

**FINAL REPORT**

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**PROJECT TITLE:**

**District of Summerland**  
SUMMERLAND RECREATION FEASIBILITY &  
SITE FIT STUDY

February 23, 2022

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**PRESENTED TO:**

Lori Mullin,  
DIRECTOR OF COMMUNITY SERVICES  
DISTRICT OF SUMMERLAND



February 23, 2022

District of Summerland,  
13211 Henry Ave.,  
Summerland, BC,  
VOH 1Z0

**Attn:**

Lori Mullin, DIRECTOR OF COMMUNITY SERVICES, DISTRICT OF SUMMERLAND

Re: **Summerland Recreation Centre Feasibility & Site Fit Study FINAL REPORT.**

Dear Lori,

Please find enclosed our Feasibility & Site Fit Study Report for the Summerland Recreation Centre for your use.

The Consultant team would like to thank you for your direction and comments throughout the process of preparing the report. We are genuinely pleased to have had the opportunity to work with you.

Sincerely,

A handwritten signature in black ink, appearing to be 'Glen Stokes', followed by a period.

Glen Stokes, PARTNER ARCHITECT AIBC

Carscadden Stokes McDonald Architects Inc

Cal Meiklejohn PARTNER ARCHITECT AIBC

MAD Studios

Tom Cerajeski, PARTNER ARCHITECT AIBC

MAD Studios



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# EXECUTIVE SUMMARY

In the Spring of 2021, the District of Summerland retained Carscadden Stokes McDonald Architects Inc. (CAR) and Meiklejohn Architectural Design Studio Inc. (MAD) to complete a study for locating a new or renovated Summerland Aquatic & Recreation Centre at two selected locations in Summerland's Downtown. The Consultant team also included LEES & Associates who facilitated public engagement, LTA Consultants who provided the design costing for the project, and Sierra Planning Management who prepared the Cost-Benefit Assessment.

## Introduction

The project goals included:

1. completing a Site Fit Study on the following two sites evaluating zoning, parking, phasing, fit, and adjacencies:
  - Site #1: Existing Summerland Aquatic & Fitness Centre - 13205 Kelly Avenue, and
  - Site #2: Summerland Arena - 8820 Jubilee Road East;
2. confirming a preferred site location for the new or renovated Aquatic & Recreation Centre;
3. providing detailed concept design work of a Preferred Option using the program outlined in the Summerland Recreation & Health Centre Needs Assessment (2021);
4. completing a Capital Cost Estimate and a high-level Cost-Benefit Assessment that includes whole-life costs; and
5. undertaking Community Engagement with multiple levels of stakeholders across the Summerland community, including adjacent businesses, organizations, the District of Summerland Council, and members of the public.

## Program & Space Requirements

The Consultant team utilized the recommended core aquatic program from the 2021 Summerland Recreation & Health Care Centre Needs Assessment. At 28,700 sf net area, the CORE program includes the aquatic pools and associated change and support area as well as fitness and recreation spaces for the community.

Additionally, three program enhancements, a Community Gymnasium, a Childcare Centre, and a Primary Health Care Centre were included in the program analysis. Originally identified in the Needs Assessment Report (2021), these PLUS programs were integrated in the site fit study and site strategies for evaluation.

## Site Analysis and Site Strategies

After review of concept site options and engagement with District of Summerland Council, the Parks and Recreation Advisory Committee, the Summerland Community Recreation & Health Centre Steering Committee, and neighbouring site stakeholders; two site strategy options were identified.

- **Option A: CORE at Kelly Avenue**  
Located at Site #1, this strategy proposes a 2-storey aquatic and recreation facility (the CORE program) located on the footprint of the existing aquatic and recreation facility.
- **Option B: CORE at Jubilee Road**  
Located at Site #2, this strategy proposes locating a single-storey CORE Aquatic and Recreation program at Site 2 Jubilee Rd, adjoining the existing arena.

## Preferred Site Strategy

Options A and B were presented to the public in an engagement process including a public open house held on November 16, 2021, and online survey. Option B – CORE at Jubilee emerged as the Preferred Site Strategy amongst most community respondents and is the recommended Site Strategy by the Consultant team.

The strengths in this Preferred Site Strategy include:

- providing uninterrupted service during construction;
- capitalizing on the opportunity to create a sports “complex” with the Summerland Arena;
- allowing the opportunity for sustainable District energy exchange with the Summerland Arena;
- accommodating parking development without structured parking; and
- accommodating the childcare facility (PLUS Program) which can be co-located as part of the Recreation Centre or independently as a future project.

## Cost Benefit Assessment

Based on the architectural site fit drawings, Class C estimates were generated for probable project costs including construction costs, project costs, and escalation costs in Q1 2024, and excluding GST.

- Option A - CORE at Kelly Avenue (34,800 sf gross area) = \$38.0 million including demolition costs of existing facility.
- Option B - CORE at Jubilee Road (33,400 sf gross area) = \$38.3 million not including demolition costs of existing facility.

The cost-benefit analysis identifies Option B as the recommended option since it allows for:

- the opportunity for an improved operating costs profile;
- potential synergies in aquatic and arena staffing;



- the potential to avoid a loss of revenue in the first years of operation of the new facility due to a redistribution of customers during the closure of the existing facility as required for Option A; and
- the opportunity for operating cost savings due to a potential heat-sharing energy loop with the Summerland Arena.

## Sustainability

There are three major actions highlighted as part of the District of Summerland Corporate Energy and Emissions Management Plan (March 2021) that are referenced for this project including:

- commit to building energy efficient and resilient facilities and buildings;
- optimize siting and orientation of new buildings; and
- include renewable energy in new construction & major renovations.

These policies are anticipated to be implemented where practical in the design of the replacement Aquatic & Fitness Centre and are included in the cost estimate. In addition, some of the following Sustainability Standards might be considered.

- BC Step Code (Step 1). *Recommended* at 0% project cost premium.
- LEED NC 2009 Silver or Gold. *Recommended* at 8-12% project cost premium.
- CaGBC Zero Carbon Design Standard. *Recommended* at 1-3% project cost premium.
- CaGBC Zero Carbon Construction Standard. Recommended only as a stretch goal at 5-10% project cost premium.
- Green Globes. Recommended only if LEED or CaGBC Zero Carbon Standards are not targeted.
- PassivHaus Standard. Recommended only as a stretch goal at 10-15% project cost premium.
- Living Building Challenge. Not recommended at 50%-100% project cost premium.

Sustainability Strategies could be implemented by the District of Summerland in the next design phase at a modest scale with the current cost estimate of \$38.3 million for Option B - CORE at Jubilee Road. The consultants recommend a deeper commitment to these strategies by implementing them to achieve LEED NC 2009 Silver or Gold and the CaGBC Zero Carbon Design Standard. It is recommended to consider allocating a 10% premium (\$3,830,000) to the project costs for this sustainability commitment. This commitment is highly recommended to enhance applications to the Green and Inclusive Community Building (GICB) and CleanBC Communities Fund grants.

## Engagement

Integral to this project was a community engagement process with multiple levels of stakeholders across the Summerland community, including adjacent business, organizations, the District of Summerland Council, and members of the public.

Although there were concerns and questions from stakeholders about both potential locations, there were no show-stopper issues that emerged from the stakeholder interviews. All buildings and uses are assumed to remain, with the exception of the TimberMart storage yard area. Additional discussions are needed with the new business owner.

The preferred option by an overwhelming majority is Option B: Jubilee Road, adjacent to the Summerland Arena. The primary reason people chose this site was the desire to avoid an interruption in service.

The top concern of the community in the open-ended survey comments were around the cost of the facility and how it would be funded. The second most frequent topic in the open-ended comments were reiterating the negative impact of closing the existing facility for two years.

## Recommendations + Next Steps

For the District of Summerland's consideration, the consultants for this Study recommend the following "Next Steps":

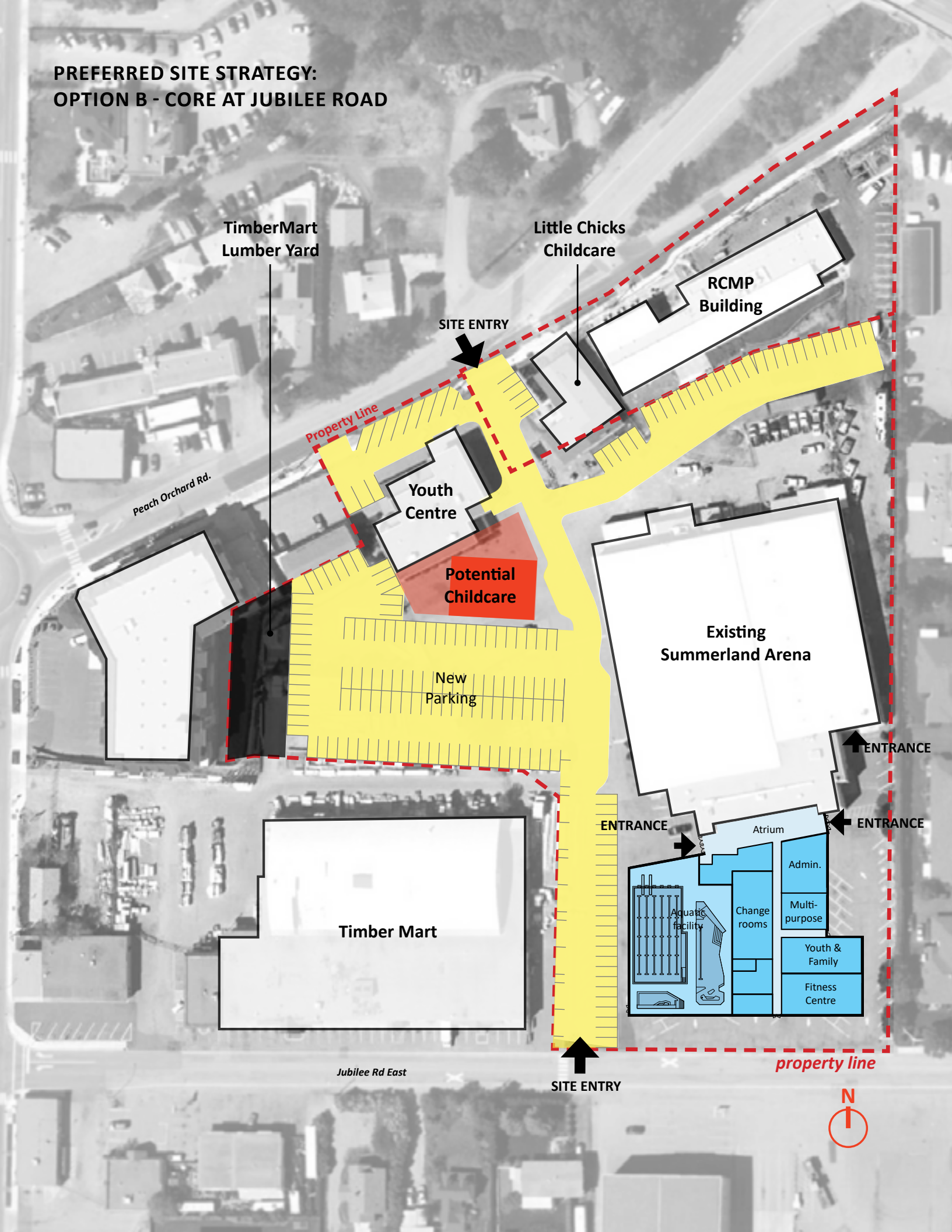
- **1: Receive and review the completed Summerland Aquatic & Recreation Centre Feasibility & Site Fit Study.**
- **2: Proceed with Preferred Site Strategy Option B – CORE at Jubilee Road.**  
The Consultant team recommends the District to review recommendations in this report and identify the new Aquatic & Recreation Facility at Jubilee Road as the preferred Site Strategy.
- **3: Consider incorporating Childcare as PLUS program to the new Aquatic & Recreation Centre or as a future site enhancement.**  
The District may elect to review and prepare application for the Childcare BC New Spaces Fund, scheduled for Spring/Summer 2022.
- **4: Continue to design to reduce risks and improve precision of cost estimate.**  
Specialty engineers could be enlisted to provide a report summarizing civil and off site connections to District services and a geotechnical report. Additionally, the District may elect to hire a team of consultants including Architect, Structural, Mechanical, and Electrical engineers to undertake Schematic Design for the project. These actions are optional and are risk reduction strategies and are intended to increase the confidence in the cost estimate and scope. If this work did not reveal significant changes to the scope or understanding of existing conditions, the accuracy of the cost estimate is expected to be consistent with this report.
- **5: Consider District climate action goals, define sustainability standards, and consider applying for the Green & Inclusive Community Building (GICB) and the CleanBC Communities Fund (CCF) grants.**  
The cost estimate for the Preferred Site Strategy is approximately \$38.3 million which provides a building that meets base sustainability standards set by BC Step Code for 2024. For a deeper commitment to sustainability, standards such as LEED NC 2009 Silver or Gold and the CaGBC Zero Carbon Design Standard are recommended for consideration at a 10% premium (\$3,830,000) to the project costs for Option B - CORE at Jubilee Road.
- **6: Continue public engagement and consultation with Stakeholders.**  
Council and Staff may elect to strategize an education and awareness campaign to further gather community support in advance of a referendum.
- **7: Commission and complete site-specific Parking Study.**  
A directed parking study of the Summerland arena site is recommended to establish more accurate parking need and arrangements.
- **8: Complete Condition Assessment of Summerland Arena.**  
Currently underway as a separate study by the District of Summerland.

