



Council Report

Report Number PRC2020-006

Meeting Date: Thursday, November 12, 2020

Title: Ops Community Centre Redevelopment Update

Description: Update on redevelopment options and related funding for the Ops Community Centre.

Author and Title: Jenn Johnson, Manager, Parks, Recreation and Culture

Recommendation(s):

That Report PRC2020-006, Ops Community Centre Redevelopment Update, be received; and,

That Capital Project 950200601 – Ops Arena and Community Centre be closed and the \$3,867,150.00 in Special Debenture Funding for this project not be utilized.

Department Head: _____

Financial/Legal/HR/Other: _____

Chief Administrative Officer: _____

Background:

At the Council Meeting of September 12, 2017, Council adopted the following resolution:

Resolved That Report Mayor 2017-002, **Arena Capital Plan**, be received;

That the Manvers, Bobcaygeon, Fenelon Falls, Lindsay, and Woodville arena facilities be maintained as required for operations;

That the Ops arena facility be scheduled for a complete refurbishment;

That a new arena complex be explored in the Oakwood/Little Britain area, with the goal of combining the two existing facilities;

That a new arena complex be explored in the Village of Omemee to replace the existing Emily/Omemee complex; and

That staff report back by 2nd quarter of 2018 on the implementation and budget requirements for all actions above.

CARRIED CR2017-749

At the Council Meeting of May 21, 2019, Council adopted the following resolution:

Resolved That Report PRC2019-005, **Arena Capital Plan Update**, be received;

That Council direct staff to plan and budget accordingly for the continued operations of the Oakwood, Little Britain and Emily-Omemee arena facilities for the current 10-Year Financial Plan;

That Council direct staff to plan for a new single pad arena build in the Village of Omemee and budget accordingly for inclusion in the next 10 year financial planning cycle (2028-2037); and

That Council direct staff to plan for a new arena complex in the South West Area for inclusion in the next 10 year financial planning cycle (2028-2037).

CARRIED CR2019-327

This report is for information and provides an update on the current status of the complete refurbishment of the Ops Community Centre.

Rationale:

As indicated in Report PRC2019-005, Arena Capital Plan Update the Ops Community Centre was scheduled to have a complete refurbishment commence earlier this year. Funding was included in the 2020 Capital Budget Program as a multi-year project. Funding in the municipal budget for 2020 and 2021 was allocated to the Investing in Canada Infrastructure Program (ICIP) -\$5,316,425 (\$10,632,850) and municipal debenture - \$1,933,575 (\$3,867,150) for a total project amount of \$14,500,000. Unfortunately, the ICIP grant request was denied in 2020. Based on the previous budget approval there remains \$3,867,150 allocated through 2020 and 2021 in debenture funding. The City needs to determine the status of these funds.

Early stage design work has been completed by the contracted architecture firm of Salter Pilon. Three options have currently been developed for the refurbishment of the Ops Community Centre. All options would take approximately 16-18 months to complete.

Option 1 – Larger Ice Pad Size, Second Level Seating, Warm Viewing Area

The preliminary design calls for the total building area to increase from 31,228 sf to 45,282 sf, with 10,816 sf of space to be demolished. The current footprint would be extended in this option to accommodate a standard sized ice pad, six mid-sized dressing rooms and a second level seating area. The approximate cost of this option is \$10,365,479.

Option 2 – Status Quo Ice Pad Size, Lower Level Seating

The preliminary design calls for the total building area to increase from 31,228 sf to 38,792 sf, with 10,816 sf of space to be demolished. The current footprint would be extended in this option to accommodate the construction of six mid-sized dressing rooms. The ice pad will continue to be small for today's standards. The approximate cost of this option is \$8,916,571.

Option 3 – Larger Ice Pad Size, Second Level Seating, Enhanced Community Space, Completely Accessible

The preliminary design would see a new building constructed at a different location on the current site. The total area would be approximately 56,801 sf. This totally accessible facility would house six dressing rooms, community hall, community meeting rooms, an NHL sized ice pad, storage area, and energy efficient equipment. Operation of the current facility could continue while this facility is being constructed allowing for revenue to be generated. The approximate cost of this option is \$17,889,275.

The building was closed due to Covid-19 in March 2020 and has not reopened. Staff anticipate that the building will be available for ice rentals as of September 2021. In order to be operational for the next ice season, or earlier for arena floor rentals, the building must undergo some immediate capital improvements. In

order to put ice in for September 2021 a number of improvements/replacements must be completed to the refrigeration plant in the amount of \$75,000. That work is required in order to have an operational plant system for the 2021-2022 ice season. Additional work is required to the arena component as well as the building envelope in order to address significant deficiencies.

The current arena floor, boards and plant must be replaced prior to the 2022-2023 ice season. The roof has had patch work completed over the past couple of years but that is no longer preventing the water from flooding areas of the building. Some areas of the building envelope have fallen into significant disrepair, so much so that sunlight can be seen through the concrete walls from inside the building. Staff have completed temporary solutions to these areas of concern over the years but that is no longer solving the issue. It should be noted that the current facility is not considered accessible by today's standards. There is a lift to the second floor but entry into washrooms, dressing rooms, public areas are not accessible. As of 2025 all municipal facilities will need to meet the standards set out by the Accessibility of Ontarians with Disabilities Act (AODA). Investment at some level is needed in order for this facility to be operational in the future.

Staff have researched the cost associated with the 'must have' building component replacements and have suggested an additional option. This work would need to be scheduled to occur between March 2022 and September 2022.

