



**MUNICIPALITY OF SOUTH HURON**

**South Huron  
Recreation Projects**

**A Path Forward  
May 8, 2017**

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## **Introduction and Background**

The South Huron Recreation Centre (SHRC) project and Exeter and District Pool (Pool) project have been a part of the Council agenda for several years.

The purpose of this paper is outlined as follows:

- To build upon the framework that resulted from the Options Paper presented on February 13, 2017 and reaffirm that these two recreation projects are separate and distinct.
- To assist Council to develop a clear vision for these two capital projects.
- To assist Council to provide clear direction to Staff to ensure that vision is achieved.
- To develop a draft plan for both projects based on the research, public input and framework presented to date.

Since fall 2016, the following provides a synopsis of actions to date:

On November 1, 2016, a Committee of the Whole meeting was held and a presentation was made by Ms. Grace Wang and Mr. Bob Prince of Invizij Architects Inc. The presentation was designed to clarify proposed recreation centre upgrades and next steps to proceed from the preliminary design to final construction.

As part of the presentation, it was noted that the feasibility study for the SHRC and the Pool was completed in 2013, following two full day workshops and various public input sessions.

The overall scope of work presented provided the following:

- Seven new change rooms, 2 are accessible
- Renovated lobby and warm area
- Renovate existing washrooms
- New multipurpose room
- Second floor warm viewing room
- Walking track

The overall scope of work for the Pool provided for the following:

- New concrete block load bearing walls with exterior cladding TBD.
- New Aluminum Door Frames with Fiberglass Doors.
- New Wood Framed Single Sloped Roof Structure with asphalt shingles.
- New Walls around Barrier Free Washrooms to be insulated for all season use.
- New windows in the staff room to be Aluminum framed.
- Interior walls finish for the Men's Change Room, Women's Change room, Barrier Free Washroom and Change Rooms and Shower/Corridor to be Ceramic Tile.
- Interior wall finish in the Staff room, Pool Equipment Room, Mechanical Room and Electrical Room to be Painted Concrete Block.
- New 6" thick reinforced concrete floor slab with Porcelain Tile Finish (in all rooms except Pool equipment, mechanical and Electrical which will be concrete floor finish).
- Ceiling finish to be exposed Wood Deck throughout.
- Pool Equipment & Mechanical Room - See Mechanical /Pool Consultants Design Brief for details of this space
- Electrical Room - See Electrical Consultants Design Brief for details of this space
- Men's and Women's Change Rooms -
- Change Area: Wood benches & Coat Hooks in each room
- Washroom: One water closet stall, Millwork Counter with 1 lavatory & related accessories in each room
- One Barrier Free Shower & related accessories in each room.
- Two pool deck exterior shower heads
- Barrier Free Washroom - Install Toilet, Sink & Related Accessories
- Barrier Free Washroom & Family Change Room - Toilet, Sink, Barrier Free Shower & Related Accessories
- Staff Room - lockers, Counter with sink and cupboards above and below
- Demolishing the existing pavilion in its entirety and landscaping the area where the existing pavilion is demolished.

On November 14, 2016, a follow-up Committee of the Whole was held for Council to deliberate on the findings from the November 1, 2016 meeting and alternatives that could be considered through a Staff investigation. As a result, key recommendations to Council were developed and subsequently approved at Council on November 21, 2016:

**Motion:** #CW07-2016  
**Moved:** C. Hebert  
**Seconded:** D. Frayne

**That South Huron Committee of the Whole hereby recommends to South Huron Council that we do not move forward with an indoor pool.**

**M. Cole requested a recorded vote.**

<b>M. Cole</b>	<b>Nay</b>
<b>T. Tomes</b>	<b>Yea</b>
<b>M. Vaughan</b>	<b>Yea</b>
<b>C. Hebert</b>	<b>Yea</b>
<b>W. DeLuca</b>	<b>Yea</b>
<b>D. Frayne</b>	<b>Yea</b>
<b>T. Oke</b>	<b>Yea</b>

**Disposition:** Carried.

**Motion:** #CW08-2016  
**Moved:** D. Frayne  
**Seconded:** W. DeLuca

**That South Huron Committee of the Whole recommends that the CAO bring forward an alternate plan and approximate costing for the outdoor pool upgrades to Council that includes;**  
**Accessibility ramp,**  
**Interior washroom and change room renovation;**  
**Mechanical equipment as required, as well as refurbishing the tub, if required.**

**W. DeLuca requested a recorded vote.**

<b>W. DeLuca</b>	<b>Yea</b>
<b>M. Cole</b>	<b>Yea</b>
<b>T. Tomes</b>	<b>Yea</b>
<b>T. Oke</b>	<b>Yea</b>
<b>D. Frayne</b>	<b>Yea</b>
<b>M. Vaughan</b>	<b>Yea</b>
<b>C. Hebert</b>	<b>Yea</b>

**Disposition:** Carried.

**Motion:** #CW09-2016  
**Moved:** C. Hebert

**Seconded: T. Oke**

**That South Huron Committee of the Whole recommends that staff proceed with the following studies to move the recreation centre project forward;**  
**Boundary and topographical survey**  
**Geotechnical investigation**  
**Designated substance survey**  
**Energy audit review/plan; and**

**That this work be funded from the 2016 Engineering Budget for the Recreation Centre.**

**Disposition: Carried.**

**Motion: #CW10-2016**  
**Moved: C. Hebert**  
**Seconded: T. Tomes**

**That South Huron Committee of the Whole recommends that staff be authorized to work with Invizij on Option 2a to bring back options of a one floor or two floor renovation for the recreation centre, including the requirements included in the Option 2a concept.**

**Disposition: Carried.**

Based on the above, Staff undertook a review of the two projects to assess potential alternatives. Staff findings were presented to a Committee of the Whole on February 13, 2017 through an Options Paper. The analysis of options was presented based on a framework of professional services requirements; Asset Management Plans and lifecycle costings; accessibility; permitting requirements and work plans. The options presented were as follows:

- Do nothing
- Repairs and maintenance
- Retrofit and upgrades (accessibility)
- Re-design

Based on the discussions, the following recommendations were drafted:

**Motion: #CW13-2017**  
**Moved: W. DeLuca**  
**Seconded: D. Frayne**

That South Huron Committee of the Whole recommends to Council that Council approves the Invizij proposal for upgrades to the Exeter Swimming Pool; and that the change rooms be moved to the south side of the swimming pool, up to a cost of \$2.5 million.

