



# REPORT

To: Chair and Directors

Report Number: CS-BRD-389

From: Community Services

Date: May 1, 2025

**Subject: Adeline Kelly Engineering Assessment Recommendations**

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## **RECOMMENDATION: *[Corporate Unweighted]***

That the Regional Board authorize that the Adeline Kelly building located at 15177 Rose Prairie Road remain a Medium Hazard Industrial Building (F-2) and that no further efforts be undertaken to upgrade the building to a Public Assembly (A-2) based on the structural review completed in January 2025 by McElhanney Ltd; further, that investigation be undertaken to confirm the safety of the facility as a Medium Hazard Industrial Building (F-2).

## **BACKGROUND/RATIONALE:**

The North Peace Regional Park (the Park), otherwise known as the North Peace Fall Fairgrounds, is owned by the Peace River Regional District and operated through a Use and Occupancy Agreement with the North Peace Fall Fair Society (the Society). Over a number of years, the Society has added several buildings and other structures to accommodate the Fall Fair event and to commemorate the agricultural history of the North Peace, including the Adeline Kelly Building.

The Adeline Kelly Building was constructed in 2014. A building permit was issued for a Medium Hazard Industrial Building (F-2), and not a Public Assembly Building (A-2), which is the required BC Building Code standard for public gathering and event spaces. In 2021, the Society submitted a building permit application for a proposed addition to the building with plans showing a kitchen, washrooms and seating area. The PRRD Building Inspector recognized the need for the Society to involve an architect to review and certify all designs and drawings in accordance with the proposed usage and size. It was determined that the building would need to be retrofitted to meet Public Assembly (A-2) standards to be used as an event space.

During the building permit review in 2022 it was also determined that the building was never completed to BC Building Code standards as a Medium Hazard Industrial Building (F-2) when it was constructed and required necessary upgrades to the roof and wall assemblies. In 2023, upgrades to the roof and wall assemblies were completed, and the Engineer provided a certified letter and Completion Sign Off, stating the building had been upgraded to the Medium Hazard Industrial Building (F-2) standard and safe for the intended use. Based on the McElhanney report provided to the Board on February 20, 2025, the building may not satisfy the F-2 standard designs (incorrect design loads for climatic wind and snow, and seismic load, overloaded foundation) and may require additional upgrades, even though it has been signed off as an F-2 (Medium Hazard Industrial) by a qualified professional.

If the recommendation is approved as presented, the Engineer who designed the repairs and provided their letter of assurance that the repairs met code in 2023 will be contacted and additional information will be requested leading to a third-party review.

In an effort for the Regional Board and Society to come to a determination on whether the building could be upgraded in compliance with *BC Building Code* for the A-2 Public Occupancy, a great number of reports, staff time, Society effort, and resources were dedicated to options. Further detail on the work completed can be found under the 'Other Considerations' section of this report.

On January 11, 2024, the Regional Board approved a supplemental request, as part of the Function 200 – Regional Parks annual budget, to complete the additional engineering assessment required to determine if the Adeline Kelly Building could be upgraded to a public occupancy standard and the costs to do so. This work was completed in January 2025 and was presented to the Committee of the Whole by the Project Engineer on February 20, 2025.

The purpose of the Project Engineer's report was to highlight the key findings from the engineering assessment of the facility, as well as to provide the Board with a professional recommendation that served to protect investments and minimize risks and liability.

### **Feasibility of Upgrading the Adeline Kelly Building to A-2 Public Occupancy Standard**

The facility assessment included:

- A review of all documentation provided;
- Detailed current climatic load review including comparison to previous and current *BC Building Code* (includes snow, wind, and seismic loading);
- Review of roof trusses;
- Review of wall posts;
- Review of opening beams (headers or lintels);
- Review of foundations under typical wall posts and beam supports; and
- Review of foundation geotechnical properties.

Findings from the review:

- The original building should have been constructed to the 2012 *BC Building Code* but it was not. Deficiencies included the following:
  - The original building plans were not sufficient and incomplete and did not adhere to proper *BC Building Code* (references made to American Concrete Institute and incorrect references to code requirements);
  - Based on the original building design calculations, the existing building is insufficient for snow and wind loads; the original structural drawings had an incorrect climatic design load and have insufficient strapping and sheathing;
  - Foundations were determined to be generally insufficient (some overloaded by up to 354%) and well above the frost depth typical for the Peace Region; as such the differential movement (heaving or settling) would soon impact any interior finishes or upgrades; lack of treatment on the posts and the nature of the soil will lead to rot in the timber posts; and
  - All structural elements of the building need remedial work.