Option 4 – Roof Replacement, Arena Plant, Boards and Pad Replacement, Building Envelope Repairs

The building footprint is not impacted by this option. Old, out dated equipment and building infrastructure would be replaced. The building will continue to have accessibility limitations. The approximate cost of this option is \$2,100,000.

In summary, the Ops Community Centre requires significant capital investment in order to serve as an arena facility and community hall in the future. Historically, this facility is very well used from both an ice and hall utilization perspective. Typically, Ops Community Centre ranks within the top five arenas when reviewing revenue generated by ice rentals. Multi-year funding, through debenture, has been approved in the 2020 and 2021 budgets in the amount of \$3,867,150. An immediate investment of \$75,000 is required in order for the arena portion to be operational for the 2021-2022 season. There are four options, with varying levels of investment, that have been presented to address the Council direction to completely refurbish the Ops Community Centre.

Other Alternatives Considered:

Council could choose to not invest and cease further operations at the facility. Staff are not recommending this direction.

Alignment to Strategic Priorities

The recommendations within this report align with two of the four strategic priorities:

1. An Exceptional Quality of Life
2. Good Government

The Strategic Plan is available on SharePoint at the following link:

[Kawartha Lakes Strategic Plan 2020-2023](#)

Financial/Operation Impacts:

Immediate funding is being recommended to address critical work that is required for ice plant operations. Staff are suggesting use of existing funds from Capital Project 950190301 – Ops Arena and Community Centre Design in the amount of \$75,000 for preparation of the Ops Community Centre for the 2021-22 Ice season. This project (\$250,000) was intended for the Design, Project Management and Consultant Fees for the re-furbishment/re-construction of a new Ops Community Centre. There remains \$128,360 in surplus in this account due to the project not continuing due to the ICIP Grant denial.

Should Council not support this immediate investment, then the following additional resolution should be passed:

That Capital Project 950190301 – Ops Arena and Community Centre Design be closed, and any remaining uncommitted funds be returned to the Capital Reserve.

Future funding requirements range from \$2,100,000 to \$17,889,275 based on the direction approved by Council on the future of the Ops Community Centre. Direction is being requested regarding the previously approved debenture funding of \$3,867,150 to close project 950200601 – Ops Arena and Community Centre.

Consultations:

Corporate Services
Asset Management

Department Head E-Mail: cshanks@kawarthalakes.ca

Department Head: Craig Shanks

Department File:



MNRFC | conservation areas | City of Kawartha Lakes | CKL | MPAC/TERANET | Various | CKL/CRA | From MTO | City Of Kawartha Lakes

The Corporation of the City of Kawartha Lakes

Council Report

Report Number PRC2016-011

Date: November 29, 2016

Time: 1:00 p.m.

Place: Council Chambers

Ward Community Identifier: All

Subject: Costing Analysis - Arena Rationalization Strategy

Author/Title: Craig Shanks
Director, Community Services

Signature:

Author/Title: Jenn Johnson
Manager, Parks, Recreation and Culture Division

Signature:

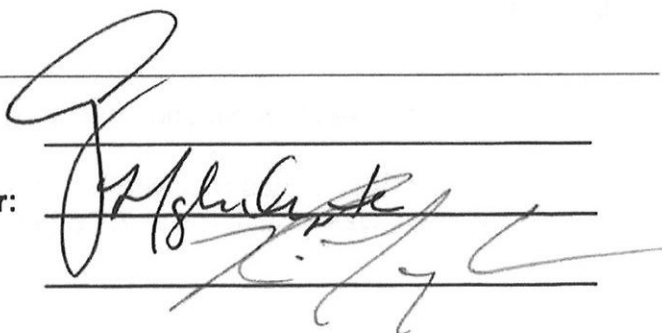
Recommendation(s):

RESOLVED THAT Report PRC2016-011, "Costing Analysis - Arena Rationalization Strategy", be received and be referred to the December 13, 2016 Regular Council Meeting.

Department Head:

Corporate Services Director / Other:

Chief Administrative Officer:



Staff Recommendation(s) for Council Consideration December 13, 2016:

THAT Council support the closure of six (6) single pad arenas, by 2026, in the following locations - Manvers, Emily-Omemee, Ops, Little Britain, Oakwood, and Woodville. Two new twin pad facilities, located in Oakwood and Ops, will provide services in these locations in the future; and,

THAT Council supports the action that the initial closure take place prior to the 2018-2019 ice season; and,

THAT Council direct staff to develop a plan to support the development of two twin pad arena facilities by 2026; and,

THAT Council directs staff to begin the process for budgeting for the twin pad facilities by including a capital budget item for consideration during the 2018 budget process.

Other options considered through the review are provided within the "Alternatives" section of this report.

Background:

In December 2015, Report CS2015-17 was presented to Council. The following motion passed:

RESOLVED THAT Report CS2015-017, **Core Service Review - Recreation Facilities**, be received;

THAT municipal ice pads be reduced from a total of ten (10) ice pads to eight (8) ice pads by 2026 through the consolidation of six (6) single pad facilities into two (2) twin pad facilities;

THAT staff be directed to consult and investigate the implementation of this plan;

CR2015-1347

On July 12, 2016, Report PRC2016-006 was presented to Council. The following motion passed:

RESOLVED THAT Report PRC2016-006 **Arena Rationalization Strategy - Core Service Review** be referred to the meeting in which the report providing more information on the refurbishing, demolition and costing of arena service alternatives is presented.

CR2016-677

This report addresses that direction of Council.

Previously City Council has received other staff presentations and a City Arena Feasibility Study was conducted in 2008 highlighting the fact that the City is over-

supplied and does not have maximum utilization of our arena facilities. This information was further expanded upon and included in staff report CS2015-017.

