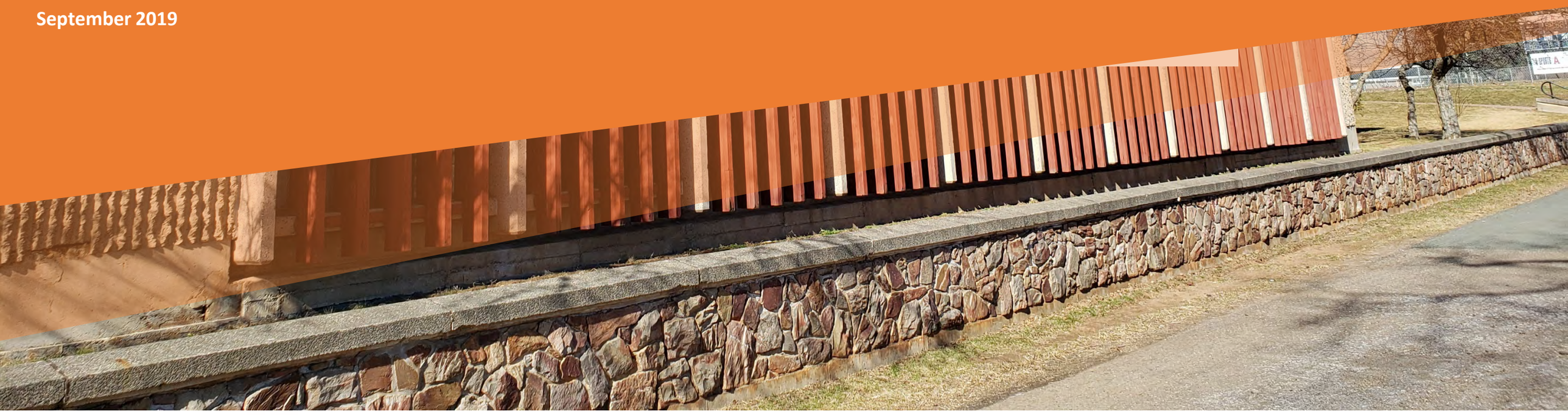
ACADIA UNIVERSITY

Athletic Complex Business Plan

FINAL REPORT

September 2019



Sierra Planning and Management

advice • strategy • implementation

With our subconsultants:

CBCL LIMITED

Consulting Engineers

FBM

JF Group

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Executive Summary

Study Scope

The business plan for the Acadia Athletics Complex covers the major assets including the pool, the arena, the gymnasium, and the field/walking track seen in the aerial below. The analysis also addresses all other components and of the facility including the fitness centre, the group fitness & dance studio, and the squash and racquetball courts. This work is undertaken in association with FBM Architects, CBCL Ltd, and the JF Group.

The purpose of the report is to address the future functioning of the Acadia Athletic Complex. This involves the consideration of:

- Operations by component within the complex;
- Infrastructure investment requirements versus opportunities;
- Program development potential;
- An exploration of collaboration potential with stakeholders.

Specific questions involve the strategic balance between commitment to maintaining the University as a key provider of recreation services to the region versus the fiduciary responsibility of the University to implement its own strategic plan, maintain fiscal discipline and have full and absolute regard for asset management needs and costs. As a result, the future of the athletic centre in terms of the range of services, types of facilities and ways to operate are a central feature of this work.

The report does not provide estimates of future annual operating revenues and costs. It is too premature to do so, given the range of decisions that will need to be taken to as to the suite of services to be provided in the future, how these are paid for in capital terms, and what prospects are for regional cost sharing. Nor does the report provide a prescriptive cost sharing formula – that again is premature. First and foremost, and the purpose of this plan is to establish principles and process – the University will need to make decisions as to whether to change course in how it provides and accounts for recreation spaces and services. This report clearly highlights those dynamics of risk upon which decisions can be made. However, the first requirement is to engage with municipal partners to establish what synergy can be created to provide an alternative path for the University which can involve investing in expansion of recreation facilities at the campus.

Current Situation – Articulation of Space, Condition Assessment, University and Community Utilization, Operating Costs

The consulting team included building and architectural specialists. All members of the consulting team visited the complex and were provided with a detailed tour of each level of the facility.

The key findings with respect to access, circulation and overall articulation of space are as follows:

- The arena, representing the most modern element of the complex, is well maintained and circulation in general terms is acceptable. The access points to the arena seating through the main gym building connections are relatively tight and opportunity exists for better access and egress.
- The Walking track operates sufficiently but potential conflicts with meeting room/washroom users and other can arise.
- The incremental nature of the complex and the multiple levels has led to some degree of inefficiency of space with additional and poorly places access ways/stairs and our overall view is that there are opportunities for improving vertical accessibility.
- The large external courtyard spaces are inefficient and lost to productive uses and could provide better amenities, as well as improved building functionality if they were enclosed internally to the rest of the building.
- The main entrance way and corridor could benefit from widening and removing some of the interior room divisions.
- The connections to the gymnasium and the pool are also candidates for improvements in terms of circulation, width of corridor and overall accessibility.
- Without structural review, our opinion is that the pool structure cannot be successfully removed from the remainder of the building. In depth structural investigation is required to determine if such removals materially weaken the remaining building's ability to withstand lateral wind and seismic forces. Structural remediation work is can be disruptive, intrusive and expensive.
- The arena will require $2.4 million in capital expenditures over the next 5 years, with costs escalating each year. The highest single year cost in the 5-year window is nearly $1.3 million in 2023. Total building replacement costs would be $12.8 million
- The gym's near-term capital needs are significantly higher than those of the arena, totally $7.3 million over 5 years. The annual expenditures rise each year except for 2022, with the majority of expenditures to be incurred in 2023. Total building replacement cost would be $23.3 million. What is unknown based on our review is how much of these costs are based on necessary improvements to the pool versus the rest of the gymnasium building and the systems that serve all of the gymnasium-pool complex combined.

Recent History of Facility Access

Ice Arena

The table below contains the number of hours that the arena was used by each group from 2013-2019.

Ice Surface	Community	Sports Club	Varsity	Total
2013-14	845.5		2081.25	2926.75
2014-15	509.67	438.25	3090.07	4037.99
2015-16	2472.75	395	1469.42	4337.17
2016-17	1684	422.75	1887.53	3994.28
2017-18	1575.83	417.25	1482.30	3475.38
2018-19	1719	936	1166.75	3821.75

Source: Sierra Planning and Management

Raymond Field and Running Track

The table below contains the number of hours that the field and track was used by each group from 2013-2019.

Field Usages	2013-2014	2014-2015	2015-2016	2016-2017	2017-2018	2018-2019	Total
Raymond Field	1207	1372	1465	1357	1610	1214	**8226**

Source: Sierra Planning and Management

War Memorial Gymnasium

The table below contains the number of hours that the gymnasium was used by each group from 2013-2019.

Gym	Community	Club Sports	Varsity	Total
2013-14	430.5		2135	2565.5
2014-15	492.97	0	2536.75	3029.72
2015-16	422	181.68	2251.5	2855.18
2016-17	407.25	26	2324	2757.25
2017-18	533.25	51.25	2186.05	2770.55
2018-19	494		1825.5	2319.50

Source: Sierra Planning and Management

Swimming Pool

The table below contains the number of hours that the swimming pool was used by each group from 2013-2019.

Note: The pool schedule indicates that the pool was reserved for varsity uses approximately 17% of the time in 2018/2019.

Pool	Community	Swim Club	Varsity	Total
2013-14	2005	376	783	3164
2014-15	2477.2	353.5	557.5	3388.2
2015-16	2436	337.5	471.5	3245
2016-17	2211.25	463.25	582.25	3256.75
2017-18	2189.5	359.75	786.25	3335.5
2018-19	1956.4	512.5	801.25	3270.15

Source: Sierra Planning and Management

Recent Historic Financial Performance

From 2014-2018, expenses have exceeded revenues on average by $1.1 million. The arena and walking track accounted for both the largest source of revenue, approximately $250,000, and the largest source of expenses, nearly $650,000. Raymond Field & Track generated a small surplus while the pool and overhead operated at significant deficits. The overall operating picture has improved since 2014 by approximately $300,000.

These financial estimates are based on actual spending and revenues received in the fiscal years April 1 to March 31. The estimates of revenues are for external revenues only and do not include that portion of student activity fees that are likely used primarily to support recreational services at the University.

Based on a reasonable assumption of the level of student activity fee which covers costs associated with recreation at the centre (i.e. imputed revenues), this amounts to approximately $450,000 to $500,000 per annum. The application of this revenue would reduce the deficit to the complex as a whole (assuming no further university corporate overhead charges for senior administration) from approximately $1.1 million to $600,000 to $650,000 annually.

It is reasonable to conclude that a deficit in the order of $1 million p.a. is within the range of expected performance. The fact that the university through the application of student revenues is able to defray this somewhat (at least in conceptual terms) suggests that operational support for the facility is well organized and demand for use of the facility by paying customers is healthy.

What these figures do not illustrate is the reality of annual costs associated with banking a capital reserve to support the declining state of the infrastructure itself.

Range of Options Considered

Universal Option

The space recapture of outside level 300 courtyard is an option that is achievable with or without the other options presented.

Option 1: Do Nothing – Business as Usual

Option 1 is the base case or current situation. This is the least beneficial direction for the University.

Option 2: New Financial Partnership

This option seeks a new financial arrangement through cost sharing with the Town (and potentially other municipalities in the region) and could involve other mechanisms such as non-university user fee increases of significance. This option does not include any capital investment other than deferred maintenance needs. As such, this is not a viable solution as there is no value proposition provided to either the Town or others arising from the request to cost share.

There are no incremental additional benefits to the communities over and above what they currently enjoy. This option fails the test of practicality and realism, absent any pre-existing agreement between the Town and University to cost share services as a result of this study. In a later section we address operating partnerships which do allow for cost-sharing (or co-funding) operational improvements without capital investment.

Option 3: Decommission Pool

As noted elsewhere, this may be an option but for a variety of reasons the University is not advised to pursue this course of action as its preferred, immediate solution. In addition, the pool does not lend itself easily to being decommissioned with no additional costs to operate (it is part of an integrated complex and demolition is not a preferred option from a capital cost perspective). The annual

savings from decommissioning will be offset by mothballing costs without any offsetting revenues.

Option 4: Decommission Pool and Construct New Fitness

This option includes the decommissioning of the pool and the construction of what could be a very comprehensive fitness facility, with significant daylighting, and the potential for a mezzanine level to further increase the programmable space. In so doing the existing auxiliary gymnasium is returned to its original function (currently it is the fitness centre), thereby creating additional programmable court and gymnasium space, a significant demand at the University.

Option 5: Expand Pool with New Multi-Tank Addition and New Fitness Centre

This option meets all of the principles guiding investment decisions – **contingent on the capital costs being fundable**.

Option 6: Renovate Pool In-Situ

This option would comprise a comprehensive renovation of pool systems, decking, tank upgrade, change rooms, lighting and so forth but would not alter the fundamental functional limitations of the building. It would however safeguard the continued use of the facility for the next 20 years plus. There is no cost estimate associated with this option.

Recommendations

Capital Investment and Regional Planning Recommendations

1. The University should not undertake a unilateral decision to close the aquatic facility. The University pool represents an important aspect of community services – locally and regionally – as well as functions to the betterment of the University in both its capacity for academic programming when required, the important contribution of the University student body to the SMILE program, and the legacy opportunity of maintaining full service recreational services at the campus. The SMILE program is, based on our research and consultation, generally considered to be important for student enrichment and accordingly their attraction and retention.

2. The Regional Recreation Master Planning Process, of which the Town is part of, should make the Acadia Athletics Centre, and in particular the aquatics centre, a central feature of the facility investment plan. That plan should assess and report on the willingness of the municipalities to designate the Acadia pool for regionally cost shared investment – whether this be for renovations to the existing facilities or an expansion.

3. The University should consider establishing a timeline with its municipal partners for determining whether the University Pool will represent a focus of investment for community aquatics.

4. It is recommended that the University consider the Capital Investment options on the basis of a critical path of decision-making on regional investment priorities:

a. Immediately work with municipal partners on a regional planning framework that provides the necessary clarity for the University to determine the appropriate long-term approach to investment in the pool. The ambition should and could be the achievement of Option 5 with the addition of a new fitness centre, new lap pool and new recreation pool as the region's long-term multi-use community aquatics centre.

b. Should a regional solution to investment remain elusive, the University will need to determine whether Option 6 – renovation of the pool - represents the most effective course of action. The University may wish to anticipate the preference for this option on the part of municipal partners and seek more definitive costs associated with a simple renovation and retrofit of the existing space. This remains an option which could then be implemented within several years, ideally with government support for capital costs and municipal cost-sharing commitments for operating deficits.

c. Given our recommendation that any decision to close the pool should be timed alongside a decision of the regional planning process as to whether a new replacement pool would be constructed, we recommend that the University adopt a wait and see policy with respect to pool decommissioning by first working through the regional planning process outlined above.

d. If there is no definitive position established by way of regional support for either the investment in the Acadia pool or a replacement elsewhere, the University should consider the merit of Option 4 as outlined in this report – closure of the pool and adaptive re-use for fitness centre space and the reclamation of existing fitness space for a second gymnasium on campus. This decision should be taken only if there is no solution to the matter firstly of cost sharing operational deficits to reduce the burden on the University. As a stepwise process we recommend that achieving annual cost share for pool operations, with the aim to fund the capital for renovation. Where operational cost share and capital support are unattainable, the University may wish to cease operations of the pool with sufficient notice to the communities.

e. There is no observable merit in decommissioning the pool and mothballing the space other than the obvious annual savings in operating costs. However, mothballing has its own costs without any offsetting revenues, such that the University should be certain in its estimates of overall net building costs (including essential building services) associated with a decommissioned facility before pursing such an option. It is also not recommended because of the negative perceptions associated with a decision to terminate services without a viable plan in place for either re-use or demolition.

5. The University should commission a comprehensive building condition assessment including all building systems - general mechanical and electrical, structural, roof, air handling, tank, pool mechanical systems, power and other services – specific to the pool building and separate and apart from the remainder of the War Memorial Gymnasium. At this time, it is not possible to determine the pool-only costs and whether therefore a lower order of magnitude spending is possible on renovation.

6. Community use of the Fitness Centre represents an appropriate activity and one that results in a generally revenue neutral position for this activity. The gymnasium is largely used by the University body, appropriately so with some modicum of community use. Above and beyond capital works outlined in the building condition works, there are no explicit recommendations for re-use or operational changes for these spaces.

7. Future Fitness Space: recommendations regarding this achievement of a new fitness centre are addressed in other areas of this report.

8. The Arena should be fundamentally part of any discussions regarding cost-sharing arrangements for the venue, as well as being central to any revised community access policy and ice allocations policy also described elsewhere in this report.

9. No recommendations specific to the physical asset or the operations of the Kinesiology Building. It is assumed to represent an important physical asset that any development plan will seek to protect and enhance.

10. The track and field facility is well used by the community and student alike and is the primary venue for significant Varsity sports. It also has significantly less operating cost compared to the arena and pool and as such should not be itemized for cost-sharing by itself.

Cost-Sharing Recommendation

Recommendation: The University and the Town of Wolfville should work with the Regional partners to establish i) the principle of cost sharing for both operations and capital for community-use facilities and ii) acceptable cost sharing approaches with respect to operating costs and capital required for new facilities that will include community use.

Operating Partnership Recommendations

The Options under consideration include the following.

University Own/Operate/Staff and Program

This is the current operating model of all aspects of the Athletics complex and the reason that the University is seeking change.

Recommendation: As an immediate action, the University and Town should conclude an agreement to co-fund an additional staff resource person equivalent to 1 full-time-equivalent (FTE) position, suitable qualified to meet the goals and objectives of this initial step in greater integration between the two organizations.

Recommendation: Establish the necessary agreements, Key Performance Indicators (KPIs) of the position, reporting protocols and governance through a standing committee of senior management of each organization. This is a first step – additional staff resources potentially geared to identifying the appropriate division of responsibility could result in future years in the Town funding direct program delivery staff as well as life-guard personnel.

Town Operate Pool and Fitness

It is common practice for the owner of a recreation asset to acquire its operation through a third party.

Recommendation: Pursue Option B as a medium-term possibility if Option 6 (pool renovation) is selected.

Third Party Operator of Pool and Fitness

This opportunity is more likely to be viable in the context of new building which adds modern community-oriented facilities. The necessity of paying a management fee for this in addition to the normal operating costs (direct and indirect) as well as the complexity of Varsity, academic, student and community uses, would render this likely unfeasible.

Recommendation: Pursue Option C only if Capital Development Options 4 or 5 are selected.

Immediate Short-Term Partnerships Considerations

Policy Directions:

Recommendation: Staff resource to effectively manage allocations of, improve hosting event role, address community requests and govern access according to any agreed policy.

Recommendation: Policy for access, protocols, calendar entries as far in advance as possible or no less than 12 months. While it is managed by an assistant now, the access policy needs to be revamped and an allocation policy taking it further.

Recommendation: Work effectively and in a timely fashion to make Destination Acadia part of Destination Kings County.

Recommendation: Town to sit on Destination Acadia governance board.

Recommendation: Town should be involved in allocation policy/access policy development and could co-fund staff resource (as part of a larger role also co-funded)

Intra-Mural/Community Connection

Recommendation: Establish ways in which an enriched intra-mural offer at the Athletics Complex could be tied to create opportunity for community use.

Recommendation: Improve awareness of the University facility within the Community / Improved Marketing

Recommendation: Support the cost-shared recreation co-ordinator role with a standing oversight committee.

PART A: CURRENT ROLE AND RESPONSIBILITY

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1 Introduction and Background

1.1. In-Scope Facilities and Services

The business plan for the Acadia Athletics Complex covers the major assets including the pool, the arena, the gymnasium, and the field/walking track seen in the aerial below. The analysis also addresses all other components and of the facility including the fitness centre, the group fitness & dance studio, and the squash and racquetball courts. This work is undertaken in association with FBM Architects, CBCL Ltd, and the JF Group.

Exhibit 1: Aerial of Athletics Complex

Source: Sierra Planning and Management

1.2. Aims and Objectives

This report represents a strategic business plan for the future of the Acadia Athletics Complex. It is not a typical business plan which typically involves a consideration of market and operational dynamics, capital costs, and projected operating performance based on application of business plan recommendations. In view of the range of strategic considerations – all of which will need to involve active engagement with prospective partners and other stakeholders – we refer to this work as strategy building; a series of actionable recommendations which are the necessary precursor to any finite assessment of future financial operating picture, capital costs, governance and organizational plans.

This report raises questions uncovered through a multi-disciplinary assessment of the complex and its operations, the surrounding region, the policy environment and the creative opportunities for making change to both physical and operational systems. Choices are presented and recommended actions listed.

The purposes of the report is to address the future functioning of the Acadia Athletic Complex. This involves the consideration of:

- Operations by component within the complex;
- Infrastructure investment requirements versus opportunities;
- Program development potential;
- An exploration of collaboration potential with stakeholders.

Specific questions involve the strategic balance between commitment to maintaining the University as a key provider of recreation services to the region versus the fiduciary responsibility of the University to implement its own strategic plan, maintain fiscal discipline and have full and absolute regard for asset management needs and costs. As a result, the future of the athletic centre in terms of the range of services, types of facilities and ways to operate are a central feature of this work.

The report does not provide estimates of future annual operating revenues and costs. It is too premature to do so, given the range of decisions that will need to be taken to as to the suite of services to be provided in the future, how these are paid for in capital terms, and what prospects are for regional cost sharing. Nor does the report provide a prescriptive cost sharing formula – that again is highly premature. First and foremost, and the purpose of this plan is to establish principles and process – the University will need to make decisions as to whether to change course in how it provides and accounts for recreation spaces and services. This report clearly highlights those dynamics of risk upon which decisions can be made. However, the first requirement is to engage with municipal partners to establish what synergy can be crated to provide an alternative path for the University which can involve investing in expansion of recreation facilities at the campus.

1.3.Limitations of Analysis

This report is intended for use by Acadia University and the Town of Wolfville as co-funders of the consulting assignment. The report is of beneficial interest to the current regional process of recreation planning being undertaken by Kings County and the municipalities of Wolfville, Kentville, and Berwick. This report has been written with the intent that it is available to a wider public audience. Accordingly, details of the financial operations of the Acadia Athletics Centre represent analysis by Sierra Planning and Management provided to illustrate the general picture of annual operating revenues and costs associated with the complex and should not be viewed as definitive accounting statements of the University or the Athletics Complex. Dollar amounts are in Canadian dollars unless otherwise stated.

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

Data sources for the analysis contained within this report include:

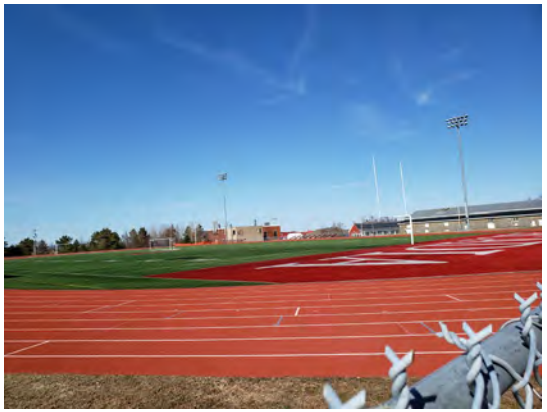
- Acadia University;
- Town of Wolfville;
- Stantec – Kings Regional Recreation Needs Assessment;
- A range of primary sources including in-person meetings and field review; and
- Other secondary sources as identified in this report.

1.4.Report Outline

This report is structured into 3 parts, each with a number of sections, comprising the following:

PART A: CURRENT ROLES AND RESPONSIBILITIES	Part A outlines the importance of Acadia University within the Kings County Region, the invested nature of the relationship between the University and the Town, the operating and building lifecycle challenges of the Athletics Complex, and the existing patterns of usage of each component element: arena, gymnasium, pool, track and field as well as other spaces. Discussion related to the capital cost of accommodating a venue assumed to be sufficient for hosting the CPL franchise is also included. Part A concludes with a summary of the opportunities and risks related to the above items.
PART B: REGIONAL PLANNING	Part B of the report details the existing leadership that the Town of Wolfville has provided in assessing its recreation needs, the emergence of the new organizational structure of the Town to include a dedicated parks and recreation department, and the strong basis for regional recreation infrastructure planning created through the collaborative efforts to date of the Towns of Kentville, Berwick, Wolfville and Kings County. The regional planning framework is established as the requisite basis on future considerations of collaboration between the University and its municipal partners.
PART C: INVESTING IN CHANGE	Part C identifies the range of potential infrastructure renovation and replacement options necessary to meet the mandate of the University while maintaining its commitment to the partnership with the Town of Wolfville. Operational partnership options are assessed, and recommendations provided for immediate term, medium term and longer-term partnership in the operations and governance of the Athletics Complex to meet the strategic goals of the University and the community recreation needs of Wolfville.

2 Descriptive External Imagery of Building



3 Acadia University Institutional Significance

3.1.The University's Vision for the Future

Acadia 2025: A Framework for Acadia's Strategic Action Plan

In Acadia 2025, the University developed a framework for the development of an integrated and comprehensive Acadia University Strategic Plan for 2019-2024. It reflects on Acadia's current strengths and on the environment in which the University will move forward, facilitating a process of goal setting, establishing priorities, and measuring impact including goals that ensure future financial stability.

In *Acadia 2025* the University articulates the challenges faced by Acadia post-2008 including:

- Lower enrollment;
- Lost provincial funding;
- A declining 18-25 year-old cohort in Atlantic Canada; and
- An increasingly competitive environment for recruiting domestic and international students.

In order to address these challenges, the University has focused on increasing external revenues from fundraising and investing in facility renewal and maintaining competitiveness. This has helped student recruitment and led to a more diverse mix of students, a trend that should be reinforced through continued investment. Renewal, in conjunction with regional and community engagement, will maintain Acadia's position as a "jewel in the crown" of the Canadian university system, contribute to the implementation of the Atlantic Growth Strategy, and attract Highly Qualified Personnel to Nova Scotia.