M. Cole requested a recorded vote.

<u>Committee Member</u>	<u>Yes</u>	<u>No</u>
M. Cole		X
C. Hebert	X	
T. Oke	X	
D. Frayne	X	
W. DeLuca	X	
M. Vaughan	X	

Disposition: Carried.

Motion: #CW14-2017  
 Moved: D. Frayne  
 Seconded: W. DeLuca

That South Huron Committee of the Whole recommends to Council that Council approves the retrofit and upgrade option for the Recreation Centre set out in the Options Paper provided by the CAO at the February 13, 2017 Committee of the Whole meeting, up to \$1 million; and that Council commits to construct a new Recreation Centre in South Huron in the next five years, which includes a community hub.

T. Oke requested a recorded vote.

<u>Committee Member</u>	<u>Yes</u>	<u>No</u>
M. Vaughan	X	
W. DeLuca	X	
D. Frayne	X	
T. Oke	X	
C. Hebert	X	
M. Cole	X	

Disposition: Carried

Motion: #CW16-2017  
 Moved: M. Cole  
 Seconded: C. Hebert

**That South Huron Committee of the Whole hereby recommends to Council that the Exeter and District Swimming Pool project be funded as follows;  
From the Exeter Pool Reserve and amount of \$93,000.00;  
From the Exeter Community Development Fund an amount of \$250,000.00;  
and  
The balance of up to \$2,157,000.00 to be financed over seven years.**

**Disposition: Carried.**

**Motion: #CW17-2017**

**Moved: D. Frayne**

**Seconded: W. DeLuca**

**That South Huron Committee of the Whole hereby recommends to Council that the South Huron Recreation Centre project be funded as follows;  
-2016 wind turbine revenues of \$203,600.00;  
-2017 wind turbine revenues of \$290,000.00;  
-Kraft Hockeyville Reserve of \$25,000.00; and  
That the balance of up to \$481,400 be self-financed from the Working Fund Reserve; and  
That the Working Fund Reserve be paid back from the 2018 and 2019 wind turbine revenue.**

**Disposition: Carried**

To date, these recommendations remain at the Committee of the Whole. Staff were directed to draft a report that outlines what the process and timeline would be in the development of strategy and plan moving forward. The South Huron Recreation Projects: A Path Forward represents a very high level framework to assist Council in its decision-making regarding the two key recreation projects.

Ultimately, until a draft proposal is agreed upon by Council including a strategy to validate the proposal with the public and other key stakeholders, there is no further action for Staff to execute.

## **Linking Recreation to Our Strategic Plan**

Municipalities are the closest level of government to residents, businesses, and community stakeholders. They act as regulators and social, cultural, and community service providers. They are also on the front line of support for safety and security, and have a fiduciary responsibility to manage growth, development, and community wellbeing. Municipalities regularly face difficult



decisions from a community building, asset maintenance, and service provision perspective. With limited resources and means of generating revenue, increasing levels of demand on services, and downloading of responsibilities from other levels of government, it is essential that local municipalities have a clear understanding of where they are, and where they are headed.

An overarching strategy is a critical component to effectively managing a municipality's capability for growth. It is a key tool in ensuring that the Administration's various roles and responsibilities are integrated, and that local governance is aligned behind a common vision for the future that reflects the aspirations, goals and desires of the community at large.

Through the strategic planning process, common threads were identified that included the following:

- Enhanced social infrastructure capacity (including public and shared space, age-friendly planning and youth retention)
- Quality of life enhancements, recreation services and community safety
- Economic development and tourism
- Transportation, physical infrastructure capacity, facilities and asset management
- Governance, accessibility of services and municipal operations
- Environmental sustainability
- Community branding, marketing and communications
- Agricultural strength and resilience
- Intergovernmental communications, coordination and collaboration

The Community Survey undertaken as part of the process resulted in 284 individuals participating. Of those surveyed 78% were year-round residents, while another 11% each were either part-time residents or were not residents at all, but were familiar with South Huron. Those that were neither part-time or full-time residents, resided in a range of areas, but most commonly in Bluewater, Lambton Shores or parts of Middlesex County. Through the process there was a dissatisfaction identified with the lack of recreational facilities – specifically about the lack of available, up to date recreation facilities, including an updated arena, pool, and activities for specific age groups such as youth and seniors.

Overall, participants expressed their concerns over the aging recreation facilities and the lack of recreational programming for both youth and seniors. In order to attract or retain youth in South Huron, respondents

indicated that there is very limited in terms of recreation activities and programming that is specifically geared towards youth. As well, there are not enough youth based organizations for youth to be involved in, and some respondents have indicated that it has caused younger families to move to neighbouring communities rather than remain in South Huron.

Respondents also indicated that there is a lack of accessible recreational facilities and programming within South Huron for seniors. Old facilities need to be upgraded and retrofitted to meet the growing demands of the aging population. Further, respondents highlighted the need for an age friendly/active living focus for seniors in the community. The following was outlined in the Strategic Plan:

**Key Priorities:**

- Improve and enhance the quality of recreation facilities
- Undertake a services and facility review