- To meet the current *BC Building Code*, aside from the structural and foundational elements, the following will need to be added:
  - Washrooms to serve 300 persons;
  - Ventilation;
  - Fire Alarm, Fire Fighting Access and a water supply;
  - Heating and Insulation;
  - Spatial separations;
  - Fire rated wall assemblies;
  - Safe exits; and
  - Accessibility.

#### Review Conclusions:

- The way the building was constructed will lead to a reduced service life so even if the upgrades were completed, the building itself will have a reduced lifespan and require replacement sooner than a new facility
- Generally, the structure is in relatively good condition, but going from an F-2 to A-2 occupancy will require significant upgrades to the building completed to the new *BC Building Code*, which was updated again on March 10, 2025.

#### Costs of Upgrading the Adeline Kelly Building to A-2 Public Occupancy Standard

High-level cost estimates to upgrade the existing structure (with reduced service life) to an A-2 occupancy class as well as the costs of constructing a new building (with typical building service life) were provided, as below:

|  | Low Estimate   | High Estimate  |
|--|----------------|----------------|
| Upgrade existing building to meet current <i>BC Building Code</i> , including washrooms but no kitchen                           | \$535,000      | \$778,000      |
| Upgrade existing building to meet current <i>BC Building Code</i> , including washrooms and a 1,400 square foot kitchen addition | \$760,000      | \$1.08 million |
| Construction of a new 5,656 square foot facility including washrooms, insulation, and a kitchen                                  | \$1.85 million | \$2.38 million |

Cost estimates were also reviewed by a third-party construction firm and deemed appropriate. Cost estimates do not include standard contingencies, engineering, or other professional fees.

#### ALTERNATIVE OPTIONS:

1. That the Regional Board provide further direction.

#### STRATEGIC PLAN RELEVANCE:

- ☒ Asset and Infrastructure Management
  - ☒ Undertake Condition Assessments for all PRRD Owned Assets
  - ☒ Determine Service Expectations for all Assets

**FINANCIAL CONSIDERATION(S):**

None at this time.

**COMMUNICATIONS CONSIDERATION(S):**

None at this time.

**OTHER CONSIDERATION(S):**

The following is a summary of the work completed on the Adeline Kelly Building from the pre-construction and planning phase to current.

**Original Building Installation:**

Prior to 2014, the Society determined the need for a new display/exhibition building on the grounds to replace two other buildings that had reached the end of their useful life. In 2014, the Society received a design from Goodon Industries, submitted and received a building permit, and contracted the construction of what is now the Adeline Kelly Building. All technical elements of construction of the building was completed by Goodon Industries, with the Society assisting with the preparation for the concrete floor, and non-structural elements such as interior sheeting and exterior cladding.

When the Regional District issued the building permit, the facility was approved as a medium hazard industrial building (F-2). It was not specified in the building permit application that the building would be used as a public occupancy type building (A-2). Based on the industrial building plans provided, the Building Inspector approved a permit for an industrial building. No final inspection was completed. After construction the building was used to host exhibits for the Fall Fair event and for other public events such as weddings and family reunions.

**Building Renovation Request:**

In 2021, the Society applied to the Rural Budgets Administration Committee for grant funding to construct an addition to the Adeline Kelly Building to accommodate a new kitchen (and other improvements to the grounds). Funding was approved pending the Society receiving a building permit for the addition and Board authorization for the work (per the Use and Occupancy Agreement).

On April 22, 2021, the Rural Budgets Administration Committee passed the following resolution:

*MOVED, SECONDED and CARRIED,*

*That the Rural Budgets Administration Committee authorize a grant in the amount of \$31,435, payable from Electoral Area B Community Works Gas Tax – Sport Infrastructure, to be issued to North Peace Fall Fair Society for the expansion of the Adeline Kelly building and improvements to road ways at the grounds; and further, that no funding be payable until building permits have been issued and permission to proceed has been authorized by the Regional District.*

On June 10, 2021, the Society submitted a set of building plans to the Regional District for the addition of the kitchen for review. The Society was notified by the Building Inspector that an Architectural review and approval would be required to obtain a permit.

On June 24, 2021, the Regional Board passed the following resolution:

*MOVED, SECONDED and CARRIED,*

*That the Regional Board approve a 1,400 square foot addition to house a kitchen in the Adeline Kelly Hall at the North Peace Fall Fair Grounds subject to the North Peace Fall Fair Society obtaining a building permit.*

On December 2, 2021, the Society applied for a building permit for the addition including a kitchen. The plan showed non-compliance with the *BC Building Code*, and the Building Inspector was unable to issue a permit until the design was rectified and re-submitted. The Society and building supplier were made aware of the concerns.

#### **F-2 or A-2 Occupancy Review:**

In an effort for the Regional Board and Society to come to a favourable decision to be able to upgrade the facility and comply with *BC Building Code* for the A-2 Public Occupancy, a great number of reports, staff time, Society effort, and resources were dedicated to this project.