- **9: Review options for the existing Aquatic & Recreation Facility and Continue Engagement with School District 67.**

The consultants recommend that the District consider re-use, replacement, or demolition of the existing facility, and identify future uses that might be accommodated in the building or location such as childcare, cultural or recreation in continued engagement and consultation with School District 67.

- **10: Consider completing a Funding Strategy to outline a detailed Costing Analysis for funding of the future Recreation Centre, including the cost to Summerland residents.**

**PREFERRED SITE STRATEGY:  
OPTION B - CORE AT JUBILEE ROAD**





# INTRODUCTION

This report prepared for the District of Summerland explores recommendations for a new state-of-the-art, multi-purpose Recreation and Aquatic Centre for the community. The existing Summerland Aquatic & Fitness Centre, opened in 1976, has been serving the Summerland Community for over forty-five years. In this time, it has supported and strengthened the Community by offering space for recreation, play, and respite year-round. The facility is at the end of its useable life, operating with a degraded building envelope and outdated mechanical, electrical, and pool systems as identified in the Property Conditions Assessment conducted by Stantec in 2018. Continuing the District of Summerland's commitment to offer the people of Summerland with an aquatic and recreation facility, this study builds off the already completed Summerland Parks & Recreation Master Plan (2018), and the Summerland Recreation & Health Centre Needs Assessment (2021).

For this report the Consultant team reviewed and analyzed two potential sites available for the new facility:

- **Site #1 (13205 Kelly Avenue)** the existing Summerland Aquatic & Fitness Centre; and
- **Site #2 (8820 Jubilee Road)** the existing south parking lot adjacent the Summerland Area.

This study explored in detail the potential for a new aquatic and leisure facility, fitness centre, and multi-purpose recreation centre with a possible community gymnasium and childcare centre as future program expansions for the community. The Consultant team utilized the recommended core aquatic program as defined by the 2021 Summerland Recreation & Health Care Centre Needs Assessment. At 28,700 sf net area, the CORE program includes the aquatic pools and associated change and support area as well as fitness and recreation spaces for the community. These spaces were drawn in various configurations and applied to the two proposed sites in a site fit study. This work generated various site strategies and program configurations at each site.

Multiple site strategies were explored and concentrated into two primary options:

- **Option A (CORE at Kelly Ave):** A 2-storey, 34,800 sf gross area new or renovated Aquatic & Recreation centre at Site #1. This option is illustrated on the footprint of the existing building as per the direction of School District 67.
- **Option B (CORE at Jubilee Road):** A single-storey, 33,400 sf gross area Aquatic & Recreation centre at Site #2 Jubilee Road. This option proposed to tie into the existing Summerland Arena.

Additionally, three program enhancements, Community Gymnasium, Childcare Centre, and Primary Health Care Centre were included in the program analysis. Originally identified in the Needs Assessment Report (2021) these PLUS program were integrated in the site fit study and site strategies as secondary site items for the District to evaluate as potential future projects. Class C Estimates were completed for both Site Strategies, renovation of the existing facility, and PLUS programs (excluding the Primary Health Care Centre).

The potential of co-locating the new Aquatic & Recreation Centre with the Primary Health Care Centre was initially explored in the previous Need Assessment (2021) and is currently undergoing its own feasibility study. While the two facilities were determined to be best delivered separately, this report explored the feasibility of co-locating the two projects on the same site. It was determined that Site #1 (13205 Kelly Avenue) and #2 (8820 Jubilee Road) cannot accommodate the spatial and parking requirements for both projects at the same location.

The team met and engaged with stakeholders and the public. Included in this community engagement work was multiple property stakeholder interviews, consultation with the School District 67, presentations to District of Summerland Council meetings, Parks & Recreation Advisory Committee meetings, a public Open House, and online survey, and a sustainability and climate action workshop with the incoming District of Summerland Sustainability & Alternative Energy Coordinator.



## Participants

The consulting team was assisted by the contributions of the District of Summerland staff who gave their time, energy, and guidance. Their collaboration was integral to the preparation of this report.

District of Summerland	Lori Mullin, DIRECTOR OF COMMUNITY SERVICES Graham Statt, CHIEF ADMINISTRATIVE OFFICER
Advisory Committees & Participants	Summerland Parks and Recreation Advisory Committee Summerland Community Recreation & Health Centre Steering Committee Odessa Cohen, SUSTAINABILITY & ALTERNATIVE ENERGY COORDINATOR Brad Dollevoet, DIRECTOR OF DEVELOPMENT SERVICES

## Project Team

Architecture & Planning	<b>Carscadden Stokes McDonald Architects Inc.</b> Glen Stokes, PARTNER ARCHITECT AIBC Sarah Sako, ARCHITECT AIBC Matias Kubacsek, DESIGNER B.ENDS  <b>MAD Studio Inc.</b> Cal Mekeljohn, PARTNER ARCHITECT AIBC Tom Cerajeski, PARTNER ARCHITECT AIBC Sandon Honeyman, ARCHITECTURAL TECHNOLOGIST
Engagement Consultants	<b>LEES and Associates</b> Megan Turnock, MLA, M.Sc, PRINCIPAL
Business Case Consultants	<b>Sierra Planning and Management</b> Jon Hack, DIRECTOR
Costing Consultant	<b>LTA Consultants Inc.</b> Lyndon Thomas, DIRECTOR



# INFORMATION GATHERING

The following documents were made available to the Consultant team for their review and reference throughout the project and aided in developing site strategies, engaging with the public, and shaping the final recommendations.

## Reference Documents

### **Summerland Community Recreation & Health Centre Needs Assessment, January 2021**

This assessment report details Summerland community's need to replace the existing Summerland Aquatics and Fitness Centre, construct a new Primary Health Care Centre, and the potential to co-locate the two projects. The project consisted of an extensive stakeholder and public engagement process, and the development of key program recommendations. These program recommendations were used as the base program requirements in this Summerland Recreation Feasibility and Site Fit Study.

### **Summerland Aquatic and Fitness Centre Property Condition Assessment, November 2018**

This document completed by Stantec identifies the existing physical condition of the Summerland Aquatic and Fitness Centre including the building's structural integrity, mechanical systems, electrical systems, building envelope and energy efficiencies. The assessment concludes that the facility is at the end of its usable life.

### **District of Summerland Parks & Recreation Master Plan, June 2018**

This document provides strategic direction to the District as it relates to park use, facilities and services over the next ten years. It outlines a framework made up of high-level goals for plans and priorities regarding parks and facilities in the District of Summerland.

### **School District 67 Letter of Response to Use of the Kelly Avenue Site, October, 2021**

This letter outlines the School District 67 current position with regards to the space available at 13205 Kelly Avenue and limitations on other potential uses at the existing Summerland Aquatic & Recreation Centre. The response asserts that aquatic and recreation facility strategies within the footprint of the existing Aquatic and Recreation Centre would be considered.

### **District of Summerland and School District 67 Shared Use Agreement, November 1983**

A legal document which outlines the terms of the agreement between the District of Summerland and the School District 67 (then 77) for the operation of the Aquatic and Fitness Centre.

**District of Summerland Transportation Master Plan, 2007**

A comprehensive report for all modes of transportation within the Summerland transportation system. This document identifies current system deficiencies and anticipates future growth for the Summerland transportation system. Furthermore, the report provides a framework to guide the development of transportation infrastructure in the District over the next 25 years.

**District of Summerland Cultural Plan, September 2016**

The Summerland Cultural Plan provides direction on how to utilize Summerland's cultural assets in correspondence with the community's values for future cultural development in the District of Summerland. This document provides the guidance and plan to developing an economically, socially, and culturally vibrant community.

**District of Summerland Official Community Plan, July 2015**

The Summerland Community Plan is a living document that guides the District's decision-making process around items concerning district planning and land use management.

**District of Summerland Community Energy and Emissions Reduction Plan (CEERP), February 2020**

This report provides comprehensive steps and actions to achieve the District of Summerland's goal to reduce community greenhouse gases below 2007 levels by 33% in 2020, and 80% in 2050.

**District of Summerland Corporate Energy and Emissions Management Plan (CEEMP), March 2021**

Through the CEEMP, this report details a low carbon resilience strategy in effort to manage the effects of climate change on the District. One major component of the plan includes reducing emissions caused by District vehicles and buildings.

**South Okanagan-Similkameen Child Care Action Plan, April 2021**

A 10-year action plan between the District of Summerland, the Town of Princeton, the Town of Oliver, the Village of Keremeos, and the Regional District of South Okanagan-Similkameen with recommendations to address the needs for childcare at a regional level.

**Summerland Aquatic Center Hazardous Building Material Assessment, September 2019**

A comprehensive analysis specified hazardous building materials at the existing Summerland Aquatic Centre that provides the following recommendations: creating an asbestos management plan, removing PCBs and mercury containing items, and conducting a pre-demolition assessment of materials excluded in the report.

**Summerland Aquatic Center Indoor Air Quality and Mold Assessment, September 2019**

An assessment of the indoor air quality at the existing Summerland Aquatic Centre in response to the suspicion of mold outlined in the Summerland Aquatic and Fitness Centre Property Condition Assessment, completed by Stantec (2018). The consultant recommended the following: Carbon Monoxide and Particulate readings are acceptable, that an intrusive investigation should be conducted to identify correct source of water leakage, and that roof areas be repaired as per the Stantec report.

**Summerland Aquatic & Fitness Centre Energy Study Report, December 2019**

This report is an ASHARE Level 2 energy study of the Summerland Aquatic & Fitness Centre and includes efficiency upgrade recommendations and energy conservation opportunities at the facility, such as aerators for the existing plumbing fixtures; timer controls at the sauna; and a liquid pool cover to reduce energy loss through evaporation.

**Summerland Arena Energy Study Report, December 2019**

This is an ASHARE Level 2 energy study of the Summerland Arena and includes efficiency upgrade recommendations and energy conservation opportunities at the facility, such as aerators for the existing plumbing fixtures; additional thermal insulation to exposed domestic hot water pipework; and repairing and replacing existing door seals.

**Summerland Arena Information, 2002/2003**

A brief document illustrating the location and direction of exit doors, parking, seating and exit signs at the Summerland Arena.

**Summerland Arena Blueprints, 1975**

Drawing set of the Summerland Arena used as reference by the consultant team.

**Green and Inclusive Community Buildings: Applicant Guide, Infrastructure Canada 2021**

The GICB is a grant program announced by the Government of Canada that will provide federal funding to support the repair, retrofit or upgrades of existing, and the construction of new publicly accessible buildings with more energy efficient, lower carbon, resilient, and high performing buildings.

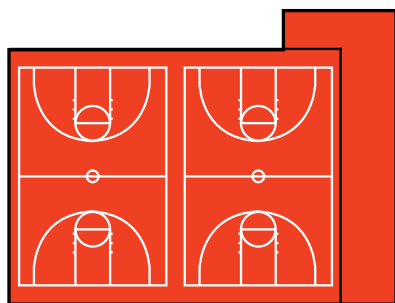
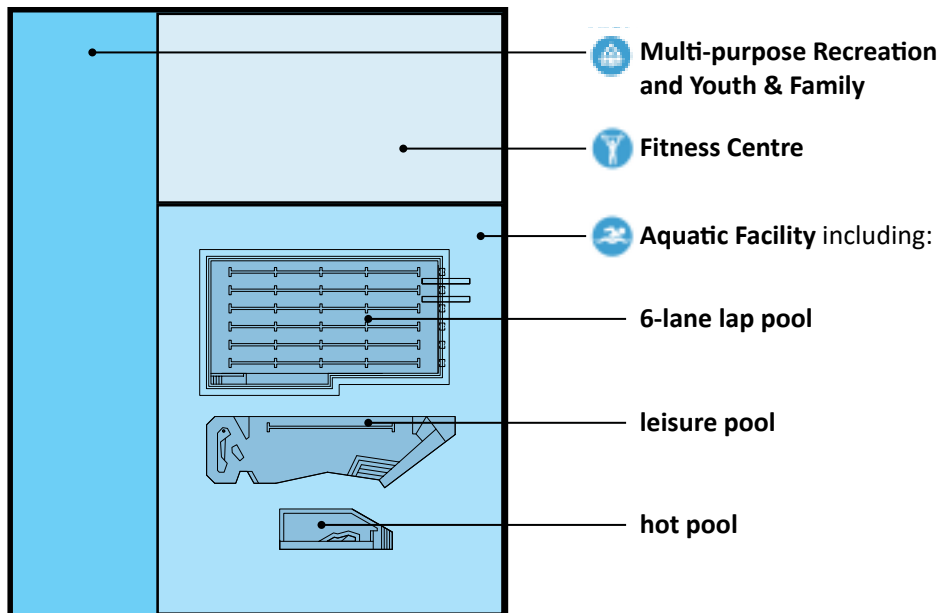
**CleanBC Communities Fund: Fund Intake 3 Program Guide, January 2022**

The CCP is a grant program announced by the Governments of Canada and British Columbia that will provide federal and provincial funding for the repair, retrofit, or upgrade of existing, and the construction of new publicly accessible buildings with increased capacity to for increased energy efficiency, and capacity to manage renewable energy.