Recommended Initiative	Implementation Timeline	Action Lead	Partnerships
<p><b>Move forward on assessing and undertaking new or upgraded recreation facilities</b></p> <ul style="list-style-type: none"> <li>■ Consideration should be given to the need for a new or renovated arena and pool (indoor or outdoor)</li> <li>■ Explore options for YMCA collaboration</li> </ul>	Highest	<ul style="list-style-type: none"> <li>■ CAO</li> <li>■ Community Services</li> </ul>	<ul style="list-style-type: none"> <li>■ Development Services</li> <li>■ Financial Services</li> </ul>
<p><b>Update and execute on the Recreation Master Plan</b></p> <ul style="list-style-type: none"> <li>■ Plan should focus on recreation activities for all ages</li> </ul>	High	<ul style="list-style-type: none"> <li>■ Community Services</li> </ul>	<ul style="list-style-type: none"> <li>■ Residents</li> <li>■ Huron County</li> <li>■ Community Groups</li> </ul>
<p><b>Create an Age Friendly Community Initiative</b></p> <ul style="list-style-type: none"> <li>■ Seniors needs should be aligned with any new recreation initiative to support active and healthy lifestyles</li> <li>■ Strike an Age Friendly and Accessibility Committee of Council to support implementation</li> </ul>	Highest	<ul style="list-style-type: none"> <li>■ CAO</li> <li>■ Community Services</li> </ul>	<ul style="list-style-type: none"> <li>■ Corporate Services</li> <li>■ Financial Services</li> </ul>
<p><b>Continue to ensure accessibility standards and AODA requirements are being met</b></p> <ul style="list-style-type: none"> <li>■ Continue to collaborate with Huron County to meet and exceed Accessibility requirements</li> </ul>	Highest	<ul style="list-style-type: none"> <li>■ Corporate Services</li> </ul>	<ul style="list-style-type: none"> <li>■ Huron County</li> <li>■ Community Groups</li> </ul>

**The Importance of Sport Culture and Recreation**

Sport, culture and recreation services and facilities play an important role in community development. They are vital services that result in personal, social, economic and environmental benefits to individuals and communities.

Specifically, municipalities invest in sport, culture and recreation infrastructure where an individual's participation results in indirect benefits to all citizens and where infrastructure helps build healthy communities.

Parks provide many benefits for users and non-users alike. Parks provide a sense of place in the community, allowing for escape, contemplation, discovery, access to nature, interpretive education and recreation. They also provide shelter, wildlife habitat, relief from urban form, buffers between residential and industrial areas and aquifers. They enhance aesthetic quality, increase property values and improve the image and livability of communities.

Recreation, through physical, social and artistic expression provides opportunities for people to improve their health and wellness, socialize and interact with others, learn new skills, have fun and find balance in their lives. These factors have been shown to improve physical and mental health, reduce health care costs, provide positive lifestyle choices for youth at risk and develop improved self-image. Sport and recreation events, festivals and visual and performing arts also boost civic pride.

### **Greater Community Expectations and Stewardship Responsibilities**

As is common among many municipalities across Canada, South Huron is experiencing:

- Aging infrastructure, including many facilities that are nearing the end of their useful life, some of which could be argued no longer serve the needs they were originally established to fill.
- Increasing maintenance and lifecycle requirements, which are a result of the aging infrastructure;
  - In 2006, Parks and Recreation Ontario estimated that between 30% and 50% of recreation facilities were nearing the end of their useful lifecycle. Most recently, the 2016 Canadian Infrastructure
  - A Report Card study rated Canada's overall sports and recreation facilities as "Fair", which was the lowest ranking out of all municipal assets that were evaluated. This ranking suggests that municipal facilities require attention, show signs of deterioration, with deteriorating facility components. On average, the Report Card found that community/recreation centres, pools, and skate parks, and

sports fields were generally in good condition, while indoor curling rinks, arenas, seniors' centres, and tennis courts were fair, and youth centres were considered in poor condition. The deteriorating condition of municipal sports and recreation facilities can be attributed to a number of factors such as competing municipal priorities resulting in deferred maintenance and replacement, and old age.

- Increasing expectations for new and better services, coupled with shifting participation trends that result in demands for a wider range of facilities and services than was expected in the past;
- An aging and growing population, with more cultural diversity. These trends put pressure on existing facilities to serve a more diverse customer base, reflecting a wider range of needs, interests and expectations;
- Increasing expectations among community groups with a growing capacity in the community to participate in the establishment and/or operation of facilities
- Escalating budget pressures as the Municipality moves towards achieving its Vision, with limited federal and provincial funding.
- Environmental concerns are often a top of mind issue as there is an increasing need to maximize the efficient use of resources. Many municipalities have demonstrated environmentally conscious awareness in the design of new facilities that utilize state-of-the-art technologies to enhance environmental efficiency. The design of environmentally friendly facilities is promoted by the Canadian Green Building Council, which governs the Leadership in Energy and Environmental Design (LEED) rating system in Canada. To obtain LEED certification, a facility must meet rating standards in sustainable development, water savings, energy efficiency, materials, and indoor environmental quality. Green Globes and BOMA Best are other national sustainability certification programs designed to assess environmental performance and management of existing and newly constructed buildings.

In addition to dealing with aging infrastructure, South Huron needs to respond to changing sport, culture and recreation needs and expectations as well as anticipated population growth that will require the upgrading or replacement of existing infrastructure as well as new infrastructure. In order to meet these challenges, there will need to be a high level of community

engagement, leadership and participation including other levels of government, the private sector, and the community

Future growth in South Huron will be critical to ensure a vibrant community and a high quality of life. South Huron is well positioned to reap the benefits of the current trends that has resulted in communities near the GTHA losing their affordability factor. South Huron has much to offer with existing infrastructure, business and industries.

It is critical for South Huron to invest in those amenities such as recreation facilities, Wi-Fi, parks, trails and health, wellness and community centres - that attract individuals, families and the active living generation. A failure to do so would have a negative impact on the vibrancy of our community.

### Recreation Preferences - Age Groups

Analyzing a community’s age structure provides insights into the types of leisure facilities and programs that are in demand or should be provided. For example, a large market of children and youth tends to bolster minor sports such as soccer, hockey, and figure skating. On the other end of the spectrum, older adults and seniors may have greater interest in cultural activities and low impact recreation pursuits geared towards social interaction and cognitive stimulation.

The 2016 Census recorded South Huron’s average age at 45.9 years, slightly higher than the Provincial average of 41. All signs lead to an aging community in South Huron and are illustrated as follows:

Age Group	2011 Census	%	2016 Census	%	Difference
0-24	2670	27%	2561	25%	-109
25-49	2725	27%	2530	25%	-195
50+	4550	46%	5005	50%	+455
	9945	100%	10096	100%	+151

### Guiding Principles and Objectives for the Projects

There are a number of number of important objectives for Council to consider when determining next steps for the Recreation projects:

- To provide new and improved facilities which will allow the community to offer a much wider range of leisure and wellness programs.