Acadia Athletics Strategic Plan 2017-2021

The *Acadia Athletics Strategic Plan 2017-2021* outlines a vision of "an unparalleled Canadian university athletic program, delivering a uniquely personalized high performance Athletic, and Community enriching experience." To that end, the Plan identifies the following among its strategic priorities and goals:

- **Recruiting top student athletes** through enhancing regional and national recognition of team and individual success, and developing a high caliber sport sciences and analytics environment.
- **Professionalizing and engaging the community in market driven sports** by implementing strategies to increase attendance among students, communities, and corporate partners as well as maximizing hosting opportunities and exploring the capacity to host national championships.
- **Establishing and maintaining a "national class facility"** through a focus on generating increased revenues from facilities and ensuring the long-term viability of facilities from an operating and capital maintenance perspective.
- **Support an entrepreneurial broad-based, high performance athletic program** by maximizing team fundraising initiatives, increasing revenues from

merchandise, increasing revenue from fitness programming and camps, developing an enhanced ticket sales strategy, leveraging the University's capital campaign, and partnering with community groups and all levels of government; and

- **Enhancing marketing of Acadia athletics and stakeholder communication** by communicating what distinguishes Acadia Athletics in all messaging, developing a strategic marketing plan for ancillary services (e.g. camps, recreation programming), and develop creative community engagement strategies.

The challenges to meeting these priorities include the level of student engagement at some events, limited space in the Athletics Complex, and Athletics Complex scheduling issues. To overcome these obstacles, Acadia needs to establish new mutually beneficial partnerships locally, provincially regionally, and nationally. These partnerships, along with a continued commitment to creating a national class facility and strengthening customer service will help to generate new revenue through ancillary services and sport and event tourism.

All of these policy and strategic provisions speak directly to the need for facility renewal and a new approach to operational sustainability.

3.2. Partnership and Commitment of the Town of Wolfville

The starting point for the Acadia University Athletic Complex Business Plan is the Memorandum of Understanding between the Town of Wolfville, Acadia University and the Acadia Students' Union to sustain and grow a combined effort to a working partnership for the betterment of all parties.

The commitment to fund the business plan exercise is explicitly stated in the partnership agreement under Section III (Shared Goals) Item 3 (facilities and infrastructure) Subclause e *"jointly plan for recreation amenities. Additionally, appropriate financial contributions will be provided by both institutions where recreation amenities that benefit both the Acadia population and residents of the Town. Acadia will ensure that its facilities will remain open and available to residents of the Town on substantially the same basis as those facilities are available to the members of the Acadia Community"*.

Subsection f: *"Review all existing facility agreements"*

Further subclause regarding actionable intent to meet these objectives: participate in a joint business planning exercise for the Acadia Athletic Complex: "once completed, Town Council will consider an appropriate ongoing contribution to the Acadia Athletic Complex".

The goal of this Memorandum of Understanding is to deliver "the most integrated University Town model in Canada". In taking this commitment further by way of contributions of this report, our research includes a number of arrangements elsewhere in the

Country that involve active partnership between the University and the host municipality. The general best practice evident from this review is included later in this Report.

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Further subclauses regarding actionable intent to meet these objectives include participating in a joint business planning exercise for the Acadia Athletic Complex: "*once completed, Town Council will consider an appropriate ongoing contribution to the Acadia Athletic Complex*".

The goal of this Memorandum of Understanding is to deliver "*the most integrated University Town model in Canada*". In taking this commitment further, the Town of Wolfville and the University must agree a term agreement for the active participation of the Town in the operational and capital planning for the Athletic Centre. Furthermore, the Town should leverage its influence at the regional level to seek a broader partnership between the University and the communities of Kings County. Prescriptions for cost sharing services already exist under by-law agreements in the County.

By way of contributions of this report, our research includes a number of arrangements elsewhere in the Country that involve active partnership between the University and the host municipality. The general best practice evident from this review is included in the appendices.

4 Analysis of Existing Physical Conditions

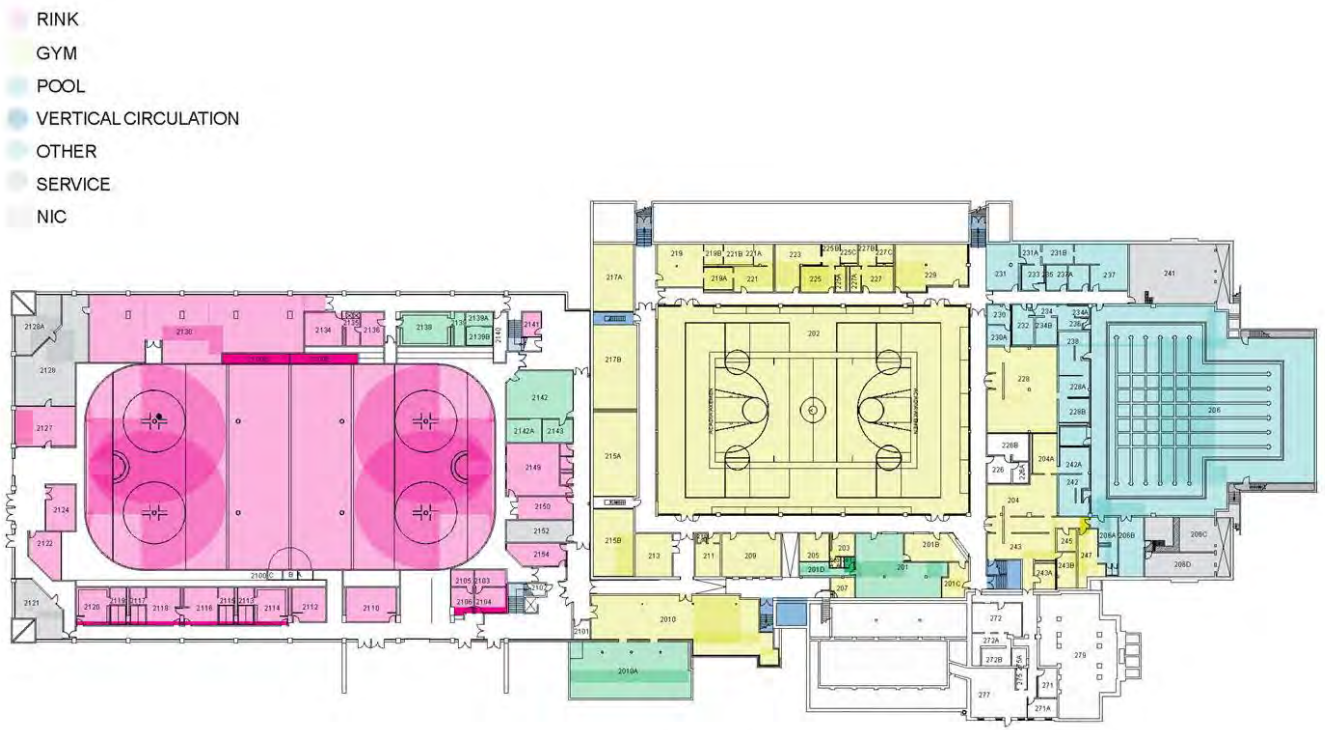
4.1.Current Articulation of Space

The consulting team included building and architectural specialists. All members of the consulting team visited the complex and were provided with a detailed tour of each level of the facility. Based on that review, the current conditions of the complex in terms of its functionality were more readily understood which has led to a number of recommendations for improved space utilization of the existing footprint and on each of the levels of the complex.

The exclusion to this was a detailed review of the building which houses the Kinesiology department. As a principally educational building which represents a fixed asset for continued use, this repot does not focus on the range of potential improvement to its space organizations and overall functionality. Needless to say, with any building program undertaken at the complex, it is important to simplify access and circulation opportunities and this includes tie-in to this historic building.

The key findings with respect to access, circulation and overall articulation of space are as follows:

- The arena, representing the most modern element of the complex, is well maintained and circulation in general terms is acceptable. The access points to the arena seating through the main gym building connections are relatively tight and opportunity exists for better access and egress;
- The Walking track operates sufficiently but potential conflicts with meeting room/washroom users and other can arise
- The incremental nature of the complex and the multiple levels has led to some degree of inefficiency of space with additional and poorly places access ways/stairs and our overall view is that there are opportunities for improving vertical accessibility.
- The large external courtyard spaces are inefficient and lost to productive uses and could provide better amenities, as well as improved building functionality if they were enclosed internally to the rest of the building.
- The main entrance way and corridor could benefit from widening and removing some of the interior room divisions.
- The connections to the gymnasium and the pool are also candidates for improvements in terms of circulation, width of corridor and overall accessibility.



LEVEL 200

WAR MEMORIAL GYMNASIUM + ARENA
ACADIA UNIVERSITY, WOLFVILLE, NS

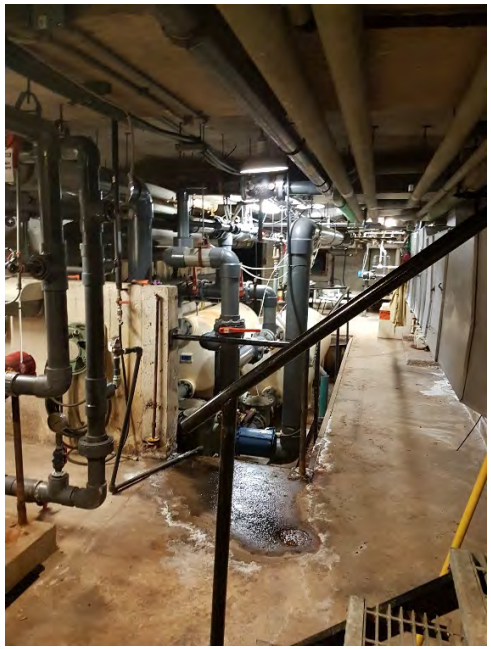
0 10' 20' 40'

FBM

4.2.Building Condition Challenges

Mechanical Systems

Most of the pool systems and water heating equipment dates with the original 1967 construction. Significant effort has been expended to maintain this equipment, including lining of some pool piping which has reduced water leakage significantly, and the addition of ventilation and ice plant waste heat system in 2007, but generally the equipment in these spaces is beyond its life expectancy.



Most of the facility is protected with a fire sprinkler system, but it's important to note that not all parts of the facility have sprinkler protection. It's unusual for facilities to have partial sprinkler coverage although this reflects the piece by piece development of this facility.

Electrical Systems

The Athletics Complex has two electrical utility connections and building loads have been fed from both, making a clear delineation of systems difficult. The majority of building lighting appears a mix of fluorescent and LED sources. The LED sources generally appear to be in good condition; however the fluorescent fixtures appear to be nearing their end of life and replacement should be considered. Telecommunications equipment is distributed throughout the Athletics Centre, with most of the head-end equipment being installed in combined electrical and telecommunications rooms.

General Engineering Observations

The main utility service entrances and major building services equipment exist at both ends of the facility – in the pool mechanical spaces and the arena services spaces. It would be impractical to consider partial demolition of the 1967 gymnasium and pool building. The existing building services systems associated with the

pool, and ventilation systems for the gymnasium, are at or beyond their life expectancy and it is anticipated that there will be steadily rising maintenance cost and inconvenience associated with continued operation.

When considering infilling existing exterior courtyards to create more functional and multi-seasonal space new mechanical systems would have to be designed into these renovations to accommodate the future use.

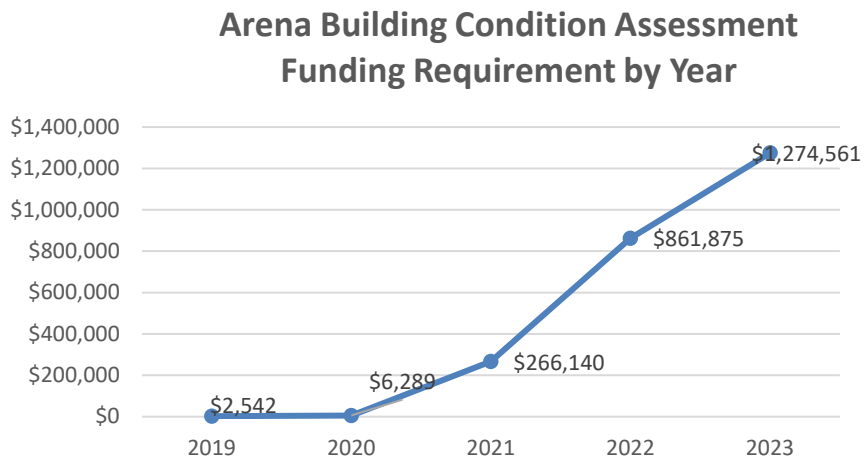
The ice plant cooling tower is sized with the assumption that some waste heat is always directed to building heating uses. At certain times of the year there is excess waste heat from the ice plant and the tower does not have the full capacity for heat rejection. If the pool were removed, the ice plant cooling tower would either need to be replaced or require the installation of additional heat rejection equipment.

Without structural review, our opinion is that the pool structure cannot be successfully removed from the remainder of the building. In depth structural investigation is required to determine if such removals materially weaken the remaining building's ability to withstand lateral wind and seismic forces. Structural remediation work is can be disruptive, intrusive and expensive.

4.3.Most Recent Deferred Capex Requirements

The arena will require $2.4 million in capital expenditures over the next 5 years, with costs escalating each year. The highest single year cost in the 5-year window is nearly $1.3 million in 2023. Total building replacement costs would be $12.8 million.

Exhibit 2: Arena Building Condition Assessment Funding Requirements

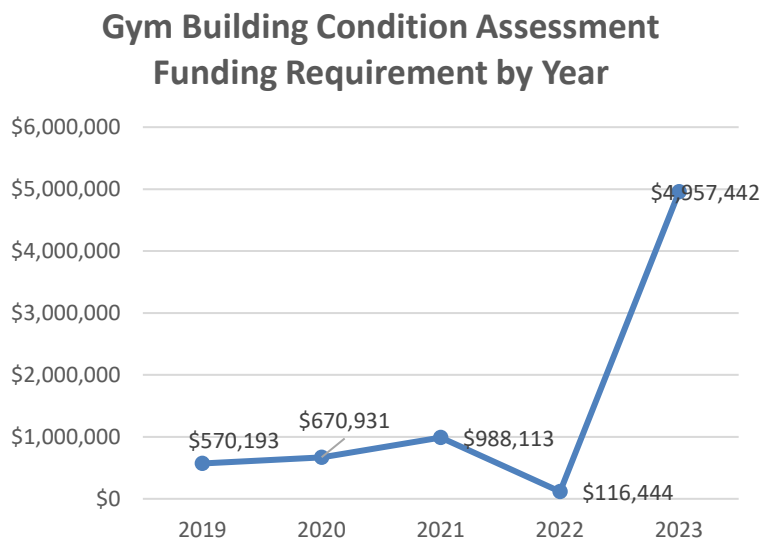


2019	2020	2021	2022	2023	Total (US$)
$2,542	$6,289	$266,140	$861,875	$1,274,561	**$2,411,407**

Source: Building Condition Assessment Report, Sodexo-2018

The gym's near-term capital needs are significantly higher than those of the arena, totally $7.3 million over 5 years. The annual expenditures rise each year except for 2022, with the majority of expenditures to be incurred in 2023. Total building replacement cost would be $23.3 million.

Exhibit 3: Gym Building Condition Assessment Funding Requirements



2019	2020	2021	2022	2023	Total (US$)
$570,193	$670,931	$988,113	$116,444	$4,957,442	**$7,303,123**

Source: Building Condition Assessment Report, Sodexo-2018

What is unknown based on our review is how much of these costs are based on necessary improvements to the pool versus the rest of the gymnasium building and the systems that serve all of the gymnasium-pool complex combined.

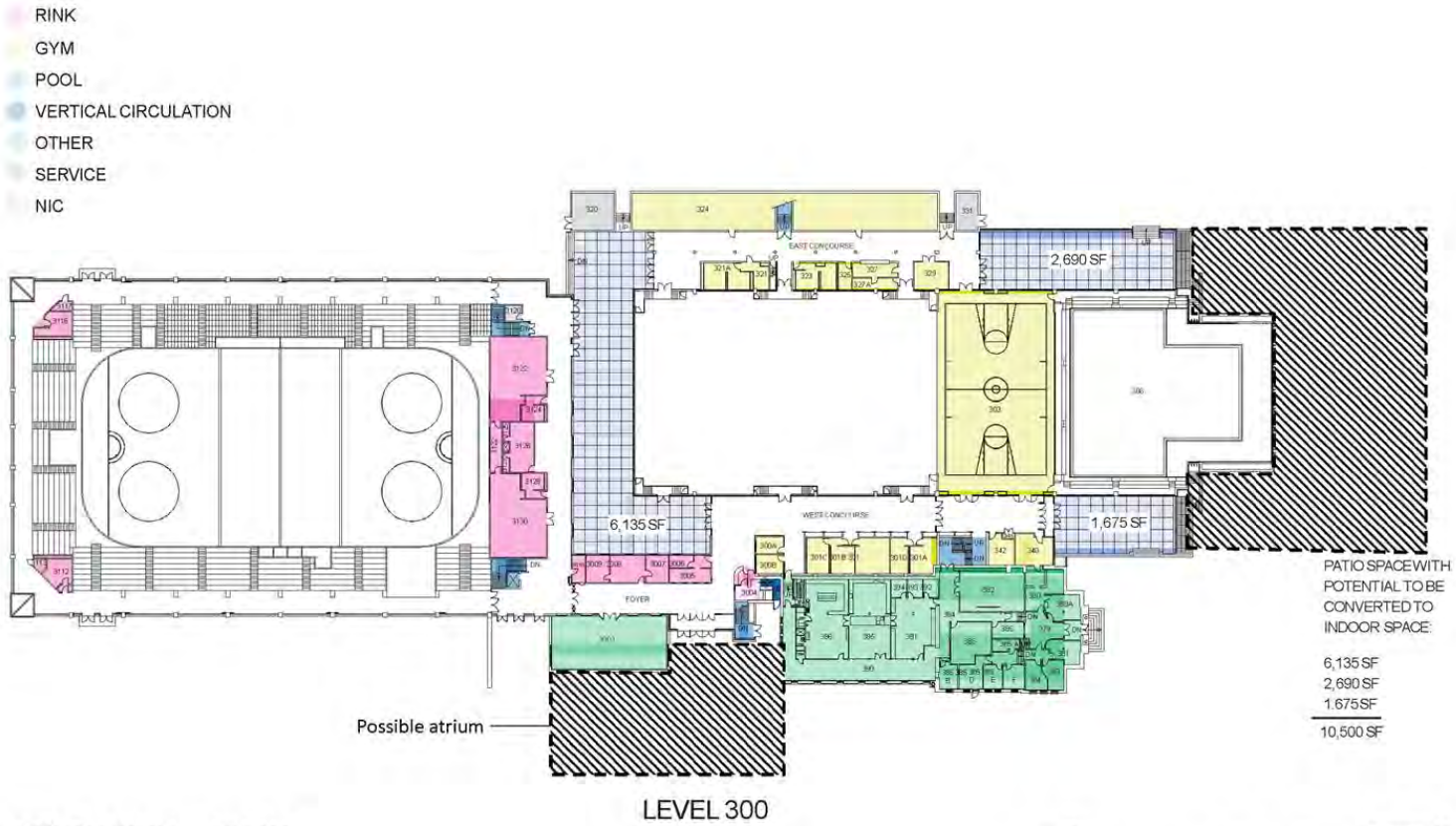
4.4. Can the Pool be demolished?

Without structural review, our opinion is that the pool structure between Grid Lines 25 & 27 cannot be successfully removed from the remainder of the building. The pool structure in this area and the surrounding spaces at Level 200 include some of the major electrical and mechanical spaces for the building and are constructed of reinforced concrete. The sidewalls of the pool between Grid Lines 27 and 28 are reinforced concrete shear walls supporting the precast roof structure. It may be possible to remove this portion of the pool however structural engineering would need to be engaged.

Any consideration of the removal of the building superstructure surrounding the existing pool (south of Grid 25) will have to include an in-depth structural investigation. This investigation would seek to determine the implications of removing the existing stiff wall elements south of grid 25. If this analysis indicates that such removals materially weaken the remaining building's ability to withstand lateral wind and seismic forces, then new lateral load resisting elements will need to be introduced. Such structural remediation work is seldom easily achieved and can be quite disruptive, intrusive and expensive.

4.5.Space Capture Opportunities

Space recapture is shown diagrammatically below. This is also subject to cost assessment in Section 6.0 as a universal option for space betterment regardless of decisions taken with respect to major capital investment in the facility. These outdoor spaces are shown in blue hatching. The dark shaded areas to the south and west of the existing footprint reflect other possible ideas (without reference to their capital costs). This includes the existence of space and grade to develop a larger atrium at the current main entrance as well as a development envelope southward of the existing southerly glass/wood wall of the 1967 pool.



Level 300 outdoor spaces – potential to internalize part or all of this space as these spaces sit atop existing building floor directly beneath

5 Faculty Use, Operations and Financials

5.1.Facility Access

The Town of Wolfville demonstrates a financial health rating based on the official Nova Scotia Municipal Report (2017) that is by an order of magnitude better than the average for all municipal towns in Nova Scotia. In terms of operating revenues, the reliance on the tax base accounts for over two thirds of revenue compared to about 50% as the provincial average, reflecting the stronger taxation base in the Town; Combined operational and capital reserves are also significantly higher than the average, liquidity is stronger, and debt ratios are small.

This is not to indicate that the Town can afford to budget for significant increases in costs or long-term expenditure commitments, but it does indicate that the community has a strong and stable economic base, notably with a much higher proportion of younger households (those aged 20-29) compared with the average for all towns as well as the Province as a whole. This indicates both an ongoing opportunity for continued growth (despite census-period decline of 1.7%) between 2011 and 2016) as well as a need to ensure recreation and cultural services are maintained over time.

[Acadia University Policies and Procedures (University Policy F-1) https://hr.acadiau.ca/employment/university-policies.html The University has an official access policy for both the provision of assembly space and recreational facilities and its scheduling during the year.]

During the academic year from September to April inclusive, academic, research and programming needs are prioritized, and this includes the Athletics Centre:

1. Academic classes, labs, examinations and related activities;
2. Varsity Athletics' practices, games and campus programming (intra-mural) at the Athletic Complex;
3. Special recognition events for students, faculty and staff (e.g. Convocation, assemblies);
4. University committee and departmental meetings;
5. University sponsored training and development programs; and
6. Clubs (ASU ratified).

During the period from May to August, facilities can be scheduled on a first come-first served basis, but with an emphasis on University programming needs prioritized where possible.

Notwithstanding the above policy, the demonstrated usage of the Athletics Complex reflects the strong commitment that the University has to providing community access across its portfolio of spaces in the complex, the field and elsewhere across the campus. The specifics of this community access are itemized in the following sections of this report.

The principal conclusion, however, is that the community use of the facilities is by design and through an active partnership with the Town of Wolfville and a general understanding on the part of the University and the broader communities in the region that the University Athletics Complex is part of the community recreational

infrastructure. This of course needs to continue but the opportunity exists through the implementation of the recommendations of this report, to reconsider the partnership arrangement with the Town of Wolfville and by extension the broader civic community in Kings County. The aim of such reconsideration is to better tie the access policy to the expectations for community access in exchange for improved collaboration, cost-sharing and operational involvement in programming the Athletics Centre.

The existing access priorities which speak to the University's needs before all others need not change as much as the details of community access being documented in clearer fashion as part of formalized policy documents. Indeed, as part of the programming review undertaken by Sierra Planning and Management as part of this exercise, the University is already fully invested in the process of community allocation of facility use time. Any future agreement that involves cost sharing of any kind with municipal partners will necessitate the requirement for formalized shared access agreements to be established. Further consideration of this is provided in Section 9 -continue this assessment under the program partnerships section.

As part of the emergence of Destination Acadia, it is understood that the University is developing a specific policy to address the facility access priorities that will arise from the successful implementation of a variety of sport tourism events hosted at the University. Leveraging the significant potential of the University, working in collaboration with the Town of Wolfville, to host a range of regional/provincial/maritime, national and even international events, is, in our view, a natural progression of the services to be provided by the University. By providing revenue potential to the University, this also seeds significant economic impact potential from events of scale at the campus. As such, this programmatic need serves both the University and the regional community as a whole and should be actively supported and planned for in terms of the future investment and operational decisions surrounding the Athletics Centre. This matter is also addressed in further detail in Section 9.