## CORE

### Aquatic & Recreation

- 28,700 sf (net area)

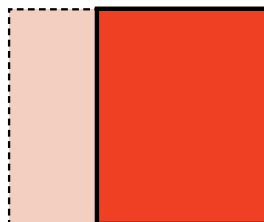


## PLUS



### Community Gymnasium

- 9,750 sf (net area)
- Budgeting cost: **\$11.2 million\***



## PLUS



### Licensed Childcare

- 3,500 sf indoor (net area)
- 2,800 sf outdoor (net area)
- Budgeting cost: **\$2.7 million\***



## PLUS



### Primary Health Care Centre

- 8,000 sf
- \*Please note the Primary Health Care Centre is currently being evaluated in a separate feasibility and site fit study.

**\*Note:** Budgeting cost is total project costs including construction costs, project costs, and escalation costs until 2024, and excluding GST and site-specific development costs.

# PROGRAM & SPACE REQUIREMENTS

The Consultant team utilized the recommended core aquatic program as defined by the 2021 Summerland Recreation & Health Care Centre Needs Assessment. At 28,700 sf net area, the CORE program includes the aquatic pools and associated change and support area as well as fitness and recreation spaces for the community. These spaces were drawn in various configurations and applied to the two proposed sites in a site fit study. This work generated various site strategies and program configurations at each site.

Additionally, three program enhancements, Community Gymnasium, Childcare Centre, and Primary Health Care Centre were included in the program analysis. Originally identified in the Needs Assessment Report (2021) these PLUS program were integrated in the site fit study and site strategies as secondary site items for the District to evaluate as potential future projects.

## CORE PROGRAM

The total space recommended CORE program is 28,700 sf and includes the following spaces in net (usable) square feet.

### Aquatics (17,750 sf)

- Leisure Pool (1,800 sf)
- 6-Lane Lap Pool (3,500 sf)
- Hot Pool (500 sf)
- Pool Deck (5,800 sf)
- Change rooms (3,700 sf)
- Steam or Sauna (150 sf)
- Guard and Staff (1,000 sf)
- Pool Storage (800 sf)
- Pool Mechanical (1,500 sf)

### Recreation (5,200 sf)

- Fitness Centre (2,500 sf)
- Activity Oriented Multipurpose Space (1,500 sf)
- Youth & Family Multipurpose Space (1,200 sf)

### Public & Support (3,900 sf)

- Lobby / Pool Viewing (900 sf)
- Reception (500 sf)
- Administration (1,000 sf)
- Drop Down Office used by other groups such as Recope and Swim Club (500 sf)

## PLUS PROGRAMS (ENHANCEMENTS)

Three PLUS program were considered as future enhancements to the CORE program in the development of Site Strategies and Site Fit Test.

### Community Gymnasium

- Net (usable) area: 9,750 sf
- Class C Estimate: \$11.2 million\* project cost

### Licensed Childcare

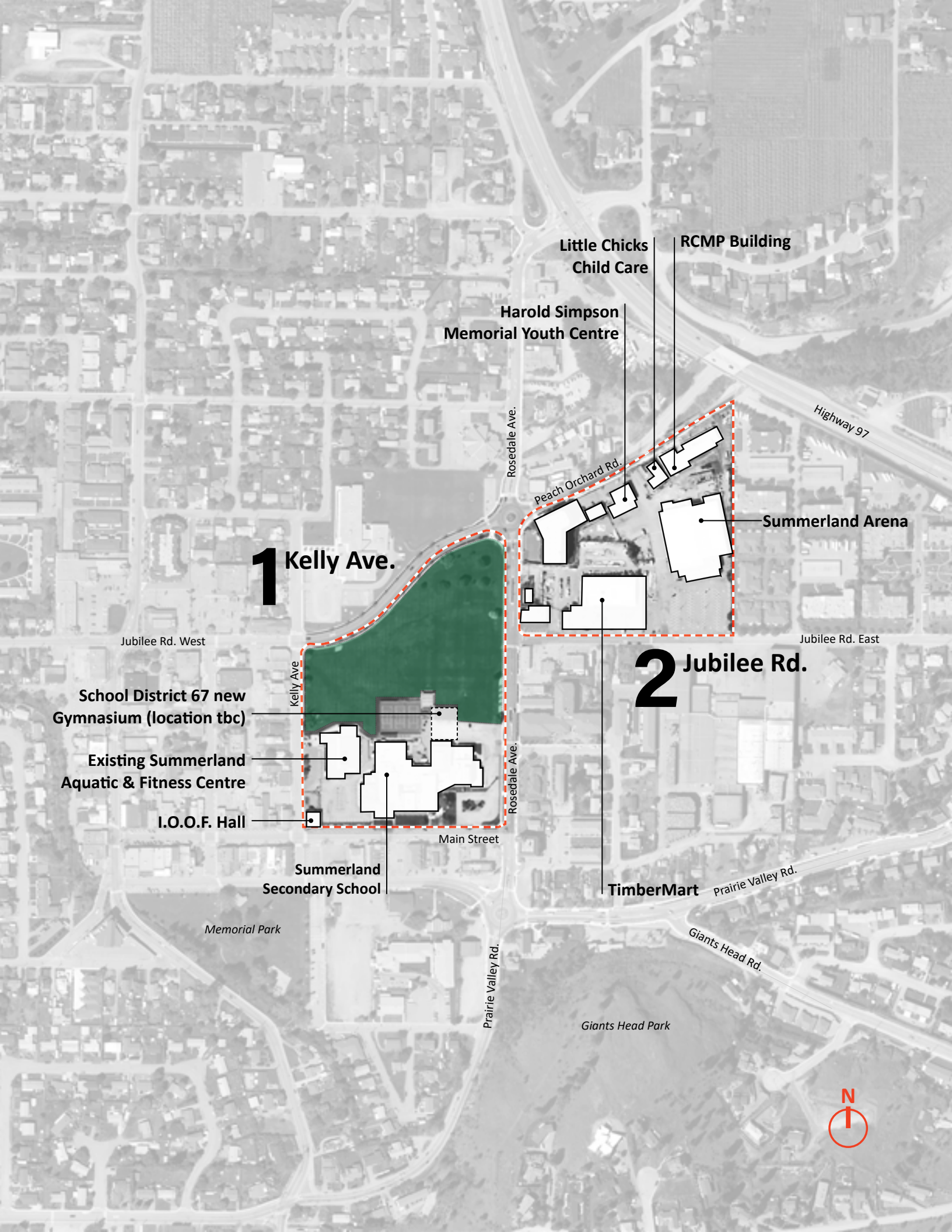
- Net (usable) indoor area: 3,500 sf
- Net (usable) outdoor area: 2,800 sf
- Class C Estimate: \$2.7 million\* project cost

### Primary Health Care Centre

- Net (usable) area: 8,000 sf
- **Note:** the Primary Health Care Centre is currently being evaluated in a separate feasibility and site fit study.

**Note** all cost estimates are total project costs including construction costs, project costs, and escalation costs in Q1 2024, excluding GST and site-specific development costs.





Little Chicks  
Child Care

RCMP Building

Harold Simpson  
Memorial Youth Centre

Highway 97

Peach Orchard Rd.

Summerland Arena

**1** Kelly Ave.

Jubilee Rd. West

School District 67 new  
Gymnasium (location tbc)

Existing Summerland  
Aquatic & Fitness Centre

I.O.O.F. Hall

Summerland  
Secondary School

Main Street

Memorial Park

Prairie Valley Rd.

**2** Jubilee Rd.

Jubilee Rd. East

TimberMart

Prairie Valley Rd.

Giants Head Rd.

Giants Head Park





## SITE ANALYSIS

Two sites were identified as available opportunities for the new Summerland Aquatic & Recreation Centre. **Site 1 at 13205 Kelly Avenue** is the existing Summerland Aquatic & Fitness Centre and **Site 2 at 8820 Jubilee Road** at the current open parking area directly adjacent to the Summerland Arena. Both sites exhibited multiple opportunities and challenges which are further articulated below.

### **Site 1 - (13205 Kelly Avenue) Existing Summerland Aquatic & Recreation Centre**

The site of the existing Summerland Aquatic & Fitness Centre was identified by the District as a potential site for the new or renovated facility. Located in the downtown area of the District of Summerland, the site sits at the intersections of Kelly Avenue and Main St. The existing facility is on the same property and immediately adjacent to the Summerland Secondary School. To the north is the School's recreation fields, tennis courts, and underground geothermal field that supplements the School's energy requirements. The School Board is currently undergoing planning for a new School Gymnasium by the Tennis Courts in a separate project. At the south-west corner on the block is the I.O.O.F (Independent Order of Odd Fellows) Hall, a small privately owned community activity space.

Site 1, 13205 Kelly Avenue, is the property of School District 67 (Okanagan Skaha) and the Summerland Aquatic & Fitness Centre is a District owned and operated facility. This arrangement was made possible by a shared-use agreement between the District of Summerland and School District signed in 1984. This agreement outlined the terms by which the facility is agreed to be operated by the District of Summerland, with contributions by the School District to the operating deficit, maintenance, and capital costs while on School Board property. For this study and through the District, the Consultant team engaged with the School District to review developing Site Strategies and obtain their feedback and comments. The result of this engagement was a letter by the School District discouraging the project from constructing on the existing field space and instead utilize the existing building footprint, and propose only similar programs for the site.

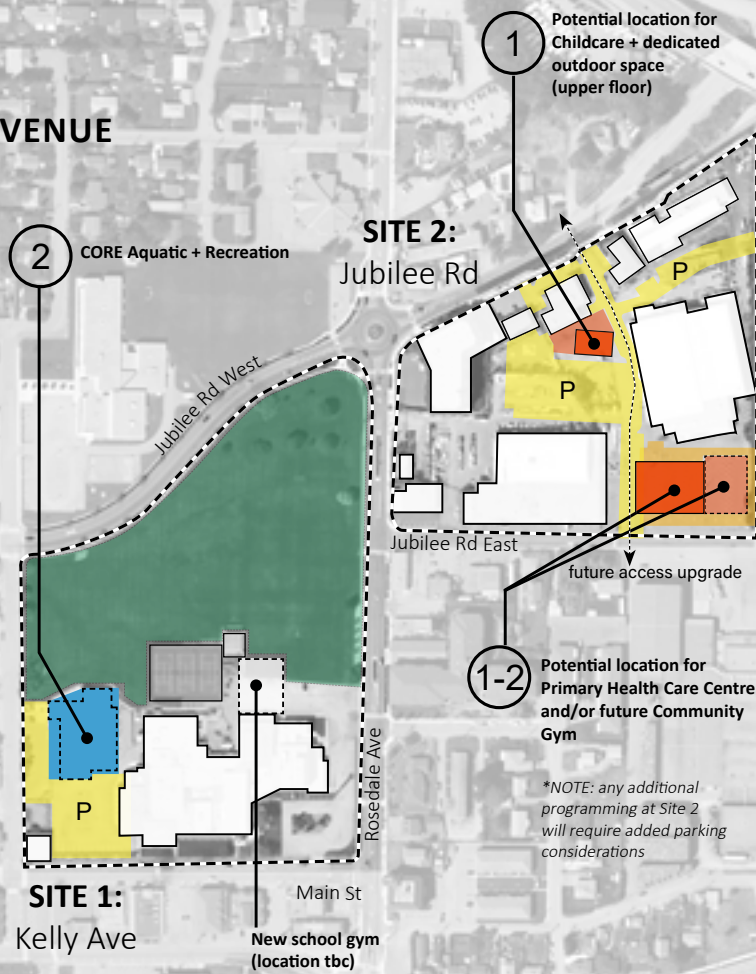
### **Site 2 - (8820 Jubilee Road East) Summerland Arena**

The area directly south of the existing Summerland Arena was identified by the District as a potential site for the new facility. Currently used as parking for the arena, Site 2 is defined by Jubilee Road East to the south, the Summerland Arena to the north, Linden Estates at the east, and TimberMart on the west. The block is split into multiple properties with a small service road, Ross Avenue, connecting Jubilee Road East to Peach Orchard Road. Neighbors on the block include TimberMart, Rosedale apartment complex, the Harold Simpson Memorial Youth Centre, Little Chicks Child Care, and the RCMP.