- To provide facilities and programs that appeal to many leisure interests and all age groups, and are accessible to residents of all incomes.
- To support activities that help to improve the health and wellbeing of residents in the area and reduce health care costs.
- To ensure that the facility is accessible for persons with disabilities and mobility impairments.
- To provide facilities and programs that contribute to civic pride and help unify the Municipality of South Huron.
- Enhance the economy of South Huron by greatly improving the ability of the Municipality to provide enhanced leisure programming; host sporting events, trade shows, exhibitions, and community social events and festivals; and to attract visitors to the community as customers.
- To make the Municipality of South Huron more attractive to existing and new employers; health care, education, and other professionals; and residents (both working and retired).
- To create a contemporary community facilities and encourages the visitor to participate in new activities.
- To provide a facility that is cost-effective to operate, and incorporates current technology, and as many centres of revenue/profit as possible.
- To provide a facility that, through design and operation, embraces contemporary environmental measures

## **Project Development and Implementation**

In reviewing project developments and implementation, it should be noted that several different examples were examined. The development of this project development and implementation considers the activities of other similar initiatives in small municipalities (under 50,000 population). Some examples of projects that were reviewed are the following:

Gemini Sportsplex in Strathroy-Caradoc

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Atlas Tube Centre in the Town of Lakeshore  
P&H Recreation Centre in Hanover  
North Perth Recreation Project in North Perth

As stated previously the SHRC and Pool projects are two distinct projects but the same project development and implementation principles would be applied.

### **Recreation Centre/Community Hub - Scope of the Project**

It is proposed that a new Recreation/Community Hub would have a building program and space allocation for a double (twin) indoor ice pad facility of an estimated 60,710 square feet in area net, and 75,890 square feet in gross area. The proposed facility would include the following components:

- 2 ice surfaces, both measuring 85' by 200'
- Spectator seating for 550 provided for 1 ice pad and 250 for the other ice pad
- Walking track in one of the arenas
- 12 general dressing rooms and 2 multi-purpose dressing rooms
- User group offices and storage
- Food court style food and beverage services
- Community meeting rooms and/or program rooms
- A multi-purpose hospitality room with warming kitchen and other amenities
- Support areas (lobby, warm viewing area, pro-shop, media/music room, staff offices, storage, etc.)

The following table provides a potential space program.

Component	Net Area (square feet)	Notes
<b>ICE RINK</b>		
2 Ice pads, 85x200 NHL size	35,300	
Players benches, penalty box, and timer	900	2 sets
2 Multi-Purpose Dressing Room	1,300	
Team Rooms (12 @ 575sf)	6,900	
Equipment Storage	1,000	divisible
Music Room/Press Box (2 @ 200 sf)	400	
Referee Room (3 @ 250 sf)	750	Shower, wc and sink
First Aid Room	250	Shower, wc and sink
Spectator Seating for 800	4,800	6 sf/person
	<b>51,600</b>	
<b>SERVICE/MAINTENANCE</b>		
Ice resurfacers/flood room	600	Service to both arenas
Refrigeration	600	
Mechanical	400	
Electrical	400	
Workshop, maintenance, garbage, recycle	500	
Store room	200	
Staff room/lunch room	150	
Janitor closet and storage	400	
	<b>3,250</b>	
<b>LOBBY AND PUBLIC AREAS</b>		
Lobby	1,600	
Food Court Seating	in Lobby	
Concession	380	
Concession storage	300	
Pro shop	300	
Lobby Washrooms	500	
Box office/ticket booth	30	
Administration offices and washrooms	400	
General storage	200	
	<b>3,710</b>	
<b>USER GROUP AREAS</b>		
Community Group Storage	600	3x200 sf each
Community/Club Office	300	2x150 sf each
	<b>900</b>	
<b>MULTI-PURPOSE COMMUNITY SPACE</b>		
Meeting Room	300	
Large Multi-Purpose Room/Hall/Hospitality Room	700	
Large Multi-Purpose Room Kitchen/Bar	150	
Large Multi-Purpose Room Storage	100	
	<b>1,250</b>	
<b>TOTAL NFA (80%)</b>	<b>60,710</b>	
<b>TOTAL GFA (100%)</b>	<b>75,890</b>	



## Capital Cost Estimates

The following identifies preliminary estimates of the order of magnitude capital costs for new facility construction, at a level comparable to contemporary facilities including the provision of NHL size ice surfaces and up-to-date public and user amenities.

The order of magnitude total project capital costs for each option are based on current per square foot costs for comparable municipal facilities and include consideration of project costs associated with site development, fittings, furnishings and equipment, fees associated with design, management, legal, etc., and a contingency allowance as follows:

### Site development

Site development includes landscaping of the grounds, construction of parking lots, and the provision of servicing (i.e. utilities).

The allowance for site development is 10% of the cost of facility construction (i.e. the building).

### Fittings, furnishings and equipment

Fittings, furnishings and equipment include all the interior fitting, furnishings and equipment in the building such as office furniture, workshop equipment, snack bar fixtures, and electronics.

The allowance for these items is 5% of the total cost for the building and site development.

### Soft cost allowance

Soft costs include professional fees incurred associated with the design of the building, management of the construction process, legal services, etc.

The allowance for soft costs is 10% of the total cost for the building and site development.

### Contingencies

A contingency allows for any increase in the capital cost of a facility due to unforeseen circumstances.

The allowance for contingencies is 8%.

