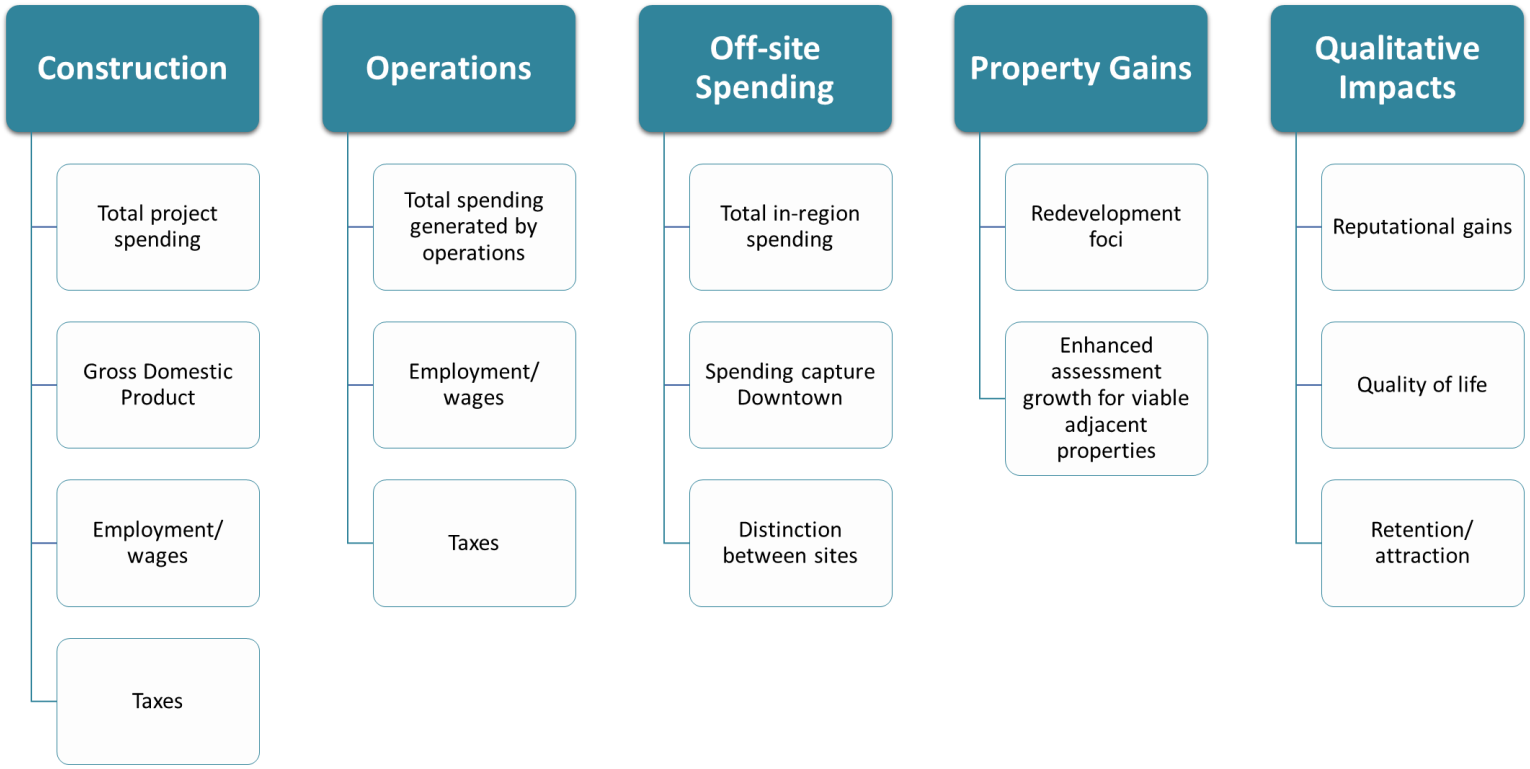
Economic Impact Potential

Types of Impact

There are a number of ways in which a major investment in public infrastructure creates lasting impacts. These go beyond the short-term construction impact – which itself assumes there is industry capacity to build without inflating costs or the demand for out-of-province workers – and include a range of longer term benefits.

Chief among these is the ability of new, modern public facilities to become demand generators for visitors, creating opportunities for additional economic activity in support of local businesses. Yet it is the role of new investment in signaling the advantages of locational advantages of the region that likely have the greatest impact. Access to new state of the art facilities maintains and enhances quality of life, offers reputational benefits and becomes part of the economic development appeal of the area.