Rationale:

As stated in the 'Core Service Review Discussion Paper', October 2016:

There is an immediate need to rationalize, consolidate and right-size our inherited land and building portfolio. City-defined service levels, standards, asset lifecycle and utilization must guide the City's portfolio decisions.

The state of disrepair is evident and the continuing degradation of buildings is necessitating the need for regular emergency capital outlays and there are no reserves to fund these requirements. The City needs to "modernize" the current portfolio of assets to enhance customer experiences and to meet the current and future program demands.

The review of arena service provision is intended to result in the delivery of better facilities, programs, and services that are affordable, and meet the needs and demands of current residents and future generations. The proposed twin pad facilities are anticipated to be 'community hubs' that include library and meeting/hall areas, park/outdoor space, promote four season use and meet the needs of future growth.

It is recognized that arena facilities play a variety of recreational and social roles in the community where they are located. Facilities provide a place for residents of all ages to engage in recreation and social activity while also acting as a community focal point, hub and providing for community pride.

The current facility model is a function of the age of the facilities and represented the pre-amalgamation structure of the municipality. The problem, from today's perspective, of this model is well stated in a recent report on aging infrastructure prepared by Parks and Recreation Ontario.

"More than 80% of Ontario's single pad arenas are over 25 years old – 13% are over 50 years old. The single ice surface nature means that these arenas are operationally inefficient and their advanced years suggest they are likely in need of capital rehabilitation. Although successful renovations have been undertaken to arena facilities in the 30 to 40 year bracket, frequently these projects have not been able to completely rectify operating difficulties inherent in the designs that were popular in the 60s and 70s. Therefore, funds permitting, municipalities often contemplate replacing several aging single pad arenas with more up-to-date designs involving multiple ice surfaces." (Major Municipal Sport and Recreation Facility Inventory. Final Report. April 2006. Parks and Recreation Ontario)

This aptly describes the situation in Kawartha Lakes, with many older, single pad facilities that cannot fully address programming interests and that are operationally less efficient than comparable multi-pad facilities.

Demand and Population Trends

The City is forecasted to experience growth to 107,000 residents by 2041. That is approximately 25,000-30,000 new residents over the next 25 years. Most of this growth will occur in our existing and serviced urban centres, and predominantly in Lindsay. Little growth is expected to occur in our rural settlement areas.

Table 1 lists the foregoing activity trends in terms of their anticipated “direction” in participation. Interests that are increasing (either slightly or dramatically) by far comprise the largest group, which is a reflection of both expanding interests in a variety of activity areas, and an overall increase in participation in leisure pursuits. These results are based on regular reviews of the recreation literature, consultation with sport organizing bodies, and findings from various studies conducted provincially.

Table 1: Summary of Participation and Activity Trends

Interests That Are Increasing	Interests That Are Stable	Interests That Are Declining
<ul style="list-style-type: none"> • Adult recreational hockey, female hockey • In-line hockey • Indoor soccer • Box lacrosse • Recreational basketball, badminton • Wellness Activities • Unstructured fitness and court activities 	<ul style="list-style-type: none"> • Less competitive hockey for males 	<ul style="list-style-type: none"> • Competitive hockey for males • Figure skating

Arena Rationalization Strategy

Staff, along with dmA Planning & Management Services, developed criteria and an assessment process to:

- select the single pad facilities that would be decommissioned and sequence of closures.
- determine locations for two new twin pad facilities.

The Arena Rationalization Strategy - Final Report, **Appendix A**, provides details on this process as well as recommendations.

Prior to undertaking the analysis, the criteria, assumptions and assessment process for identifying arenas for closure and selecting sites for new twin pad locations were reviewed at an Arena User Group Workshop and open public meeting. The assessment process was refined based on the feedback generated at these sessions. The findings were presented to Council in a July 2016 staff report, PRC2016-006, **Appendix B**.

The recommendations generated based on the analysis are:

Single Pad Facility Closures

Arena Assessment Recommendation 1: The existing single pad arenas in Fenelon Falls and Bobcaygeon should be retained. Single pad arenas in Emily-Ormemee, Little Britain, Manvers, Oakwood, Ops and Woodville should be closed and replaced with two new twin pad arena facilities.

Arena Assessment Recommendation 2: The City should determine a schedule for the closing of the arenas to minimize ongoing costs and reflect any other relevant factors. As many as two ice surfaces could be closed as early as 2017, with the following four ice surfaces closed to coincide with the opening of the new twin pads.

The initial priority sequence, based on cost avoidance, for arena closures is:

1. Little Britain
2. Manvers
3. Emily-Ormemee
4. Ops
5. Oakwood
6. Woodville

Depending on the site selection for the future twin pad locations this sequence may change. To ensure the required service provision for each geographical area is met the order may be adjusted to enable development on preferred sites.

Future Twin Pad Site Selection

Site Selection Recommendation 1: A final decision on the best sites for the twin pad arenas should be made in conjunction with the City's plans for work yards, fire halls and other possible municipal facilities on the sites under consideration.

Site Selection Recommendation 2: Unless otherwise indicated based on direction from Recommendation 1, the City should further investigate the preferred sites to confirm they are suitable candidates for the twin pad arena. The sites that should be investigated further are Ops and both of Oakwood and Little Britain, unless it is determined that the works yard will be removed from the Oakwood site in which case Oakwood would be the preferred location for further investigation.

Site Selection Recommendation 3: At minimum, the additional investigation should involve the preparation of a site plan demonstrating the manner in which the building and parking would be accommodated on the site and the identification of existing facilities or amenities that would be lost and site characteristics within the area slated for development that may increase costs.