## Other Assumptions

The following assumptions have been included in the development of the cost estimates:

- The new facility will include energy conservation measures such as high efficiency rink lighting and heat recovery system for the ice plant.
- Individual seats rather than bench seating will be provided.
- The facility will be fully compliant with ODA requirements.
- Generally, the facility will reflect an open design concept with visual access in all areas to ensure public safety and to foster a sense of belonging among users and visitors.
- The main entrance will be a public entry only; a separate "delivery/supplier" entrance will be provided.
- Water fountains will be provided throughout the facility.
- Interior finishes will be specified to ensure suitability for levels of use and associated cleaning and maintenance standards.
- Exterior site development will include provision for a drop-off zone for parents with young children, school bus access and parking, and the provision of an outdoor shaded children's play area.
- It should be noted that the cost estimates do not include provision for LEED designation. The LEED Green Building Rating System is a voluntary building rating system based on existing proven technology. It evaluates environmental performance from a whole building perspective over a building's life cycle, providing a definitive standard for what constitutes a "green building". The LEED program offers 4 levels of certification. These are Certified, Silver, Gold and Platinum. Certification at any of these levels requires the collection of a certain number of credits available from a prescribed list of 78 available credits. The strategies implemented to obtain these credits each reduce the operating costs and the burden of buildings on the environment. Examples of strategies that receive LEED credits are site selection to encourage use of public transit, landscaping which requires no irrigation, a high-performance building envelope, use of day lighting to minimize electric lighting, use of recycled wood, solar thermal hot water for a radiant heating system, a vegetated green roof and radiant in-floor heating system. Sustainable design requires the creative re-evaluation of materials and processes for increased performance and longevity.

Including these LEED initiatives in the building design will increase the capital cost of facility development; Silver Certification typically adds in the order of 5% to estimated costs of facility construction. The payback period on most of the initiatives is generally considered to be relatively short through the reduction in operating expenses and this is typically defined as part of the LEED design process.

**Total Project Capital Cost Estimate: Twin Pad Arena Facility and Recreation/Community Hub**

The size of the proposed twin pad indoor ice pad facility concept, which corresponds to the full development of phase 1 and 2 arena facility development, is estimated to be in the order of 75,890 square feet (gross). The cost to develop the twin pad indoor ice pad facility, based on the concept described and a total gross floor area of 75,890 square feet, is projected to be in the order of \$19,112,294. The cost estimate is comprised of the following cost allocations:

Cost Items		Costing Benchmark	Capital Cost Estimate
A	Building	75,890 s.f.@ \$200	\$15,178,000
B	Site development allowance (Landscape, Parking, Services)	10%of A	\$1,517,800
C	Fittings, furnishings, equipment	5%of A+B	\$834,790
D	Soft cost allowance (Design Fees, Management, Legal	10%of A+B	\$1,669,580
E	Contingencies (Design 5%, Construction 3%)	8%allowance (of A+B+C+D)	\$1,415,774
<b>Total Cost Estimate*</b>			<b>\$19,112,294</b>

**Total Project Capital Cost Estimate: First Phase of Arena Facility Development - Single Pad Arena and Recreation/Community Hub**

As an alternative, the size of the proposed single indoor ice pad facility comprising the first phase of proposed arena facility development is estimated to be in the order of 40,475 square feet (gross). The cost to develop the single indoor ice pad facility, based on the concept described and a total gross floor area of 40,475 square feet, is projected to be in the order of \$11,059,389. The cost estimate is comprised of the following cost allocations:

Cost Items		Costing Benchmark	Capital Cost Estimate
A	Building	40,475 s.f.@ \$200 s.f.	\$8,095,000
B	Site development allowance (Landscape, Parking, Services)	10%of A	\$809,500
C	Fittings, furnishings, equipment allowance	5%of A+B	\$445,225
D	Soft cost allowance (Design Fees, Management, Legal etc.)	10%of A+B	\$890,450
E	Contingencies (Design 5%, Construction 3%)	8%allowance (of A+B+C+D)	\$819,214
<b>Total Cost Estimate*</b>			<b>\$11,059,389</b>

### DESIGN AND CONSTRUCTION APPROACHES

There are three common approaches associated with the design and construction of the recommended facility including:

- Design/Bid/Build
- Design/Build
- Construction Management

The following highlights the respective key attributes of each approach.

#### Design/Bid/Build

This is considered the traditional method where the Municipality retains an Architect (including their team of sub-consultants as required) to prepare the design and construction documents for the facility. The Architect works in close co-ordination with the Municipality's representatives throughout the design process. If desired, a professional cost consultant may be retained by either the Municipality or the Architect to assist in the preparation of construction cost estimates at various stages of the design process. This is a valuable exercise to keep the project design consistent with the defined budget.

Following completion of the design and construction documents, the Municipality tenders the project to general contractors. These contractors can be selected through a formal pre-qualification process or the tender call can be open at the discretion of the Municipality.

The Architect reviews the tenders following their receipt by the Municipality and makes a bid award recommendation to the Municipality.

The Municipality enters a contract with the selected General Contractor and the project construction period begins.

Throughout the construction process, the Architect and team of consultants administer the contract on behalf of the Municipality. This includes participation at construction site meetings, conducting periodic site reviews for all disciplines, reviewing contractor progress draws, issuing change orders and monthly payment certificates.

On completion of the work, the Architect issues a Certificate of Substantial Completion for the project and collects the required close-out documents (as-built drawings and operation /maintenance manuals, etc.) and delivers them to the Municipality.

The Architect remains on call during the warranty period to assist the Municipality in having any warranty issues addressed by the General Contractor.

The main advantages of this process are that the Architect works directly for the Municipality throughout the entire project, there is a thorough and inclusive design process and that each of the General Contractors bid on a complete package of drawings and specifications. In this way, the bids received are directly comparable.

## **Design Build**

In a Design/Build process, the Municipality prepares a "statement of requirements" document that identifies the requirements for the facility. This document is used as the basis to obtain fixed price tenders from Design/Build contractors. The selected Design/Build contractor then retains the Architect and all required design professionals to prepare the full package of construction documents.

The key to this process is the level of detail included in the initial document by the Municipality. The greater the detail provided, the less uncertainty there will be on the part of the bidders and hence fewer required changes later in the process. If the Municipality prefers a collaborative design process that allows User Groups and other stakeholders to have significant input to the design, then they should retain an advocate Architect to facilitate a preliminary design process and assist with the development of

the statement of requirements document. This advocate Architect could then continue as part of the design team providing advice to the Municipality and acting as the Municipality's advocate throughout the design and construction process. The advocate Architect does not prepare the final design and drawings. The Architect responsible for the final design and drawings is the firm retained by the Design/Builder. If the Municipality has already defined their requirements very clearly then they may choose to proceed with the selection of a Design/Builder without the involvement of an advocate Architect.