Exhibit 1. How Facility Operations Create Impact



1.1. Qualitative Impacts

Although these measures below are often quantifiable, they rely on a clearer picture of the ultimate scale of development and the consideration of site potential. For that reason, they are addressed in qualitative terms but are no less significant in terms of eventual monetary impact to the economy.

Qualitative factors can have impacts on the health and wellness of residents, promote physical activity and lead to an improved quality of life. Investment in recreation infrastructure is an important part of local economic and social development. A new state-of-the-art multi-use community recreation centre will be the major regional capital facility and community hub for daily use as well as a range of events.

Private Investment Stimulus Depending on the site selected for development, soft partnerships with private capital can provide additional services linked to, adjacent to, or nearby the new facility. Private development such as commercial retail and restaurants, a hotel(s), potentially a conference space (at a scale justifiable by private investment) are examples of the kind of development that can and does occur as part of master planned destination centres.

The combination of community uses, events, hotel accommodations and retail and restaurant development can ***elevate the capacity for tourism on a year-round basis***.

An effective strategy of leveraging broader development in the surrounding area can generate ***incremental tax revenues*** that reduce the costs of tax-supported capital funding of the recreation centre.

Public investment in major community, spectator and events facilities, both indoor and outdoor facilities, has been used to support urban regeneration – all the way from international examples of reinvestment (see for example the development of Rogers Place Arena, Park and Office Hub in Downtown Edmonton) to community-based projects such as the new YMCA/City of Brantford/Laurier University Athletics Complex in the heart of downtown Brantford.

In a similar way, if there is an opportunity for marrying a new recreation centre in Kings County to broader community planning objectives, this should be fully investigated.

Quality of Life

The new sports and recreation facility with an aquatic centre can also help in ***attracting younger people and families with children to move and stay*** in the region. For residents of all ages the new accessible facility will become a community hub and gathering place with a new and vibrant energy for the whole region.

Investments in the new recreation facility will support building an effective culture of wellness, helping support life-long participation in sports and recreation through:

Promoting Active Living: These priorities will be met through offering opportunities for year-round indoor activities; creating programs for the development of physical literacy and education for children and older adults; and creating services and resources which will actively encourage different forms of recreation.

Supporting Inclusion & Access: The project designed with the principles of inclusiveness and accessibility in mind will help support the inclusion of persons of all ages and various abilities; women and girls, LGBTQ2S+ and BIPOC persons; and different economic circumstances.

Enhancing Recreation Capacity and encouraging recreation through the built, natural, and social environments. The project contributes directly to this priority by providing a major recreation hub and space for gathering and community events. The new centre will promote recreation and provide opportunities for new partnerships to support the promotion of recreational activities.

Examples Economic Impact Assessment Model (STEAM)

At a more granular level of investigation, a focus on the local economic potential of operations themselves – a focus on the sport tourism benefits of a new recreation complex, is merited. The following assessment creates an estimate of positive economic impacts from community-level events. The resulting dollar figures are not enormous – precisely because these are regional community events rather than national or major inter-provincial events. Indeed, the facility is designed to serve core community needs first rather an operate as a sports tourism hub.

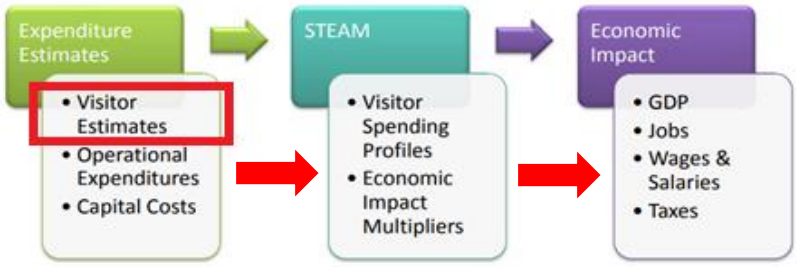
Nevertheless, if partners emerge and an improved focus on major event potential occurs, annual operational and event-related impacts will improve.

The following are several examples of impact based on modest events. The more these are hosted, the greater the impact. As always, there is a balance to be struck between regular scheduled community access and priority events programming.

As popular as active programming is, particularly for events, it is often the regular, daily use of facilities that give rise to opportunities for investment in the surrounding area.