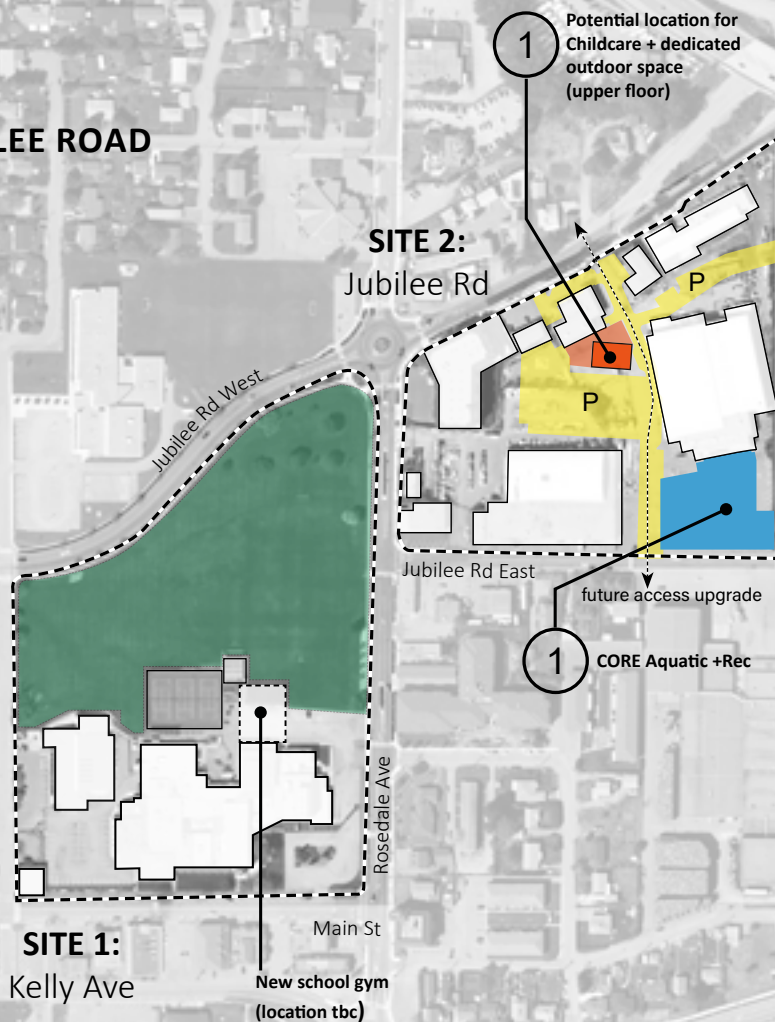
The available space for Site 2 consists of the Summerland Arena south parking lot. The District identified additional property north-west of the site as District property currently leased to the TimberMart as a storage yard for loading and general operations. In initial engagement with stakeholders, this property was discussed as a potential area to expand parking to meet existing arena and proposed Aquatic & Recreation facility requirements. However, new ownership at TimberMart has expressed interest in retaining the lease and use of this property for their business and as a result, the Consultant team has included the recommendation to pursue further engagement with TimberMart during subsequent phases of the Summerland Aquatic & Recreation project.

# A

## CORE AT KELLY AVENUE



**B**  
**CORE AT JUBILEE ROAD**



## SITE STRATEGIES

Multiple possible concept options for each site were generated by the Team and explored for the new facility with respect to the site condition and green space, building context and neighbours, program adjacencies and synergies, parking space and availability, as well as building massing and orientation. Moreover, the Team investigated the feasibility of renovating and expanding the existing Summerland Aquatic & Fitness Centre. It was determined that the current condition of the existing facility as detailed in the Summerland Aquatic and Fitness Centre Property Condition Assessment, (2018) limited the extent of the existing facility that could be salvaged to meet the expanded program requirements and costs. Finally, with concurrent stakeholder engagement and input, two site strategies were ultimately identified and presented to the public.

- **Option A - CORE at Kelly Avenue**

**Option A** proposes a 2-storey aquatic and recreation facility (the CORE program) at Site 1 Kelly Ave. This option utilizes the existing Summerland Aquatic & Fitness Centre footprint and examines the feasibility of renovating parts of the existing facility to meet the CORE program and current building standards.

**Option A** allows for the opportunity for PLUS programs, such as a Community Gymnasium, Childcare Centre, and/or the Primary Health Care Centre, to be located at Site 2 Jubilee Rd as potential future projects.

- **Option B - CORE at Jubilee Road**

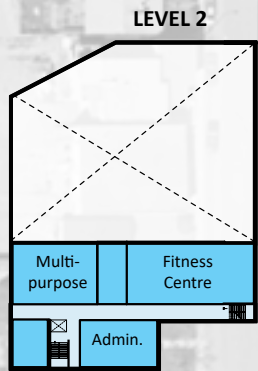
**Option B** proposes locating the CORE Aquatic and Recreation program at Site 2 Jubilee Rd.

Subject to further engagement with School District 67, **Option B** does not include the development of PLUS program (Community Gymnasium, Childcare Centre, and/or the Primary Health Care Centre) at Site 1 Kelly Ave.



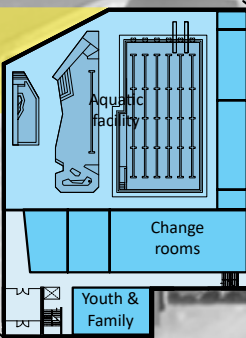
# A

## CORE AT KELLY AVENUE



SITE ENTRY

SITE ENTRY



ENTRANCE

Existing Parking

IOOF Hall

property line

Jubilee Rd West

Kelly Ave.

Summerland Secondary School

School Gymnasium  
(location TBC)

Main Street



### Option A - CORE at Kelly Avenue

This option proposed a 2-storey building for the CORE Aquatic and Recreation program on the current footprint for the existing Summerland Aquatic & Fitness Centre with a total gross area of 34,800 sf. The gross floor area is slightly larger for Option A compared to Option B as it is a 2-storey building, with additional space needed for stairs and an elevator. The option examined the feasibility of both a renovation and a new-build option per the direction of the Council of the District of Summerland.

#### Opportunities

- Maintained the co-location of the Summerland Aquatic and Fitness Centre to the Summerland Secondary School.
- Does not require any development of the Secondary School sport field.
- Does not conflict with the proposed Gymnasium project currently being undertaken by the School District 67.
- Allowed for the opportunity to consider locating the PLUS programs (Community Gymnasium, Childcare centre, and/or a Primary Health Care Centre) on Site 2 at Jubilee Road for future projects.

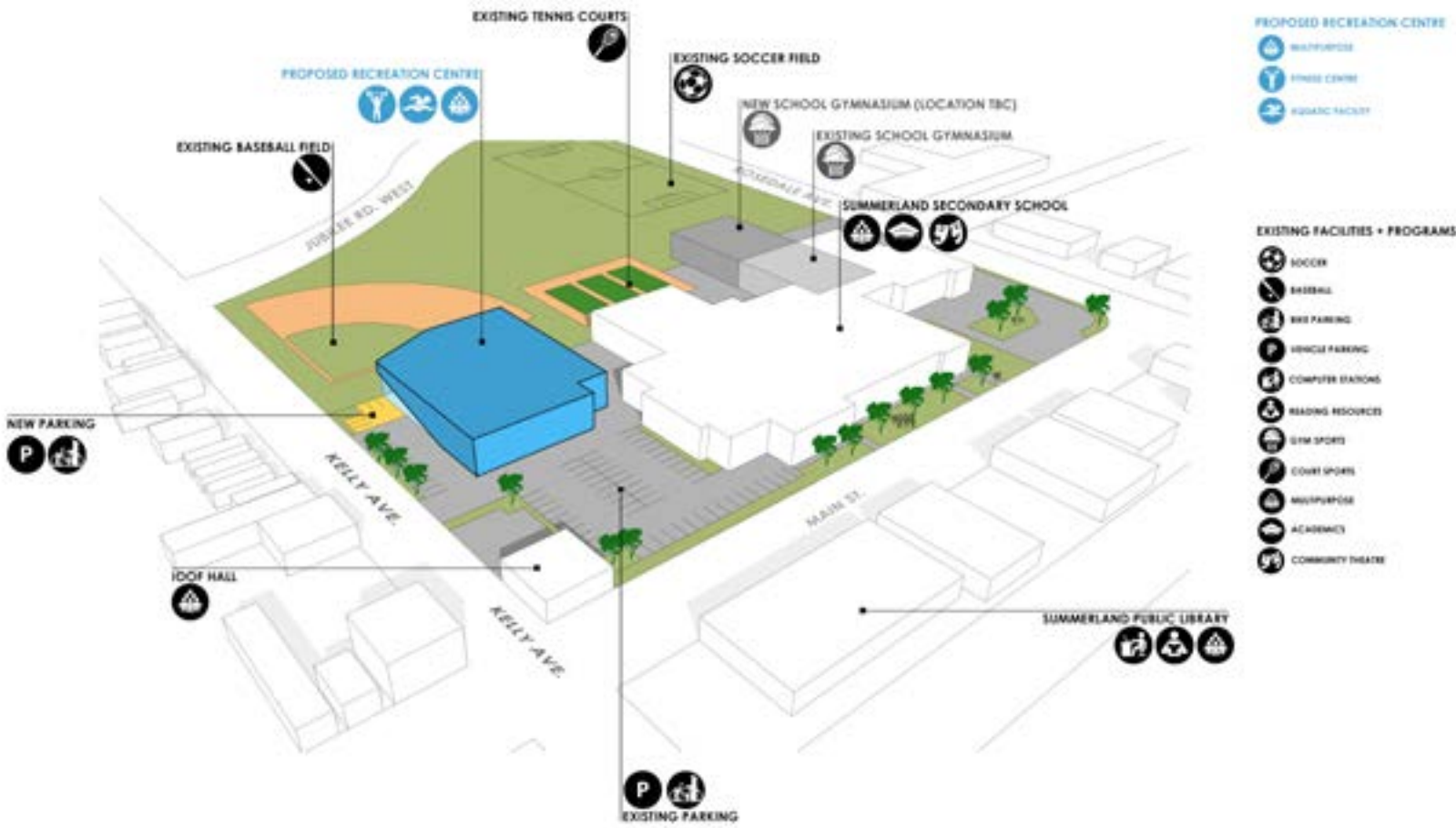
#### Challenges

- Option was limited to the building footprint of the existing Summerland Aquatic & Fitness Centre.
- Required interrupted service to aquatic and fitness programs during construction lasting approximately 2 years.
- Required some reduction in available parking.
- Additional area needed for stairs and elevators to service 2 storeys.

#### Class C Estimate

The Class C Estimate for **Option A** is approximately **\$38.0 million**.

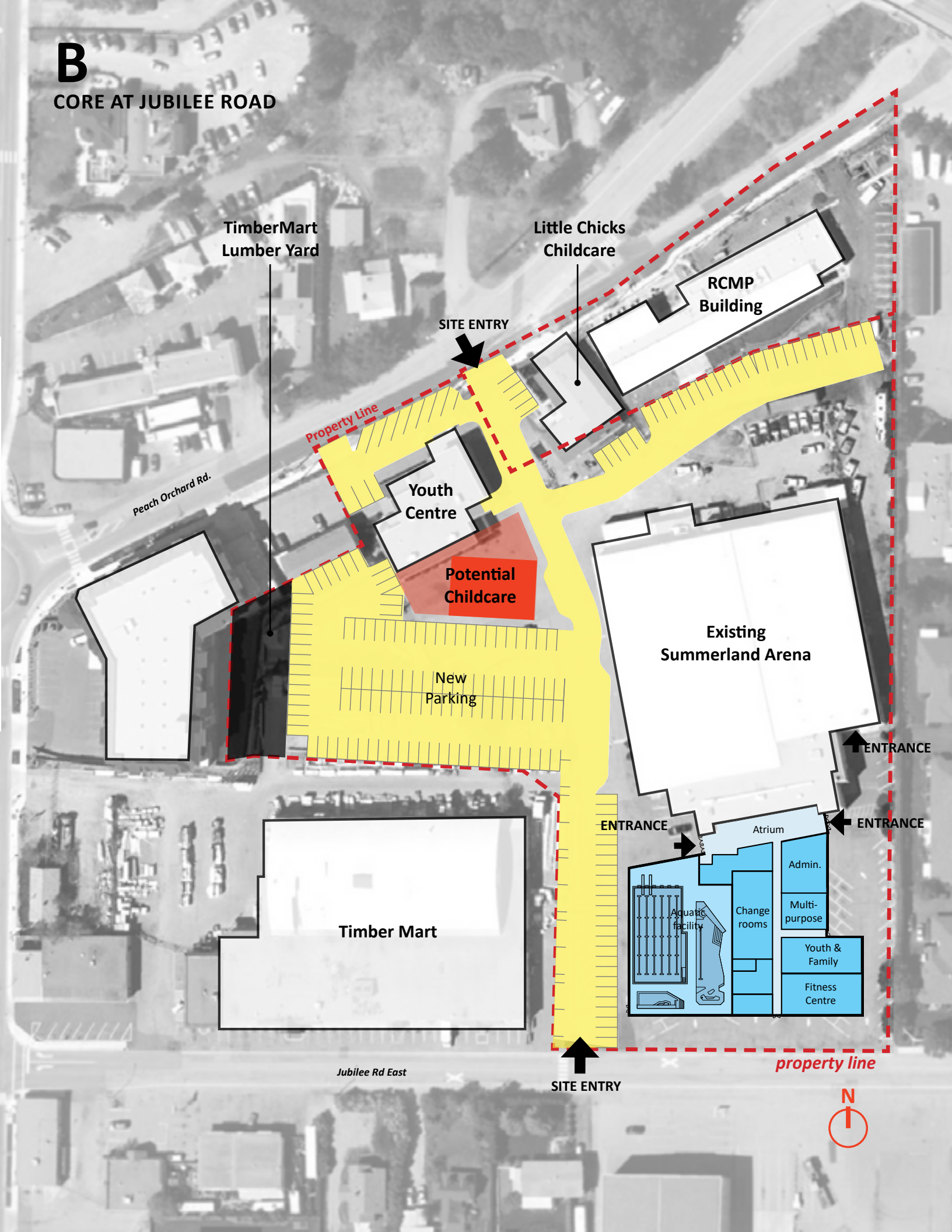
**Note:** Budgeting cost are total project costs including construction costs, project costs, and escalation costs in Q1 2024, and excluding GST).