5.2. Recent History of Facility Access

5.2.1. Definition of Users

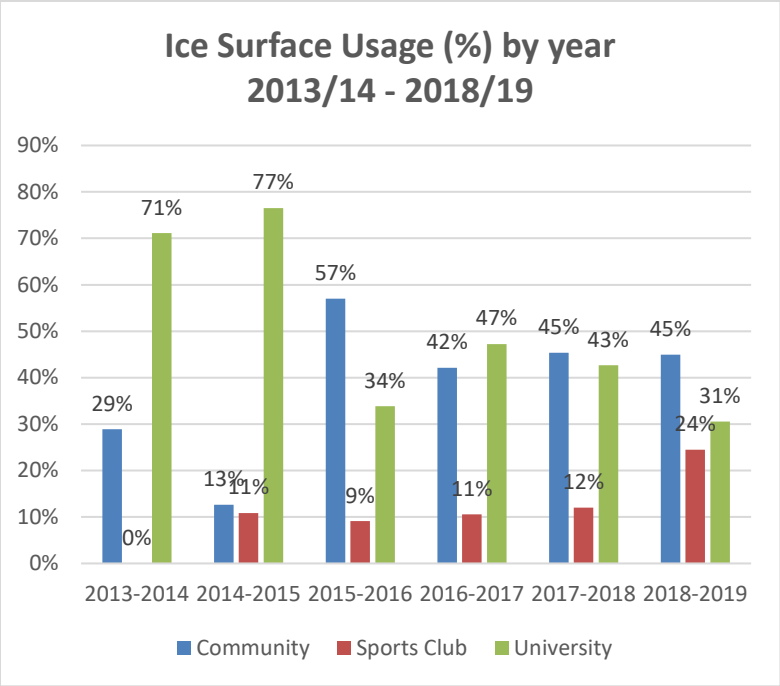
The following section identifies the use of the athletics facilities on the basis of the three categories of users:

- **University Users:** This group is comprised of varsity and intramural athletics users as well as academic users and any other participants in University organized activities.
- **Club Users:** Club Users are participants in non-University organized groups such as minor hockey or a swim club.
- **Community Users:** Any users that are not University affiliated or organized clubs are considered Community Users – school groups, public skate, and camp groups fall into this category. In the case of Raymond Field and Running track, school usage was a significant enough factor to be identified as a separate user group.

5.2.2. Ice Arena

The following chart breaks down the ice surface usage by type of user from 2013 to 2019 as a percentage of total use. The table below contains the number of hours that the arena was used by each group.

Exhibit 4 - Percentage of User Type (Ice Surface)



Note: "University" includes varsity activities as well as KINE and Student Skate/Shinny.

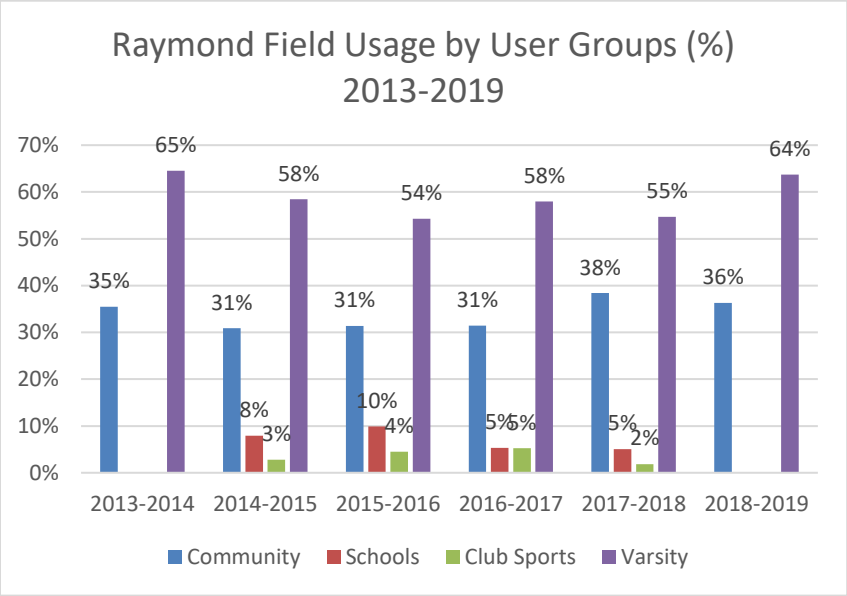
Ice Surface	Community	Sports Club	Varsity	Total
2013-14	845.5		2081.25	2926.75
2014-15	509.67	438.25	3090.07	4037.99
2015-16	2472.75	395	1469.42	4337.17
2016-17	1684	422.75	1887.53	3994.28
2017-18	1575.83	417.25	1482.30	3475.38
2018-19	1719	936	1166.75	3821.75

Source: Sierra Planning and Management

5.2.3. Raymond Field and Running Track

The following chart breaks down the usage of Raymond Field and Running Track by type of user from 2013 to 2019 as a percentage of total use. The table below contains the number of hours that the field and track was used by each group.

Exhibit 5 - Percentage by User Type (Track)



Field Usages	2013-2014	2014-2015	2015-2016	2016-2017	2017-2018	2018-2019	Total
Raymond Field	1207	1372	1465	1357	1610	1214	**8226**

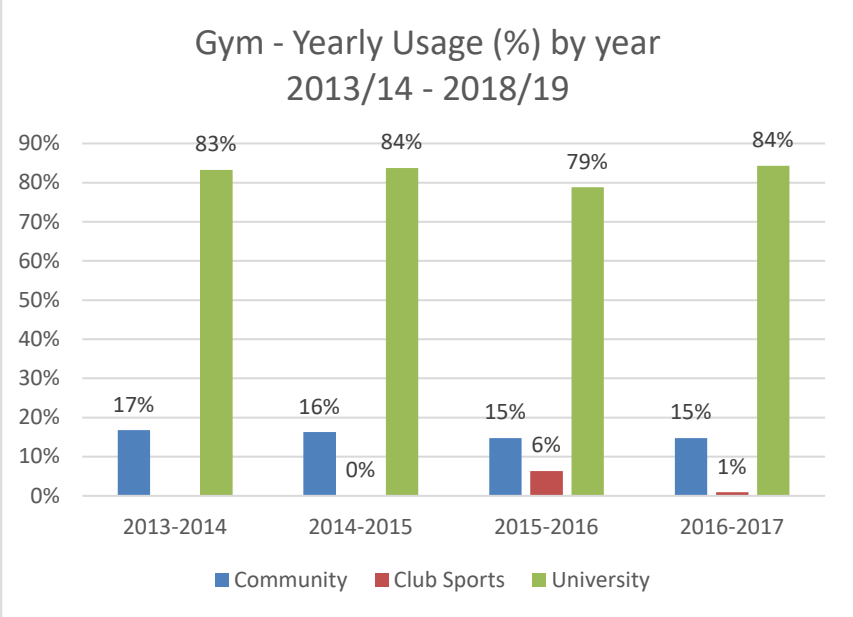
Source: Sierra Planning and Management

5.2.4. War Memorial Gymnasium

The following chart breaks down the gymnasium usage by type of user from 2013 to 2019 as a percentage of total use. The table below contains the number of hours that the gymnasium was used by each group.

Note: "University" includes varsity activities as well as KINE and Noontime Basketball

Exhibit 6 - Percentage of User Type (Gymnasium)



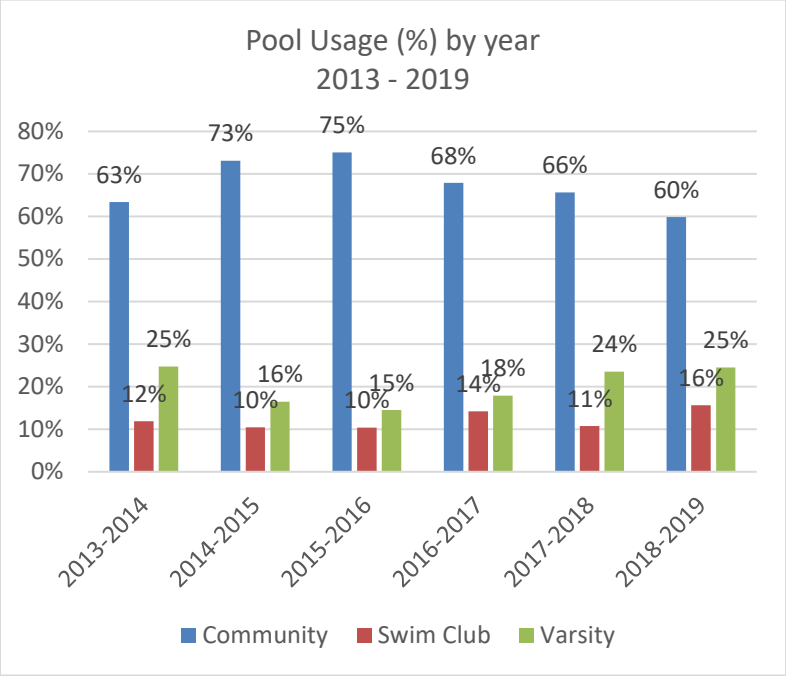
Gym	Community	Club Sports	Varsity	Total
2013-14	430.5		2135	2565.5
2014-15	492.97	0	2536.75	3029.72
2015-16	422	181.68	2251.5	2855.18
2016-17	407.25	26	2324	2757.25
2017-18	533.25	51.25	2186.05	2770.55
2018-19	494		1825.5	2319.50

Source: Sierra Planning and Management

5.2.5. Swimming Pool

The following chart breaks down the pool usage by type of user from 2013 to 2019 as a percentage of total use. The table below contains the number of hours that the pool was used by each group.

Exhibit 7 - Percentage of Type of User (Pool)



Note: The pool schedule indicates that the pool was reserved for varsity uses approximately 17% of the time in 2018/2019.

Pool	Community	Swim Club	Varsity	Total
2013-14	2005	376	783	3164
2014-15	2477.2	353.5	557.5	3388.2
2015-16	2436	337.5	471.5	3245
2016-17	2211.25	463.25	582.25	3256.75
2017-18	2189.5	359.75	786.25	3335.5
2018-19	1956.4	512.5	801.25	3270.15

Source: Sierra Planning and Management

5.2.6. Fitness Centre Memberships

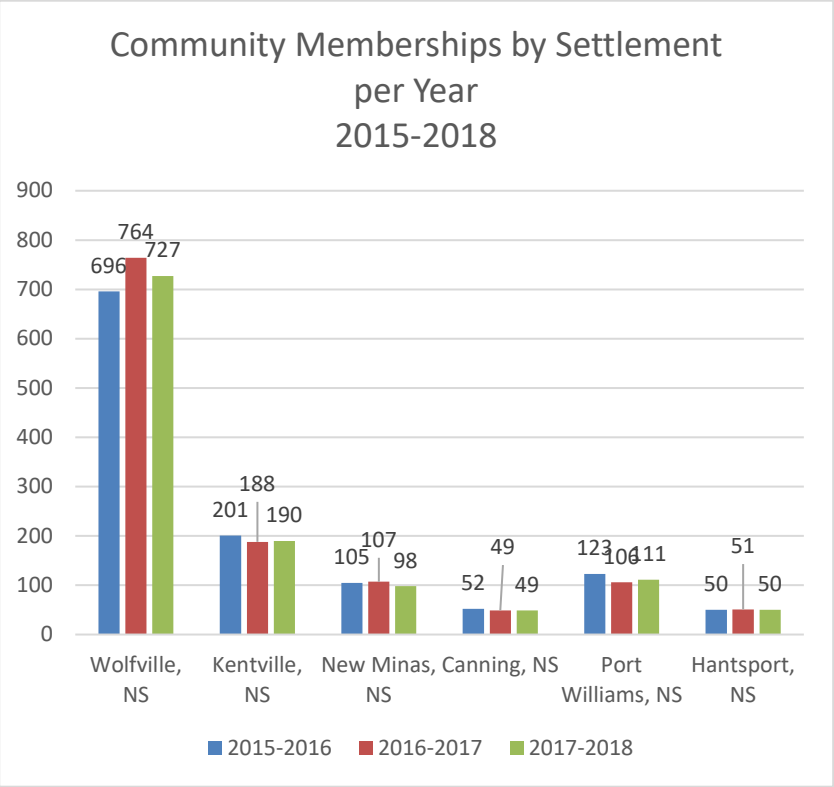
Fitness memberships allow the holders full use of the facilities on an annual basis, including the arena and pool. The table below breaks down community memberships (members not affiliated with the University) by municipality of residence from 2015 to 2018.

Location	Community Memberships by Year					
	2015-2016	%	2016-2017	%	2017-2018	%
Wolfville	696	48%	764	51%	727	51%
Kentville	201	14%	188	13%	190	13%
New Minas	105	7%	107	7%	98	7%
Canning	52	4%	49	3%	49	3%
Port Williams	123	9%	106	7%	111	8%
Hantsport	50	3%	51	3%	50	3%
Coldbrook	35	2%	37	2%	28	2%
Centreville	40	3%	37	2%	32	2%
Halifax	17	1%	30	2%	28	2%
Grand Pre	24	2%	19	1%	20	1%
Windsor, NS	18	1%	23	2%	23	2%

Location	Community Memberships by Year					
Falmouth, NS	19	1%	14	1%	16	1%
Cambridge, NS	10	1%	10	1%	9	1%
Berwick, NS	10	1%	15	1%	7	0%
Avonport, NS	10	1%	8	1%	7	0%
New Ross, NS	1	0%	1	0%	1	0%
Canaan, NS	2	0%	5	0%	8	1%
Aylesford, NS	4	0%	4	0%	4	0%
Black Rock, NS	0	0%	3	0%	3	0%
Kingston, NS	4	0%	6	0%	5	0%
Truro, NS	2	0%	0	0%	3	0%
Chester, NS	3	0%	2	0%	1	0%
Lunenburg, NS	0	0%	0	0%	1	0%
Middleton, NS	2	0%	2	0%	0	0%
Bridgetown, NS	1	0%	1	0%	0	0%
Bridgetown, NS	1	0%	1	0%	0	0%
Clementsport, NS	1	0%	1	0%	0	0%
Antigonish, NS	1	0%	1	0%	0	0%
Other	4	0%	9	1%	8	1%
Total Memberships	**1436**	**100%**	**1494**	**100%**	**1429**	**100%**

Source: Sierra Planning and Management

Exhibit 8 - Community Memberships



Source: Sierra Planning and Management

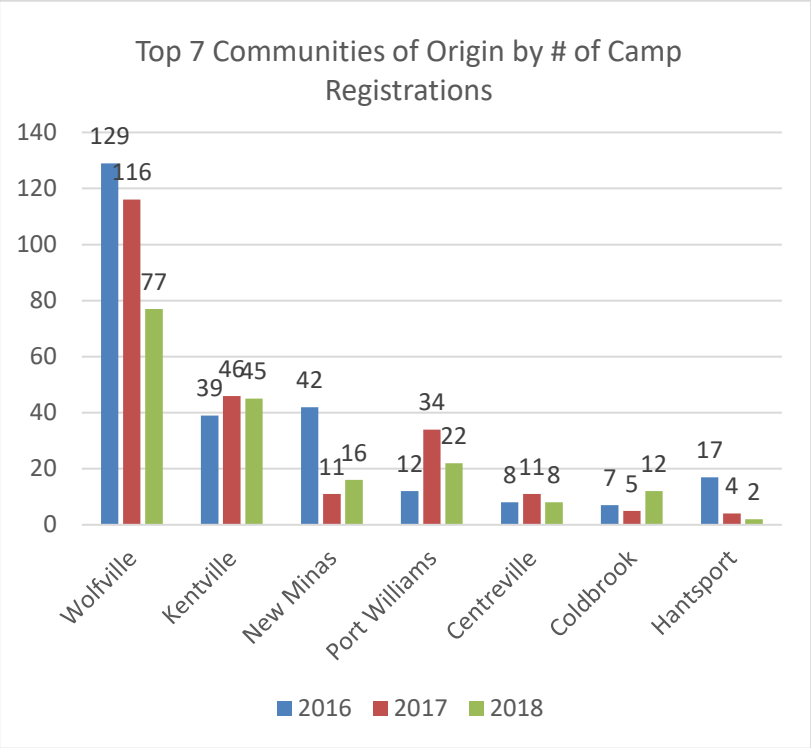
5.2.7. Summary of Facility Use by Type of User

The chart below shows the community of origin breakdown of camp registrations.

Community of Origin	# of Camp Registrations			
	2016	2017	2018	Total
Wolfville	129	116	77	**322**
Kentville	39	46	45	**130**
New Minas	42	11	16	**69**
Port Williams	12	34	22	**68**
Centreville	8	11	8	**27**
Coldbrook	7	5	12	**24**
Hantsport	17	4	2	**23**

Source: Sierra Planning and Management

Exhibit 9 - Communities with Highest Number of Camp Registrants

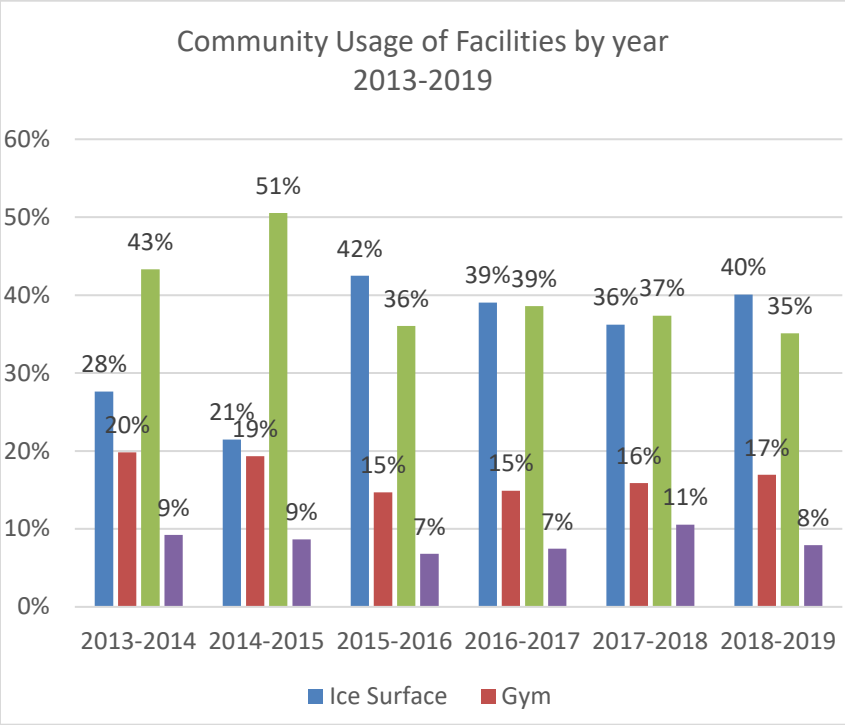


Source: Sierra Planning and Management

The following charts indicate on an annual basis the breakdown of facility usage by each user group.

Among community groups, there has been an elevation in ice surface usage in recent years. Pool usage, already high, has remained steady. Gym and field use comprise a small share of community use and has remained stable.

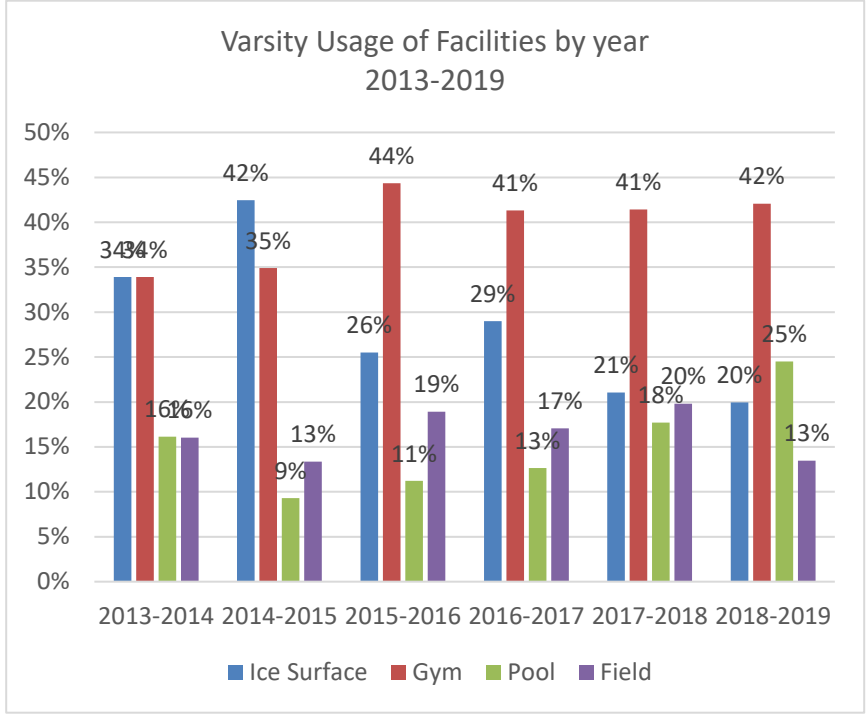
Exhibit 10 - Main Facility Use by Community



Source: Sierra Planning and Management

University groups used the gym more than any other facility, with arena use declining from 2015 onwards. Pool use increased slightly over time while field use remained steady

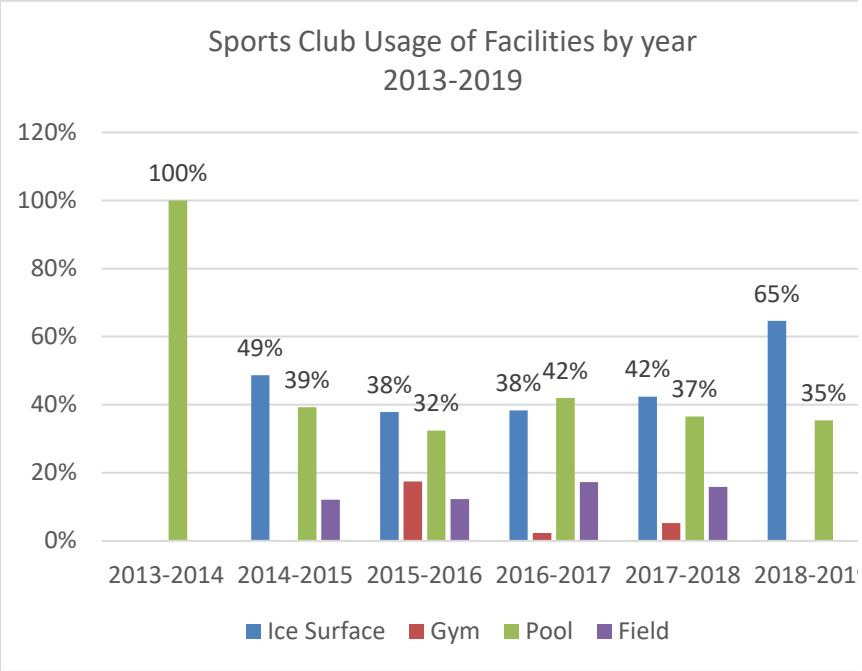
Exhibit 11 - Varsity Use by Amenity



Source: Sierra Planning and Management

Spots clubs primarily used the ice surface and the pool. In all but one year, ice use exceeded that of the pool. The gym and field have represented only a small portion of total club use.

Exhibit 12 - Sports Club Usage by Amenity



Source: Sierra Planning and Management

5.3.Recent Historic Financial Performance

From 2014-2018, expenses have exceeded revenues on average by $1.1 million. The arena and walking track accounted for both the largest source of revenue, approximately $250,000, and the largest source of expenses, nearly $650,000. Raymond Field & Track generated a small surplus while the pool and overhead operated at significant deficits. The overall operating picture has improved since 2014 by approximately $300,000.