The Canadian Sport Tourism Alliance's Steam 2.0 Model enables estimates of expenditures from sports events, the impact on GDP and industry output, and the additional tax revenue for the host municipality - Kings County, the Province, and the Government of Canada.

Exhibit 2. Economic Impact Assessment Model (STEAM)



The initial expenditure value represents the total amount of new visitor spending in the local economy as a result of hosting the event. This represents the money being spent in the community without the application of any economic impact multipliers.

GDP represents the total value of production of goods and services in the economy resulting from the initial expenditure (valued at basic prices). This economic impact represents the net measure of changes in economic activity. This category is representative of the economic activity that took place in the larger economy as a result of hosting the event.

Localized off-site spending impacts are defined as the direct spending impacts from spending by patrons off-site from the facility. Localized off-site spending also creates multiplier impacts that result from the initial input of spending. Applicable sector multipliers include accommodation and food services, retail and arts, entertainment and recreation.

Taxes represent the total direct and indirect amount of municipal, provincial and federal taxes supported by the events under analysis. Property taxes on municipal properties in Nova Scotia are collected by the Province. Sales tax portions are 15% - 10% provincial and 5% federal.

Industry output represents the direct and indirect impact on industry output generated by the initial tourism expenditure. It represents the total of all economic activity that took place as a result of the event. This category involves double counting on the part of the intermediate production phase.

These economic impacts are based on the participants' spending only.

Other measures, currently not included in the model results, are impacts of building construction (hard and soft costs), building operations costs, and qualitative factors of increasing capacity of the recreation centre.

Adding capital costs and operational expenditures by the organizers to the model would increase these impacts (GDP, employment and taxes).

Three events were modelled to estimate potential economic impacts of the new recreation centre:

A- Regional youth basketball event;

B- Regional swim meet; and

C- Provincial basketball tournament.

Assumptions (event parameters) and the results of the economic impact assessment are provided below.

Example A. Regional Youth Basketball Event:

Assumptions:

Event Parameters	Regional Youth Basketball
Type of event:	Regional - youth event
Event duration:	4 days (3 nights)
Year	2022
Participants	Youth – 10 years of age (Grade 4/5) to Senior High School Age
Total participants:	100 participants (10 teams x 10 players)
Total maximum number of guests	200 (Parents and others - avg. 2 spectators per player)
Total attending	300
Percent local / out-of-town participants	40% / 60%
Duration of stay for out-of-town participants	3 nights
Number of trips per party	2 (to/from the event)
Share of participants being sponsored	0%

Summary of Economic Impact (STEAM 2.0 Model)

	Regional Youth Basketball Event, 2022		
Economic Impact Category	**Kings County**	**Nova Scotia**	**Canada**
Initial Expenditure (Visitors/Participants)	**$41,326**		
GDP (Direct & Indirect Impact at basic prices)	$22,741	$26,825	$35,862
Employment (full-year jobs)	0.5	0.6	0.6
Wages and Salaries	$14,883	$16,941	$21,893
Taxes (Direct & Indirect)	$11,585	$13,014	$17,849
Federal	*$4,708*	*$5,227*	*$7,852*
Provincial	*$5,930*	*$7,042*	*$8,945*
Municipal	*$948*	*$745*	*$1,053*
Industry Output (Direct & Indirect)	$50,220	$57,455	$77,202

Note to all examples: These economic impacts are based on the participants' spending only. Adding capital costs and operational expenditures by the organizers to the model would increase these impacts (GDP, employment and taxes).

Example B. Provincial Youth Basketball Tournament

Assumptions:

Event Parameters	Provincial Youth Basketball Tournament, 2022
Type of event:	Provincial Event, Youth
Event duration:	4 days (3 nights)
Year	2022
Participants	Youth – 10 years of age (Grade 4/5) to Senior High School Age
Total participants:	300 participants (30 teams x 10 players)
Total maximum number of guests	600 (Parents and others (avg. 2 spectators per player)
Total attending	900
Percent local / out-of-town participants	40% / 60%
Duration of stay for out-of-town participants	3 nights
Number of trips per party	2 (to/from the event)
Share of participants being sponsored	0%

Summary of Economic Impact (STEAM 2.0 Model)