# B

## CORE AT JUBILEE ROAD



**Option B - CORE at Jubilee Road**

Option B proposed a single-storey building for the CORE Aquatic and Recreation program adjacent to the Summerland Arena on Jubilee Road with a total gross area of 33,400 sf. This option allowed for an all-new facility with the potential to create a sports “complex” with the Summerland Arena.

Opportunities

- Allows for uninterrupted aquatic and fitness programs during construction.
- Creates a sports and recreation “complex” with the adjacent Summerland Arena.
- Allows for sustainable District energy exchange with the Summerland Arena.
- Allows for increased site development for parking.
- Offers the possibility of co-locating a Childcare facility (PLUS program) as a future project.

Challenges

- Option B does not include the development of any of the PLUS programs (Community Gymnasium, Childcare centre, and/or Primary Health Care Centre) at Site 1 Kelly Avenue; any considerations for the use of the facility at Kelly Avenue is subject to further discussions with School District 67.
- Addition of either the Community Gymnasium or Primary Health Care Centre on this site will pose parking challenges to the CORE program.

Class C Estimate

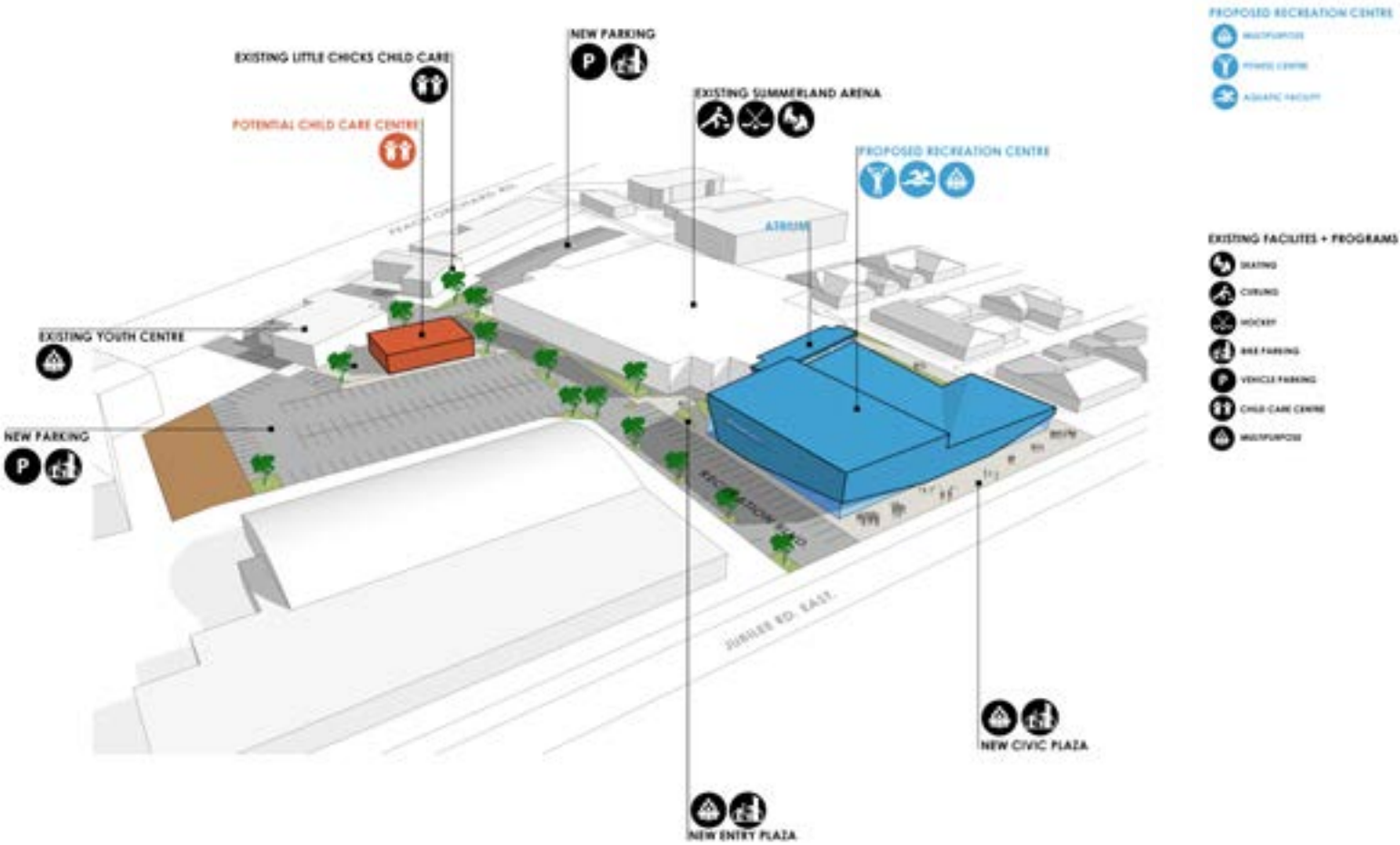
The Class C Estimate for **Option B** is approximately **\$38.3 million**.

**Note:** Budgeting cost is total project costs including construction costs, project costs, and escalation costs in Q1 2024, and excluding GST).

A separate construction cost for the demolition and abatement of the existing Summerland Aquatic & Fitness Centre (including site restoration) was priced at approximately **\$1.1 million**.

**Note:** This construction cost excludes escalation, construction contingencies, project costs and GST.












### Existing Summerland Aquatic & Fitness Centre - Renovation Viability

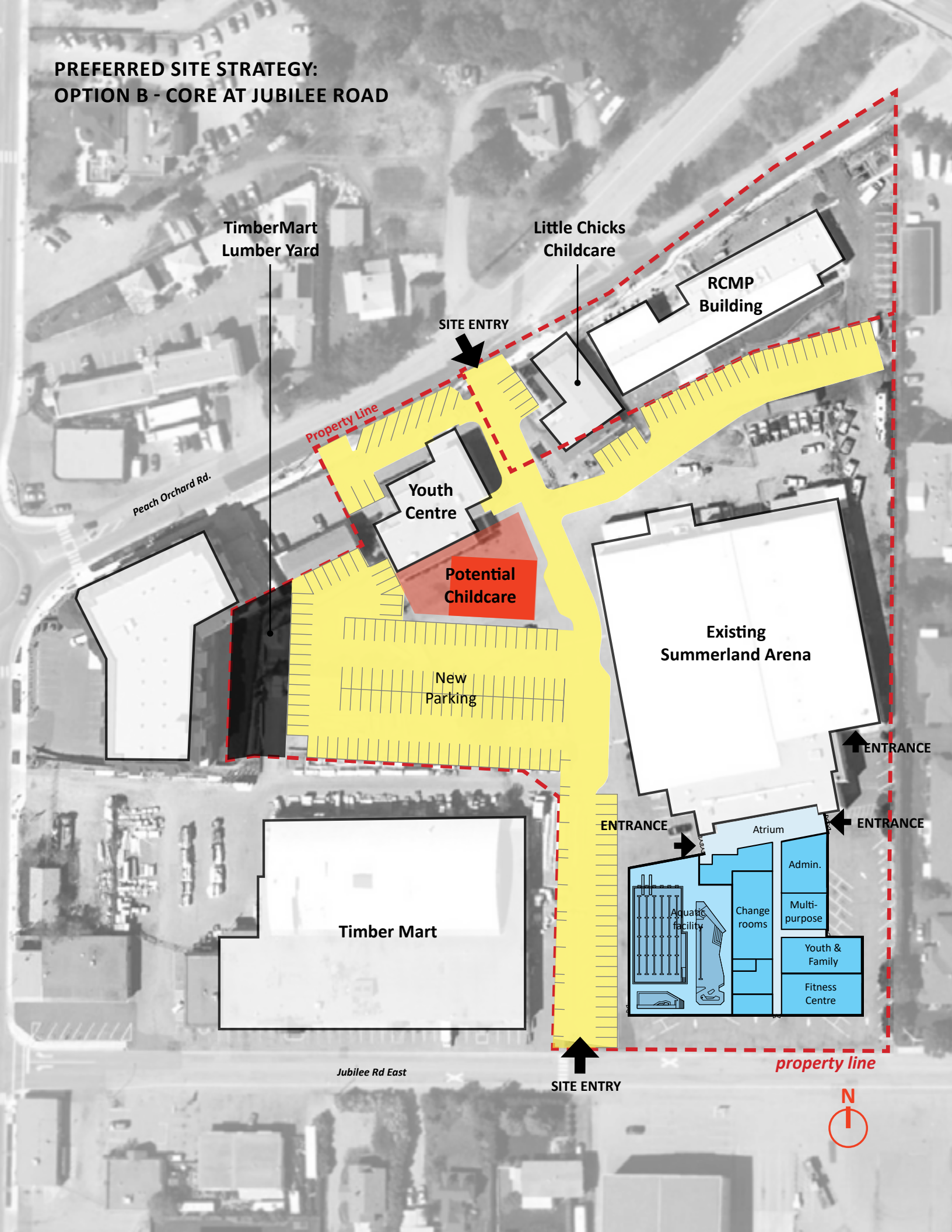
The Summerland Aquatic and Fitness Centre Property Condition Assessment completed in 2018, concludes the structural integrity, mechanical systems, electrical systems, building envelope are at the end of its useable life.

The team determined that the viability of renovating the existing facility is limited and the components of the existing building available for salvage are restricted to the wood composite super structure. Furthermore, the Schematic costing demonstrated the cost of renovating the existing Aquatic Centre would be greater than if to build new - \$39.2 million and \$38.0 million respectively. Selective demolition, storage of salvaged material, and remediation would all contribute to the cost premium to renovate.

Below is a matrix detailing the viability of the major building components and elements with potential salvage and reuse.

Building Component	Viability	Details
Pool & Tanks		Existing pools do not comply with FINA (Federation Internationale de Natation) standards for competition pools. Existing pool & tanks are also currently in poor condition as per Property Condition Assessment (Nov. 2018) which notes “[...] all major building mechanical, electrical and pool systems has exceeded their expected useable life.”
Pool Location		The existing pool would need to be relocated to accommodate the proposed design. Additional pools are recommended as per the proposed program defined in the 2021 Needs Assessment.
Change Rooms		Additional change and washrooms would be required to meet the increase program proposed. Furthermore, these facilities would need to be relocated to accommodate the proposed design.
Substructure & Foundation		The existing substructure & foundation does not have the capacity to support a larger (2-storey) facility.
Partitions & Interior Walls		Retaining partitions and interior walls is not recommended. These would need to be relocated to accommodate the proposed design.
Superstructure		Portions of the superstructure may be salvaged for reuse. Components would need to be assessed and upgraded to meet current seismic requirements with the rest of the proposed superstructure.
Envelope & Roof		As per the Property Condition Assessment (Nov. 2018) the existing envelope and room are in poor condition. Retaining the existing envelope or roof in whole or part would not be recommended.

**PREFERRED SITE STRATEGY:  
OPTION B - CORE AT JUBILEE ROAD**





## PREFERRED SITE STRATEGY

Site Strategy A and B were presented to the public in an engagement process including a public open house held on 16 November 2021, and online survey. This process, which is further detailed in a later section of this report, identified Option B – CORE at Jubilee as the Preferred Site Strategy amongst most community respondents and is the recommended Site Strategy by the Consultant team.

The strengths in this Preferred Site Strategy include:

- providing uninterrupted service during construction;
- capitalizing on the opportunity to create a sports “complex” with the Summerland Arena;
- allowing the opportunity for sustainable District energy exchange with the Summerland Arena;
- accommodating parking development without structured parking; and
- accommodating the childcare facility (PLUS Program) which can be co-located as part of the Recreation Centre or independently as a future project.

There are several additional considerations relevant to the Preferred Strategy.