The benefit of this process is that the Municipality obtains a fixed price for the project earlier in the schedule than would be possible using the other project delivery methods. The risk is that the fixed price is based only on the statement of requirements document - not a complete set of drawings and specifications. If there is not sufficient detail in this document then the bidders must make assumptions and these assumptions may lead to required changes and additional costs later in the project.

Another risk is that the Architect responsible for the final design reports to the Design/Builder not to the Municipality. This Architect is not able to provide the same advice or support to the Municipality throughout the process as in the design/bid/build or construction management approaches.

Throughout the construction process, the Municipality is responsible to administer the contract with the Design/Builder. This includes participation at site meetings, reviewing contractor progress draws, issuing change orders and monthly payment certificates. The Municipality may choose to retain the advocate Architect to assist them in these tasks.

On completion of the work, the Municipality issues a Certificate of Substantial Completion for the project and collects the required close-out documents (as-built drawings and operation/maintenance manuals, etc.) from the Design/Builder.

During the warranty period, the Municipality would work directly with the Design/Build contractor to correct any issues arising under the project warranty.

### **Construction Management**

The Municipality retains an Architect (including their team of sub-consultants as required) to prepare the design and construction documents for the facility. The Architect then assists the Municipality in selecting a Construction

Manager through a pre-qualification process or some other selection process preferred by the Municipality. The Architect works in close co-ordination with the Municipality, User Groups and the Construction Manager throughout the design process. The most significant advantage of this method is that the Construction Manager participates in the design meetings, prepares detailed project schedules and construction cost estimates throughout the design period. This allows time to implement corrective measures early in the design process should the schedule and/or budget be at risk.

Following completion of the design and construction drawings, the Construction Manager takes the completed drawings and specifications and tenders each component of the work to selected trade contractors in separate bid packages. The Construction Manager, Architect or the Municipality as appropriate, receives bids. All bid envelopes are opened in the presence of the Municipality, the Construction Manager and the Architect. The bids are analyzed by the Architect and the Construction Manager for compliance with the documents. The Construction Manager also assesses the ability of the trade to perform the work within the schedule constraints. The Municipality, the Construction Manager and the Architect provide input into the selection of each trade. Based on the total value of the selected bids for each trade, the Municipality enters a fixed price contract with the Construction Manager and the construction period begins. The Construction Manager contracts directly with each sub contractor. The Construction Manager's fee is a fixed percentage of the total bid price.

Throughout the construction process, the Architect and team of consultants administer the contract on behalf of the Municipality. This includes participation at construction site meetings, conducting periodic site reviews for all disciplines, reviewing contractor progress draws, issuing change orders and monthly payment certificates.

On completion of the work, the Architect issues a Certificate of Substantial Completion for the project and collects the required close-out documents (as-built drawings and operation maintenance manuals, etc.) and delivers them to the Municipality. The Architect remains on call during the warranty period to assist the Municipality in having any warranty issues addressed by the Construction Manager.

An advantage of this method is that throughout the design and construction process, the Municipality, Architect and Construction Manager work in a collaborative manner with the common goal of producing the facility within the functional, budgetary and schedule constraints defined at the outset.

## Capital Funding Alternatives

Municipalities in Ontario are having difficulty in funding the development of new or the rehabilitation of existing sport and recreation infrastructure. These funding dilemmas are caused by convergence of several circumstances: new facility demands resultant from changing community demographics; new and escalated expectations of recreation and sport participants; a need to balance the capital priorities associated with a variety of infrastructure projects; and a reduction (or elimination) of traditional funding from senior levels of government.

It is anticipated that the capital cost of constructing the new facility will be covered by a combination of funding sources including South Huron's contribution to the project, fundraising activities, and potentially senior-level government grants. In the absence of sufficient funds from other sources, the Municipality would be required to finance the entire capital cost of development and construction.

Presently, there are no formal provincial or federal infrastructure programs from which municipalities can receive financial assistance to develop or renovate sport and recreation facilities. Capital funds available through the Ontario Trillium Foundation are limited to projects of \$125,000 or less.

While growing communities can use Development Charges (DCs) to underwrite the cost of some facilities, typically, DC reserves are insufficient to fund all the community's priorities. Additionally, DC funding is usually tied to historical recreation and sport facility standards within the community. Consequently, funding of facilities that represent an elevated service standard is often not possible within the local DC by-law. DC funding opportunities in communities with stable or declining populations are further restricted.

In 2006, the Federal/Provincial-Territorial Sport Committee published a report entitled *Innovative Sources of Funding for Development and Rehabilitation of Sport and Recreation Infrastructure*. The report identified the following infrastructure funding alternatives that are employed by municipalities throughout Canada:

- Local Improvement Charges – special assessments or surtaxes levied on specific areas that would most benefit from capital improvements made in the area.
- User Fees – nine in ten Canadian municipalities charge user fees to help fund program delivery and to some extent to underwrite the capital cost associated with sport and recreation facilities.



- Fund-raising – most municipalities engage in community fund-raising as part of facility development or redevelopment strategies.
- Density Bonusing – mechanism allowing developers to add more density in return for the provision of public facilities.
- Leveraging – utilizing the municipality’s relationship with sport and not-for-profit groups to develop partnerships for the development of facilities to serve the groups’ needs.
- Capital Surcharge – an additional charge over and above user fees that is directed towards the reserve account to pay for specific capital projects or to pay off a capital debt
- Naming Rights – selling the rights to have a corporation's name associated with a facility or a component of the facility.
- Public-Private Partnerships (P3s) – involving the private sector one or more aspects of a building's design, construction, operations or financing.

The capital funding strategy for the Recreation/Community Hub Facility would be largely influenced by the facility’s concept and location.

The overriding priority of the complex will be for community recreation services rather than high-profile events attracting considerable spectator traffic. Additionally, the preceding analysis suggests that the complex would not produce operating profits that would be attractive to private enterprise. Consequently, the prospect of a public-private partnership would be unlikely.

South Huron could, however, develop a facility funding strategy that incorporates a combination of the preceding alternatives to generate capital for the complex.

## **From Path to Action Recreation/Community Hub**

For the purposes of this section, the focus will be on the development of a new Recreation/Community Hub Facility as it is a multi-year project that will require further planning than is outlined in the scope of this paper.