	2014-2018 Average	2014 Actual	2015 Actual	2016 Actual	2017 Actual	2018 Actual
Arena & Walking Track						
Revenues	($254,655)	($264,662)	($241,389)	($293,743)	($255,492)	($217,988)
Expenses	$647,094	$719,062	$633,462	$645,019	$636,098	$601,828
Arena & Walking Track NOI	$392,439	**$454,400**	**$392,073**	**$351,275**	**$380,606**	**$383,839**
Fitness Centre						
Revenues	($148,008)	($133,356)	($142,644)	($149,565)	($163,401)	($151,077)
Expenses	$148,968	$154,334	$154,916	$143,762	$148,621	$143,204
Fitness Centre NOI	$959	**$20,978**	**$12,273**	**($5,802)**	**($14,779)**	**($7,874)**
Gymnasium						
Revenues	($98,875)	($37,135)	($61,838)	($89,644)	($147,117)	($158,641)
Expenses	$170,455	$175,621	$154,108	$137,837	$185,743	$198,965
Gymnasium NOI	$71,580	**$138,486**	**$92,270**	**$48,193**	**$38,626**	**$40,324**
Pool						
Revenues	($113,304)	($123,188)	($121,135)	($112,250)	($104,356)	($105,589)
Expenses	$383,201	$494,576	$431,385	$341,561	$313,634	$334,847
Pool NOI	$269,897	**$371,387**	**$310,250**	**$229,311**	**$209,278**	**$229,259**
Public Locker Room						
Revenues	($9,476)	($8,490)	($9,203)	($10,332)	($9,137)	($10,215)
Expenses	$47,307	$64,904	$55,622	$39,026	$36,762	$40,219
Public Locker Room NOI	$37,831	**$56,414**	**$46,419**	**$28,694**	**$27,624**	**$30,004**
Raymond Field & Track						
Revenues	($24,735)	($15,771)	($33,857)	($27,071)	($19,213)	($27,765)
Expenses	$22,985	$10,232	$29,328	$12,461	$18,985	$43,919
Fitness Centre NOI	($1,750)	**($5,538)**	**($4,529)**	**($14,611)**	**($227)**	**$16,154**

	2014-2018 Average	2014 Actual	2015 Actual	2016 Actual	2017 Actual	2018 Actual
Group Fitness & Dance Studio						
Revenues	($39,971)	($35,458)	($43,731)	($39,458)	($39,525)	($41,684)
Expenses	$62,165	$56,527	$55,643	$66,775	$67,409	$64,471
Group Fitness & Dance Studio NOI	$22,194	**$21,069**	**$11,913**	**$27,318**	**$27,883**	**$22,786**
Overhead						
Revenues	($185,820)	($199,186)	($197,659)	($209,446)	($161,315)	($161,495)
Expenses	$401,057	$379,398	$392,593	$372,232	$414,602	$446,460
Overhead NOI	$215,237	**$180,213**	**$194,934**	**$162,786**	**$253,287**	**$284,965**
Physiotherapy Clinic						
Revenues	$0	$0	$0	$0	$0	$0
Expenses	$7,381	$10,127	$8,679	$6,089	$5,736	$6,275
Physiotherapy Clinic NOI	$7,381	**$10,127**	**$8,679**	**$6,089**	**$5,736**	**$6,275**
High Performance Training Centre						
Revenues	$0	$0	$0	$0	$0	$0
Expenses	$2,254	$3,029	$2,619	$1,887	$1,792	$1,942
HP Training Centre NOI	$2,254	**$3,029**	**$2,619**	**$1,887**	**$1,792**	**$1,942**
Rest of Athletic Complex						
Revenues	$0	$0	$0	$0	$0	$0
Expenses	$87,536	$117,615	$101,723	$73,298	$69,608	$75,434
Rest of Athletic Complex NOI	$87,536	**$117,615**	**$101,723**	**$73,298**	**$69,608**	**$75,434**
TOTAL FACILITY NOI	**$1,105,557**	**$1,368,179**	**$1,168,623**	**$908,440**	**$999,435**	**$1,083,109**

These financial estimates are based on actual spending and revenues received in the fiscal years April 1 to March 31. The estimates of revenues are for external revenues only and do not include that portion of student activity fees that are likely used

primarily to support recreational services at the University. As the University does not link the student activity fee to discrete cost centres within the University it is not possible to accurately predict how much of the student activity fee represents an effective internal revenue to the Athletics Complex and its operation. More particularly it is impossible to fairly estimate which activities within the complex receive the revenue from the student activity fee to support operations.

Accordingly, while it is important to recognize that the annual average deficit is an overstatement because of the existence of the student activity fee, it is not possible to drill-down to the level of the activities contained above and ascribe additional offsetting revenues.

However, based on our experience, we are confident in the following:

1. The annual deficit associated with the Pool operations (direct and indirect) is at least at the rates shown above and may even be higher with the addition of locker room subsidy and other ancillary spaces. Typically, we would expect a municipal pool operation for a 25 metre tank and associated facilities to operate at an annual deficit between $300,000 and $450,000 per annum.

2. The NOI for the Arena is likely modestly higher in terms of deficit than we might expect for a large seating capacity community arena. However, this may be a function of both the degree of time (without revenues shown as these are borne from general student activity fees and other sources) allocated to varsity and intra-mural use. We are uncertain based on the data available whether revenues include the event gate receipts or whether those additional incremental staffing costs for event hosting are accounted for. These factors may change the resulting financial picture.

Based on a reasonable assumption of the level of student activity fee which covers costs associated with recreation at the centre (i.e. imputed revenues), this amounts to approximately $450,000 to $500,000 per annum. The application of this revenue would reduce the deficit to the complex as a whole (assuming no further university corporate overhead charges for senior administration) from approximately $1.1 million to $600,000 to $650,000 annually.

While recreation facilities in municipalities have widely varying levels of deficit based on their size, components, and function, it is reasonable to conclude that a deficit in the order of $1 million p.a. is within the range of expected performance. The fact that the university through the application of student revenues is able to defray this somewhat (at least in conceptual terms), is an added factor which suggests that operational support for the facility is well organized and demand for use of the facility by paying customers is healthy.

What these figures do not illustrate is the reality of annual costs associated with banking a capital reserve to support the declining state of the infrastructure itself.

5.4. Understanding the Infrastructure Challenge

Acadia University is not alone in facing a need to plan for renewal of its sport and recreation facilities. Many institutions and 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 and institutional sport and recreation facilities, as a category of public sector assets, have recently 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).

We are uncertain of the merit of published replacement costs currently on file through the VFA work on building condition. Notwithstanding based on the recommended approach to annual capital reserve contribution above, this amounts to likely hundreds of thousands of dollars annually at the facility.

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PART B: REGIONAL PLANNING

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6 Regional Planning Process

6.1. Town of Wolfville Recreation Planning Investments

6.1.1. 2015 WSP Report

A well-constructed report which is evidence based and similar to our findings, pivots on the importance of regional planning to create long term planning and financial solutions for recreation facilities and services. We concur with many of the recommendations of this report that are relevant to our brief for the University.

Arena

The arena appears to be in good condition regarding the physical state, maintenance, amenities available, and overall accessibility and has undergone some recent renovations. Its Olympic sized ice surface is surrounded by spectator seating suitable for a University athletics facility. Limitations include the absence of a dedicated first-aid room and having only one dedicated female change room.

The arena is largely used by Varsity teams, Acadia Student use and Acadia Minor Hockey. Based on the 2014 – 2015 arena schedules, the rink is at capacity from September to April, with only limited non-prime and weekend time occasionally available. Throughout May the arena typically hosts hockey camps, graduation, banquets and championships (e.g., the Provincial Cheerleading Championship were held in May, 2015); in June, when the ice is removed, the arena is used for ball hockey games; and from July – August the arena is used from approximately 6:30am – 11:00pm for hockey camps. When taking into account community groups and community involvement in activities (such as hockey camps, and Acadia Minor Hockey which is operated by the University), it is estimated that 55% arena usage is by the general community. There are approximately ten hours through the weekday and two hours on the weekend for general public drop-in to the arena (not including time booked by community groups), however no evening times are available for the 2015 fall schedule for open skates.

The service ratio for the region is 1:9,000, which is greater than the high-level service provision "standard" (1:12,000); meaning, from a service standard perspective, the area is adequately served.

Recommendation 1.1: While there is public drop-in use scheduled during the day and on weekends, the option of having an evening timeslot should be investigated to provide a greater variation in public drop-in times.

Recommendation 1.2: Focus should be made to support new community groups who may be looking to gain ice-time.

Recommendation 1.3: Through a Regional Recreation Facility Plan, the need for an additional ice surface within King's County should be more fully analyzed.

Aquatic Facilities

Modern aquatic facilities differ in many ways from those built in the past, such as the Acadia indoor pool. As a traditional facility, the

existing pool is most useful to fitness, intermediate to advanced instructional programs, and competitive swimming programs; however, the narrow deck is less conducive to competitive activities. It may not have sufficient depth through a broad enough area to fully accommodate synchronized swimming, deep water diving, or water polo. Its shallow end is too deep to accommodate (in the most ideal fashion) early learn to swim programs, or Aquafit. It is also not fully functional for all therapeutic programs.

To accommodate the full range of aquatic activities, modern indoor aquatic facilities should include at least two tanks including:

- A 25 metre (in larger centres occasionally 50 metre) rectangular lane tank (6–8 lanes) with cooler water for fitness and competitive use, a much wider deck area for team mustering, dryland training, etc.
- A freeform leisure tank with 0-depth entry and warmer water suitable for Aquafit to accommodate up to 30 individuals, play areas (e.g., Tarzan bridges, slides etc.) and learn to swim for young children.
- Some facilities include special tanks for full therapeutic use including lifts, ramps and even movable floors; and deep-water tanks for diving, synchro and water polo, and/or a warm water hydro pool.

As the only indoor aquatic facility in a very large geographic region it provides aquatic services to the non-university public. The pool supports community activities for all ages during every stage of life, is essential for learning life-safety techniques, and supports the S.M.I.L.E. program, which is important to the community.

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 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. The next closest indoor public aquatic facilities are in Halifax, Truro, Bridgewater and Cornwallis, meaning that the three institutional pools could in fact be serving a regional population of approximately 80,000 when considering King's County and surrounding areas (which equates to a service ration of approximately 1:50,000).

In summary, WSP like this report concludes that the Acadia indoor aquatic facility is aging, requires significant resources to maintain, serves a large regional population (although receives no formal funding on an ongoing basis from these municipalities), and has potential to serve extensive needs and interests (although it is not consistent in design or operation to fully serve these needs).

WSP Recommendation 2.1: Gather detailed information to inform future discussions regarding regional pool needs and public usage, including but not limited to:

- *Hours of use (both number of hours and when during day, week and season) by university and non-university population.*
- *Residency of non-university users by type of activity.*
- *Full costs related to operation of the pool (separated from other operational costs that would continue without the pool).*
- *Revenues associated with the pool.*
- *The degree to which the availability of the pool contributes to revenues and use of the track and fitness facility by non-university patrons.*
- *The degree to which the availability of the pool contributes to student recruitment and retention.*

WSP Recommendation 2.2: Undertake formal assessment of aquatic needs in the region (this should be included as part of a larger Regional Recreation Facility Plan). This assessment should include, but not be limited to:

- *Assessment of the geographic reach / regional use of the Acadia Pool.*
- *Assessment of the range of needs and interests for Aquatic activities in the region.*
- *Assessment of operational capacity, and interest to operate this type of facility, by Acadia, regional municipalities, other private and not-for-profit operators including the YMCA.*
- *Assessment of location including but not limited to colocation with existing and planned recreation / sport facilities throughout the target region, operational capacity, locational draw, and confirmation of the most appropriate location with consideration to operational, financial, site availability, other complementary amenities, and user demand.*
- *Full business plan including operational costs, revenue projections, capital funding opportunities, policy requirements related to usage and operating deficit sharing, and impact on regional tax units.*

These requirements remain to be completed by the reginal assessment and based on our findings and recommendations we (Sierra) recommend that work now commence to provide a definitive position as to the location, form, viability of a regional pool either at Acadia or elsewhere.

Gymnasia

There are two gymnasia, one located at the Wolfville School and the other at the Acadia Athletics Complex. The Acadia facility is a University caliber gymnasium and the other is a double gymnasium that was under renovation at the time of writing of the WSP report. Based on a review of the schedule and discussions with Acadia staff, the University gymnasium was determined by WSP to be at capacity. During the school year there is limited availability and during the summer it was used primarily for sports camps, leading to waitlists.

The Acadia Fitness Centre was previously used as a gymnasium. Acadia Staff indicated that the Fitness Centre space was intended to be a temporary relocation, which led WSP to the conclusion that the need expressed for more gymnasia space could potentially be

satisfied by re-establishing the former gymnasium and relocating the Fitness Centre through renovations.

The nearest indoor turf field is in Kentville. WSP concluded that adding another indoor turf field within the region would could potentially affect the sustainability of the existing field, an issue which would require deliberation as part of the development of a regional recreational facility plan and feasibility study.

WSP Recommendation 3.1: Undertake formal assessment of regional need for additional gymnasium and indoor turf facility (this should be included as part of a larger Regional Recreation Facility Plan).

Town of Wolfville Municipal Planning/Policy

Wolfville's Municipal Planning Strategy (MPS), approved by Council in 2008 and amended as of 2013, provides a vision for the Town's recreational facilities.

It shall be the intention of Council to:

- Ensure that all public facilities provide access to all potential users, and encourage other organizations to follow the requirements of the National Building Code even when there is no legal requirement to do so
- Implement public capital aspects of the Municipal Planning Strategy through the annual capital budget and the long-range capital investment plan where possible.
- It shall be the intention of Council to:
    - Ensure, when constructing new facilities or improving existing facilities, that they are designed to be energy efficient and accessible to all segments of the population
    - Encourage other organizations and private clubs to ensure that new facilities or improvements to existing facilities are designed to be energy efficient and accessible to all segments of the population

The Town of Wolfville conducted a Visioning Session regarding recreation services in the community. It states:

- Input indicates the Town will deliver its services through direct programming and
- community development with limited direct facility involvement except for outdoor space
- and smaller indoor spaces.
- For most spaces the Town would be a renter of space owned by some other organization.

Acadia Athletics Strategic Plan and Access Priorities

The Acadia Athletics Strategic Plan (2012-2016) primarily focuses on university sport and recreation development but does also discuss community recreation – identifying events and camps as part of their core business. The plan also identifies recreation / fitness customers and fans as key stakeholders.

Acadia University also has a policy procedure whereby facility access is prioritized by (1) Physical Education / Recreation Classes (now named Kinesiology / Community Development Classes) (2) Intercollegiate Athletic Practices and Games (3) Intramurals (4) School of Recreation Management & Kinesiology (now named the

School of Kinesiology and Department of Community Development) Student Leadership Programs (5) Sport Clubs (6) Other Campus Recreation Programs (7) Other University classes and programs (8) Open recreation time (University students, faculty, and staff, their families and the community) (9) Rentals.

Based on this, residents of Wolfville who are not categorized under the first seven groups have 8th – 9th priority access to utilize recreation and sport facilities at Acadia.

General Policy

There are currently no formal agreements, partnerships or policies to support fair and equitable access by residents to non-town indoor facilities. A policy of the Municipality of Kings and municipalities within its boundaries provides financial support to municipalities to cover facility user fees of individuals not residing in a particular municipality.

Recommendation 8.2: Review the Kings Partnership Policy with respect to whether this policy should be reassessed to provide financial support to Acadia for use of its facilities by residents of Kings County

6.1.2. Town Organizational Review

In April of 2019, the Town of Wolfville completed an Operations Plan for 2019-2023 that reorganized its internal governance to support Council's strategic planning objectives. Council laid out three primary goals with supporting objectives:

1. Improving quality of Life For all
   a) To foster economic independence, inclusion and dignity through more affordable and diverse housing options.
   b) To offer a dynamic quality of life grounded in the Town's leisure, culture and recreation activities.
   c) To support energy efficiency opportunities throughout the community.
   d) To harmonize the diverse lifestyle choices between all demographics in Wolfville.

2. Maximizing Our Infrastructure Investments
   a) To create efficiencies and utilization of the Town owned buildings.
   b) To make the downtown core more user friendly.
   c) To ensure the Town owned and/or funded infrastructure meets the needs of the community.

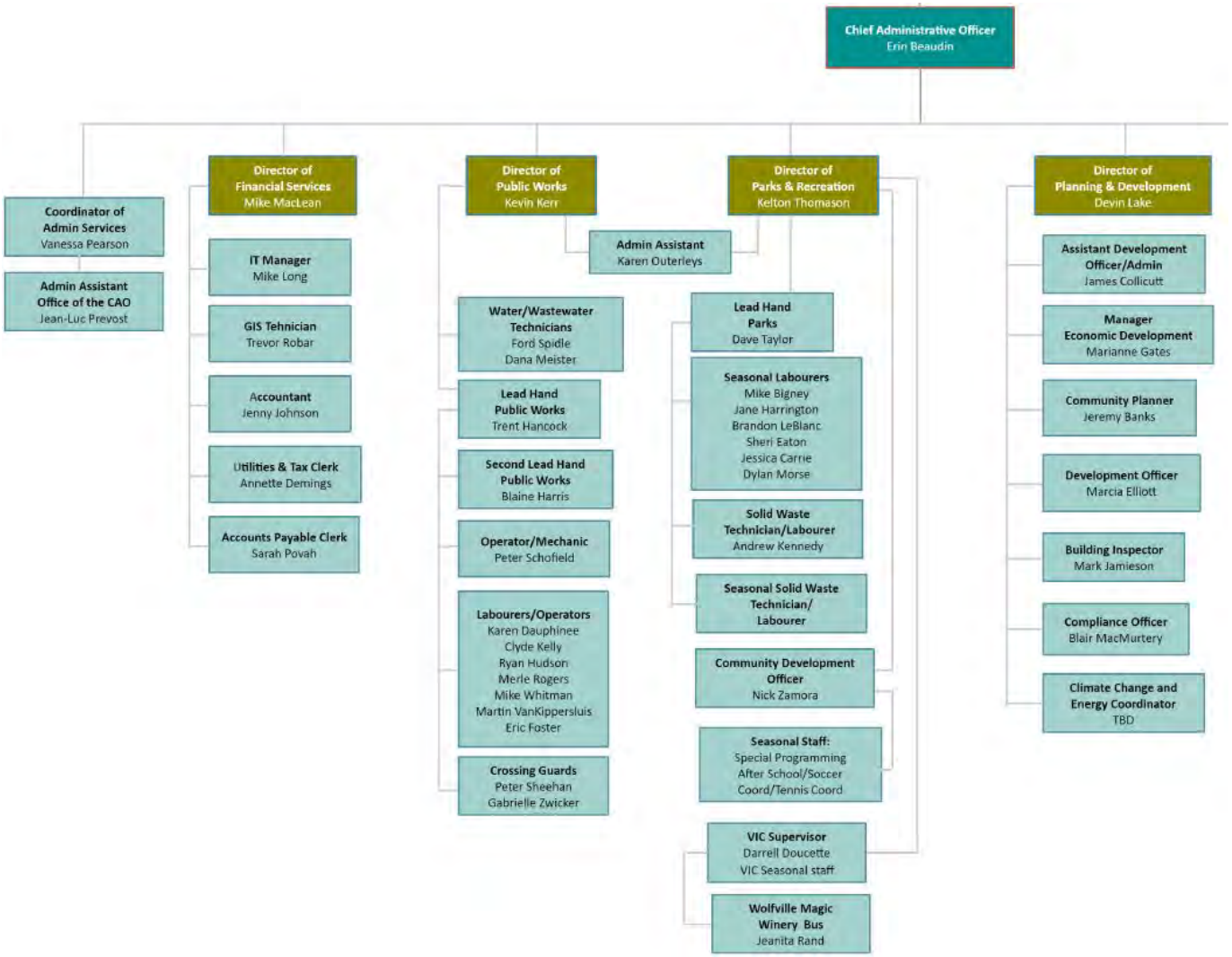
3. Leveraging Our Economic Opportunities
   a) To advance Wolfville as a premier destination in Atlantic Canada for culinary, craft beverage and wine experiences.

b) To create a business ready environment for future expansion and attraction opportunities.
c) To foster the success of our existing business community.

The Town now has four departments non-emergency service departments reporting directly to the Chief Administrative Officer: Financial Services, Public Works, Parks & Recreation, and Planning & Development. The organizational chart below shows the internal structure of each department.

Of particular significance, the reorganization included the creation of a stand-alone Department of Parks & Recreation. The newly formed Department will be undertaking a number of recreation initiatives in 2019/20, including:

- Partnering with the Acadia Community Development program to explore the



Source: Wolfville Operations Plan 2019-2023

idea of a walkable school bus program and a summer environmental education program and assessing the March break and summer day camp offering at Acadia;

- Conducting a community engagement exercise to help better define the Town's recreational needs and values;
- Reviewing the existing staffing model and service delivery expectations related to recreation.

The investment in developing the Department in addition to undertaking partnerships with Acadia represent positive steps that will facilitate future agreements between the Town and the University.

6.2.Kings Regional Recreation Needs Assessment

Stakeholder Consultation

A survey of Kings County stakeholders was conducted by Stantec as part of the Recreation Needs Assessment for the region. The stakeholders were primarily recreation or culture professionals or volunteers. 38% of respondents reported normally working with Wolfville. 88% of respondents felt that with regard to recreation and culture services in the region, there is an insufficient number of volunteers, professionals, or both.

15% of respondents rated public access to existing facilities as the most significant challenge in in providing recreation and cultural services. Insufficient funding (30%) and lack of volunteer support (26%) were most likely to be deemed the most significant obstacle. The need for additional facilities was only ranked as the most significant obstacle by 9%.

When participants were asked to rank their top priorities, reducing costs for participants scored most highly, followed by increasing program availability to the public. The difference between the remaining categories was minimal, indicating that cost, access, coordination, and increasing program availability to the public are issues that should be addressed in integrating Acadia's facilities into the fabric of the regional recreational services.

There was a majority view that recreation and culture facilities should not be consolidated into a few locations, and that the Kings Region should have a municipal recreation complex for use by all residents of the Region.

Prioritizing the allocation of funding and effort for multi-purpose facilities received the second highest score, narrowly behind pathways and trails.

When asked to complete the sentence "What the Kings Region needs more than anything else to improve recreation and cultural services for residents is ...", the most common grouping of responses dealt with promotion (30). Many respondents expressed a desire for specific facilities for sport or cultural activities they support (24). No particular facility stood out, however. A smaller but more cohesive group (12) prioritized a multi-purpose or large regional recreation facility, but many more emphasized the need to address social and economic issues such as access and financial assistance to participants.

This finding was reinforced in stakeholder interviews conducted by Stantec, which found access concerns regarding Acadia, Waterville, and Greenwood facilities, many of which are not actually imposed by the facilities but result from poor understanding of public access.

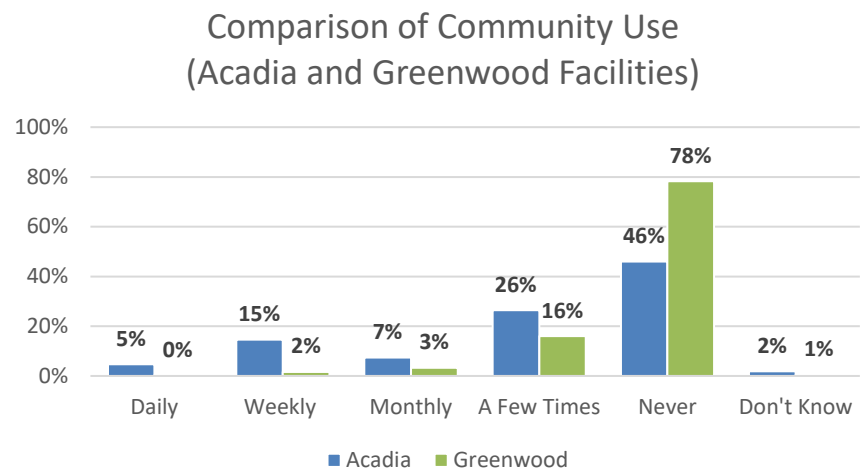
Many stakeholders reported that many residents do not feel comfortable entering non-municipal facilities because they are not the explicit target of the operators. While this concern dissipates quickly, it discourages initial use by many.

Community Consultation

In a community survey of Kings County residents conducted by Stantec, when asked the reasons why they have been unable to participate in activities they would like to do, the answers demonstrated a lack of communication and awareness of the ability to make use of Acadia and Greenwood's facilities. For example, the leading reason for not participating in swimming activities (55%) was that appropriate facilities were not available. This was also the second most common reason for not using a gym / fitness training (19%) after cost (52%).

This lack of communication was even more evident when asked how frequently they had used various facilities. 46% said they had never used Acadia's facilities and 26% had only used them a few times before. 78% had never used the Greenwood indoor pool.

Exhibit 13 - Comparison of Community Use



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

There was a strong community preference for prioritizing funding and effort towards multi-purpose facilities, possibly an indicator that the community does not currently see Acadia's facilities as serving that role.