Current existing single pad sites were the locations under review for the future site of the twin pad facilities. With this in mind, Woodville, Manvers and Emily-Omemee were determined to be unsuitable due to size of property, configuration of property or site work development required for the construction of a twin pad. It is realized that should another site be available in Omemee that it could be considered for the future home of the South East twin pad site.

Existing Arena Locations

Each location has been assessed through the Arena Rationalization Strategy. A synopsis of the assessment is provided below, for further details please refer to the Arena Rationalization Strategy - Final Report. The details surrounding timing of construction and closure of facilities are variable on equipment/facility failure and financing model.

Ops - Future home of the South East twin pad facility with construction beginning in 2020. Coordination with Emergency Services study regarding station locations will be required. Collaboration with community groups to ensure appropriate service level provision. The site (configuration, size, assumed minimal site works and access via Highway 7 and proximity to Highways 35 and 36) is optimal and is the rationale for site selection for the new facility. This site will allow for servicing of the current and expected growth within the municipality. This is the priority twin pad facility for initial construction due to the immediate life cycle cost requirements for the current Ops Community Centre.

Oakwood – Future home of the South West twin pad facility with construction beginning in 2026. Coordination with Public Works during the current EA study examining depot locations will be required. Coordination with Library Services to determine potential future library branch will be required. Collaboration with community groups to ensure appropriate service level provision. The site (configuration, size, assumed minimal site works, central location to geographic service area and access via Highway 7, connected to municipal water services) is optimal and is the rationale for site selection for the new facility.

Manvers – Closure scheduled for 2020 or at the time the new South East twin pad facility is completed. High capital cost requirements, low utilization rates, and major accessibility concerns are contributors to the recommended closure of this facility. With an anticipated planned by-pass of Highway 7A there is a significant lessening of access and exposure for this site. Coordination with Public Works during the current EA study examining depot locations will be required.

Emily-Omemee - Closure scheduled for 2020 or at the time the new South East twin pad facility is completed. High capital cost requirements and moderate utilization rates are contributors to the recommended closure of this facility. This property could be declared surplus as it is not an optimal site for a future twin pad. Encourage other uses and planning to house hall and library in downtown core of Omemee.

Little Britain - Closure scheduled for 2026 or at the time the new South West twin pad facility is completed. High capital cost requirements and moderate utilization rates are

contributors to the recommended closure of this facility. Coordination with Public Works during the current EA study examining depot locations will be required. Coordination with Emergency Services study regarding station locations will be required. This property would be examined to determine the feasibility for a major outdoor sports complex.

Woodville - Closure scheduled for 2026 or at the time the new South West twin pad facility is completed. High capital cost requirements and moderate utilization rates are contributors to the recommended closure of this facility. This property would be examined to determine the feasibility for the development of an athletic field/pitch, as per recommendations from the 2004 PRC Strategic Plan.

Costing Analysis

Twin Pad Consolidation

Based on opinions expressed by user groups, residents and staff, as well as the nature of contemporary arenas being built across Ontario, the following amenities would be considered for inclusion in the construction of a twin pad facility. Budget restrictions will provide direction as to the final components and features of the facility.

- a twin-pad (NHL size 85' x 200' ice surfaces) – with capability for summer ice although the Lindsay Recreation Complex will continue to be the facility to host summer ice
- six adult -size, secure dressing rooms per ice surface (with stick holders and white boards), which would include one dressing room per ice surface dedicated to female customers, and at least two dressing rooms to accommodate persons with disabilities
- an ample lobby with food court/cafe, social space/sitting areas, views of the ice surfaces, information boards/electronic signs and water bottle refill stations
- comfortable seating for 200-300 per ice surface - and depending on intended use, more or less seating may be required in one pad
- a running/walking track around the top of one of the pads
- offices and storage for major user groups
- a first aid room
- referee room – of sufficient size to accommodate four -person crews –room should be located in isolation of dressing rooms
- multi-purpose program and meeting rooms – initial allowance of 4-5,000 square feet
- wide hallways and automatic sliding doors (main entrance and dressing rooms)
- bright and airy – lots of windows
- an adequate sound system and an easy-to-use scoreboard
- Wi-Fi throughout the building
- air conditioning in one or more of the pads- to encourage summer floor use
- a pro shop or sports store
- an energy-efficient building
- adequate parking with a drop-off zone (including bus parking)

Refurbishment and Reduction

In effort to move in a direction of offering contemporary arena facilities the following amenities would be considered during the refurbishment process. In all cases the current building footprint will need to be enlarged. Common area spaces, such as the lobby and dressing rooms, will be modernized and expanded. Refurbishment will not address structural integrity issues, optimal programming space or service efficiencies. Ultimately, the City's arena facilities will remain an aging and out dated infrastructure.

- increased size and number of dressing rooms
- improved lobby and common area space
- replacement of capital equipment and building components

Status Quo

Equipment and building components will be replaced at the end of the life cycle or at failure. There is high risk and low return on investment with this model. The arena facilities will remain out dated and inefficient.