Each time the project was presented to the Board, significant discussion occurred on how to proceed, including options for staff to present a business case, feasibility studies for the building, and developing the cost of construction for a new public assembly building on the site to replace the building. Decisions were deferred due to cost considerations.

On the March 31, 2022 Regional Board Meeting, the Regional Board passed the following resolutions:

*MOVED, SECONDED and CARRIED,*

*That the Regional Board defer the report titled “North Peace Fall Fair – Adeline Kelly Building Issues and Options, DS-BRD-214” to the June 9, 2022 Regional Board meeting to enable the North Peace Fall Fair (NPFF) Society to undertake all possible engineered studies to determine what changes, if any, can be made to the Adeline Kelly Building to bring it into compliance with the BC Building Code for use as a public occupancy/assembly building; further that the NPFF Society acknowledges and agrees that, until such time, no public assembly will take place within the building.*

And

*MOVED, SECONDED and CARRIED,*

*That the Regional Board authorize staff to work with the North Peace Fall Fair Society to undertake a full investigation to determine what changes, if any, can be made to the Adeline Kelly Building to bring it into compliance with the BC Building Code to ensure a safe environment for public assembly.*

The Society worked to review the drawings and construction with the original engineer on the project, who determined that the facility was never signed off by the Building Inspector, nor was it ever completed to the F-2 Standard. The Building Inspector stated that the construction of the building was not completed to the standards specified in the original engineering drawings submitted with the Building Permit that showed it was intended to be constructed and used as an F-2 (storage) building and not for public occupancy.

On June 9, 2022, the Society was present as a [delegation](#) and requested that the Adeline Kelly building be upgraded to a public assembly standard, and requested a comprehensive review of ownership, building maintenance, code requirements, and funding. A resolution was passed that authorized staff to further investigate what may be required to upgrade the Adeline Kelly Building to an A-2 public assembly building. Additionally, staff were directed by the Board to bring forward a report detailing the cost of providing tent rentals as an alternative to the Adeline Kelly Building to assist the Society to host the Fall Fair event. This provision of tent rentals as a temporary solution is currently ongoing with each year's Fall Fair until a more permanent solution is found.

On June 9, 2022, the Regional Board passed the following resolutions:

*MOVED, SECONDED and CARRIED,*

*That the Regional Board authorize staff to request Goodon Industries, engineer, while on site, to investigate further with an engineering firm, the potential to re-engineer the existing Adeline Kelly building at the North Peace Fall Fairgrounds to make it meet the BC Building Code requirements as a Public Assembly building, and determine the costs involved in that; and further, that until such time as this is determined and the necessary work completed, the existing building is not to be used for anything other than storage; and finally, that the cost for the additional investigation be considered by the Regional Board at its August 11, 2022 Regular Meeting.*

And

*MOVED, SECONDED and CARRIED,*

*That the Regional Board authorize a feasibility study and business case be done to assess the feasibility (i.e.: demand and community need) and cost of construction of a new public assembly building on the North Peace Fall Fairgrounds that meets all BC Building Code requirements according to its intended usage; further, that upon identification of a suitable facility, that cost estimates be obtained for the construction of the identified facility.*

And

*MOVED, SECONDED and CARRIED,*

*That the Regional Board be provided with a report on the cost and potential implications to the Regional Board for rental of tents or other alternatives to replace the Adeline Kelly Building to assist the North Peace Fall Fair Society to host the 2022 North Peace Fall Fair.*

Following direction from the June 9, 2022 Board Meeting to investigate requirements to upgrade the Adeline Kelly Building to an A-2 public assembly building, staff presented an engineering report to the Regional Board on September 8, 2022. This report provided the Board with considerations for the requirements to upgrade to an F-2 building and an A-2 Building.

All engineering and building compliance reviews identified that for the building to be classified as an A-2 public assembly building, it required washrooms attached to the facility. With this information, the Society then explored options to apply for a variance or exemption. Board discussion ensued regarding options and whether waiving sections of the *BC Building Code* (Code) would be possible. Staff advised that it was not possible to waive sections of the Code and that washroom access is a requirement. It was at this point that the Board deliberated whether the building should be upgraded to an F-2

(Medium Hazard Industrial) standard so it could be used for storage, with the intent of further investigating whether an upgrade to an A-2 building would be a viable option.