	Provincial Youth Basketball Tournament, 2022		
Economic Impact Category	**Kings County**	**Nova Scotia**	**Canada**
Initial Expenditure	**$136,375**		
GDP (Direct, Indirect, Induced Impact at basic prices)	$75,044	$88,523	$118,345
Employment (full-year jobs)	1.5	1.5	1.8
Wages & Salaries	$41,084	$46,787	$60,580
Taxes (Direct & Indirect)	$38,231	$42,946	$58,903
Federal	*$15,535*	*$17,250*	*$25,910*
Provincial	*$19,569*	*$23,237*	*$29,519*
Municipal	*$3,128*	*$2,459*	*$3,473*
Industry Output (Total Net Economic activity)	$165,724	$189,599	$254,766

Example C. Swim Meet, Regional

Assumptions:

Event Parameters	Swim Meet, Regional, 2022
Type of event:	Regional swim meet
Event duration:	4 days (3 nights)
Year	2022
Participants	Youth
Total participants:	80 participants
Total maximum number of guests	160 (avg. 2 spectators per player)
Total attending	240
Percent local / out-of-town participants	40% / 60%
Duration of stay for out-of-town participants	3 nights
Number of trips per party	2 (to/from the event)
Share of participants being sponsored	0%

Summary of Economic Impact (STEAM 2.0 Model)

	Swim Meet, Regional, 2022		
Economic Impact Category	**Kings County**	**Nova Scotia**	**Canada**
Initial Expenditure (Visitors/Participants)	**$37,598**		
GDP (Direct & Indirect Impact at basic prices)	$20,455	$24,120	$32,256
Employment (full-year jobs)	$13,354	$15,198	$19,657
Wages and Salaries	0.5	0.5	0.6
Taxes (Direct & Indirect)	$10,518	$11,803	$16,158
Federal	*$4,284*	*$4,749*	*$7,113*
Provincial	*$5,374*	*$6,380*	*$8,095*
Municipal	*$860*	*$674*	*$950*
Industry Output (Direct & Indirect)	$45,510	$52,010	$69,771

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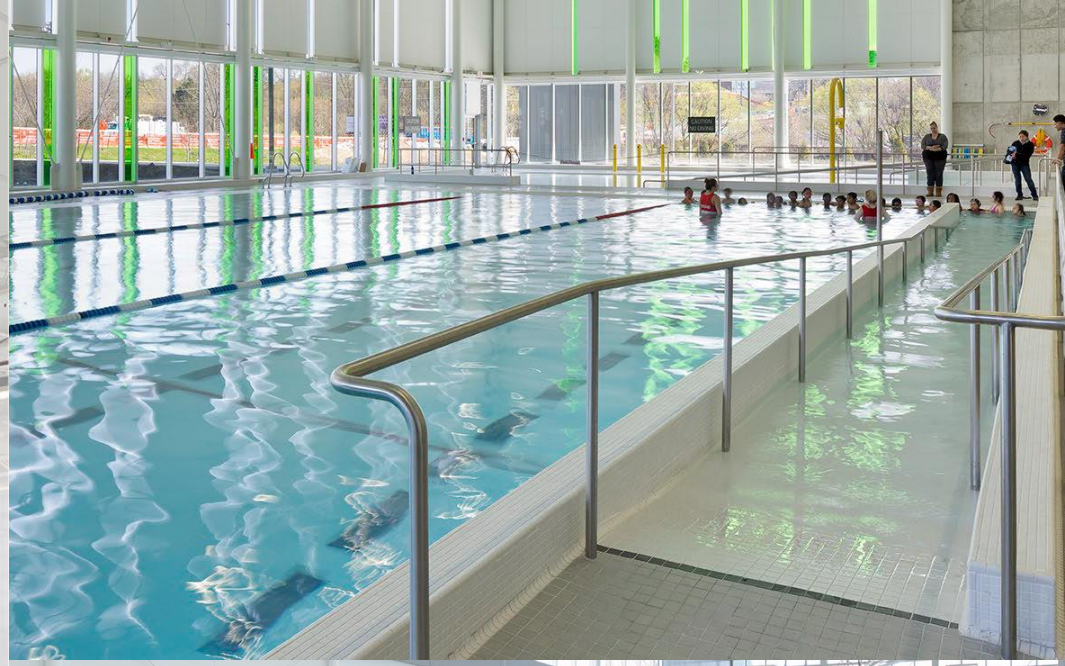

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