Table 2 depicts the costs associated with each model over a 50 year horizon. The Refurbishment and Reduction model includes a \$5,500,000 renovation to four single pad facilities and the demolition/closure of two facilities. The Twin Pad Consolidation model includes the construction of two twin pad facilities at an estimated cost of \$16,000,000 each and the demolition/closure of six single pad facilities. While the cost of the Twin Pad Consolidation model is slightly higher over time than the Refurbishment and Reduction model (1.7%) staff is recommending this model for the following reasons:

- higher return on investment
- higher operational efficiencies
- optimal service provision
- enhancing customer experiences and maximizing utilization rates
- providing modern facility
- consolidation and right sizing of municipal infrastructure, including the provision of needed modern amenities including hall space and library space

Table 2: Summary of Total Lifecycle Costs of Southern Arenas (2016\$) Lifecycle Horizon: 2017-2056 (50 Years)				
Arena Set	Cost Type	Service Model Option		
		Status Quo	Refurbishment and Reduction	Twin Pad Consolidation
South Eastern	Capital	23,987,535	18,995,000	22,727,500
	Operating	15,000,000	13,160,000	9,689,000
	Total	38,987,535	32,155,000	32,416,500
South Western	Capital	19,579,144	18,875,000	22,717,500
	Operating	15,000,000	13,360,000	10,367,000
	Total	34,579,144	32,235,000	33,084,500
Combined Total		73,566,679	64,390,000	65,501,000

It should be noted that the figures in Table 2 differ from those presented in the Core Service Review Discussion Paper in October 2016. The changes in the figures are due to additions and adjustments to the Lifecycle Cost Analysis. These modifications were made in order to provide a more accurate analysis. Some of the modifications include:

- Added or modified HVAC and roof replacement projects to achieve consistency across all options for these major projects. In the case where Altus identified similar work, the year of construction was adopted and neutralized so as to prevent duplication of costs.
- Added any missing major projects (HVAC, roof, ice equipment, ice resurfacers etc.) identified as needed to be repeated based on lifecycle.
- Extended the lifecycle horizon to 50 years (2017-2066) to make the long-run cost comparison fairer. In some models the major costs are front-ended while the corresponding savings are largely back-ended. Extending the lifecycle horizon to more closely match the expected lifecycle of refurbished/new facilities provides for a more accurate analysis.

Taxpayers will pay more to support aging arenas that are among the oldest facilities in the province without a plan for the future. Table 2 clearly indicates that the most efficient use of taxpayer's dollars is the Twin Pad Consolidation model.

Other Alternatives Considered:

As has been previously provided to Council, there are other Service Delivery Models for consideration. During previous Core Services presentations on Arena Utilization several service delivery options were presented. Council could choose any combination of those options;

THAT Council support the continued status quo operations of 10 single pad arena facilities, remaining in an over-supplied state now and beyond 2026; or,

THAT Council support the elimination of one single pad arena to provide a total of nine single pad facilities; or,

THAT Council support the elimination of four single pad arenas to provide a total of eight ice pads by constructing one twin pad and refurbishing two single pad facilities by 2026.

If the Twin Pad Consolidation model is not endorsed it would significantly change the priority sequencing and decision of which single pad facilities would be closed.

Financial Considerations:

There will be significant financial benefits resulting from the actions within this report. However, much of those benefits would be required to be invested in the funding model for the development of the two (2) new twin pad facilities.

The City's single pad facilities operate at an annual deficit averaging approximately \$100,000-\$125,000. The closure of six (6) of these facilities would therefore represent an annual savings of approximately \$600,000-\$750,000. However the cost of operating the two (2) new twin pad facilities would then have to be factored into the City's budget. Twin pad facilities offer an approximate 30% efficiency on operations compared to single pad facilities so the anticipated annual operating cost of two (2) new twin pads would be \$350,000-\$450,000 (this would fluctuate depending on the size of the new facilities and the amenities offered within). The operating costs associated with a larger refurbished facility are approximately 30% higher than the current single pad structure. While there will be efficiencies gained in a refurbished single pad facility, the increase in building size impacts the operating cost. The recommendation would be to utilize these anticipated operational cost savings to assist in funding the development of the new twin pads. An example of this would be the effect of fewer ice-resurfacers required due to consolidation of arenas/ice pads.

There would also be an anticipated savings/cost avoidance of approximately \$8,000,000 by not re-investing in the six (6) single pad facilities being selected for closure, as shown in Table 2. Until each facility is closed the City would not proceed with any Capital work unless it was absolutely required to keep the facility open or represented a Health and Safety issue. If this were the case, it is suggested that the priority sequence for closures be reviewed and amended at the time. Again, this savings/cost avoidance would be recommended for investing in the development of the future twin pad facilities.

The current proposed plan is a 10 year plan and has flexibility. Staff will continue to assess the long-term financial implications as a result of Council direction. The City wide fixed asset management plan is currently being developed to consider all asset categories and a ten year financial model is concurrently being done. The buildings asset category is the area of highest variability pending future considerations such as the Public Works depot Environmental Assessments for example. The funding models being developed will need to consider growth, utilization and trends, the City's debenture capacity, reserves and impact on the tax levy. This financing model will be reported back on and may impact the implementation based upon the overall financial sustainability of the recommendations. There may be cause during the plan and transition to new builds to extend beyond 2026. Regardless of the options depicted in Table 2, an increase to the current debt capacity would be required to cover the cost or a substantial tax increase because the current debt capacity is fully exhausted on the roads infrastructure.

Staff are continuing to monitor existing and potential future funding sources and it is hoped that when the project is shovel ready and nearing implementation that the City would be able to access Provincial/Federal Infrastructure Funding sources to assist with the funding of these projects.

There will also be savings as a result of staff efficiencies. In the Twin Pad Consolidation model existing staff would be able to service and maintain multiple facilities as opposed to just a single pad.