- Site 2 – Jubilee Road has sufficient space to allow for either a single-story or 2-storey facility. The final design of this can be further detailed with the next consultants during the Project Design phase.
- The Class C Estimate for the Option B - CORE at Jubilee Road, the Preferred Site Strategy is approximately **\$38.3 million**, at a total gross area of 33,400 sf. (Including construction costs, project costs, and escalation costs until 2024, and excluding GST). This provides a building that meets base sustainability standards set by BC Step Code for 2024. Additional sustainability targets, such as LEED, PassivHaus, Zero Carbon, Green Globes, and/or Living Building Challenge will require additional project considerations and costs. To pursue a deeper commitment to sustainability, the consultants recommend allocating a 10% premium (\$3,830,000) to the project costs.
- A separate construction cost for the demolition and abatement of the existing Summerland Aquatic & Fitness Centre (including site restoration) is approximately **\$1.1 million**.  
(\*Excluding escalation, construction contingencies, project costs and GST.)
- Opportunities for regenerative energy specific to Site 2 – Jubilee Road for the District of Summerland’s continued consideration in future design phases include:
  - o district energy exchange with the Summerland Arena;
  - o solar photovoltaic panels;
  - o geothermal lines at proposed parking area;
  - o water efficient landscaping and reduced water maintenance; and
  - o water efficient fixtures.



## COST BENEFIT ASSESSMENT

The Consultants issued Preferred Site Strategy A and B for a Class C estimate by quantity surveyors LTA Consultants Inc. The full report can be reviewed in Appendix II.

Based on the architectural site fit drawings of the Preferred Site Strategies, the Class C estimates were generated for probable project costs including construction costs, project costs, and escalation costs in Q1 2024, and excluding GST as follows.

Option A - CORE at Kelly Avenue = \$38.0 million

Option B - CORE at Jubilee Road = \$38.3 million

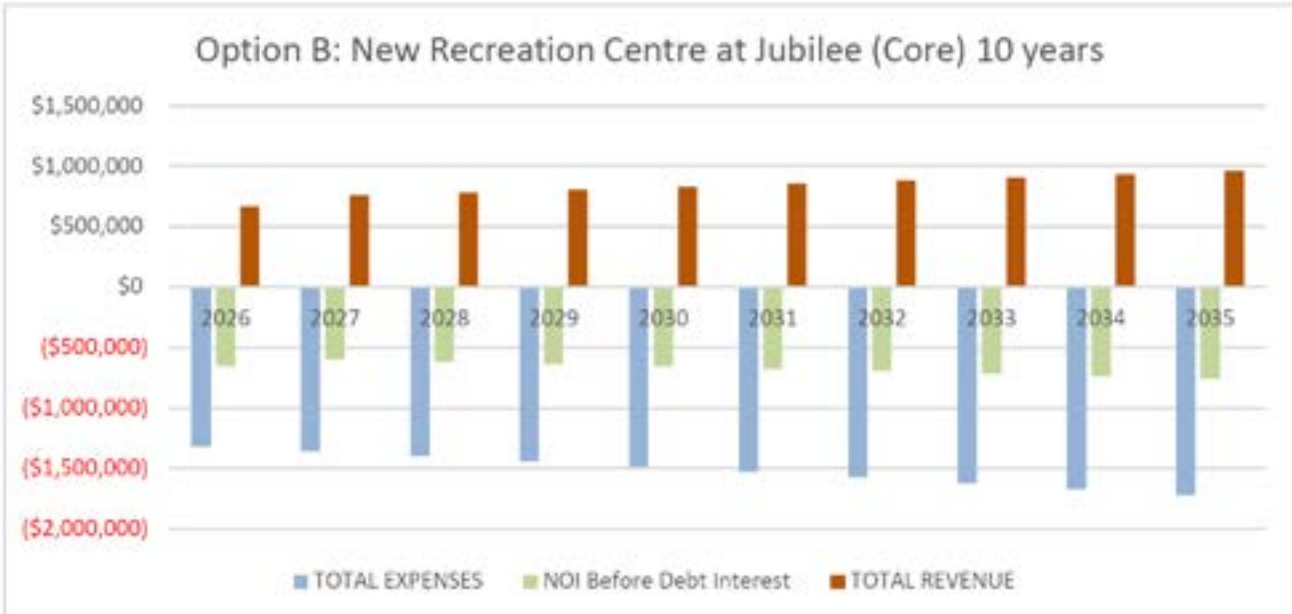
These project costs allow for a modest sustainability commitment (e.g., BC Step 1). For a deeper commitment to sustainability objectives, the consultants recommend a 10% premium (\$3,830,000) to the project costs.

In addition, Sierra Planning and Management consultants developed a cost benefit assessment of the Preferred Site Strategies that considers whole-life costs (capital, operations, maintenance, replacement, decommissioning) and revenues (the full report can be referenced in Appendix III). The cost-benefit assessment identifies an increase in Net Operating Income (NOI) between the Baseline Option (allow the existing facility to continue operating), Option A (CORE at Kelly Ave), Option B (CORE at Jubilee), and Option C (renovation of CORE at Kelly Ave) can be seen in the following diagrams:

Projected Order of Magnitude Deficit					
	2026	2027	2028	2029	2030
<b>Option A</b>	-\$1,017,966	-\$865,026	-\$739,790	-\$684,123	-\$704,647
<b>Option B</b>	-\$652,902	-\$599,098	-\$617,071	-\$635,583	-\$654,650
<b>Baseline</b>	-\$580,537	-\$597,953	-\$615,892	-\$634,369	-\$653,400
	2031	2032	2033	2034	2035
<b>Option A</b>	-\$725,786	-\$747,560	-\$769,986	-\$793,086	-\$816,879
<b>Option B</b>	-\$674,290	-\$694,519	-\$715,354	-\$736,815	-\$758,919
<b>Baseline</b>	-\$673,002	-\$693,192	-\$713,988	-\$735,407	-\$757,470

*Net Operating Income (NOI) Before Debt Interest  
(over 10 years)*







These differences in NOI are noted as representing the considerable increase in size (approximately 60%) between the existing aquatic and recreation facility and either of Option A or B, and corresponding increases in operating costs and annual expenses. Ultimately, however, both options for a larger facility reflects the condition of the new facility being larger, better capable at generating more revenues from customers, host more aquatic and recreational activities, with more frequency in a more modern, community-oriented facility.

On a cumulative basis over the 25-year analysis period used in the cost-benefit assessment (using 2026 as the first year of operations), are the following NOI, revenues, and costs:

- Option A – CORE at Kelly Avenue: NOI of **-\$23,513,697**  
(from total cumulative revenues of **\$26,202,455**, and total cumulative costs of **\$49,716,152**).
- Option B – CORE at Jubilee Road: NOI of **-\$21,277,729**  
(from total cumulative revenues of **\$26,818,865**, and total cumulative costs of **\$48,096,595**).

The cost-benefit analysis identifies Option B as the recommended option since it allows for potential synergies in aquatic and arena staffing, and the potential to avoid a loss of revenue in the first years of operation of the new facility due to a redistribution of customers resulting from the closure of the existing aquatic facility anticipated for Option A/C (new build or renovation). The projected impact of lost revenue for a closure during construction of a new build, or renovation for option A/C is estimated at \$674,600, and \$0 for Option B.

In the long-term, Option B has the potential for staff and labour cost efficiencies resulting from the co-location of the Arena and the proposed new facility. Additionally, the co-location of Option B with the Summerland Arena allows for the possibility of a heat-sharing energy loop. This system, estimated roughly at \$500,000, allows for operating cost savings of approximately \$40,000 a year, with a potential for an additional \$25,000 - \$30,000 in savings due to reductions in CO2 emissions (based on the current price of carbon set by the Federal Government in 2022).

Through the lens of the cost benefit assessment, Option B is recommended due to the potential synergy for the aquatic and arena staffing, energy savings, increased potential for a larger revenue profile in the future, and a reduced lag in public interest and participation at opening due to uninterrupted community services.



# SUSTAINABILITY

## Energy & The Environment

For this study the Consultant team consulted with the incoming District of Summerland Sustainability & Alternative Energy Coordinator to review current District policies, action, and grant opportunities, such as the Green and Inclusive Community Buildings program, for the new Summerland Aquatic & Recreation Centre.

Buildings and infrastructure are two of the main sectors that contribute to the Districts current emission levels (in addition to Transportation). The District of Summerland has developed actions within the Corporate Energy and Emissions Management Plan (2021), directing energy efficiency and emission reduction for these two sectors. These actions will be critical in guiding the development of the new Arena.

Three major actions were highlighted as part of the District of Summerland Corporate Energy and Emissions Management Plan (March 2021) and referenced by the Consultant team.

- 1. Commit to building energy efficient and resilient facilities and buildings**

“The District will commit to building the most energy efficient new facilities and buildings with as low GHGs as it reasonably can, with consideration for relevant green design standards. For example, the District can commit to achieving certain metrics under the BC Energy Step Code, including GHG intensities.”

- 2. Optimize siting and orientation of new buildings**

“This action has the same co-benefits as [#1] but can in some cases be realized for a lower cost and effort. For example, orientation of a building can ensure passive heat gain at cooler times of the year, while installing passive solar design features that will also reduce the summer heat gain [...] The District will commit to doing this wherever reasonably possible.”

- 3. Include renewable energy in new construction & major renovations**

“This action has the same co-benefits as [#1], and renewable energy features can often be installed more cost-effectively with new construction versus a retrofit on an existing building. New buildings can be designed to operate with ground-source heat pumps to ensure that they have very low GHG emissions, and with solar PV and/or hot water to help shield them from future energy price increases. The District will commit to doing this wherever reasonably possible in new District buildings and facilities, or those undergoing major renovations.”

Additional actions outlined in the March 2021 CEEM Plan were also considered for this report.

**1. Assess District readiness for climate impacts**

“The District should ensure that it is ready to respond to climate-related hazards such as flooding, wildfires, and extreme heat. The District can, for example, develop a Heat Alert Response System, examine opportunities to utilize District-owned buildings for cooling centres during extreme heat events, and ensure that it is prepared to respond to flooding events and drought.

Although this action will not directly save energy expenditures, it will lead to avoided costs for the District and the community.”

**2. Manage District water consumption**

“While some actions under EBI1 address water reduction, the District does not currently actively manage its consumption of water. There is an opportunity to lead by example, which in turn would help with community-wide actions identified in the CEERP e.g., the District could adopt best practices in water efficient landscaping and educate the community on doing the same.

Reduction in water consumption impacts corporate GHGs and energy expenditures, however, these will be minor relative to the impacts of the entire community if the behaviour change can be replicated.”

**Green and Inclusive Community Buildings Program**

The Green and Inclusive Community Buildings Program (GICB) was established by Infrastructure Canada with the aim to “...to build more community buildings and improve existing ones – in particular in areas with populations experiencing higher needs – while also making the buildings more energy efficient, lower carbon, more resilient, and higher performing. This five-year \$1.5 billion program will support green and accessible retrofits, repairs or upgrades of existing public community buildings and the construction of new publicly-accessible community buildings that serve high-needs, under served communities across Canada.”

The Summerland Recreation Centre is a suitable candidate for this program as it will be a publicly accessible community building and will already be considering green and sustainable building options to meet the District’s sustainability actions. The Consultant team recommends the District of Summerland consider this opportunity for funding and submitting an application.

As this particular grant is targeting low carbon projects, implementing the CaGBC Zero Carbon Standard for this project is recommended to improve the chances for success. At this time, the GICB online application portal states that a second intake is expected for this program, but has not been announced as of February 2022.

**CleanBC Communities Fund**

The CleanBC Communities Fund (CCF) is part of the Investing in Canada Infrastructure Program’s (ICIP) Green Infrastructure-Climate Change Mitigation sub-stream with the primary focus of reducing greenhouse gas emissions. The fund provides “provincial and federal funding for community infrastructure projects that reduce reliance on fossil fuels [and] supports cost-shared infrastructure projects that focus on management of renewable energy, improved access to clean-energy transportation, improved energy efficiency of buildings and the generation of clean energy.”

The project is eligible as it is a replacement building for a public facility, for broad public use and benefit, and already is in the process of considering green and sustainable building options to meet the District's sustainability actions. The Consultant Team recommends the District of Summerland consider this opportunity for funding and pursuing the application.

As the CCF grant is targeting infrastructure projects with the aim of reducing greenhouse gas emissions and climate change mitigation in BC, implementing the LEED NC 2009 Gold or the CaGBC Zero Carbon Design Standard for this project is recommended to improve the chances for success. The third intake period for this grant opportunity is currently open, and will close on May 25, 2022.

## Practical Sustainability Standards

The Consultant team has identified several sustainability standards for the District to consider when proceeding into the design phase. Determining the metrics of certification will allow the District to have a measured standard and process to achieve the sustainability goals as set out by the District.

### BC Step Code

0% construction cost premium for Step 1.

\$15,000 allowance for an energy model if verification is desired.

The BC Energy Step Code is a set of compliance metrics in the current BC Building Code. It is intended for local BC governments to incentivize or require new buildings to adhere to a degree of energy efficiency beyond to what is outlined in the current BC Building Code. Currently, for institutional buildings, Step 1 is the sole option, is the current code minimum, and is considered the baseline standard. This is recommended and aligns with the District's Corporate Energy and Emissions Management Plan commitment to building energy efficiency.