On September 8, 2022, the Regional Board passed the following resolutions:

*MOVED, SECONDED and CARRIED,*

*That the Regional Board authorize the necessary upgrades to be undertaken and deficiencies identified as required to make the Adeline Kelly building compliant with the BC Building Code as an F-2 (Medium Hazard Industrial) building in accordance with the original building permit, be addressed, as detailed in the engineering structural analysis completed by Richards Consulting and Associates Ltd. In their letter dated August 30, 2022.*

And

*MOVED, SECONDED and CARRIED,*

*That the Regional Board authorize staff to prepare a report on funding options to make the Adeline Kelly Building at the North Peace Fall Fair Grounds compliant with the BC Building Code as an F-2 (Medium Hazard Industrial) building, for consideration at the October 13, 2022 Board Meeting.*

And

*MOVED, SECONDED and CARRIED,*

*That the Regional Board authorize staff to prepare a report on the acceptable options to upgrade the Adeline Kelly building at the North Peace Fall Fairgrounds from an F-2 (Medium Hazard Industrial) building standard to an A-2 (Public Assembly) building standard.*

At the October 27, 2022 Regional Board Meeting, a report was presented that detailed staff investigations and communication with the Architectural Institute of British Columbia (AIBC). This report outlined AIBC considerations for the possibility of upgrading the Adeline Kelly Building to an A-2 standard and using the existing washroom building rather than adding washrooms to the Adeline Kelly Building.

AIBC indicated that the current distance of 75 meters (246 feet) between the Adeline Kelly Building and the existing washroom building is too distant and not appropriately accessible (hard-packed, stable, continuous even surface that is well-lit and can be accessed equally by able-bodied and non-able-bodied persons) for it to be a reasonable consideration. As such, AIBC's opinion aligns with staff recommendations that there is no possible way to satisfy the needs and *BC Building Code* requirements for an A-2 building if washrooms are not added to the Adeline Kelly Building. Ultimately, staff recommended several options, and the following resolution was passed:

*MOVED, SECONDED and CARRIED,*

*That the Regional Board defer consideration of any further upgrades beyond the direction to complete the Adeline Kelly building as an F-2 building (medium hazard industrial), provided at the September 8, 2022 meeting, until the Board has the opportunity to receive and discuss information provided by Director Goodings at today's meeting including new options identified by the Society regarding the future of the grounds.*

In June 2023, the necessary remedial actions were completed for the Adeline Kelly Building to be used as an F-2 building, safe for use of farm and equipment storage, but not public occupancy. A letter stating that the building was safe for the intended use was provided by the Engineer who designed and oversaw the required remediation.

**Final Structural Review:**

As part of the 2023 budget, the Regional Board approved \$100,000 from Function 200 – Regional Parks to undertake a feasibility study for the NPRP. The feasibility study was awarded through a public procurement process to Expedition Management Consulting. This study was to include the following:

- A region-wide public and stakeholder engagement to determine suitability of current use, satisfaction, and ideas for future development;
- A high-level region-wide needs assessment to determine gaps in recreational inventory and suitability of the NPRP to meet those needs;
- A business case, including:
  - Evaluation of existing operating model, and identification of other feasible operating models;
  - Examination of existing facilities and infrastructure use and recommendations for future development;
  - Investigation of current funding structure for operations, maintenance, and capital construction and identification or recommendations for alternate funding options;
- An architectural assessment, conceptual design, and Class 'D' cost estimate to upgrade the Adeline Kelly Hall to a public occupancy building; and
- A final report and presentation to the Board that addresses all deliverables.

Due to the scope of the work for the Adeline Kelly building, the work to complete the architectural assessment, conceptual design and Class D estimate was removed from the Master Plan study and instead was contracted to a separate third-party Engineering firm.

The review was completed in January 2025 and resulted in the presentation to the Committee of the Whole on February 20, 2025 and the recommendation to not complete any additional work on this building.

**External Links:**

1. [2021 Area B Recreational and Cultural Grants-in-Aid –Allocations for Ratification](#) – See Item 9.6 on the Rural Budgets Administration Committee Agenda dated April 22, 2021
2. [North Peace Fall Fair Adeline Kelly Hall Kitchen Addition](#) – See Item 10.9 on the Regional Board Agenda dated June 24, 2021
3. [North Peace Fall Fair – Adeline Kelly Building Issues and Options](#) – See Item 9.11 on the Regional Board Agenda dated March 31, 2022, and the [Meeting Minutes](#)
4. [North Peace Fall Fair – Adeline Kelly Building Issues and Options](#) – See Item 9.4 on the Regional Board Agenda dated June 9, 2022, and the [Meeting Minutes](#).
5. [North Peace Fall Fair - Adeline Kelly Building - Engineer Study](#) – See Item 8.9 on the Regional Board Agenda dated September 8, 2022, and the [Meeting Minutes](#).
6. [North Peace Fall Fair – Adeline Kelly Building A-2 Upgrade Options](#) – See Item 8.8 on the Regional Board Agenda dated October 27, 2022, and the [Meeting Minutes](#).
7. [McElhanney Re: North Peace Regional Park, Adeline Kelly Building](#) – See Item 4.1 on the Committee of the Whole Agenda dated February 20, 2025