Relationship of Recommendation(s) To Strategic Priorities:

Arena facility service provision impacts a number of elements within the Strategic Plan:

- Goal 2: An Exceptional Quality of Life - Improved Wellness, Well-Being & Community Health
- Enabler 4: Efficient Infrastructure and Asset Management - Well managed and maintained municipal assets

Review of Accessibility Implications of Any Development or Policy:

Arena facilities must adhere to the City's Accessibility Plan, the Ontario Building Code, and Provincial Integrated Accessibility Standards.

Servicing Comments:

N/A

Consultations:

Arena User Groups
Jim Morgenstern, Principle dmA Planning and Management Services
Asset Management Division
Office of Strategy Management
Corporate Services
Township of Minden Hills
Selwyn Township

Attachments:

Appendix A – Arena Rationalization Strategy - Final Report



Arena Rationalization
Strategy - Final Repo

Appendix B – Staff Report PRC2016-006



PRC2016-006 Arena
Core Services.pdf

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Department Head: Craig Shanks, Director of Community Services

Department File:



Arena Rationalization Strategy

City of Kawartha Lakes



Final Report

June 9, 2016

Prepared by:

dmA Planning and Management Services

21 Gaspereau Ave

Wolfville NS.

June 2016



June 9, 2016

Ms. Jenn Johnson
Manager, Parks, Recreation and Culture Division
City of Kawartha Lakes
50 Wolfe St.
Lindsay, Ontario
K9V 2J2

Dear Ms. Johnson:

Re. Arena Rationalization Strategy

We are pleased to provide our final report concerning the Arena Rationalization Strategy.

The study recommends single pad arenas for closure and sites for new twin pad arenas consistent with Council's directive to rationalize arena facilities as part of your ongoing core service review.

It was a pleasure working with you and other City staff on this project. I trust the findings will assist Council and staff in their efforts to identify core services in the City of Kawartha Lakes.

Sincerely,

A handwritten signature in dark ink, appearing to read 'Jim Morgenstern'. The signature is fluid and cursive, with a long horizontal line extending from the end of the name.

Jim Morgenstern, MCIP
Principal

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1.0 INTRODUCTION

In December 2015, Council directed staff to prepare an arena rationalization strategy that would result in the closing of two single pad arenas no sooner than the 2017 ice season, the closure of four additional single pad arenas by 2026, and the construction of two new twin pad arenas by 2026. Consequently by 2026 the City will be served by 3 twin pad arenas and 2 single pad arenas, representing a reduction from 10 to 8 ice surfaces.

dmA Planning and Management Services (dmA) was retained to work with municipal staff¹ to develop criteria and an assessment process to select:

- The single pad arenas to be decommissioned and the order of priority for their decommissioning.
- Locations for two new twin pad arenas.

This report documents the criteria selected and the results of the assessment process.

Prior to undertaking the analysis, the criteria, assumptions and assessment process for identifying arenas for closure and selecting sites for new twin pads were reviewed at a workshop with arena user groups and a public meeting. The assessment process was refined on the basis of the community input.²

The report is organized as follows:

- Chapter Two: Summary of Recommendations
- Chapter Three: Identifying Arenas for Closure
- Chapter Four: Site Selection for Twin Pad Arenas
- Appendix A – Summary of Community Input
- Appendix B – Aerial Photos of Candidate Sites

¹ dmA worked with Parks, Recreation and Culture Division staff to design the study methodology. Staff provided all information on the existing arenas and sites to undertake the assessment. dmA prepared the report and recommendations for staff review and input.

² See Appendix A for a summary of community input.

2.0 SUMMARY OF RECOMMENDATIONS

Assessment of Arenas for Closure

Arena Assessment Recommendation 1: The existing single pad arenas in Fenelon Falls and Bobcaygeon should be retained. Single pad arenas in Emily-Ormemee, Little Britain, Manvers, Oakwood, Ops and Woodville should be closed and replaced with two new twin pad arenas.

Arena Assessment Recommendation 2: The City should determine a schedule for the closing of the arenas to minimize ongoing costs and reflect any other relevant factors. As many as two ice surfaces could be closed as early as 2017, with the following four ice surfaces closed to coincide with the opening of the new twin pads.

Evaluation of the Sites for Twin Pad Arenas

Site Selection Recommendation 1: A final decision on the best sites for the twin pad arenas should be made in conjunction with the City's plans for work yards, fire halls and other possible municipal facilities on the sites under consideration.

Site Selection Recommendation 2: Unless otherwise indicated based on direction from Recommendation 1, the City should further investigate the preferred sites to confirm they are suitable candidates for the twin pad arena. The sites that should be investigated further are Ops and both of Oakwood and Little Britain, unless it is determined that the works yard will be removed from the Oakwood site in which case Oakwood would be the preferred location for further investigation.

Site Selection Recommendation 3: At minimum, the additional investigation should involve the preparation of a site plan demonstrating the manner in which the building and parking would be accommodated on the site and the identification of existing facilities or amenities that would be lost and site characteristics within the area slated for development that may increase costs.

3.0 IDENTIFYING ARENAS FOR CLOSURE

INTRODUCTION

The assessment identified two single pad arenas that will remain open and six that will close by 2026. This chapter outlines the study approach and recommendations concerning arena closures.

The following chapter deals with site selection for the new twin pad arenas. All six sites where arenas were recommended for closure are candidates for new twin pad arenas.

DESCRIPTION OF THE EXISTING SINGLE PAD ARENAS

Bobcaygeon Community Centre: This facility is located at 51 Mansfield Street, Bobcaygeon. The building was constructed in 1954 and is 62 years old. The facility includes an ice pad/arena floor, joint use community hall/warm viewing area, 5 dressing rooms, washrooms, and a shared, partially asphalt parking area. The community hall can accommodate 200 people, has a canteen/kitchen area and elevator access. The facility is located on property not owned by the municipality (local agriculture society). Groups including, but not limited to, the local figure skating club, minor hockey association (group utilizes both the Bobcaygeon and Fenelon Falls arena), adult user groups, local agriculture society, and the Ontario Open group utilize the facility.