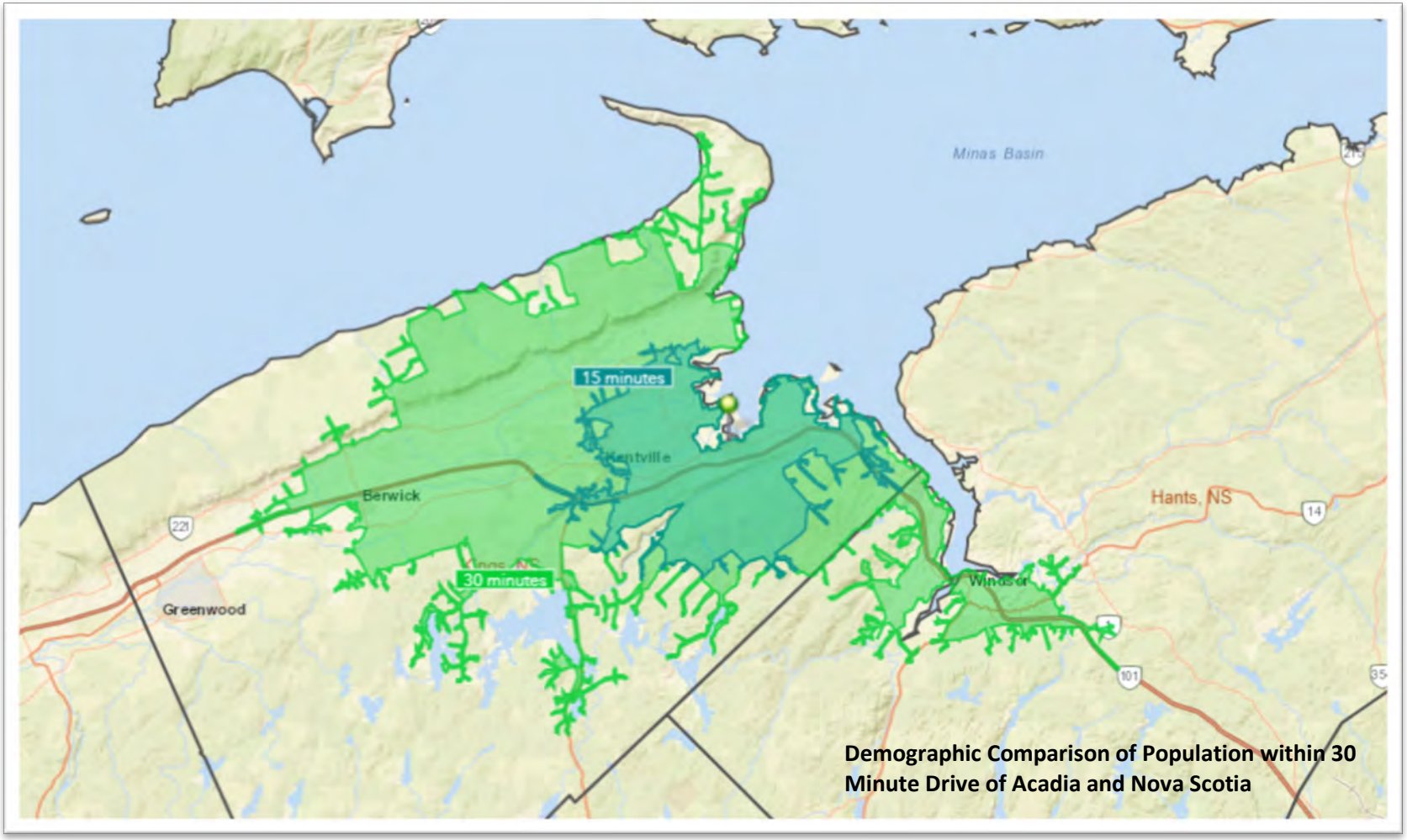
Based on the feedback from both stakeholders and the public, it appears that better information and promotion are key to increasing community utilization of Acadia's recreational assets.

6.3.A Central Role for Acadia in Regional Plan

A demographic profile shows that the area within a 30-minute drive (mapped below) is similar to the rest of the province the rest of the

province. Nearly 60,000 people live within the area, with an age profile is close to that of the province as a whole - the Acadia region being slightly older. Educational attainment is very similar. However, average household income in the area is approximately

Exhibit 14 - 15 and 30 Minute Drive Times from Acadia University



$6,000 less than the rest of Nova Scotia. As a function of that, spending on recreation is less. This highlights the importance of participation in regional planning, which may enable residents to more fully participate in recreational activities through mutually beneficial agreements between the University and local government.

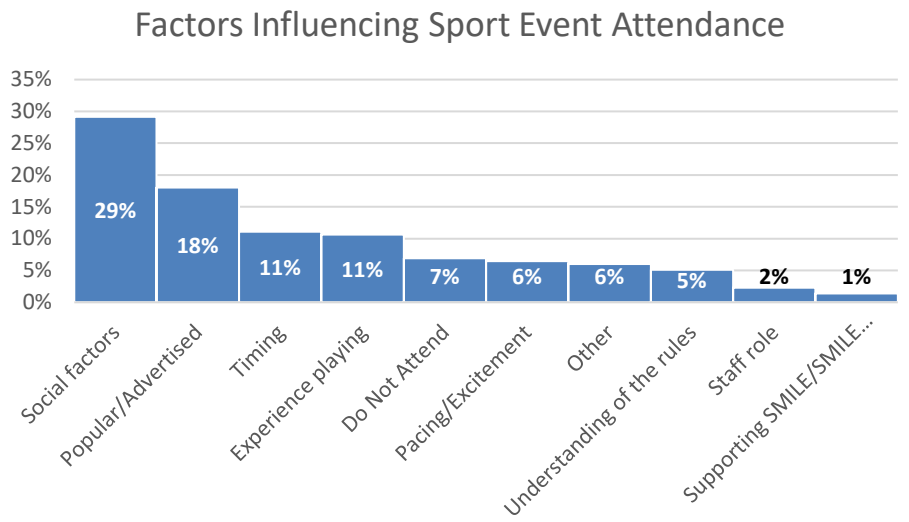
Variable	Acadia Athletic Complex (30 minutes)	Nova Scotia
2018 Total Population	59,769	954,563
2018 Total Population Median Age	47.8	45
2018 Total Population Average Age	45.1	43.6
2018 Total Population 0 to 4 Years	5%	5%
2018 Total Population 5 to 9 Years	5%	5%
2018 Total Population 10 to 14 Years	5%	5%
2018 Total Population 15 to 19 Years	6%	5%
2018 Total Population 20 to 24 Years	6%	6%
2018 Total Population 25 to 29 Years	5%	7%
2018 Total Population 30 to 34 Years	5%	6%
2018 Total Population 35 to 39 Years	5%	6%
2018 Total Population 40 to 44 Years	6%	6%
2018 Total Population 45 to 49 Years	6%	6%
2018 Total Population 50 to 54 Years	7%	7%
2018 Total Population 55 to 59 Years	8%	8%
2018 Total Population 60 to 64 Years	8%	8%
2018 Total Population 65 to 69 Years	7%	7%
2018 Total Population 70 to 74 Years	6%	5%
2018 Total Population 75 to 79 Years	4%	4%
2018 Total Population 80 to 84 Years	3%	2%
2018 Total Population 85 or Older	3%	2%
2018 Recreation Spending (Avg Household)	$2,844.23	$3,464.00
2018 Recreation Spending (% of Household Income)	3.93%	4.39%
2018 Household Average Income	$72,403.18	$78,874.66
2018 Live Sporting, Performing Arts Events (Avg Household)	$96.99	$123.51
2018 15+ Edu University Degree (%)	22.34%	23.57%

6.4.What the Students Want

A survey of 364 Acadia students conducted internally found that nearly three quarters (73%) attend university sporting events. The most popular sports for attending are men's hockey and men's football, with a majority of respondents attending (of those that attend any events), 72% and 52%, respectively. Other events with a large reported attendance include men's basketball (49%), women's basketball (42%), women's varsity rugby (36%), men's soccer (25%), women's soccer (23%), and women's volleyball (21%).

An open-ended question asking students why they preferred attending some events over others, found that the most common reasons involved social factors (e.g. their friends were playing or invited them) a 29%, and the pre-existing popularity and/or publicity surrounding the event at 18%. The timing of events (11%) and personal experience playing the sport (11%) were the other most commonly cited reasons.

Exhibit 15 - Factors Influencing Sport Event Attendance



Source: SPM based on Student Recreation and Athletics Engagement at Acadia University survey. Note that the total does not add up to 100% due to some respondents not offering a reason and other respondents offering more than one reason.

15% of respondents indicated that they participate in intramural sports. Volleyball, outdoor soccer, and hockey are the most popular for participating in.

When asked their preferred days of the week for student recreational activities, there was a similar level of preference for Wednesday to Saturday, ranging from 44% to 51%, respectively. Mondays and Tuesdays had the least support, at 33% and 38%. With regard to preferred time of day, there was a clear preference for evening hours (6:00 pm to 9:00 pm), ranging from 46% at 6:00

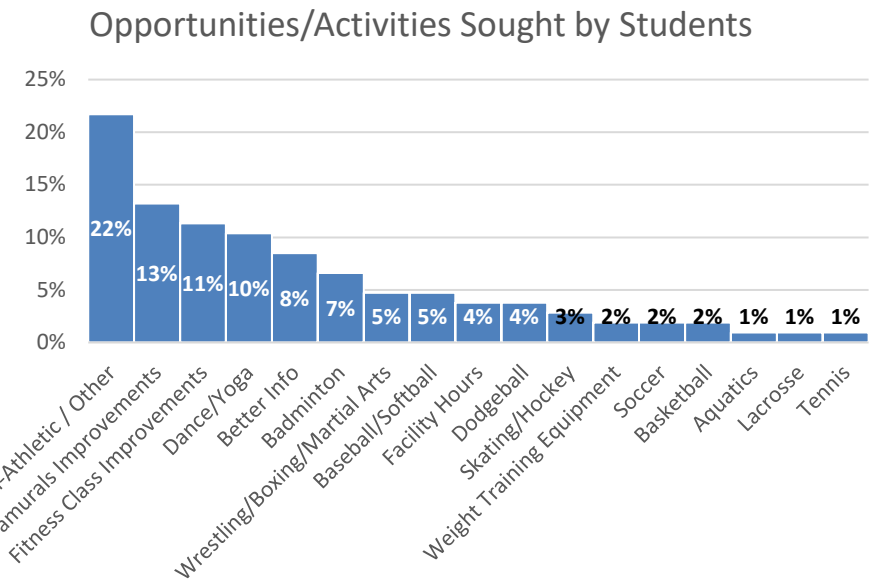
pm to 63% at 7:00 pm. The least popular hours were in the morning, and at 11:00 pm.

When asked about their awareness of various student activities, a small majority (52%) was unaware of student skate hours, two-thirds were unaware of student shinny hours, 59% were unaware of open swim times, and three quarters were unaware of open gym times. However, 91% were aware that there are on campus fitness classes.

When asked what potential activities were of interest to them, the most popular were badminton/tennis (40%), soccer (36%), and volleyball (34%). The least popular were touch rugby and flag football.

In an open-ended question, the students were asked what other opportunities they would like to see. The most common answer (22%) was non-athletic/other, which included activities such recreational shooting and sledding. After that, the most sought-after opportunities were changes to the organization of intramurals (such as timing) at 13%, changes to the fitness classes (such as pricing) at 11%, and dancing or yoga at 10%.

Exhibit 16 - Opportunities/Activities Sought by Students



Source: SPM based on Student Recreation and Athletics Engagement at Acadia University survey. Note that the total does not add up to 100% due to respondents giving more than one answer.

Based on the results of the survey, the clearest conclusion is that improved scheduling and advertising should have a significant and direct impact on both participation and attendance of sporting events. That direct impact may spur a further increase in attendance, based on the finding that social factors are the single most important determinant of sport event attendance.

PART C: INVESTING IN CHANGE

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7 Capital Planning Options

7.1.Principles – Based Decision Framework

The consulting team established a range of capital improvement options for the facility. Necessarily these pertain to a range of factors that govern the relative merit of one solution over another. Absolute capital cost for new investment is not itself identified as a factor as the focus here lies with the likely design, site testing and functionality criteria for selecting options – first questions to ask when addressing possible retrofit and incremental expansion. The capital cost question of course is significant but in and of itself is less relevant at this stage given that the task of taking this report forward includes determining access to grant funding to complete the work.

The principles against which capital plans should be measured are generally as follows:

- **Fiduciary responsibility:** does the option speak to the long-term financial wellbeing of the University?
- **Asset management and facility renewal:** does the option provide for acceptable practices of asset management and long-term renewal of infrastructure?
- **Level of Service:** does the option maintain or enhance the level of service provided to all constituents: university and community?
- **Partnerships and Collaboration –** does the option lend itself to a collaborative approach either by itself or as part of a larger regional collaborative goal?
- **Innovation:** is the option an innovation and example of best practice (reinvestment in existing sites with sunk investment, locational efficiency, multi-use capacity, etc)?
- **Regionality:** as with collaboration does the option meet the requirements for a regional planning solution?
- **Cents on the Dollar Operations and Capital:** does the option lend itself to a cost shared solution among willing partners?
- **Practicality and best practices:** is the option achievable and scaled such that capital cost is not likely an overreach?
- **Adherence to a Prospective Regional planning timeline:** this remains a principle – the ability to make decisions aligned with broader planning processes – but there is unanswered question of what that regional timeframe is.

7.2.Range of Options Considered

7.2.1. Universal Option

The space recapture of outside level 300 courtyard is an option that is achievable with or without the other options presented.

Universal Option: Space Enclosure at Level 300

		GFA (Sq. Ft)		$/Sq. Ft	Total
A	Infill Exterior Concourse to New Interior Concourse Space	10,500		$205.25	$2,155,100.00
B	GC's & Fee Mark-up		15%		$323,265.00
C	**Sub-Total (Excluding Allowances:**			$236.03	**$2,478,365.00**
D	Allowances				
	Design and Pricing Allowance		20%		$495,673.00
	Construction Allowance		10%		$247,836.50
E	**Total Construction Estimate**	10,500		$306.85	**$3,221,874.50**
F	Soft Costs (Incl. FF&E)		25%		$805,468.63
G	Total Project Costs				$4,027,343.13
H	Additional Class D Estimate Contingency		10%		$402,734.31
I	**Total**	10,500		$421.91	**$4,430,077.44**

7.2.2. Option 1: Do Nothing – Business as Usual

Each of the options is summarized efficiently in terms of the application of these principles – specifically whether they align with the principle, are not aligned or otherwise do not meet the anticipated goals as established by these investment decision principles.

Red	Option generally does not align with the investment aim (principle)
Amber	Option only partially aligns with the investment aim (principle)
Green	Option generally aligns with the investment aim (principle)

Option 1 is the base case or current situation. This is the least beneficial direction for the University.

	Emerging Principle	Alignment with Principle
Option 1: Do Nothing	Fiduciary Responsibility	***Short- Term***
	Asset management and facility renewal	***Reactive***
	Level of Service	***Declining***
	Partnerships and Collaboration (Value Proposition)	***Historic***
	Innovations	***None***
	Regionality and alignment with long-term needs	***Ad hoc***
	Cents on the dollar operations and capital	***None***
	Practicality and best practices	***Not Policy Driven***
	Adherence to Regional Planning timeline	***Not Applicable***
	Cost of Doing Nothing is Not Nothing for University and Municipal Partners	

7.2.3. Option 2: New Financial Partnership

This option seeks a new financial arrangement through cost sharing with the Town (and potentially other municipalities in the region) and could involve other mechanisms such as non-university user fee increases of significance. This option does not include any capital investment other than deferred maintenance needs. As such, this is not a viable solution as there is no value proposition provided to either the Town or others arising from the request to cost share.

Clearly there are existing benefits to the communities but there are no incremental additional benefits over and above what they currently enjoy. This option fails the test of practicality and realism, absent any pre-existing agreement between the Town and University to cost share services as a result of this study.

It should be noted that this pertains to capital expenditure. In a later section we address operating partnerships which do allow for cost-sharing (or co-funding) operational improvements without capital investment.

	Emerging Principle	**Alignment with Principle**
Option 2: Seek Operational and/or Capital Lifecycle Contributions from Municipal Partner	Fiduciary Responsibility	***Short- Term***
	Asset management and facility renewal	***Proactive***
	Level of Service	***Declining***
	Partnerships and Collaboration (Value Proposition)	***Agreement?***
	Innovations	***None***
	Regionality and alignment with long-term needs	***Same Asset - Higher Public Access Obligation***
	Cents on the dollar operations and capital	***How much?***
	Practicality and best practices	***Serves Univ.***
	Adherence to Regional Planning timeline	***Not Applicable***
	No New Services or Assets / Limited Municipal Value Proposition	

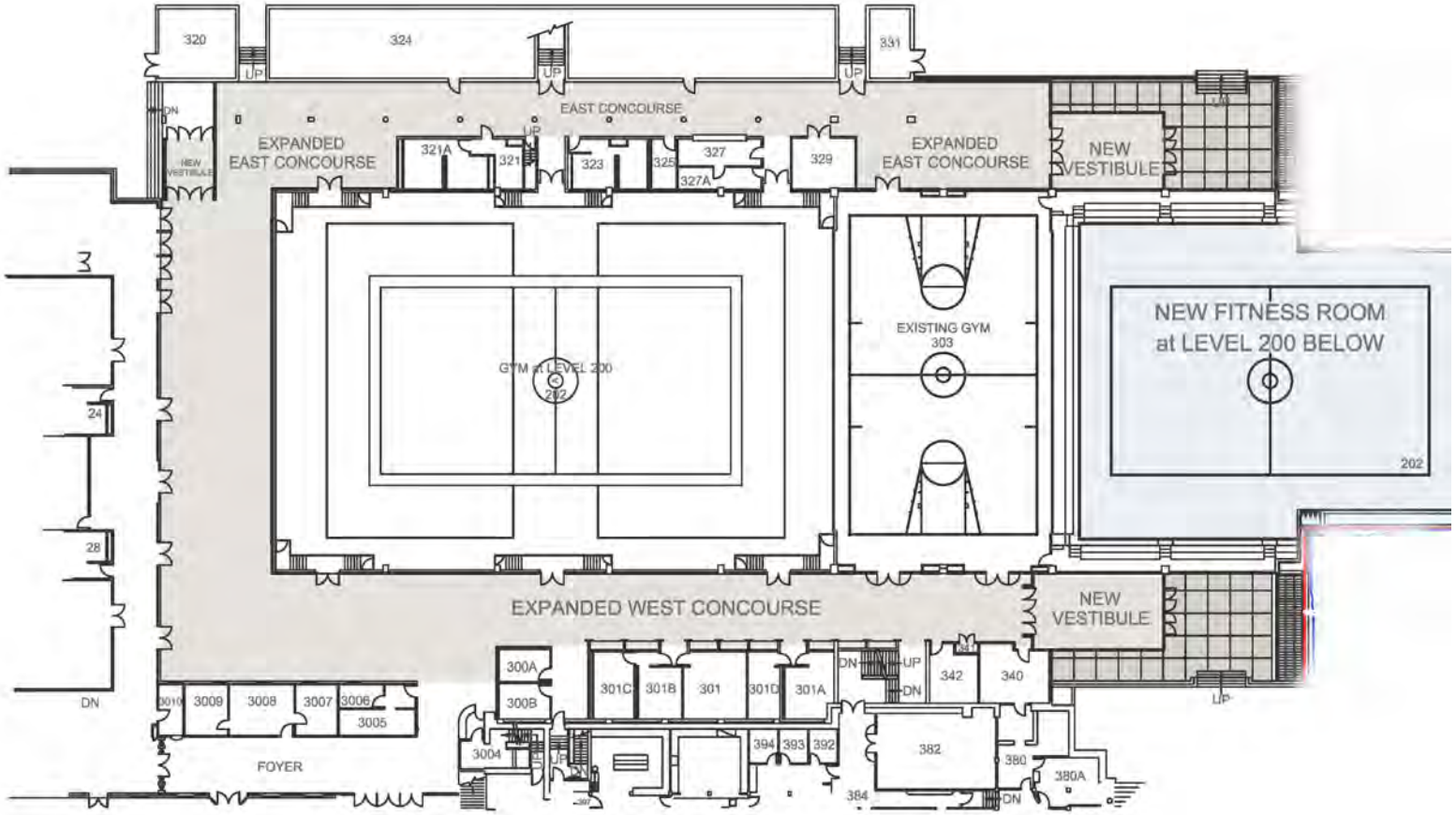
7.2.4. Option 3: Decommission Pool

As noted elsewhere, this may be an option but for a variety of reasons the University is not advised to pursue this course of action as its preferred, immediate solution. In addition, the pool does not lend itself easily to being decommissioned with no additional costs to operate (it is part of an integrated complex and demolition is not a preferred option from a capital cost perspective).

The annual savings from decommissioning will be offset by mothballing costs without any offsetting revenues.

	Emerging Principle	Alignment with Principle
Option 3: Close Pool on University Timeline / Re-Allocate Deficit / No New Build	Fiduciary Responsibility	***Short- Term***
	Asset management and facility renewal	***None***
	Level of Service	***Dependent on Municipal Solution***
	Partnerships and Collaboration (Value Proposition)	***Threatened***
	Innovations	***None***
	Regionality and alignment with long-term needs	***Restricted to other Services***
	Cents on the dollar operations and capital	***Arena cost share unlikely***
	Practicality and best practices	***Not Practical***
	Adherence to Regional Planning timeline	***Not Applicable***
	Focus on pool negates reality of strong community Service in all aspects of Acadia Athletics Centre	

7.2.1. Option 4: Decommission Pool and Construct New Fitness



This option includes the decommissioning of the pool and the construction of what could be a very comprehensive fitness facility, with significant daylighting, and the potential for a mezzanine level to further increase the programmable space. In so doing the existing auxiliary gymnasium is returned to its original function (currently it is the fitness centre), thereby creating additional programmable court and gymnasium space, a significant demand at the University.

	Emerging Principle	Alignment with Principle
Option 4: Repurpose Pool for Best-in-Class Fitness (plus) / Renovate Existing Fitness Space for 2nd Gym	Fiduciary Responsibility	***Long-Term***
	Asset management and facility renewal	***Proactive***
	Level of Service	***Plus / Minus***
	Partnerships and Collaboration (Value Proposition)	***Possible but Contingent***
	Innovations	***Significant***
	Regionality and alignment with long-term needs	***Achievable but Requires Municipal Buy-In***
	Cents on the dollar operations and capital	***User Pay***
	Practicality and best practices	***Serves Univ.***
	Adherence to Regional Planning timeline	***Requires Co-ordination and Strong Municipal Action re New Rec/Pool***
	Greater understanding of alignment with Community and University needs is essential / timing impacted by Regional planning (if/when) for new pool	

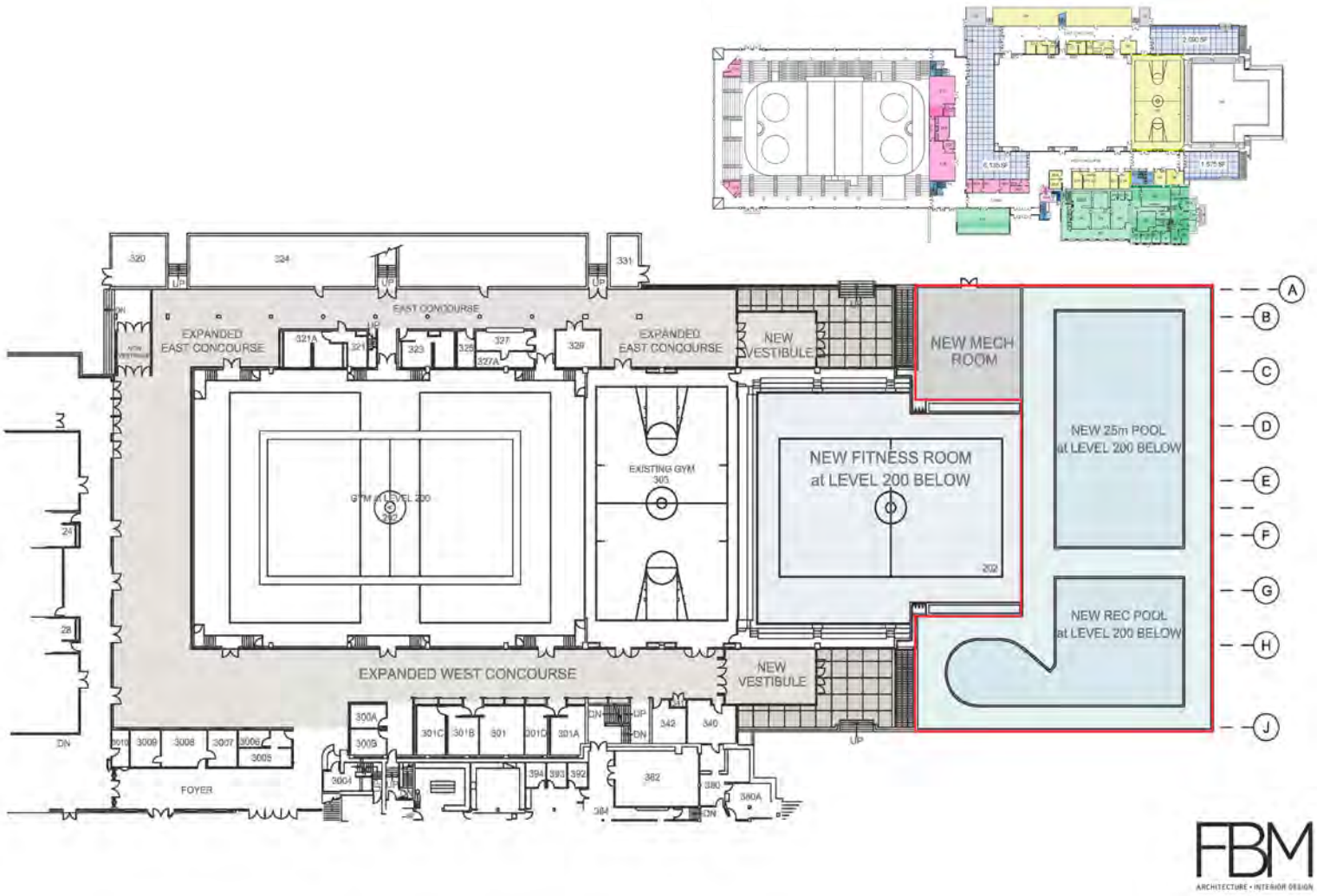
Option 4: New Fitness Room

		GFA (Sq. Ft)		$/SF	Total
A	Infill Existing Pool to Become New Fitness Room	8,470			$ 1,691,800.00
B	GC's & Fee Mark-up		15%		$ 253,770.00
C	**Sub-Total (Excluding Allowances:**				**$ 1,945,570.00**
D	Allowances				
	Design and Pricing Allowance		20%		$ 389,114.00
	Construction Allowance		10%		$ 194,557.00
E	**Total Construction Estimate**	8,470		**$ 298.61**	**$ 2,529,241.00**
F	Soft Costs (Incl. FF&E)		25%		$ 632,310.25
G	Total Project Costs				$ 3,161,551.25
H	Additional Class D Estimate Contingency		10%		$ 316,155.13
I	**Total**	8,470			**$ 3,477,706.38**