### LEED Canada NC 2009

8-12% construction cost premium

\$25,000 to \$50,000 for certification

LEED (Leadership in Energy and Environmental Design) is the industry standard sustainable building performance evaluation tool. The program offers a quantifiable means of evaluating the sustainable success of a project. LEED promotes a holistic approach to sustainability by recognizing performance in five key areas of human and environmental health: sustainable site development, water efficiency, energy efficiency, materials selection, indoor environmental quality. LEED Certification is based on the project's total point score, with four levels of possible achievement (certified, silver, gold and platinum). The cost of documentation required by LEED certification process ranges from \$25,000 to \$50,000; however, it is possible to shadow LEED principles without certifying and still achieve positive benefits to the community and environment.

This is a well-practiced standard that has been implemented for hundreds of Canadian buildings. For this project, LEED NC 2009 for new construction would be recommended. LEED Silver would be a practical goal with LEED Gold as a good stretch goal. For reference, the Penticton Community Centre expansion project was designed to LEED Silver (although never technically certified). LEED aligns with all of the District's Corporate Energy and Emissions Management Plan commitments.

### **Canadian Green Building Council (CaGBC)- Zero Carbon Building Standard**

1-3% capital cost premium for compliance with the Design Standard

5-10% capital cost premium for compliance with the Construction Standard

The CaGBC's Zero Carbon Building Standard is a pathway for both new and existing building to reach zero carbon and industry recognized certification. The standard focuses on balancing a building's carbon across its life-cycle including construction and operation. The current Zero Carbon Building Standard (v2) has been expanded and can be applied to buildings in climate zone 7 -8 and/or buildings with unique heating and ventilation loads such as an Aquatic facility. This standard is being highlighted by government to help attain climate goals and reduce carbon.

The ZCB-Design v2 pathway allows for transition related strategies and the ZCB Construction Standard requires compliance with energy performance and renewable infrastructure at time of construction. The first aquatic centre in Canada that is targeting the more stringent Construction certification is in New Westminster (currently in design phase).

The consultants recommend considering pursuing the less stringent ZCB-Design v2 pathway. Coupled with LEED, there may be overlapping benefits and reduced overall additional costs. This would align the District's Corporate Energy and Emissions Management Plan commitments to energy efficient buildings and renewable energy.

### **Green Globes**

1% capital cost premium

Green Globes is a web-based program for green building guidance and certification that includes an on site assessment by a third party with expertise in green building design, engineering, construction and facility operations to interface with project teams and building owners, review documentation, and conduct on site building tours. Green Globes for new construction projects requires a \$500 software subscription and a \$4,500 to \$25,000 Third Party Assessment/Certification, depending on the size of the building. Examples of Green Globes certified projects include the Community Wellness and Recreation Centre in Komoka Ontario and UBCO Campus.

This certification is not as popular as LEED in Canada. If LEED or CAGBC Zero Carbon are not pursued, this certification could be considered as an alternative. This certification process appears both more inclusive and less rigorous than other options.



## **Ambitious Sustainability Standards**

The following sustainability standards are more challenging to achieve; in particular for aquatic centres. Although these are reserved for the most ambitious of projects, they have been included for context and interest.

### **PassivHaus Standard**

10%-15% capital cost premium

The PassivHaus standard is strictly focused on minimizing the operational energy footprint of a building. It is not so much a rating system as it is an energy efficiency target with the goal being a heating/cooling energy consumption target of 15kWh/m<sup>2</sup> with an overall combined building target of 120kWh/m<sup>2</sup>. Since the average Canadian commercial building uses 400-450kWh/m<sup>2</sup> this is an ambitious target and results in significant operational energy savings. Although currently there is no certification fee for this standard, the additional effort required at the design phase may increase soft costs. As the PassivHaus Standard is only an energy target, it can be combined with any of the more holistic systems in order to create a comprehensive sustainability strategy.

This is a very difficult standard to attain with aquatic centres due to the required energy usage for humidity and temperature control. There are no Canadian PassivHaus aquatic centres to date and several European examples. Unless the District wants to attempt a flagship sustainability project, this certification is not recommended.

### **Living Building Challenge**

50%-100% capital cost premium

The Living Building Challenge defines the most advanced measures of sustainability in the built environment today and acts to diminish the gap between current limits and ideal solutions. Projects that achieve this level of performance can claim to be the 'greenest' anywhere, and will serve as role models for others that follow. The Challenge is comprised of seven performance areas, or "Petals": Site, Water, Energy, Health, Material, Equity, and Beauty. Projects can achieve three types of certifications: Full Certification, Petal Recognition, or Net Zero Energy Building Certification.

Projects are registered before construction and documented during, and must operate for 12 months during which building data is collected before the project is audited and certified. Certification fees are based on project size and are paid before auditing. Full certification ranges in cost from \$2,500 to \$25,000.

There are very few projects in Canada that have attempted the Living Building Challenge, and no aquatic centers. Targeting this standard would be a flagship international aspiration which would require significant time and capital investment. This is not recommended.

### Sustainability Strategies

Ultimately, the goal of the aforementioned Sustainability Standards is to implement effective and concise sustainability strategies into the project to achieve the District's desired sustainability goals. These include the following sustainability strategies which should be considered in the next design phase:

- consideration of climate change resilience;
- low-carbon and energy design features (interior and exterior);
- water conservation and reuse features;
- optimized siting and orientation of new buildings;
- heat sharing and recovery;
- renewable energy systems;
- parking reduction;
- active transportation;
- electric vehicle (ev) charging; and
- indoor environmental quality.

These Sustainability Strategies could be reviewed, and implemented by the District of Summerland in the next design phase at a modest scale with the current cost estimate of \$38.3 million for Option B - CORE at Jubilee Road. The consultants recommend a deeper commitment to these strategies by implementing them to achieve LEED NC 2009 Silver or Gold and the CaGBC Zero Carbon Construction Standard. It is recommended to consider allocating a 10% premium (\$3,830,000) to the project costs for this sustainability commitment. In addition, this commitment is recommended to enhance applications to the Green and Inclusive Community Building (GICB) and CleanBC Communities (CCF) Fund grants.

In summary, the consultants recommend the District of Summerland consider these sustainability strategies as actionable steps in implementing the following recommended Sustainability Standards:

- **BC Step Code (Step 1).**  
*Recommended at 0% project cost premium.*
- **LEED NC 2009 Silver or Gold.**  
*Recommended at 8-12% (\$3,064,000 - \$4,596,000) project cost premium.*
- **CaGBC Zero Carbon Design Standard.**  
*Recommended at 1-3% (\$383,000 - \$1,149,000) project cost premium.*







# COMMUNITY ENGAGEMENT

## Engagement Purpose & Key Goals

Integral to this project was a community engagement process with multiple levels of stakeholders across the Summerland community, including adjacent business, organizations, the District of Summerland Council, and members of the public. During the project, stakeholders and the public provided input on the Site Strategy Options. The full Public & Stakeholder Engagement Report is available for reference as Appendix I of this report.

## Engagement Activities & Participation

The following engagement activities were completed as part of the community engagement process.

### Council Engagement

Throughout the project, the consulting team engaged Council to ensure the results of the project would answer key questions and support decision-making. Comments and direction from Council were considered and incorporated into each stage of the project. The consulting team presented to the District of Summerland Council on five occasions including presenting the Final Recreation Centre Feasibility and Site Fit Study report.

Presentations were made:

- to present initial site analysis and stakeholder engagement input;
- to present the drafts of the two site options; and
- to present the results of the public engagement process and draft recommendations.

Key discussions and decisions included:

- the two site strategies were ratified by Council and used for public engagement including the public Open House;
- continued discussion and direction to carefully consider the financial implications of a future project;
- the need for continued conversations with School District 67 regarding future plans for an additional gymnasium at Summerland Secondary School, potential for community access, and the future of the existing Aquatic and Fitness Centre building, if a new facility is built elsewhere;
- continued discussion and consultation with new Timbermart business owners to be considered in future phases of the project; and
- the request for a thorough consideration of the option to renovate the existing Aquatic and Fitness Centre.

### **Parks and Recreation Advisory Committee**

The consulting team engaged the Parks and Recreation Advisory Committee (PRAC) to ensure the results of the project would meet the community's needs. Comments from the PRAC were considered and incorporated into the two site strategies and the final preferred option. The consulting team engaged the Parks and Recreation and Advisory Committee on three separate occasions.

Presentations were made:

- to present initial site analysis and stakeholder engagement input;
- to present the two site options; and
- to present the preferred option and engagement results.

Key comments included:

- ratification of the two site strategies by the PRAC for Council and public engagement;
- support of the Preferred Site Strategy – Core at Jubilee; and
- interest in the potential for community access to the future School District 67 gymnasium.

### **Summerland Community Recreation & Health Centre Steering Committee**

The Summerland Community Recreation & Health Centre Steering Committee was engaged at two occasions during the project to ensure the work a potential future Primary Health Care Centre was considered and coordinated. There were early discussions about the potential for co-location, however it was determined that the Aquatic & Recreation facility, Primary Health Care Centre, and necessary parking could not be supported at a single site without incorporating structured parking.

### **Stakeholders**

Site stakeholders were identified by District of Summerland staff and the consulting team. The key stakeholders for this stage of the project were those adjacent to the two potential sites who could be directly impacted either positively or negatively. These included:

- School District 67 and the Independent Order of Odd Fellows (IOOF) Hall for the Kelly Avenue site; and
- Timbermart, Harold Simpson Youth Centre, and Little Chicks Childcare for the Jubilee Road Site.

Stakeholders were invited to interviews with the consulting team and District staff. The interviews included a brief presentation of the initial site analysis work and a discussion of the opportunities and challenges of each site. The results from the stakeholder interviews are summarized in Section 2.1: Site Stakeholder Interviews.



### **Public Engagement**

The public was engaged with an online survey, two open houses and opportunities to review display boards.

The **online survey** was available on the District of Summerland's website from November 15 to 29, 2021, and gathered 492 responses from members of the public. Detailed results are available in Appendix I.

Two in-person **Open House** sessions were held on November 16, 2021. A total of 44 people participated.

The Open House took place at the Summerland Arena and included opportunities for participants to review the facility options, ask questions, and share feedback and concerns with the consulting team and District of Summerland staff. Feedback was captured during the Open House using sticky notes on information boards. Feedback, discussion topics, and questions from the Open House are provided in Appendix B.

**Display boards** were posted at the Summerland Arena, the Aquatic and Fitness Centre, and District Hall for two weeks, during the period overlapping with the Open House and Online Survey.

### **Penticton Indian Band**

Engagement with the Penticton Indian Band will move forward through an independent process. Outcomes will be integrated into the ongoing project as they become available.

## **Publicity & Outreach**

### **Project Webpage**

The District of Summerland created a project webpage that included an overview of the project, key dates, engagement opportunities, and other relevant information. The online survey and open house sessions were promoted through social media and made available on the project webpage.

### **Social Media**

In addition to advertising the online survey, links to the project website and invitations to participate in engagement opportunities were posted on the District's social media platforms throughout the engagement period. Social media postings did have an impact on survey responses, with bumps in surveys completed following postings.

### **Email Notices**

A stakeholder list was created from existing contact information of community organizations, interest groups, partner organizations, and other organizations. This list included 77 stakeholder organizations and was used to provide notices about the project, links to the project webpage and online survey, and to encourage attendance at the open houses. Helping spread the word about the project and opportunities to participate was also encouraged.

The District of Summerland also established a project email list of anyone who wanted to receive updates.

### **Other Outreach**

Engagement opportunities were also promoted through the District of Summerland's Monthly Utility newsletter, with 5,900 printed and digital each month.

## Results

The following sections describe the key results by topic, pulling together the results from all engagement activities. Full details on the results of individual engagement activities are provided in Appendix A and B - LEES & Associates Engagement Report

### Site Stakeholder Interviews

Site stakeholders were interviewed to find out how they currently use their facilities and sites; their plans for their site or building; and how a Recreation Centre might be a benefit or pose a challenge. All the organizations and businesses said they intend to continue to use their existing locations, so the concept options have maintained all the adjacent buildings and uses. The one exception is part of the Timbermart outdoor storage yard which is on District-owned property (see notes below). Comments about the movement of vehicles and parking issues also influenced the site layout options.

### School District 67

The existing Aquatic and Fitness Centre is located on School District 67-owned property, and representatives from the School District have been included in the planning process during the Parks and Recreation Master Plan, the Needs Assessment, as part of the Summerland Community Recreation & Health Centre Steering Committee, and during the current Feasibility and Site Fit Study. Any changes to the existing facility or a new facility needs agreement from the School District.

#### Key finding:

- The School District is currently planning for an additional gymnasium at Summerland Secondary. In a letter dated October 4, 2021, the School District indicated continued support for the partnership with the District and for use of the existing Aquatic & Fitness Centre footprint, but noted the need to reserve the remainder of the site for student learning, activities, and school operations.