Emily-Omemee Community Centre: This facility is located at 212 Sturgeon Road, Omemee. The building was constructed in 1974 and is 42 years old. The property includes a facility that houses an ice pad/arena floor, community hall, 4 dressing rooms, washrooms, a partially asphalt parking area; as well as a ball diamond and play structure area. The community hall can accommodate 225 people, has a kitchen, but does not have elevator access. Groups including, but not limited to, the local minor hockey association (group utilizes both the Emily-Omemee and Ops arena), and adult user groups utilize the facility.

Fenelon Falls Community Centre: This facility is located at 27 Veteran's Way, Fenelon Falls. The building was constructed in 2012 and is 4 years old. The facility includes an ice pad/arena floor, community hall, meeting room, 6 dressing rooms, washrooms, and asphalt parking area. The community hall can accommodate 300 people and has a commercial grade kitchen. There is elevator access to the second

floor of the facility. The facility meets current accessibility standards. Groups including, but not limited to, the local figure skating club, minor hockey association (group utilizes both the Bobcaygeon and Fenelon Falls arena), adult user groups, minor lacrosse association, Chamber of Commerce, and Rotary Club utilize the facility.

Little Britain Community Centre: This facility is located at 9 Arena Road, Little Britain. The building was constructed in 1977 and is 39 years old. The property includes a facility that houses an ice pad/arena floor, community hall, 6 dressing rooms, and washrooms; as well as 3 ball diamonds, 1 athletic field, 300 metre gravel track, play structure area and asphalt parking area. A fire hall is also located on the property. The property is located adjacent to a public school. It also supports a municipal fire station. The facility also houses the local municipal library. The community hall can accommodate 350 people, has a kitchen and elevator access. Groups including, but not limited to, the local figure skating club, minor hockey association (group utilizes both the Little Britain and Oakwood arena), adult user groups, minor lacrosse association, and Junior C hockey club utilize the facility.

Manvers Community Centre: This facility is located at 697 Highway 7A, Bethany. The building was constructed in 1978 and is 38 years old. The facility includes an ice pad/arena floor, community hall, 4 dressing rooms, washrooms, and a partially asphalt parking area. The community hall can accommodate 220 people, has a kitchen, stage, but does not have elevator access. The property also supports a municipal Public Works Depot. The property is located close to two public schools. Groups including, but not limited to, the local minor hockey association, figure skating club, and adult user groups utilize the facility.

Oakwood Community Centre: This facility is located at 1010 Eldon Road, Oakwood. The building was constructed in 1977 and is 39 years old. The property includes a facility that houses an ice pad/arena floor, community hall, 6 dressing rooms, and washrooms; as well as 2 ball diamonds, 1 ball diamond/athletic field, play structure area, and asphalt parking area and Cenotaph. The community hall can accommodate 242 people, has a kitchen and elevator access. Groups including, but not limited to, the local minor hockey association (group utilizes both the Little Britain and Oakwood arena), and adult user groups, utilize the facility.

Ops Community Centre: This facility is located at 2569 Highway 7, Lindsay. The building was constructed in 1974 and is 42 years old. The property includes a facility that houses an ice pad/arena floor, community hall, 4 dressing rooms, warm viewing gondola, and washrooms; as well as 3 ball diamonds, play structure area, and asphalt parking area. The community hall can accommodate 178 people, has a kitchen and elevator access. The property is located close to a public school. A fire hall is also located on the property. Groups including, but not limited to, the local minor hockey association (group utilizes both the Emily-Omemee and Ops arena), and adult user groups utilize the facility.

Woodville Community Centre: This facility is located at 105 Union Street, Woodville. The building was constructed in 1977 and is 39 years old. The facility includes an ice pad/arena floor, banquet room, 6 dressing rooms, washrooms, and asphalt parking area. The banquet room can accommodate 93 people and has a kitchen. The property is adjacent to a community park that has ball diamonds. It is also close to a public school. Groups including, but not limited to, the local minor hockey association, figure skating club, and adult user groups utilize the facility.

ARENA CLOSURES – ASSUMPTIONS

The following assumptions were adopted:

None of the existing single pad arenas can be twinned. If there was a realistic potential to use an existing ice pad as one-half of a future twin pad arena, this would be a strong argument in favour of retaining that arena. However, due to the age and condition of the existing arenas and/or the anticipated constraints associated with the building or the site, none of the existing single pad arenas are candidates for twinning.

None of the arenas support other on-site recreational activities to an extent that would affect their eligibility for closure. If any component of the arena, including such areas as changerooms or washrooms, were essential to support other non-arena recreational activities on the site, this would be a strong argument for retaining the arena. This is not the case for the eight arenas being assessed.

In no case is the closing of an arena constrained by special legal circumstances, such as historical designation or conditions surrounding a property bequeath to the Municipality.

There are no known unique characteristics of a specific arena that would set it apart from all others in a manner that is relevant to this assessment. All of the arenas can be compared using the identified criteria in a fair and consistent manner. No special circumstances were identified that would automatically exclude any arena from being a candidate for closure. Consequently, this analysis was applied to all eight existing single pad arenas.