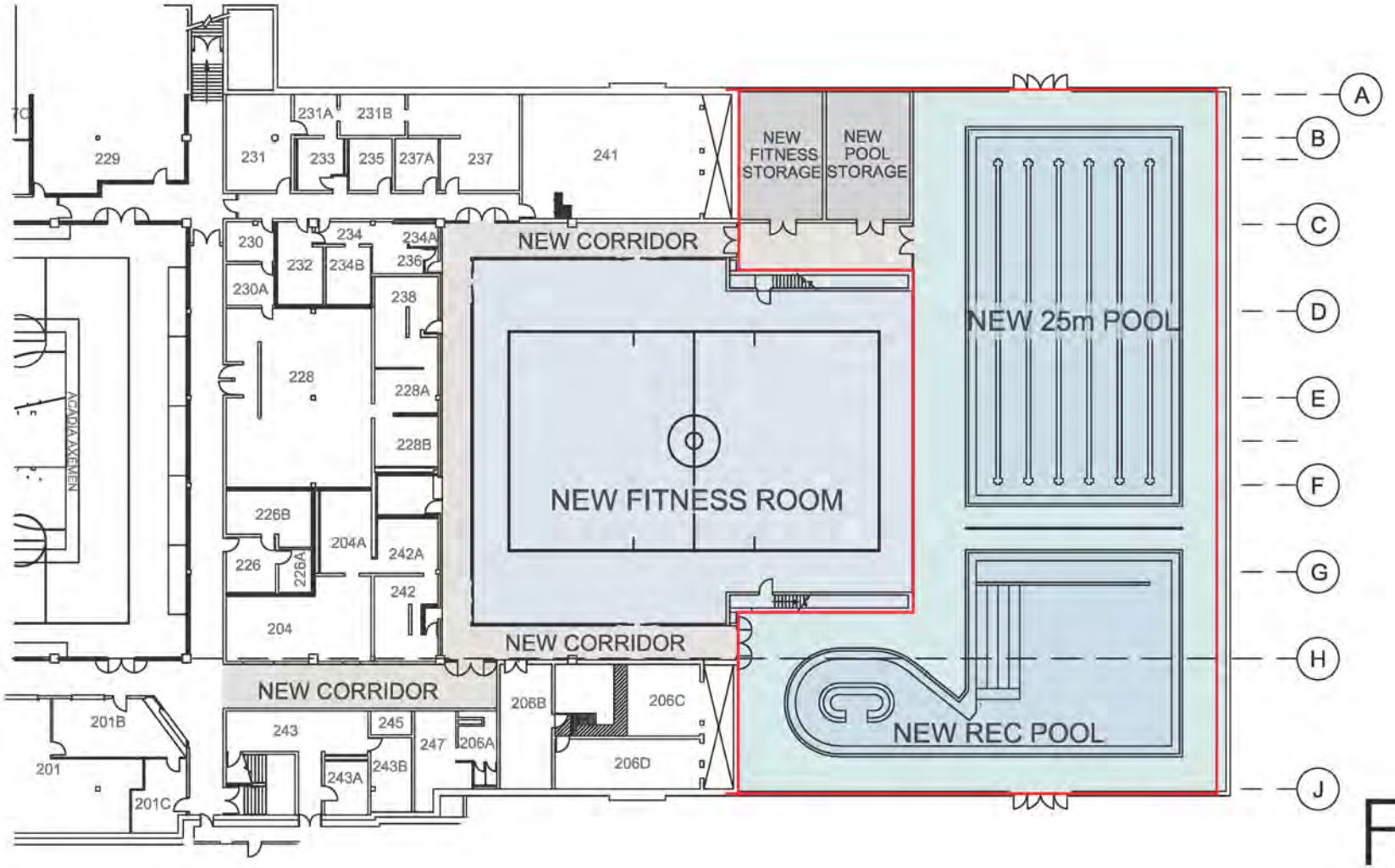
7.2.2. Option 5: Expand Pool with New Multi-Tank Addition and New Fitness Centre

This option meets all of the principles guiding investment decisions – **contingent on the capital costs being fundable**.

Articulation of Space - Level 300



Articulation of Space - Level 200



	Emerging Principle	Alignment with Principle
Option 5: New Multi-Tank Pool Addition + New Fitness	Fiduciary Responsibility	***Long-Term /Capital Funding Dependent***
	Asset management and facility renewal	***Proactive***
	Level of Service	***Plus / Minus***
	Partnerships and Collaboration (Value Proposition)	***High***
	Innovations	***Significant***
	Regionality and alignment with long-term needs	***Significant***
	Cents on the dollar operations and capital	***Possible***
	Practicality and best practices	***Serves All***
	Adherence to Regional Planning timeline	***Cost Share-Dependent***
	Investment in University-Community Partnership with maximum benefit – requires full buy-in / operational benefits significant	

Option 5: Pool Expansion

		GFA (Sq. Ft)		$/SF	Total
A	New Lap & Leisure Pool Expansion	15,315			$ 6,612,400.00
B	GC's & Fee Mark-up		15%		$ 991,860.00
C	**Sub-Total (Excluding Allowances:**				**$ 7,604,260.00**
D	Allowances				
	Design and Pricing Allowance		20%		$ 1,520,852.00
	Construction Allowance		10%		$ 760,426.00
E	**Total Construction Estimate**	15,315		**$ 645.48**	**$ 9,885,538.00**
F	Soft Costs (Incl. FF&E)		25%		$ 2,471,384.50
G	Total Project Costs				$ 12,356,922.50
H	Additional Class D Estimate Contingency		10%		$ 1,235,692.25
I	**Total**	15,315			**$ 13,592,614.75**
J	Total Option 4 (New Fitness Room)				$ 3,477,706.38
K	**Total Cost Option 5**				**$ 17,070,321.13**

7.2.3. Option 6: Renovate Pool In-Situ

This option would comprise a comprehensive renovation of pool systems, decking, tank upgrade, change rooms, lighting and so forth but would not alter the fundamental functional limitations of the building. It would however safeguard the continued use of the facility for the next 20 years plus. It would remain an older facility in terms of usability. There is no cost estimate associated with this option.

	Emerging Principle	Alignment with Principle
Option 6: Renovate Existing Pool /No Expansion	Fiduciary Responsibility	***Short- Term***
	Asset management and facility renewal	***Proactive***
	Level of Service	***Improving***
	Partnerships and Collaboration (Value Proposition)	***Maintained***
	Innovations	***Unlikely***
	Regionality and alignment with long-term needs	***Ad hoc***
	Cents on the dollar operations and capital	***Possible***
	Practicality and best practices	***Acceptable***
	Adherence to Regional Planning timeline	***Unknown***
	Investment of significance in Pool should be cost-shared	

7.3. Capital Investment and Regional Planning Recommendations

Recommendations

1. **The University should not undertake a unilateral decision to close the aquatic facility. The University pool represents an important aspect of community services – locally and regionally – as well as functions to the betterment of the University in both its capacity for academic programming when required, the important contribution of the University student body to the SMILE program, and the legacy opportunity of maintaining full service recreational services at the campus.**

The SMILE program is, based on our research and consultation, generally considered to be important for student enrichment and accordingly their attraction and retention.

Any decision to close the pool should be taken as a result of a regional planning framework that provides for the replacement of this pool elsewhere in the region. The timing of a replacement pool – both the decision to invest and the actual date of commission of a new facility, as well as its location and whether part of a larger multi-use recreation centre – is not known at this time. We understand that the regional planning exercise recently concluded has not identified a replacement pool elsewhere in Kings County as a priority recommendation.

Given the above, a decision to close the pool without clarity as to its replacement, if at all, would reduce the level of service in the region and jeopardize an important contribution of the university to community wellbeing. As a corporate citizen and partner with the Town, a more considered approach will, we believe, ultimately pay greater dividends.

2. **The Regional Recreation Master Planning Process, of which the Town is part of, should make the Acadia Athletics Centre, and in particular the aquatics centre, a central feature of the facility investment plan. That plan should assess and report on the willingness of the municipalities to designate the Acadia pool for regionally cost shared investment – whether this be for renovations to the existing facilities or an expansion.**

As a result, the University and the Town of Wolfville should actively consider the options for a regionally cost shared solution to (a) the deferred maintenance and renovation costs for the pool as-is and (b) consider the potential for future expansion of the aquatics centre based only on an agreed multi-party cost share agreement with respect to both capital costs as well as operating costs of an expanded facility.

3. **The University should consider establishing a timeline with its municipal partners for determining whether the University Pool will represent a focus of investment for community aquatics.**

This is not setting an ultimatum but is a recognition that while the University is a corporate citizen and has a long established role to maintain and support community infrastructure, that commitment cannot be unending in the face of a significantly subsidized asset, limited university use relative to the community at large, and ongoing lifecycle capital cost challenges. The appropriate timeline

is a matter for discussion with the partners rather than arbitrarily imposed by a consultant report. Our report has established that retrofit for alternative uses that align with other stated needs on campus and within the community (fitness facilities and gymnasia) is an option. Over time, if there is no conclusion as to a regional cost sharing for investment in the pool, these other options for adaptive re-use of the pool space can be expected to gain greater traction.

4. **It is recommended that the University consider the Capital Investment options on the basis of a critical path of decision-making on regional investment priorities**:

    a. Immediately work with municipal partners on a regional planning framework that provides the necessary clarity for the University to determine the appropriate long-term approach to investment in the pool. **The ambition should and could be the achievement of Option 5 with the addition of a new fitness centre, new lap pool and new recreation pool as the region's long-term multi-use community aquatics centre.** A new operating model and governance structure would also be achieved to manage the facility. There are a number of operating models which represent current practice examples (such as the Toronto Pan-Am Centre and the Bell Aliant Centre in Charlottetown).

    b. Should a regional solution to investment remain elusive, the University will need to determine whether **Option 6 – renovation of the pool** - represents the most effective course of action. Given the ongoing lifecycle investment costs for the facility which may grow over time, the University may wish to anticipate the preference for this option on the part of municipal partners and seek more definitive costs associated with a simple renovation and retrofit of the existing space. This remains an option which could then be implemented within several years, ideally with government support for capital costs and municipal cost-sharing commitments for operating deficits.

    c. Given our recommendation that any decision to close the pool should be timed alongside a decision of the regional planning process as to whether a new replacement pool would be constructed, we recommend that the University adopt a wait and see policy with respect to pool decommissioning by first working through the regional planning process outlined above.

    d. If there is no definitive position established by way of regional support for either the investment in the Acadia pool or a replacement elsewhere, the **University should consider the merit of Option 4 as outlined in this report – closure of the pool and adaptive re-use for fitness centre space and the reclamation of existing fitness space for a second gymnasium on campus.** We wish to emphasize that this decision should be taken only if there is no solution to the matter firstly of cost sharing operational deficits to reduce the burden on the University. As a stepwise process and in recognition of the inherent community value of the pool, we recommend that achieving annual cost share for pool operations is first and foremost the goal, with the subsequent aim to fund the capital for renovation. Where those two conditions – operational cost share and capital support are unattainable,

the University may wish to cease operations of the pool with sufficient notice to the communities.

e. There is no observable merit in decommissioning the pool and mothballing the space other than the obvious annual savings in operating costs. However, mothballing has its own costs without any offsetting revenues, such that the University should be certain in its estimates of overall net building costs (including essential building services) associated with a decommissioned facility before pursing such an option. It is also not recommended because of the negative perceptions associated with a decision to terminate services without a viable plan in place for either re-use or demolition. As we have noted elsewhere, demolition of the space is likely to be a relatively costly exercise simply to maintain the integrity of the remaining structure and functions of the Athletic Complex.

Specific Recommendations by Asset:

POOL

As discussed, it is difficult to determine the potential cost of upgrades to the Acadia Pool. Costs will depend on the extent of upgrades necessary. The VFA condition reports indicate approximately $5M of necessary improvement work to the MEP systems in the War Memorial Gymnasium building, which includes the pool. But generally, the listed maintenance items don't seem to relate too directly to the pool systems.

5. The University should commission a comprehensive building condition assessment including all building systems - general mechanical and electrical, structural, roof, air handling, tank, pool mechanical systems, power and other services – specific to the pool building and separate and apart from the remainder of the War Memorial Gymnasium. This is important in order to isolate the costs of any renovation for the pool alone to maintain its functionality, improve its amenities and ambience. It is important to also understand if change to the pool necessitate changes to the entire War Memorial Building – the current Sodexo assessment is in specific as to the degree to which lifecycle work in the building (which is significant) is specific to the pool. At this time, it is not possible to determine the pool-only costs and whether therefore a lower order of magnitude spending is possible on renovation.

   By way of an example, the upgrade project at the centennial pool in Halifax which was completed in 2012 (CBCL) had a construction value of $2.8 million. It included various upgrades to the MEP systems in this pool building including; pool area lighting, lighting controls, storm, sanitary and water site services outside the building, pool ventilation systems, dehumidification, heat pumps, solar domestic hot water heating, and electrical upgrades. Costs have escalated since then and the various soft costs would be additional to the construction work itself.

Existing Gymnasium and Fitness Centre

6. Community use of the Fitness Centre represents an appropriate activity and one that results in a generally revenue neutral position for this activity. The gymnasium is largely used by the University body, appropriately so with some modicum of community use. Above and beyond capital works outlined in the building condition works, there are no explicit

recommendations for re-use or operational changes for these spaces. As regards any future cost sharing arrangements for overall operating deficits, these spaces may or may not be relevant to those discussions.

7. Future Fitness Space: recommendations regarding this achievement of a new fitness centre are addressed in other areas of this report.

ARENA

8. The Arena should be fundamentally part of any discussions regarding cost-sharing arrangements for the venue, as well as being central to any revised community access policy and ice allocations policy also described elsewhere in this report.

Kinesiology Building

9. No recommendations specific to the physical asset or the operations of this space. It is assumed to represent an important physical asset that any development plan will seek to protect and enhance.

Track and Field

10. This facility is well used by the community and student alike and is the primary venue for significant Varsity sports. It also has significantly less operating cost compared to the arena and pool and as such should not be itemized for cost-sharing by itself.

Indeed the entire approach to cost sharing should be carefully contextualized – the reality is that the University over its history has partnered with the Town in many ways and the provision of recreation services has been a general process of collaboration toward a larger goal – the inherent symbiosis of Town and University and as the partnership agreement states: neither the University or the Town of Wolfville would be a success without the other. It follows that the approach to cost sharing and collaboration overall should follow a path which is a reasonable accommodation between the parties, and which is understood to likely evolve over time.

8 Cost-Sharing Recommended

Operating Cost – Share Options

There are a number of ways that the University and its partners may wish to address the issue of cost sharing the deficits accruing to the University for the operation of the Athletic Complex. Operating cost share should be distinguished from operating partnership options which can evolve over time to meet specific programming needs and opportunities on the basis on who is best to deliver these services.

The forgoing analysis has demonstrated that the University provides the athletic facilities to the wider community and does so on the basis of a net operating deficit. This deficit is before any consideration of annual lifecycle capital costs (a capital reserve) which should as a matter of best practice become policy and therefore be budgeted on an annual basis. The aim of cost sharing solutions, however these are formulated and rolled out over time and regardless of the ultimate formula employed, is to achieve the following goals:

- Reduce the burden to the University on both the operations deficit; and
- Maintain services to the community and in fact deepen the potential role of the University and its facilities through new capital investment serving the wider region;

Operating cost shared solutions can begin with addressing the potential to increase revenues on an incremental basis to reduce the overall deficit.

Revenue Enhancement Considerations

Current revenue includes internal revenues from student activities fees as well as rentals, drop-ins and other user pay revenues including event gate revenues. The concept of user-pay is therefore currently in place, be it in the form of rentals, memberships, camp registration fees and the like. There are certain exceptions to user-pay such as through the negotiated benefits for staff at the University.

1) Focus on User Pay

The question therefore becomes how much of a user-pay system should be deployed in order to reduce or remove a level of deficit at the complex. There is a fine line between higher fees and undermining the achievement of public benefits such as community access to health, fitness and recreation opportunities. In addition, there is also the recognition that as a public institution the university is publicly funded by the taxpayer, establishing their right to access these facilities without expectation of punitive fees.

The experience of the City of Fredericton in its attempts to address the financial implications of servicing non-City resident represents a useful example of both the limitations of User Pay as a principle for public recreation facilities as well as the opportunities which exist for negotiated service agreements on a regional basis.

- As far back as the mid 2000's the City of Fredericton has sought to impose non-resident user fees to offset the cost of providing services to non-residents (non-taxpayers). In

some cases, these were not token fee increases but were calculated based on the actual cost of service to the individual residents on a break-even basis for the City.

- Reference to the Ombudsman of New Brunswick resulted in review and reversal of the nature and extent of this user pay principle in favour of a recommendation for a more regionalized approach for establishing services.

- As of 2019, the City of Fredericton has made recreation cards mandatory for sports program registration. The City of Fredericton has established recreation service agreements with the following jurisdictions: The Village of New Maryland, Douglas, Estey's Bridge, Maugerville, Noonan, Hanwell, St. Mary's, as well as New Maryland LSD (Local Service District).

- Residents in jurisdictions with cost sharing agreements with the City of Fredericton are not required to pay for the recreation cards over and above the normal city resident user pay requirement. However, those outside will be required to pay and range from minor fees (for example for soccer, to significant fees for hockey).

The outside user fees are based on the cost per user to operate and maintain the facilities in question. These fees can be significantly high and therefore a disincentive for non-residents to participate. The message is clear: that a recreation service agreement between collaborating municipalities enables these costs to be spread out over the community as a whole.

2) General Fee Increase

In addition to more aggressive user pay policies, a general increase in fees is an option for the University. However, barring a substantial fee hike it is unlikely to have a significant impact and does not address the capital cost requirements for lifecycle renewal.

3) Sport Tourism and Events

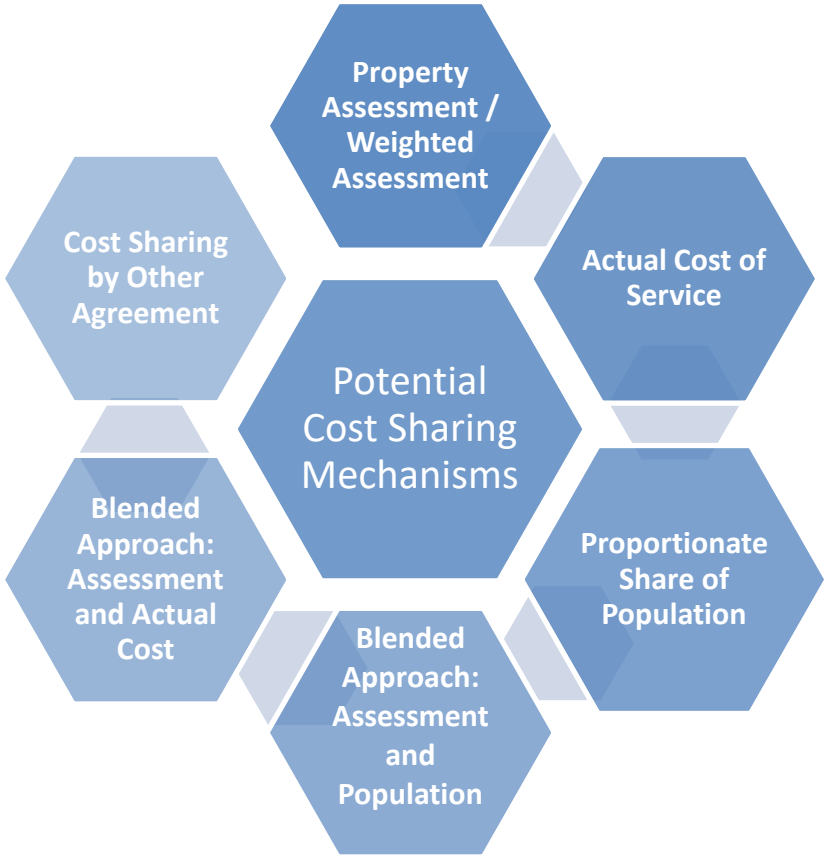
Thirdly, increased external revenue potential can be achieved through more events and sport hosting opportunities. Facilities will need to be upgraded to ensure they remain high quality venues for hosting events, tournaments and other gatherings. Event scheduling also needs to be balanced with community access. As we have noted earlier, The University and the Town should jointly develop Destination Acadia.

Cost Share Solutions

There are a range of methods to apportion cost for both operations and capital associated with municipal infrastructure and in this case University infrastructure serving the wider public. Appendix D provides a detailed description of the various cost sharing methodologies.

With regard to cost sharing for new community related infrastructure at the University, the most important requirement is to integrate the findings of this report with the regional planning exercise. It is important that agreements as to what additional facilities may be appropriate at the University (including the future of the existing pool) are assessed at the Regional level as a basis for an agreement amongst the regional partners.

Recommendation: The University and the Town of Wolfville should work with the Regional partners to establish i) the principle of cost sharing for both operations and capital for community-use facilities and ii) acceptable cost sharing approaches with respect to operating costs and capital required for new facilities that will include community use.



9 Operating Partnership Recommendations

9.1.Evolution of Operating Partnerships

The purpose of this strategic planning process is to establish an approach to governance and program responsibility, and ultimately cost and risk sharing between the University and the Town. Several principles underlie this:

- Build on existing co-operation and partnerships, both formal and informal that exist.
- Focus on greater operational integration between Acadia Athletics and the newly formed Wolfville Recreation Dept.
- Recognize that the full potential of operational partnerships or alternative forms of service delivery will only be realised through a commitment to invest in the Acadia Athletic Complex. Disinvestment and retrenchment from key services is unlikely to be in the longer-term interests of the University as it relates to community partnerships.

9.1.1. About Partnerships

While the term partnership is wide ranging, in this report it simply refers to a University's relationship with one or more external entities. For clarity, most relationships between the Universities and external partners will not be true partnerships from a business perspective. We refer to a partnership as an enduring relationship between the University and an external organization through which a degree of value and worth is received by both partners. These relationships can benefit a University by:

- maximizing the use profile of facilities during non-prime times for student use;
- expose students to new learning opportunities (e.g. recreation or kinesiology students developing and delivering community programming);
- increase income streams through formal rentals agreement, direct programming initiatives, memberships/day pass arrangements or registered programming;
- expand the University's reach into the community; and
- enhance the University's image and raise its profile as a valued community partner.

As demonstrated in the preceding examples, agreements between Universities and municipalities are most often tailored to meet the unique circumstances of the partners and consequently can range from simply rental agreements, joint use arrangements or more complex joint venture developments.

Setting the Stage for Partnerships

Public entities – such as Universities - often use logic models or decision frameworks to determine the most appropriate service delivery approach for new facilities and how the local community may be involved in the project. Effective frameworks provide answers to several important questions.

- Is the proposed facility or service needed by the community?

- Is the proposed facility or service consistent with the University's principles and values?
- Who is best equipped to provide the service within the facility?
- Will the interests of the University and its constituents be protected in a partnered arrangement?

Flexibility is an essential ingredient in functional frameworks because facility or program characteristics are frequently unique. And, community users may have expectations that do not align with the University's willingness to allow non-student access. There are several key questions that should be answered before entertaining the concept of a partnership for the development of a facility or a new partnered approach to service delivery.