### **Choosing the Option**

At this time, to move forward, Council needs to land on a draft proposal and commit to a process that will include a validation of the proposal with the public and other key stakeholders. In addition, for the ultimate project to be successful, a strong partnership between Council, Administration, Key

Stakeholders and the Community will need to be developed, respected and maintained.

Should Council choose a draft proposal, there will be the requirement to conduct very minimal design work to assist in the engagement process with the multiple stakeholders. This design work would be conceptual in nature only.

### **Site location**

A determination of site location whether it be on the existing property, other property owned by South Huron or alternative locations, Council may wish to defer that decision until a Project Steering Committee is formed. It should be noted that there are several favourable sites in South Huron that could create opportunities that would be beneficial for the project and greater Community good.

### **Engagement Process**

The community engagement process can be mutually beneficial as it opens doors for a diversity of citizens to get involved, bringing in wider perspectives and potential solutions. Although it has the potential for tension and conflict, bringing community members together to discuss critical issues can also build relationships and common ground. Only at the municipal level is there the opportunity for direct citizenship participation in the policy making process. As such, citizenship participation does not detract from the responsibility that rests with Councillors to do what they think is right; it gives opportunities to be exposed to all the relevant considerations.

Community engagement is integral to this process by allowing the public to provide input and critical insights relating to the provision of parks and recreational opportunities.

There has been significant engagement and data compiled regarding recreation facilities and that data has been utilized in the Administration reports to date. This does not negate the requirement to engage the public once again. It should be noted that the purpose of engagement at this stage is two-fold:

- Present a Strawman Proposal
- To assist in recruitment for a Facility Steering Committee

## **Strawman Proposal**

Prior to engaging the Community recreational facilities, Council must have a draft proposal and plan to present. However; Council must realize that there is an expectation in the Community to improve our recreation facilities and a failure to present a proposal would run the risk of alienating the Public and jeopardizing any opportunity for collaboration.

As a result, the drafting of a draft proposal or “strawman proposal” would allow the opportunity to validate the data compiled to date and the proposed plan. It should be anticipated that the draft proposal will illicit feedback and discussion. This should be viewed as positive and welcomed as the proposal should be viewed as a “living document”

## **Project Steering Committee**

The recruitment of a Project Steering Committee will be a critical component to the success of the project. It is anticipated that this Committee would be established to advise Council, Administration and the Project Management Team on specific matters as they pertain to the preparation and delivery of the facility.

The overall purpose of the Steering Committee is to ensure that the stakeholders in the community along with members of Town Council have their interests represented during the tenure of the project and that by playing this key role the community will have a strong sense of ownership and support the development of the facility.

The Committee would be able to share opinions and perspectives and offer collective advice to the Project Management Team. The Committee’s input, along with broad public consultation, will enable a planning process that is open, transparent and meaningful to the community.

Input would flow the Steering Committee to the Project Management Team throughout the process in the form of information and feedback which would be used by the Project Management Team throughout the project. Additionally, the Steering Committee will provide input to the Project Management Team on community engagement and communication activities.

Membership on this Committee would consist of members from Council; Representatives from user groups such as Sport & Recreation Users; Arena

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Users; Community Organizations; Business & Corporations; Private & Public Institutions; Public; Other Levels of Government.

### **Fundraising Committee**

The recruitment of this Committee will ensure that key objectives are met including the following:

- Review existing fundraising initiatives and carry out a fundraising capacity assessment to confirm and/or establish realistic sponsorship and community fundraising targets.
- Develop a comprehensive fundraising strategy that identifies corporate and community fund raising targets and assess the cost / benefit of out sourcing fund raising programs to professional services.
- Develop a donor recognition program that appropriately acknowledges differing levels of corporate and private contributions.
- Create a sponsorship program that could enable naming rights to specific components of the facility.
- With assistance from the Project Steering Committee identify potential “value in kind” contributions for the project.
- Identify administrative requirements required to implement all fundraising and marketing / promotional plans and recruit and provide recommendations to the Project Steering Committee concerning the employment of such services.
- Outline an integrated advertising and communications strategy that aims to build awareness of fundraising efforts
- Develop a strategy and schedule towards the organization of special community events to raise awareness of project fundraising efforts and objectives.

The composition of the Committee will preferably include business and community leaders, and individuals who have previously been involved in major capital fundraising initiatives and/or have a background in marketing and promotions.

It should be noted that it is anticipated that approximately \$5,000,000 would be raised through fundraising activities to ensure the viability of the Project. It is estimated that the timeline for this element of the project would be approximately 18 months.

### **Engagement Tools**

Prior to the initiation of the project, a community engagement strategy will need to be developed that will provide tools that can be undertaken at key points during the project. Each engagement tool should be designed to maximize community involvement and be tailored to respond to a variety of audiences including members of the Public, local stakeholder groups, and Council and Administration.

Some examples of engagement tools that could be utilized are as follows:

- Community Launch Event
- Online Community Survey
- Stakeholder Group Survey
- Focus Groups and Key Informant Interviews
- Staff Workshops
- Council Interviews
- Public Meeting/Open House
- Council Presentation(s)
- Regular Meetings with the Steering Committee
- Write-in E-Mails from Residents
- Public Information Centre

### **Implementation Schedule and Timelines**

Given that it will take some time for this project to receive final approval, to secure funding, to complete the design and tender process, and to construct the facility, it is anticipated that this facility could be open by July 2021 (assuming construction would begin in early 2020). This may be aggressive as there are many factors that could delay this project even further (e.g., fundraising, site requirements, partner requirements, etc.).

Some of the task outlined below can serve as a template in the development of the Recreation/Community Hub:

1. Determine and finalize the scope of the project.
2. Establish a financial plan for funding the construction of the Facility. Engage a fundraising team to lead this aspect of the project, should it be a component of the financial plan.
3. Select the preferred site for the construction of the facility (undertake further technical analysis if necessary).
4. Consider the capital and operating budget implications and other municipal priorities to finalize a target date for the design and construction of facility (or the first phase if applicable).