While it is understood that the Fenelon Falls arena is a new structure and it would be impractical to close this facility, it was included in the analysis for three reasons. First, the criteria and process selected for identifying arenas for closure will take this into account and should therefore reject Fenelon Falls as a candidate for closure. Second, it is important that consistent information is reported for all arenas so that the community can see the relative differences between locations that resulted in the recommendations for closure. Third, the Council resolution calling for this study did not exclude any single pad ice surface from consideration as a candidate for closure.

None of the single pad arenas under consideration accommodate summer ice. While summer ice has occasionally been provided at some of these arenas in the past under special circumstances, none of the arenas regularly provide ice rentals in the summer. Consequently, the proposed measures for ice and non-ice use across all eight arenas largely apply to comparable operating seasons³.

The arenas share a common operating model. This is important because some of the measures deal with the financial performance of the arena and these could be affected if different operating models were in place (e.g. different wage rates for staff).

Ice will be reallocated and new schedules developed in all arenas when a facility is decommissioned. All arena schedules, including those for arenas that will not close, will be redone when an arena is decommissioned and new times assigned to users based on the City's ice allocation policies and practices. Consequently, with respect to scheduling, current users of an arena that is closing will not be disadvantaged relative to all other ice users and this is therefore not a consideration in selecting arenas for closure. (see Appendix A for additional discussion)

³ There are minor variations in the length of the ice season among the arenas. However, only at Bobcaygeon is this a significant consideration where ice is delayed due to the Fall Fair. This anomaly is addressed in the analysis.

The possible repurposing of the arenas is not a consideration in this process. Often when an arena is slated for closure, community groups or other stakeholders come forward with proposals to use the building for another use. Frequently these are recreational uses (such as indoor soccer) but other commercial and industrial uses might also be suggested. In most cases, repurposing old arenas does not provide appropriate programming space and is not financially viable; however, this must be determined on a case by case basis. Potential repurposing was not a consideration in identifying arenas for closure. After an arena is identified for closure, any proposals for repurposing will be evaluated as part of a separate study process.

THE ASSESSMENT PROCESS AND CRITERIA

Criteria related to the use and users of the arenas, financial performance and the arena's role in the community wide recreation delivery system were identified as relevant considerations for selecting arenas to be closed. Our approach to assessing the criteria involved three separate steps.

Step 1: Over-riding Consideration: Capital Cost Avoidance

The over-riding consideration in selecting arenas for closure was avoidance of significant capital costs associated with the ongoing repair and replacement of arena infrastructure in the period prior to their closure. In Step One, the eight single pad arenas were assessed from this perspective and preferred arenas for closure identified.

This is the most important consideration in the assessment for the following reasons:

1. A high priority should be placed on avoiding investments in arenas that will close.
2. While all eight single pad arenas are being considered as candidates for closure, it is possible that all six in the southern portion of the municipality will close and be replaced by two new twin pads. In this scenario, the key consideration is the timing of the closures rather than the arenas that will close, because all arenas in the service area will eventually close. The capital conservation costs are the most time sensitive criteria used in the assessment.

3. Capital conservation costs cannot be evaluated using the Step Two comparative evaluation approach. For the eight arenas being considered, essential capital conservation costs range from \$44,000 to \$584,800. To reduce these actual expenditures to a "point system" will not appropriately represent the actual differences between the arenas in a manner relevant to recommendations for closure.

<p style="text-align: center;">Figure One</p> <p style="text-align: center;">Step 1: Capital Cost Avoidance – Criteria for Assessment</p>	
<p>Total anticipated capital conservation costs that are essential to maintain arena operations in the next ten years.</p>	<p>The initial consideration is avoiding costs in arenas that will close in the next ten years (the Council approved period for implementing the arena rationalization strategy). These are <u>essential</u> costs only – dealing with mechanical operations and life safety; desirable user amenities, aesthetics, non-essential building repairs; etc. are not included.</p>
<p>Total anticipated capital conservation costs for the long term assuming the arena is retained for the foreseeable future.</p>	<p>The second consideration is the costs associated with the two single pad arenas that will be retained as part of the City's arena system. These are <u>long term</u> costs that would be incurred if these facilities were retained for the foreseeable future. This criteria is important in selecting the two single pad arenas to be retained because it represents the full cost of retaining these facilities to an acceptable community standard for the long term.. This will include some very significant expenditures (e.g. most existing arenas will require new arena floors at a cost in the order \$1million. This is the type of cost that would be avoided for arenas closing in the next ten years – but not for the single pads that will be retained).</p>

Step Two: Comparative Evaluation – Relative Use and Operating Costs

The second step in the evaluation compared the arenas on a number of criteria that address community use and operating costs to determine if these considerations are significant enough to alter the conclusions from Step 1.

This was a comparative evaluation. Consequently, arenas were judged to fulfill the Step Two criteria completely, partially, in a limited manner or not at all and assigned a score of 3, 2, 1 and 0 respectively. Priorities (high, medium and low) were also be applied, whereby criteria considered more important were assigned a higher weight. The aggregate score for each arena was determined based on the initial score multiplied by the weight for the criterion. The arenas with the lowest scores were the preferred candidates for closure. Given that consistent, reliable information is available for all 8 arenas on these criterion a comparative evaluation was possible. Furthermore, given the actual values being considered and the priority placed on these criteria, a comparative evaluation was appropriate. It is a useful and relevant way to compile and compare a good deal of information.

Consistent with the Step One assessment, in the Step Two comparative evaluation a higher priority was placed on operating cost avoidance. A lower priority was assigned to use of the ice pads because (1) there were not major differences in levels of use among the arenas, and (2) all existing users of a decommissioned ice surface could be accommodated at another surface in relatively close proximity. In the latter case, we acknowledge that some groups may chose not to use ice at another arena, but the option will be available.