### International Order of Odd Fellows

The IOOF has a hall at the corner of Kelly Avenue, adjacent to the existing Aquatic and Fitness Centre. The facility is used by several service organizations and community groups for meetings and events, as well as for recreation programs such as yoga classes. There are no immediate plans for changes to the existing building or uses. The IOOF is generally interested in supporting the community and bringing public benefits.

#### Key finding:

- Any changes to the existing Aquatic and Fitness Centre should assume that the IOOF Hall will continue at the current location or plan for further engagement.

### Timbermart

The owner of Timbermart intends to continue operating at the current location and noted the long history of the business as an important part of the community. The storage yard is partly on District-owned property which may be needed to accommodate a new Recreation Centre (or parking) next to the Arena. They also cited that there are existing challenges with vehicle traffic, particularly cars blocking the entrance to their storage yard from the arena side. The way the storage yard is being used has changed and the owner noted that there is potential to reconfigure and/or reduce the area on District-owned property. Several follow-up discussions took place to explore potential reconfigurations.

#### Key findings:

- A portion of the storage yard (District property) is needed to accommodate parking requirements for a new Recreation Centre if the Jubilee Road site is selected.
- Since the time of the interview, the business (but not the property) has changed hands. Additional discussions should be part of future project phases.

### Harold Simpson Youth Centre

The Youth Centre is located on District-owned property and the building has a large hall/gymnasium, kitchen, storage, and two rooms upstairs. The whole facility is well used weekday afternoons and evenings by the Boys and Girls Club, Girl Guides, Scouts, and Cadets. The facility is also rented out for events such as weddings. The discussion with the Youth Centre Association Board members and user group representatives confirmed that there are many aspects of the Youth Centre that would not be duplicated by the new Recreation Centre and both facilities are needed.

#### Key finding:

- A future Recreation Centre at either location would not be able to accommodate all the existing Youth Centre uses and removing it would result in a net loss of community spaces.
- Planning for a future Recreation Centre should assume the Youth Centre remains in its current location and configuration.

### Little Chicks Childcare

Little Chicks Childcare is in a District-owned building on District-owned property. The building is not in peak condition based on a property inspection from 2015. The current business owners intend to continue operating at the location, but noted that a big challenge is finding staff. It was noted that a net increase in childcare spaces, particularly for those under 3 years old, would benefit the community.

#### Key findings:

- In the short term, if the Jubilee Road site is chosen, it should be assumed that the facility and business will continue.
- In the long term, the building is not in a location that offers any potential benefit for use as part of the Recreation Centre.
- For a future childcare phase, if pursued, it should add to existing childcare spaces, not just replacing what is already offered.

## Online Survey

The public online survey asked which option they liked best with an option for none of the above. There was also an option on the online survey to explain their choice. Detailed Online Survey results are available in Appendix A of the Public & Stakeholder Engagement Report (Appendix I).

- 82% of respondents chose Option B: Build a new Recreation Centre at Jubilee Road (next to Summerland Arena).
- 11% of respondents chose Option A: Rebuild a Recreation Centre at Kelly Avenue (next to Summerland Secondary School)
- 8% of respondents chose none of the above.

In the open-ended response of the public online survey, the reasons respondents chose Option B fell into several themes.

- A significant factor of the support for Option B noted the avoiding the service disruption during construction or renovation including the loss of employment for facility staff (201 comments).
- Having the arena and pool together in one location was a popular response with respondents noting the convenience of having recreation activities in the same location, especially for families with children in multiple activities, encouraging users to try new recreation activities, and operational efficiencies with shared costs, services and resources between the aquatic centre and arena (85 comments).
- Having the arena and pool together in one location was a popular response with respondents noting the convenience of having recreation activities in the same location, especially for families with children in multiple activities, encouraging users to try new recreation activities, and operational efficiencies with shared costs, services and resources between the aquatic centre and arena (85 comments).
- Larger footprint and added flexibility for facility design to support more future District recreation and other amenities (64 comments).
- More area for parking compared to Option A (47 comments).
- Other reasons noted the accessible location to local schools and walkability (18), lower cost (11), potential energy exchange between the arena and aquatic centre (10), accessibility with having one floor (3).
- Concerns about Option B surrounded adding congestion to the arena (4) and the proposed structured parking citing safety and increased cost (3).

In the public online survey, we asked how important some key factors are to them.

- “Avoid service disruption of approximately 2 years during renovation or construction” received the highest number of “Extremely Important” (56%) and “Very Important” (21%) responses.
- “Have the aquatic centre next to the Arena” received the second highest number of “Extremely Important” (19%) and third highest number of “Very Important” (18%)

- “Allow for a future phase to include childcare” was also noted as important with 14% for “Extremely Important” but received 29% of “Very Important”.
- Following is “Allow for a future phase to include a community gymnasium” with 14% saying it was “Extremely Important” and 16% for “Very Important”.
- Only 17% thought it was very or extremely important to “Keep the facility only one level” with 63% marking this as not important.
- Only 8% thought it was very or extremely important to “Allow for a future phase to include a community gymnasium” with 76% marking this as not important.

The public online survey asked if respondents had any other concerns, thoughts, or information they feel would be useful to the project team. The following summarizes the major themes from the 214 responses.

- Concerns about the project cost and highlighting other District priorities (33 comments).
- Concerns over the service disruption having a negative impact on them, their families, and the larger Summerland community (29 comments).
- Overall support for the project (14 comments).
- Overall support for Option B (14 comments) with some concern about adequate parking (4).
- Other concerns include the project not staying within the budget and schedule (5 comments) and sufficient parking in either option (5 comments). There was also a desire for a referendum on the project (3 comments).
- Suggestions for the new facility (64 comments) including highlighting the need for a childcare centre (7 comments), community gym (6 comments), health centre (6 comments), sustainable building elements (4 comments), parking (3 comments), indoor walking track (2 comments) and expanding Option B to have more than one floor (8 comments).
- Other suggestions for the project (19 comments) including future expansions or projects (13 comments) and impacts on the surrounding area (2 comments).
- Questions about the current project and other future projects (11 comments), see Appendix A for the full list.



## **Open House**

The public open house comments collected reflected similar comments and suggestions to the online survey including the following themes, see Appendix B for the full list.

- Overall support for Option B based on conversations with attendees.
- Concerns about the project including service disruption (2 comments), adequate parking (2 comments), pool size enough to meet the future population growth (3 comments).
- Suggestions for amenities to be included in the future recreation centre (17 comments) including indoor walking track (5 comments), childcare centre (2 comments), multiple temperatures in the pool (2 comments).

## **Key Engagement Findings**

Although there were concerns and questions from stakeholders about both potential locations, there were no show-stopper issues that emerged from the stakeholder interviews. All buildings and uses are assumed to remain, in the absence of any plans, with the exception of the TimberMart storage yard area. Additional discussions are needed with the new business owner.

The preferred option by an overwhelming majority is Option B: Jubilee Road, adjacent to the Summerland Arena. The primary reason people chose this site was the desire to avoid an interruption in service.

The top concern of the community in the open-ended survey comments were around the cost of the facility and how it would be funded. The second most frequent topic in the open-ended comments were reiterating the negative impact of closing the existing facility for two years.

# DISTRICT OF SUMMERLAND

## Recreation Centre Feasibility & Site Fit Study

### What Do You Think?

Leave us your thoughts on the **Summerland Recreation Centre Feasibility & Site Fit Study** here and complete the online survey.



Scan the QR Code here or visit the project web to access the online survey!

<https://www.summerland.ca/rec-and-health-centre>

We will need an  
8 Lane pool  
in the new building  
Near Foster

Fitness being  
closed in  
Option A is  
not preferred.

Where is  
the sauna?

WILL THERE  
BE SPACE  
FOR AN  
INDOOR  
WALKING  
TRACK?

Federal  
\$  
Support?

WHAT WOULD  
HAPPEN TO  
THE OLD  
POOL?  
POSSIBLY A  
GOOD SPOT  
FOR A DAYCARE.

Worried about  
parking at both  
sites.  
Cost is about  
the same.

Could the Jubilee  
Rd. option be  
built to two  
storeys to ~~create~~  
allow more  
parking spaces?

Important not to  
lose access to  
the current  
property use for  
PLUS programs if  
Option B chosen

Hard  
Bldg  
Not to  
wild th  
opera  
Child  
Could a  
centre  
gym in  
Bldg

Gym.  
Gym



## RECOMMENDATIONS & NEXT STEPS

The following “Next Steps” represent the recommendations proposed by the Consultant Team in the pursuit of a new Summerland Aquatic & Recreation Centre:

- **1: Receive and review the completed Summerland Aquatic & Recreation Centre Feasibility & Site Fit Study**

- **2: Proceed with Preferred Site Strategy Option B – CORE at Jubilee Road**

Supported by the contributing public during this study, the Consultant team recommends the District to review recommendations in this report and identify the new Aquatic & Recreation Facility at Jubilee Road as the preferred Site Strategy. Furthermore, the consultant team recommends the project be reviewed and compared as a single- or two- story facility in subsequent design phases reviewing site, operations, cost, and design opportunities and challenges.

- **3: Consider incorporating Childcare as PLUS program to the new Aquatic & Recreation Centre or as a future site enhancement**

Furthermore, the District may elect to review and prepare application for the Childcare BC New Spaces Fund, scheduled for Spring/Summer 2022 by the Province of British Columbia Ministry of Children and Family Development.

- **4: Continue to design to reduce risks and improve precision of cost estimate**

Two risks that might warrant investigation are civil connections and geotechnical conditions at the preferred site. Specialty engineers could be enlisted to provide a report summarizing civil and off site connections to District services and a geotechnical report utilizing either available historic information or several additional boreholes. Ideally these reports would be used to verify and refine the existing cost estimate as needed, and reduce the risks associated with existing conditions. These studies might cost about \$5,000-\$25,000 each.

Additionally, the District may elect to hire a team of consultants including Architect, Structural, Mechanical, and Electrical engineers to undertake Schematic Design for the project. Schematic Design would thoroughly investigate the existing conditions and several concept options to generate a preferred option and building layout that highlights a consensus of space arrangement and engineering systems. This exercise might cost \$100,000-\$250,000 and, again, would ideally be used to refine the cost estimate and increase precision.

These actions are optional and are risk reduction strategies and are intended to increase the confidence in the cost estimate and scope. If this work did not reveal significant changes to the scope or understanding of existing conditions, the accuracy of the cost estimate is expected to be consistent with this report.

- **5: Consider District climate action goals, define sustainability standards, and consider applying for the Green & Inclusive Community Building (GICB), and the CleanBC Communities Fund (CCF) grants**  
Council and Staff to review sustainability standards and strategies and determine preferred metric to meet District climate action goals. The cost estimate for the Preferred Site Strategy– CORE at Jubilee Road is approximately \$38.3 million (including construction costs, project costs, and escalation costs until 2024, and excluding GST). This provides a building that meets base sustainability standards set by BC Step Code for 2024. For a deeper commitment to sustainability, standards such as LEED NC 2009 Silver or Gold and the CaGBC Zero Carbon Design Standard are recommended to be considered at a 10% premium (\$3,830,000) to the project costs for Option B - CORE at Jubilee Road.
- **6: Continue public engagement and consultation with Stakeholders**  
Council and Staff may elect to strategize an education and awareness campaign to further gather community support in advance of a referendum. A successful referendum typically includes an ask that is supportable by the community. The survey completed in this study included open comments from participants, the most frequent of which were a prioritization of uninterrupted aquatics and recreation service and concerns over the cost of the project. Council and Staff may elect to strategize a education and awareness campaign to further garner community support in advance of a referendum. Furthermore, continued engagement with the new TimberMart ownership is recommended during the Design Development phase.
- **7: Commission and complete site-specific Parking Study**  
A directed parking study of the Summerland arena site is recommended to establish more accurate parking need and arrangements with the addition of a new Aquatic & Recreation Centre at the site. This study could be undertaken as part of the future detailed phase for this project.
- **8: Complete Condition Assessment of Summerland Arena**  
Currently underway as a separate study by the District of Summerland.
- **9: Review options for the existing Aquatic & Recreation Facility and continue Engagement with School District 67**  
Upon completion of a new facility at Jubilee, the existing facility will no longer be required as an aquatic centre. With collaboration with School District 67 and review of the existing shared use agreement, the consultants recommend that the District consider re-use, replacement, or demolition of the existing facility if the Preferred Site Strategy Option B - CORE at Jubilee Road is pursued. Key to this decision would be identifying uses that might be accommodated in the building or location such as childcare, cultural or recreation, which is recommended to proceed with continued engagement. Based on the Stantec Condition Assessment Report, significant improvements are required at the existing building regardless of the future use which were identified at about \$13M in 2018 which would ultimately include transitioning the natatorium to a dry community hall or similar. Uses with similar gross floor area to the existing facility such as a cultural and community hall with a space for gathering, banquets, and sports would be a reasonable renovation strategy. Uses with different gross floor areas to the existing facility such as childcare would be a reasonable replacement strategy.
- **10: Consider completing a Funding Strategy to outline a detailed Costing Analysis for funding of the future Recreation Centre, including the cost to Summerland residents**