- *What is the value of the asset for which a partnership is contemplated and what is the University's required investment to support the partnership? This is key in the current circumstance where capital investment by the University is essentially pre-requisite to resetting the operating cost and program liabilities between itself and the Town.*
- *Are there assets that would be required to support the facility so that it can serve both the student and community needs that would not be required if the facility was restricted to only student use? Again, based on the evidence of usage, the pool is least utilized by the University but would a decision to disinvest actually be in the University's best interests if, through partnership instead, both lifecycle and operating cost liabilities can be effectively shared?*
- *To what extent is the public expected to utilize the facility or service? Conversely, what would be the community impact if the facility or services were no longer available?*
- *In view of the size and complexity of the facility in question, what specific skill sets are required of the venue operator? Further, does the University's staff have the necessary skills or resources to best operate the facility or would additional expertise be required?*

Effective agreements are always well documented. Generally, the agreement provisions should describe:

- the purpose and basic background for the relationship;
- the obligations of the University and the third party – the municipality, a community group, etc;
- the practical aspects of the relationship; and
- the consequences of non-performance by either party.

To be successful, relationship agreements need to be proactively and effectively managed. It is not sufficient for the University to nurture a relationship with the local community or another outside group and then leave the partnering entity to its own devices. It should be the University's obligation to maintain an ongoing relationship with its partner to ensure that:

- service standards program quality is maintained;
- contractual obligations are met;
- required supports are provided; and
- potential problems are addressed through joint planning.

The Options under consideration include the following. Reference should be made to the appendices to this report which outline the various ways in which partnerships have been formed between universities and municipalities to share costs associated with university athletics services in exchange for effective public access and programming.

University Own/Operate/Staff and Program

This is the current operating model of all aspects of the Athletics complex and the reason that the University is seeking change. It remains a baseline model with some potential should there be a commitment by the Town to provide additional revenues to the University over and above the Town's contribution to the summer camps program.

A number of the examples in the appendices are predicated on municipal contributions, with some reliant on community membership fees and rentals (direct user-pay) as is the case at Acadia. Universities' motivations to partner with the local community or another outside entity are usually financially focused. For example, the relationship could provide a University with access to new sources of capital funding that may not otherwise be available. From an operational perspective, by expanding the user base beyond the school's normal constituents (students, faculty and alumni) the University can increase revenue streams from a variety of sources.

As is the case with the City of Toronto and U of T Scarborough, a municipality could decide to financially support a recreation facility's operations on the cost-sharing bases that take into account the proportion of use by each group of patrons. Due to their complexities and certain systemic impediments (such as nonalignment of capital budgeting cycles of the University and the local municipality), these types of development and use relationships are quite rare.

It is very common however for Universities to cater to the recreation or active living needs of a local community by providing public access to its facilities through the sale of memberships, day passes or registered programming. Universities may also deal directly with not-for-profit sport or recreation organizations that require access to facilities not available through the local municipal recreation department. As is the case in Guelph Ontario, the municipality endorses its residents' use of the University's facilities and services even without a formal agreement.

Universities might also be able to leverage the public's access to expand revenue opportunities that would not be available if the facility was exclusively used by the University's constituents. For example, U of T Mississauga has added the sports injury clinic tenant to its new athletic facility. The clinics rent structure is based on normal commercial terms and allows the University to participate in the clinic's success through a percentage rent formula,

As outlined in this report, further collaboration by way of municipal contributions to university athletic centre deficits is warranted but should not be limited to a negotiated payment of a proportion of annual deficits alone – rather, it should be based on a value proposition for the municipal partner such as in the form of a jointly funded staff position that can meet the explicit needs of the community for access to the facility and its programs, help define those programs, and in turn be a resource to the University that

improves its capacity to operate the facility. The resource would oversee a range of actions to ensure better co-ordination of activities, access, program development, marketing and advocacy.

This operating investment, of course, could be in addition to simple cost sharing of the annual deficit but it is far more likely that **cost-sharing through co-funding value propositions** will be politically tenable.

Recommendation: As an immediate action, the University and Town should conclude an agreement to co-fund an additional staff resource person equivalent to 1 full-time-equivalent (FTE) position, suitable qualified to meet the goals and objectives of this initial step in greater integration between the two organizations.

Recommendation: Establish the necessary agreements, Key Performance Indicators (KPIs) of the position, reporting protocols and governance through a standing committee of senior management of each organization.

This is a first step – additional staff resources potentially geared to identifying the appropriate division of responsibility could result in future years in the Town funding direct program delivery staff as well as life-guard personnel at the pool.

Town Operate Pool and Fitness

It is common practice for the owner of a recreation asset to acquire its operation through a third party. This is common for ice arenas in some larger urban centres as well as in aquatic centres although less common for the latter. The partnership arrangement would be comprised as follows:

- University retains ownership of the pool and is responsible for all building custodial and maintenance operations. However, these indirect operating costs of the facility (these are typically significant costs, see table below) would be cost shared with the Town on the basis of a mutually acceptable cost-sharing methodology;
- The Town would assume all direct operating costs and would be the responsible part for operating and programming the pool. This would necessitate the addition of the necessary full-time and part-time equivalent employment positions, the necessary corporate overhead costs, payroll, insurance, certification, training and other regulatory costs as may exist;
- Town would receive all revenues to the facility;
- The Fitness services are currently provided as a service to the University body as well as the community through memberships. These memberships give access to the fitness centre and pool. In view of this, it would be efficient for both services to be operated by a single entity.

As to the efficacy of this option, detailed discussions were held with University and Town staff, the result of which was a recognition that this model is premature at this time. However, there is no doubt this this division of responsibility would represent a value proposition – cost liability with program control for the Town rather than simply cost-sharing.

As the table below demonstrates, if revenues accrue to the Town, all direct programming costs as well, this is essentially a break-even

proposition. What would be at issue is the degree to which the indirect costs are allocated.

From the University's standpoint, removing programming liability even if it returns a revenue neutral position, is a benefit, while an incursion into it's annual indirect operating costs is highly beneficial. Furthermore, any cost shared amount could be transferred to a capital reserve for facility lifecycle purposes.

Pool					
Revenue					
Direct					
Facility Rental	-35,058.15	-39,812.62	-36,791.64	-34,415.69	-40,326.90
Public Swim	-12,637.45	-11,889.19	-12,432.31	-11,019.39	-15,297.63
Swimming Lessons	-75,492.63	-69,433.34	-63,025.72	-58,921.21	-49,964.08
Direct Total	-123,188.23	-121,135.15	-112,249.67	-104,356.29	-105,588.61
Revenue Total	**-123,188.23**	**-121,135.15**	**-112,249.67**	**-104,356.29**	**-105,588.61**
Expense					
Direct					
Admin & Lifeguard Salaries	104,080.40	98,806.39	108,098.80	92,932.56	92,704.82
Equipment & Supplies	7,014.90	4,343.35	4,002.05	4,804.39	5,622.52
Direct Total	111,095.30	103,149.74	112,100.85	97,736.95	98,327.34
Indirect					
Electricity	32,086.19	49,165.18	49,277.92	41,560.24	44,559.13
Heat	198,126.45	124,968.99	11,249.78	10,512.02	11,459.71
Phys Plant Labour & Material	145,329.30	142,609.84	163,535.87	151,274.85	171,269.38
Property Tax	1,172.11	1,192.73	1,227.79	1,271.03	1,244.05
Water & Sewer	6,766.34	10,298.46	4,168.38	11,279.07	7,987.57
Indirect Total	383,480.39	328,235.19	229,459.73	215,897.20	236,519.83
Expense Total	**494,575.69**	**431,384.93**	**341,560.58**	**313,634.15**	**334,847.17**
Pool Total	**371,387.46**	**310,249.78**	**229,310.91**	**209,277.86**	**229,258.56**

The goal of any such approach to realign responsibilities with the pattern of community usage of the pool, should be to consider the mechanisms to achieve **regional** buy-in for both any planned investment as well as cost share of net operating liabilities.

While the Arena usage would suggest that it too could be cost shared, there are practical limitations to the degree to which this can occur. To many, these kinds of campus facilities are the cost of doing business for the University. Given the use of the pool and it's condition however, there is clearly a regional model that can be conceived.

The alternatives to all of these possibilities is simply to either agree a cost-share solution and service areas (per Fredericton as an example) or charge higher fees for community use. As we have concluded, this may not be as effective as taking a more surgical approach to the entire matter of partnership, cost-sharing, program responsibility and pricing structure.

***Recommendation**: Pursue Option B as a medium-term possibility if Option 6 (pool renovation) is selected.*

Third Party Operator of Pool and Fitness

Universities and municipalities alike have partnered with service providers to operate their recreation facilities:

- Canlan Ice Sports operates a 6-pad arena facility on the campus of York University providing university and community programming as well as a raft of tournament services.
- YMCA operates the Kingston campus recreation centre at the St. Lawrence College of Applied Arts and Sciences.
- YMCA operates (with operating risk) the City of Clarence-Rockland Pool and fitness centre in a new building which includes the City Library as well.
- The YMCA, Wilfrid Laurier University and the City of Brantford have partnered on the development of a new multi-use community recreation complex and aquatic centre in downtown Brantford, Ontario.
- The YMCA (in Ontario) has embarked on a regional consolidation exercise to enlarge the service districts of certain of its regional organizations. Part of this plan involves greater co-operation with the municipal sector, including the provision of YMCA direct programming services at municipal facilities. This includes locations in more rural communities.

These examples demonstrate that there are valid questions to be answered as to whether the University has a business case to offer a prospective third party like the YMCA. Any third party would need to operate at a level of competence equivalent to the University and as such there are likely to be limited opportunities. The YMCA is a relevant opportunity. The examples above all have different operating models ranging from the YMCA taking on the role of operator for a management fee and limited operating risk to more comprehensive examples of risk-sharing partnership.

This opportunity is more likely to be viable in the context of new building which adds modern community-oriented facilities to the centre for which there is growing demand for programs and services. The university could always out-source part or all of its operations of the current Athletic Centre but the necessity of paying a management fee for this in addition to the normal operating costs (direct and indirect) as well as the complexity of Varity, academic, student and community uses, would render this likely unfeasible.

By contrast, a specific function such as a new aquatic centre and fitness facility has a high degree of viability as long as the business arrangements, risk sharing and any management fees payable result in a net gain to the University and municipal partners compared to University operation of the facilities.

Recommendation: Pursue Option C only if Capital Development Options 4 or 5 are selected.

9.2. Immediate Short-Term Partnerships Considerations

University – Town Partnerships

Policy Directions:

- University is shifting emphasis from Varsity to general recreation, both to serve internal needs and those of the wider community.
- A commitment to Destination Acadia and sport tourism (supported by the Town) and a corresponding need to align this with community access. Event boosting is further recognition of the University's net value to the Region.

Recommendation: *Staff resource to effectively manage allocations of, improve hosting event role, address community requests and govern access according to any agreed policy.*

Recommendation: *Policy for access, protocols, calendar entries as far in advance as possible or no less than 12 months. While it is managed by an assistant now, the access policy needs to be revamped and an allocation policy taking it further.*

Recommendation: *Work effectively and in a timely fashion to make Destination Acadia part of Destination Kings County.*

Recommendation: *Town to sit on Destination Acadia governance board.*

Recommendation: *Town should be involved in allocation policy/access policy development and could co-fund staff resource (as part of a larger role also co-funded).*

Intra-Mural/Community Connection

- Recognition that intra-mural program success is a necessary contribution in order to maximize student recruitment and retention.

Recommendation: *Establish ways in which an enriched intra-mural offer at the Athletics Complex could be tied to create opportunity for community use. This enables a contribution of:*

- *Current unmet intra-mural demand for a wide range of recreation permits (not just team games),*
- *Current and potential demand for a greater array of community-level programming,*
- *Creation of services and service delivery that creates an innovative general recreational program offer as a best practice example of University/Community relations.*

Recommendation: *Improve awareness of the University facility within the Community / Improved Marketing.*

This is part of the recognition that Acadia University is an essential provider of recreation facilities and services within the Region. This is an observation made by both the 2015 Indoor Recreation Facilities Assessment and Gap Analysis of the Town of Wolfville and the most recent Kings County Regional Recreation Needs Assessment.

In order to achieve this in a way that fully promotes the facility as part of a regional recreation system a funded and cost-shared recreational co-ordinator position is required. This aligns with Recommendation S.2 of the WSP (2015) report which promotes a centralized resource person for services management on behalf of all users – University, user groups and individuals.

Recommendation: *Support the cost-shared recreation co-ordinator role with a standing oversight committee.*

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Appendix B:
DESIGN REVIEW

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CBCL LIMITED
Consulting Engineers

May 28, 2019

Jonathan Hack
Sierra Planning & Management
206 Laird Drive, Suite 200
Toronto, ON, Canada, M4G 3W4
E-mail: jonhack@sierraplan.com

Dear Mr. Hack:

RE: Acadia University Athletics Centre and War Memorial Gymnasium
Engineering Observations for Business Plan

Overview

The Acadia Athletics complex is comprised of three main sections with multiple smaller connected developments. The main sections are the original 1920's gymnasium, the main 1967 gymnasium and pool complex, and the 1988 ice arena.

The original 1920's gymnasium building is now used as academic space for the department of Kinesiology and is generally outside the scope of this study.

The main gymnasium and pool building was added in 1967. Various renovations have been completed in this part of the facility including air conditioning added to the main gymnasium hall and the level 300 smaller "practice gym". The "practice gym" was converted to fitness space approximately two years ago. The new air condition unit serving these spaces is a Carrier 25-ton model with electric heat and is located outside on level 4 and level 3 roof.

Some additional pool ventilation was added as part of the energy performance contract work, around 2007, and the ventilation unit for this is located outside on grade at the southeast end of the facility. Domestic water and pool pre-heating systems using waste heat from the ice plant were also added at this time.

In 2005, an addition, housing the campus book store at level 300, and the motion Laboratory of Applied Biomechanics (John MacIntyre mLAB) at level 200, was completed.

The ice arena at the north end of the facility includes an Olympic size ice surface, 1,800 seats for spectators, and is the newest main section of the facility, having been added in 1988. The ice plant was replaced in 2007 as part of the energy performance contract work and the new ice plant is located in a new, attached, purpose built mechanical room at the northeast corner of the arena. The ice plant is a modern Cimco refrigeration plant with waste heat used for ventilation pre-heating, domestic water pre-heating, and pool heating around the facility. A cooling tower for heat rejection is also located on the roof of the new service room.

The Stevens Centre addition on the east side of the arena was completed in 2017 and includes new locker rooms for varsity sports teams and a high performance fitness training facility.

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Mechanical Systems Summary

The following is a summary of the mechanical systems at the Acadia University Athletics Centre:

- Pool systems and water heating are in the mechanical spaces at and below the pool deck at the south end of the building. Most of the equipment in this part of the facility dates back to the original 1967 construction. Significant effort has been expended to maintain this equipment, including the lining of some of the pool piping which has reduced water leakage significantly, and the addition of ventilation and ice plant waste heat system in 2007. However, the equipment in these spaces is generally beyond its life expectancy.
- Original gymnasium ventilation systems are located in the mechanical ventilation rooms at level 400 on the east side of the main gymnasium. The new air conditioning unit is located outside at this same elevation.
- A main water entrance and sprinkler room was added with the addition of the arena and is located at level 200 at the southwest corner of the arena where it connects to the main gymnasium building.
- The ice plant (the new ice plant is only accessible from the exterior) and arena mechanical services are generally in the mechanical spaces at the south side of the arena building.
- Most of the facility is protected with a fire sprinkler system, but it is important to note that not all parts of the facility have sprinkler protection. It is unusual for facilities to have partial sprinkler coverage although this reflects the piece by piece development of this facility. Current relevant building codes require that if a facility is sprinkler protected then the entire facility must be protected.
- There are other miscellaneous mechanical equipment and ventilation spaces around the facility.

Electrical Systems Summary

The following is a summary of the electrical systems at the Acadia University Athletics Centre:

- Two utility service entrances: one in the arena area, and one in the pool area, however, over time it appears as though specific building loads have been fed from both electrical utility connections, making a clear delineation of one system from the other difficult to ascertain.
- Distribution throughout the building is at 347/600 V or 102/208 V, and feeds lighting, mechanical/process loads, as well as general building loads.
- A large feeder has been installed from the pool electrical room to the arena side of the facility, further demonstrating the interconnected nature of the facility's electrical distribution system.
- LED fixtures appear to have recently been added to the arena's ice surface area to augment the existing lighting, with a number of existing high-intensity discharge (HID) sources left in place.
- The majority of building lighting appears to be a mix of fluorescent and LED sources. The LED sources generally appear to be in good condition, however, the fluorescent fixtures appear to be nearing their end of life and replacement should be considered.
- Telecommunications equipment is distributed throughout the Athletics Centre, with the majority of head-end equipment being installed in combined electrical and

telecommunications rooms. While this was an acceptable practice when installed (and is, therefore, presumed to have been grandfathered), it would not meet today's requirements of the authority having jurisdiction.

General Engineering Observations

The following is a summary of the general engineering observations at the Acadia University Athletics Centre:

- Main utility service entrances and major building services equipment exist at both ends of this facility – In the pool mechanical spaces and the arena services spaces. It is significantly impractical from a structural, mechanical, or electrical perspective to consider partial demolition of the 1967 gymnasium and pool building.
- Existing building services systems associated with the pool, and ventilation systems for the gymnasium, are at or beyond their life expectancy and we anticipate steadily rising maintenance cost and inconvenience associated with continued operation.
- Infilling existing exterior courtyards to create more functional and multi-seasonal space would be practical additions to the facility from a mechanical and electrical perspective, but new mechanical systems would have to be designed into these renovations to accommodate the future use.
- Facility management reports that the ice plant cooling tower is sized with the assumption that some waste heat is always directed to building heating uses. At certain times of the year, there is excess waste heat from the ice plant and the tower does not have the full capacity for heat rejection. If the pool was removed from the facility, consideration would have to be given to either replacement of the existing cooling tower or installation of additional heat rejection equipment.
- The Sodexo condition reports appear to accurately reflect the inventory and condition of the existing building systems.

Yours truly,

CBCL Limited

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Project No: 190400

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Appendix A:
BUILDING SYSTEMS – OBSERVATIONAL REVIEW

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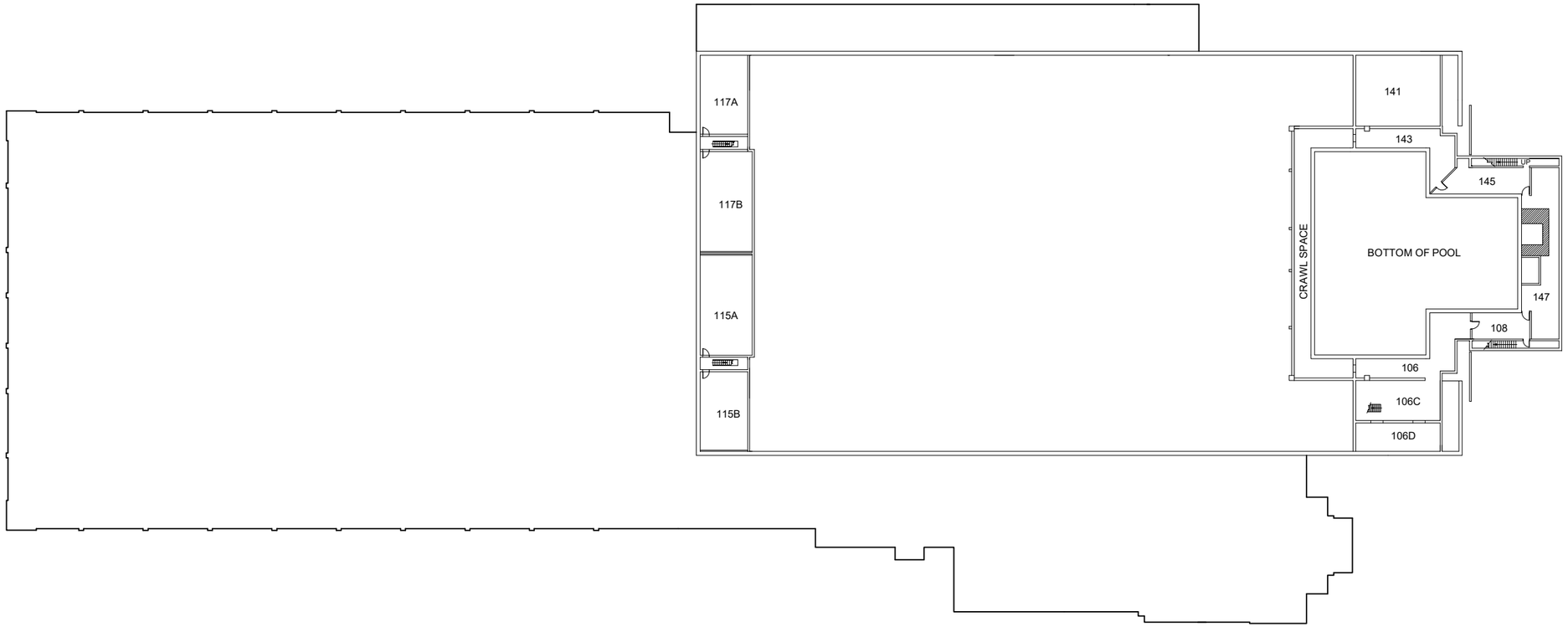
LEVEL 100

- RINK
- GYM
- POOL
- VERTICAL CIRCULATION
- OTHER
- SERVICE
- NIC



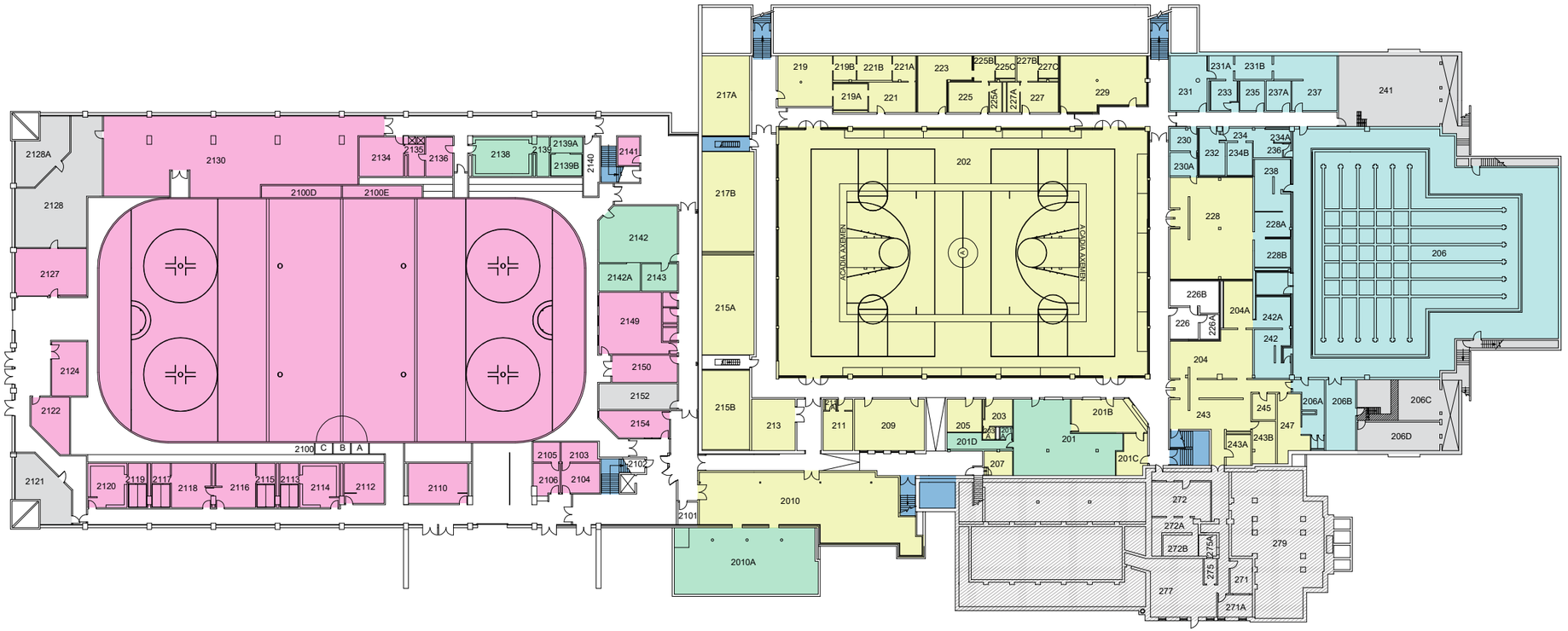
WAR MEMORIAL GYMNASIUM + ARENA
ACADIA UNIVERSITY, WOLFVILLE, NS

0 10' 20' 40'