5. Obtain Council approval to proceed with the design and development of the facility.
6. Secure the land required for the proposed facility (if required).
7. Determine if the optional facility components will be pursued through the issuance of a Request for Proposals from potential community partners. If one or more community partners are likely, prepare basic planning principles that would guide the South Huron’s partnership decisions and then obtain Council’s authorization to negotiate an acceptable partnership for the development and operation of the facility or specific components.
8. Based on this assessment, establish the development (project delivery) and operational approach for the proposed facility.
9. Implement the development process in a time frame consistent with the target date, including: - appointing a project manager - documenting design preferences for architect - commencing detailed design process (design/bid/build or design/build) - reaching consensus on appropriate design and approvals - beginning construction - opening facility

**From Path to Action: Exeter and District Pool**

**Options**

Estimated construction costs related to the Pool project was coordinated through an industry expert. The following information was presented as part of the Options Paper presented at the February 13, 2017 Committee of the Whole meeting. The following options were presented.

**Close Pool and Demolish (Potentially Relocate)**

ITEM	DESCRIPTION
Professional Services Required	No
Life Cycle/AMP	Removed
Accessibility	No
Permits	Demolition Permit
Work Plan	Demolish all structures and restore to open space

The estimated cost of this option would be approximately \$50,000 (exclusive of relocation). This option was primarily discussed tied to site issues

respecting lack of parking, accessibility to the facility and does our existing pool meet the community demographic needs (pool type- leisure, therapeutic or hybrid)

**Repair & Maintenance**

ITEM	DESCRIPTION
Professional Services Required	No
Life Cycle/AMP	Extend Life Cycle of the facility by 8 years. AODA requirements are required to be met by 2025
Accessibility	No
Permits	No
Work Plan	Repair pool shell (sand blast, repair cracks & paint)  Repair Filtration System (filters, piping, pumps, etc.) Repair Pool House (shingles, facial, soffit, doors, windows, painting, replace toilets, sinks & bathroom fixtures

This option primarily carries out repairs to restore facility to its original function. The estimated budget for all items is estimated at approximately \$500,000 but could be reduced to an estimated \$250,000 depending on the scope of work.

**Retrofit and Upgrade - Accessibility Upgrades**

ITEM	DESCRIPTION
Professional Services Required	Yes
Life Cycle/AMP	Extend Life Cycle by 20 years estimate
Accessibility	Yes
Permits	Yes
Work Plan	Carry out all R&M options above plus accessibility upgrades. Add accessibility ramp to pool or install lifting device

	OPTION A - ramp (\$150,000) OPTION B - fixed lift (\$6,500) OPTION C - portable lift (\$10,500)
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The renovation of the Pool and Pool House (fully accessible) with no change to the foot print of the existing structures has an approximate cost of \$1,700,000.

There was originally some concern that within existing building for only one accessible washroom/change room. This would be a common washroom/change room but it does appear that this limitation does exist.

In conversation with the industry professional, an Accessibility Lift is significantly less expensive than a concrete ramp. It was the opinion of the IP that there is no stigma associated with a lift and that it is only cost consideration. A similar project for the City of London was cited with a budget of \$1,400,000 that incorporated the use of City forces to reduce costs.

**Re-design**

ITEM	DESCRIPTION
Professional Services Required	Yes
Life Cycle/AMP	Extend Life Cycle by 20 years estimate
Accessibility	Yes
Permits	Yes
Work Plan	Carry out all R&U plus scope of work presented by Invizij. Refurbish pool shell and deck Re-locate pool house to south side of the existing pool structure New upgraded filtration system New washrooms/change rooms to AODA standards Accessibility ramp from new pool house to pool Accessibility ramp to pool or install lifting device Accessibility parking in gravel lot at end of Hill Street including hard



	surface pathway to pool/splash pad area
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Following the Invizij proposal, with site plan improvements for greater accessibility to the Splash Pad and Pool with a renovated pool option with washroom/change room building on the south side of the existing pool. The high estimate for this project would be an estimated \$2,500,000. It should be noted that this amount could be reduced with the elimination of some of the site plan design with a focus on only the 600 square foot building and the 1500 square foot pool, the estimated construction cost could be approximately \$1,500,000.

**Overall Findings for the Pool Project**

In conversations with ABCA, to review the flood zone issues, ABCA confirmed that the pool is within the regulated flood area. However, they would not deny approval to rebuild or place requirements on construction, only recommendations. ABCA would prefer if the pool house was constructed outside the regulated flood area south of the pool and remove the existing pool house from the floodway. ABCA agreed to confirm discussions in writing.

Discussions were held with members of the Optimist Club regarding potential to build a joint washroom/change room near splash pad on south side of pool. If the re-design project is moving forward and the bathhouse is relocated to the south side of the pool, the club has expressed interest in partnering.

From a Building Code perspective, the pool is within regulated flood area and there would be a requirement to comply with ABCA. If the Splash Pad project moves forward, those washrooms will be required to be fully accessible, as it is a public building. If the Municipality constructed a fully accessible washroom at the pool, the Optimists would not be required to meet accessibility requirements, as they are within 45m of an accessible washroom. Accessible parking could be provided at gravel parking lot in McNaughton Park. It would be acceptable to access to the splash pad by a hard-surfaced pathway from the gravel parking lot. A repair to the Pool house would not require a building permit but a full renovation would. If washroom/change room were upgraded, they would be required to fully accessible.

A meeting was held with the Huron County Health Unit. HCHU was okay with the repairs/replacement of pool filtration system as presented with the

provision that we were maintaining existing operational parameters. HCHU was satisfied with the renovation of bathrooms, but indicated upgraded bathrooms would require approval and a permit.

From a programming standpoint, a ramp on the inside of the existing pool impacts swim team program, as well as swimming lessons for the junior levels participating in the shallow end. A ramp on the outside of the existing pool would affect the water feeds to the pool. If the existing pool remains and the Re-design option is not moved forward, the portable lift option is the most appropriate for Council to consider.

### **Implementation Schedule and Timelines**

At this time, Council needs to land on a draft proposal and commit to a process that will include a validation of the proposal with the public and other key stakeholders.

Upon the completion of the above, the timeline to complete this project would be in time for the 2018 season if construction would be able to start in September 2017.