FBM

LEVEL 200

- RINK
- GYM
- POOL
- VERTICAL CIRCULATION
- OTHER
- SERVICE
- NIC



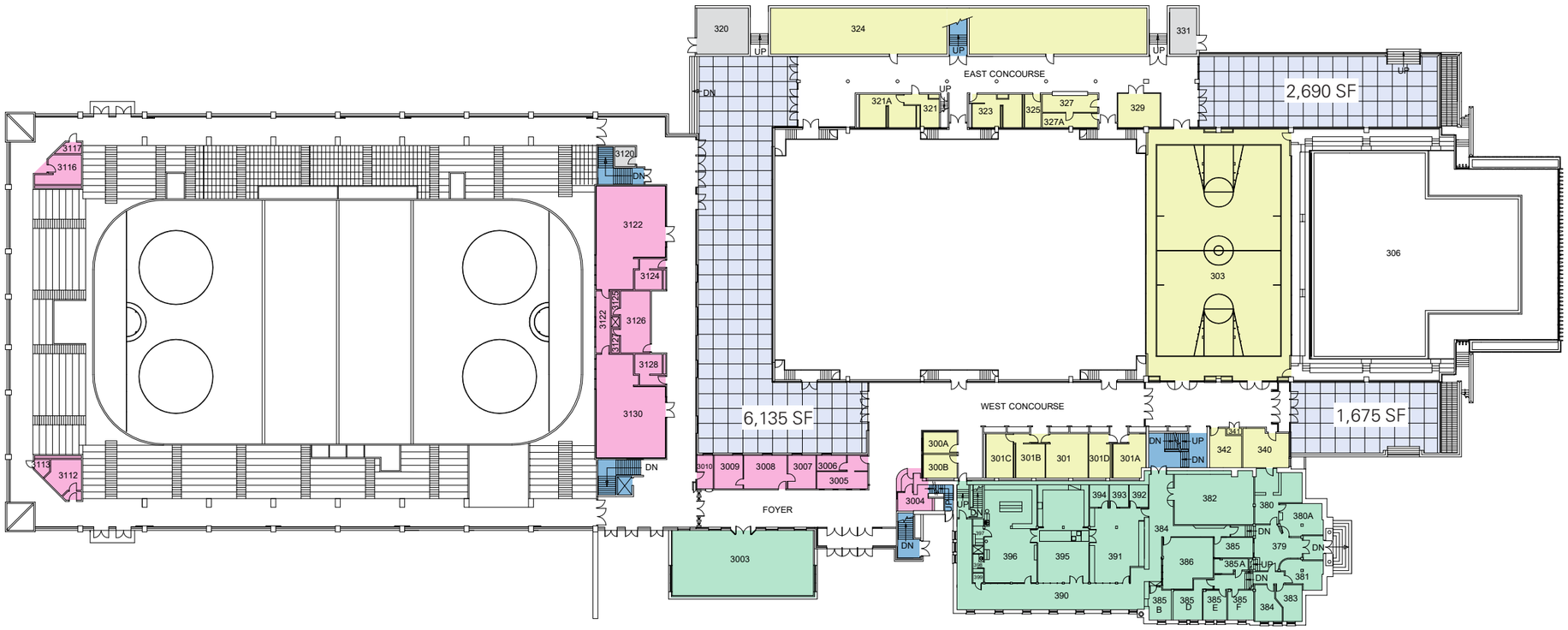
WAR MEMORIAL GYMNASIUM + ARENA
ACADIA UNIVERSITY, WOLFVILLE, NS

0 10' 20' 40'

FBM

LEVEL 300

- RINK
- GYM
- POOL
- VERTICAL CIRCULATION
- OTHER
- SERVICE
- NIC



PATIO SPACE WITH POTENTIAL TO BE CONVERTED TO INDOOR SPACE:

6,135 SF
2,690 SF
1.675 SF

10,500 SF

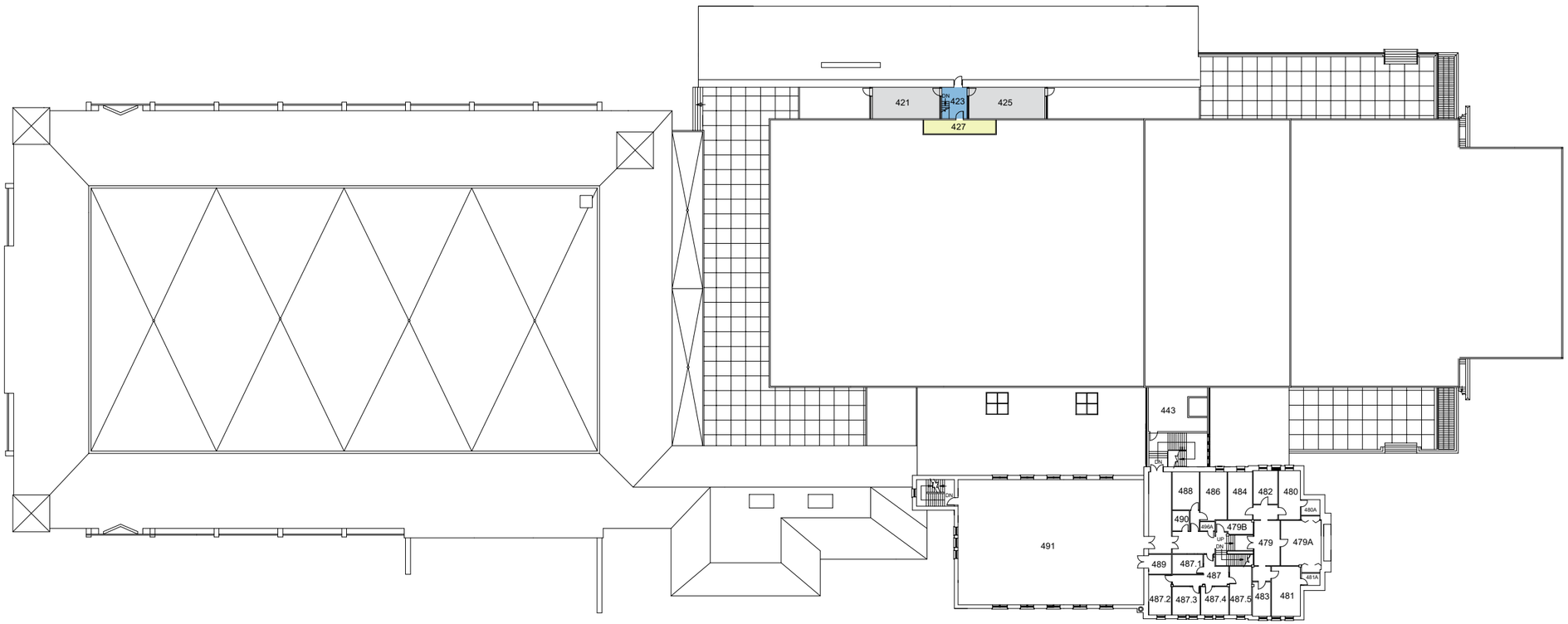
WAR MEMORIAL GYMNASIUM + ARENA
ACADIA UNIVERSITY, WOLFVILLE, NS

0 10' 20' 40'

FBM

LEVEL 400

- RINK
- GYM
- POOL
- VERTICAL CIRCULATION
- OTHER
- SERVICE
- NIC



WAR MEMORIAL GYMNASIUM + ARENA
ACADIA UNIVERSITY, WOLFVILLE, NS

0 10' 20' 40'

FBM

Appendix C:
EXAMPLES OF PARTNERSHIP

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Appendix C: Examples of Partnership

Market Trends and Best Practice

Our work includes a comprehensive showcase of relevant examples in a rural and urban setting in different regions of Canada, commensurate with our own experience of university/municipal well as other institutional cost-sharing and shared service delivery models.

There are many similar examples: our recent work for the Capital Area Recreation Inc. (CARI) in Charlottetown involving a twin pad/pool/fitness facility built in 2006 on the UPEI lands and cost shared (Capital and Operating) between the university and the City of Charlottetown, shows how the day to day operations are vital to success. There is a need to ensure at all times the necessary balance is provided between subsidized community access and university/tenant access to the facilities. Governance then becomes critical and the configuration of an independent board and its obligations for maintaining equity are relevant to any business planning exercise.

There are many examples of partnerships and it will be important to distinguish between these examples in terms of the scale of assets under partnership arrangements, the intent of the partnership, treatment of risks in financial operations and capital planning, and the solutions provided.

Examples

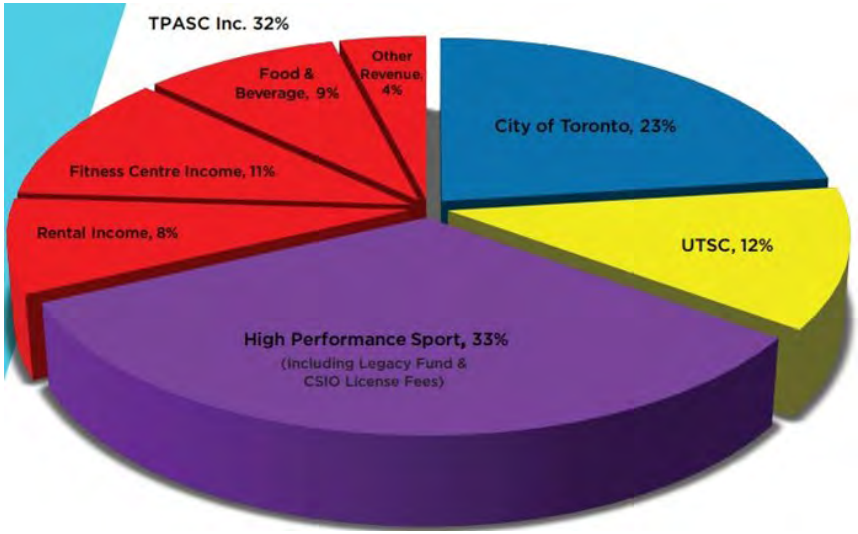
University of Toronto at Scarborough-City of Toronto - Toronto Pan Am Sport Centre;

The Toronto Pan Am Sport Centre was originally developed to host the aquatic events of the 2015 Pan American Games. Canada's Federal government contributed 54% of the capital cost to develop the facility with the University of Toronto and the City of Toronto combining to fund the remaining 46% of the development cost. As part of the development agreement, the City and University also co-funded the development of support facilities not required for the aquatic events which would be required to accommodate student needs as well as the recreation needs of the surrounding community. The most significant of these additional facilities is a multi-purpose field house.

The facility is co-owned between the City and the University and is governed by an independent management board that oversees an operations committee. Both committees are made up of University, City and outside representatives. The Board of Directors consists of 5 representatives from the University, 5 from the City, and 1 chair that rotates every 24 months between the University and the City. The facility receives annual subsidy support from a legacy fund that was created as part of the government's commitment to the Pan Am games. Program and rental revenue is budgeted to cover approximately 20% of the annual operating cost of the facility. The balance of

the annual operating cost is subsidized by the University and City – with the university's share being modestly higher than the City's. Guaranteed funding from the owners, a Legacy Plan and Capital Reserve has enable the Centre to focus on diversifying revenue streams to offset rising operating costs, as shown in the breakdown of revenue sources below.

ExhibitC-1: TPASC Fiscal 2018 Revenue



Source: 2018 Toronto Pan Am Sports Centre Annual Report

In 2018, the facility experienced a year-over-year growth of 200,000 visits, totally 1.4 million visits. This represents a continuation of the trend in annual growth since 2015. Both University and City program participants increased their usage, and Fitness Centre membership grew to nearly 3,300 members in 2018.

According to officials from both the University and the City, the management and operating arrangement is working relatively well and the facility is performing in accordance with its annual budgets. An integrated program model, unified brand strategy (that depicts the partnership arrangement along with the wordmark and symbol), High Performance Sport & Community Advisory Councils, and Tri-party (University, City, and Toronto Pan Am Sports Centre Inc.) collaboration ensures that all stakeholders' needs are addressed, and the Centre is able to maximize utilization. University officials suggest however that the commitment to extensive community use somewhat limits

expanding the recreational and athletics program to meet the needs of an increasing student population. Furthermore, there is heightened pressure on the University to limit increases in student fees that are dedicated to support the athletic facility.

Given the experiences at the Scarborough campus, the University decided not to formally partner with the City of Mississauga when it developed its new athletic complex at its Mississauga campus. While the U of T Mississauga offers community use, it does not have any formal obligation to the municipality and hence is free to make its own programmatic decisions - that are generally in favour of the student population. This is an important fact given that the U of T Mississauga student population has more than doubled since the new facility was developed.

University of Guelph

The University provides the Gryphon Centre Arena (twin pad facility), the Gryphon Field house (4-lane 200 M track and a synthetic turf sports field) and the new Guelph Gryphon Athletics Centre. The Athletics Centre, which was attached to an existing pool includes:

- 2,200 seat gymnasium
- fitness center
- fitness/cardio studios
- combative rooms
- wrestling room
- 5 squash courts
- events centre
- rock climbing wall
- 10 team rooms
- meeting/class rooms
- student lounge & cafe

The capital cost to build the Athletics Centre was approximately $70 M. The funding arrangement included a traditional financing package for approximately 80% of the total capital cost of the facility. A student levy was utilized as the covenant to guarantee and pay for the loan. The balance of the capital cost was paid for through donations and capital reserve funds on hand.

According to University representatives, U of G is becoming the single largest provider of recreation services to the community. The University and the City had a formal operating agreement for the twin pad arena between 1988 and 1998. However, after its expiry, the

agreement was not renewed. Therefore, there has been no formal operating or public access arrangement between the University and the City for more than a decade.

To date, the municipality has not contributed any capital funds to University owned facilities. The public gains access to the U of G facilities through a combination of registered programs, single use access fees or memberships.

University of British Columbia – Okanagan (UBCO)

Indoor facilities at UBCO include a 16,800 square feet gymnasium capable of accommodating four volleyball courts, two basketball courts or ten badminton courts. The gymnasium also offers over 800 theatre-style bleacher seats that are deployed when the venue hosts tournaments and other events. Adjacent to the gym is a fully equipped cardiovascular and weight training exercise room that is a popular amenity among students. Finally, the facility includes an indoor walking/running track.

UBCO's indoor facilities are almost entirely occupied by student use during the school year although annually re-occurring community-based tournaments and other special events are organized in the gymnasium on certain weekends, Christmas and March breaks. Child focused camps and other community recreational activities occur at UBCO in the summertime. The University either operates these programs on its own or rents facility time to community organizations that undertake their own programming. There is currently no formal operating arrangement between the University and the City of Kelowna.

The City of Kelowna began exploring the program and facility development implications of replacing an aging recreation complex – the Parkinson Recreation Centre (PRC). As part of its public consultation process, the City engaged with the University to determine the viability of a "joint use centre" that would serve the needs of both UBCO's student population and the recreation needs of the City's rapidly growing population. The partnership discussions were expanded to include Okanagan College (OC). OC does not own any sport or recreation facilities and therefore rent gym time in an adjacent high school.

As directed by City Council, staff brought a local school district (SD23) into the planning discussions and began a conceptual space planning exercise to estimate the size and scope of a joint project and the order of magnitude capital cost estimates. The space planning process resulted in the introduction of new facility components that were not initially contemplated for the PRC redevelopment but would be required by SD23 or the University. The most significant addition has been the expansion of the number of gymnasia so that the revitalized PRC can become a regional sport court tournament centre.

Planning discussions have progressed to the point of developing facility management and operational considerations, joint vs. exclusive use areas, access and egress controls and an operational cost sharing formula. The timing of the redevelopment project will be contingent on the availability of funding from senior levels of government.

Trent University Athletic Centre – Peterborough

In 2011, the City of Peterborough entered an agreement with Trent University to support the renovation and expansion of Trent University's Athletic Centre. The City agreed to make five payments of $200,000 spread out between 2011 and 2014. The governance arrangement for the agreement consisted of a coordinating committee of four persons, two being Recreation Services representatives from the City and two athletics/recreation representatives from the University. The Committee was empowered to make recommendations to the University concerning the operation of the Centre and the development and usage of the Centre by the University and the community, including commercial opportunities and the potential for development of join programming.

The agreement includes the provision by the University of $15,000 in annual subsidies for community memberships and camp attendance for fifteen years, with the amount re-assessed during the fifth year. The University also agreed to allow use of the swimming pool at a reduced rate for swimming clubs and Aqua-fit classes for senior citizens, as well as cover all costs associated with the collection of revenue and the managing and delivering of swimming lessons.

The University agreed to make provision for space to a list of local sports clubs and to offer and run joint programming with local clubs.

The University also agreed to make the Justin Chiu Stadium and the East Bank Field available for use to local sport association and public-school boards at a specific rental rate (to be re-negotiated after two years)

University of New Brunswick – Fredericton and Saint John campuses

- The Richard J Curry Centre - the facility spans 139,000 square feet and includes three full gymnasia, an indoor track and fitness facilities.
- The Lady Beaverbrook Gymnasium - the facility includes a main gymnasium, a pool, climbing wall and squash courts.
- The Canada Games Stadium - includes an artificial track and throwing areas
- Then G Forbes Elliott Athletic Centre - this facility includes three gymnasia, a weight room, a cardio fitness room and the multipurpose group exercise room.

The general public has access to these facilities through a variety of points of entry including facility rentals, registration in programs that are available to the public as well as memberships to certain facility features. There does not seem to be a formal relationship between University and the local municipality.

Saint Francis Xavier University - Antigonish Nova Scotia

- Oland Centre (1967) – contains the main auxiliary gymnasium, four racquetball courts, two squash courts, a varsity weight room and athletic therapy areas.
- Charles V Keating Centre – the facility includes two ice surfaces (a main rink and a community pad) an associated support chamber, etc. In the off season, the facility is utilized as a conference centre.

The local community has access to the facilities through facility and rental agreements, day passes or memberships. There does not appear to be any formal relationship between the University and the municipality.

Wilfrid Laurier University Brantford Campus - Brantford

The Laurier Brantford YMCA complex opened in 2018.

The 120,000-square-foot facility includes:

- An aquatics centre with two tank pool for lane swimming, swim lessons, aquatic fitness and therapy, plus an on-deck hot tub for teaching, fitness, therapy and leisure.
- Five inclusive member change rooms, which include: family/universal access, adult general male and female, and adult-only male and female change rooms, plus four team change rooms for Laurier Athletics and other special events.
- A child-minding area.
- A youth zone for recreational, social and leadership development programs.
- A double gym designed for sports and competition with retractable stadium seating for 860 people, plus taping and first aid room for event athletic therapists.
- A single gym for drop-in sports and larger programs.
- A fitness centre with state-of-the-art stretching, small group training, cable machines and cardio equipment with Wi-Fi capabilities for fitness programs and access to apps.
- Health intake consultation rooms for specialized community-based health care programs in partnership with Hamilton Health Sciences and Brant Community Healthcare System.
- Three studios for a large variety of group fitness classes, including Cycle Fit and dance.
- Multi-purpose spaces for social, educational and cultural programming.
- A 3,498-square-foot strength area for strength equipment, pin loaded and free weights (2.5 to 100 lbs).
- A student lounge for group work and socialization.

The facility serves residents of Brantford, Brant County and Six Nations, the postsecondary institutions in the community, including Laurier and Conestoga College, and other visitors. Funding sources included the City of Brantford, provincial and federal governments, Laurier's

Students' Union, and private donors. An atrium wall in the Water St. entrance to the new Laurier Brantford YMCA recognizes major donors to the project.

The Laurier Brantford YMCA complex serves all members of the community, from student athletes to children's aquatic classes and adults participating in cardiac rehabilitation programs. Because of the YMCA's policy of making its facilities available to all regardless of ability to pay, the new facility is truly universally accessible.

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Appendix D:
COST SHARING METHODOLOGIES

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Cost Sharing Models

Principles and Scope

The proposed approach to cost sharing starts with recognition of the benefits of collaboration. Cost sharing for future capital costs and operating costs requires a framework that is based on demonstrated regional function of facilities.

The most important principle in establishing cost sharing agreements is agreement to the principle of collaboration itself to create a net benefit for each community. These benefits are not necessarily financial but include qualitative benefits such as improved long-term access to recreation, leisure, and the improvement in health and wellbeing. The relative importance of these outcomes will be determined by each.

In terms of capital versus operating cost sharing

- Cost sharing is more often used for cost recovery of operating costs.
- Collaboration in land use planning for regional growth is common including hard infrastructure such as roads and servicing.
- Collaboration in planning for and funding discretionary capital investment, such as recreation facilities, is less common.
- Cost sharing agreements are often based on specific circumstance rather than strict adherence to one single method. Agreements often evolve over time.
- Cost sharing for new facilities across municipal boundaries is often based on negotiated solutions which demonstrate the principle of collaboration. There is less concern with a strict assessment of ability to pay or actual usage of facilities and services.
- Recreation is not a mandated service. Recreation is locally consumed and most often locally managed.
- Collaboration is often organic based on a demonstrated desire to avoid duplication or the inability of one party to fund its own duplicate facility. It reflects commitment to the principle of achieving greater value for money in asset development, facility management and services.

HAMPTON REGION LEISURE SERVICES DEVELOPMENT COMMITTEE, NB

Representatives from:

- LSD of Hampton
- LSD of Kingston
- LSD of Norton
- LSD of Springfield
- LSD of Upham
- Town of Hampton

Guiding Principles:

- RSC8 representatives indicated interest in collaborating in recreation service provision

Successes:

- Regional Activity Day
- Regional leisure services guide
- Explored public interest in regional multi-purpose facility with facility design/operating model
- New Facility to be cost shared through tax base proportionality

Approach to Cost-Sharing Formula: It's About Collaboration Not Just Cost-Sharing	
Lead Principles	Benefits
Regionality – the benefit of "Planning and Managing at a Regional Scale" for those who want to participate.	Better forward planning and decision making framework
Collaboration First – Cost Sharing and Risk Sharing are one type of benefit arising.	Collaboration can create non-monetary benefits, mitigate risks, a promote excellence in service. Cost Sharing is based on benefits outweighing costs.
Cost and Risk Sharing produces direct net benefit to parties involved.	Different equation/solution by type of asset and by number of partners but principles of collaboration are the same regardless of type of collaborative action.
Breadth of Collaboration	
	Evolves over time; processes to enable collaboration must first be in place.
Outcomes	
Major Capital and Operating Decisions	• Rationalized Assets; • Lower burdens on tax base; • Excellence in Joint Use Agreements; • Opportunity to engage in Alternative Service Delivery and Public-Private-Not-for-Profit Partnerships; and • Cost Share of Capital can lead to Cost Share of Operations.
Routine Capital Decisions/Planning and Operational Collaboration	• Collective purchasing agreements for capital replacement needs and operational goods and services; and • Evolution of Collaboration on program development, standardization of services (enhancement), marketing cost, and innovation.
Best Practice for Local Service Delivery, Regionally Planned	• Regional Capacity Building – and extended to the School Boards (French and English); • Asset Management Best Practice; • Enhanced Service Delivery and value for $; and •

Alternative Methods of Cost Sharing and Recommended Approach

Cost Sharing Mechanism	Key Features	Frequency of Use
Property Assessment and/or Weighted Assessment	Distribution of costs of service based on relative value of property assessment (often weighted[1]) of participating municipalities (tax-based proportionately).	Very common for a range of services including a range of regionally delivered services as well as recreation.
Actual Cost of Service	Calculation of cost share based on actual cost of service consumed by each participating municipality. Measures typically include direct measures of use (numbers of people using service by residence) or indirect measures such as the location of the service or facility. Method often used but open to criticism as to data used to calculate usage and cost.	For specific services (often limited to operational costs) this method is used to calculate cost share – typically for delivery of certain municipal services delivered on a regional scale (land ambulance, social housing, childcare and welfare services). Clear trend in favour of using actual cost in some form when calculating cost share.
Proportionate Share of Population	Often a simple means to allocate cost based on share of total population within service area. Assumes population is an acceptable measure of usage. Avoids criticism of weighted assessment which is based on ability to pay.	Suited for services consumed by the general public. Not suited for user-specific services.
Blended Approach – Assessment and Population	Blending can reduce the negative impacts associated with each individual approach.	Less common.
Blended Approach – Assessment and Actual Cost	Blend of both approaches – often a majority % based on weighted assessment and minority % based on actual cost.	Increasingly common.
Cost Sharing by Other Agreement	Often not based on data but recognition that each municipality will gain from the facility and cost sharing is appropriate. Often a negotiated share of costs for capital and operations.	Very common in recreation as a non-mandated service.

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