

**Report to
Rapport au:**

**Finance and Economic Development Committee
Comité des finances et du développement économique
5 April 2016 / 5 avril 2016**

**and Council
et au Conseil
13 April 2016 / 13 avril 2016**

**Submitted on March 22, 2016
Soumis le 22 mars 2016**

**Submitted by
Soumis par:
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Ward: ALTA VISTA (18)

File Number: ACS2016-CMR-CCB-0024

**SUBJECT: Canterbury Community Outdoor Covered Refrigerated Rink Facility
and Special Area Levy**

**OBJET: Patinoire extérieure couverte réfrigérée du Centre communautaire
Canterbury et prélèvement spécial**

REPORT RECOMMENDATIONS

That the Finance and Economic Development Committee recommend Council:

- 1. Approve the funding model, design and construction of the Canterbury Community Outdoor Covered Refrigerated Rink Facility, as detailed in this report.**

2. Delegate authority to the City Treasurer to establish a Special Area Levy and payment schedule in support of the Canterbury Community Outdoor Covered Refrigerated Rink Facility project and to take the necessary implementing by-laws to Council.
3. Delegate authority to the General Manager, Parks, Recreation and Culture Services, to enter into appropriate contribution agreements with community partners.
4. Delegate authority to the General Manager, Parks, Recreation and Culture Services to finalize and execute agreements with potential sponsors, and further that the sponsorship funds be directed to the capital project, as detailed in this report.

RECOMMANDATIONS DU RAPPORT

Que le Comité des finances et du développement économique recommande au Conseil:

- 1 d'approuver le modèle de financement, le plan de conception et l'aménagement de la patinoire extérieure couverte réfrigérée du Centre communautaire Canterbury, telle que décrite dans le présent rapport;
- 2 de déléguer à la trésorière municipale à fixer un prélèvement spécial et un calendrier des paiements adéquats pour le projet et à présenter le règlement de mise en œuvre nécessaire au Conseil;
- 3 de déléguer au directeur général, Service des parcs, des loisirs et de la culture, à conclure des accords de contribution avec les partenaires communautaires;
4. de déléguer au directeur général, Service des parcs, des loisirs et de la culture, à conclure et à signer des ententes avec les possibles commanditaires, et à faire en sorte que les commandites soient utilisées pour le projet d'immobilisations, tel que décrit dans le présent rapport.

EXECUTIVE SUMMARY

Parks, Recreation & Cultural Services Department was tasked by Alta Vista Ward 18 Councillor Jean Cloutier to undertake a preliminary assessment for a community outdoor covered refrigerated rink facility in Canterbury Park, located at 2185 Arch Street. The proposed facility was to be similar to a facility opened in 2013 in the City of Toronto's Greenwood Park.

An assessment of the site was completed and a preferred site location was selected for the proposed community outdoor covered refrigerated rink facility. Three (3) location options were identified and a site just southwest of the Brian Kilrea Arena was confirmed as the optimum location. Modifications and accessibility upgrades to the parking lot west of the Canterbury Pool are required and are included in the project scope.

The Project is proposed to be funded through a combination of a special area levy (similar to the funding source for the Canterbury Community Centre expansion project completed in 2006), development charges, user-group contributions, fundraising and sponsorships. The proposed facility and funding model was presented at a community meeting held February 9, 2016. Community input and follow-up from this public consultation and from other advertising and community outreach continues to be received. The project is now moving forward to Committee and Council for approval.

RÉSUMÉ

Le Service des parcs, des loisirs et de la culture a été mandaté par le conseiller du quartier 18 (Alta Vista), Jean Cloutier, pour effectuer une évaluation préliminaire du projet d'aménagement d'une patinoire extérieure couverte réfrigérée au parc Canterbury, situé au 2185, rue Arch. La patinoire envisagée ressemble à celle aménagée en 2013 dans le parc Greenwood, à Toronto.

L'emplacement du parc Canterbury a été évalué, mais un meilleur endroit a été retenu. Trois (3) emplacements ont été proposés, et c'est celui situé au sud-ouest de l'aréna Brian-Kilrea qui a été choisi comme étant le plus approprié. Le parc de stationnement situé à l'ouest de la piscine Canterbury devra être modifié et amélioré pour l'accessibilité. Ces modifications et améliorations sont incluses dans la portée du projet.

Le projet devrait être financé au moyen d'un prélèvement spécial (semblable à la source de financement utilisée pour le projet d'agrandissement du Centre communautaire Canterbury en 2006), de redevances d'aménagement, de contributions des groupes d'utilisateurs, d'activités de financement et de commandites. Le projet de patinoire et le modèle de financement ont été présentés lors d'une réunion communautaire le 9 février 2016. La Ville continue de recevoir des commentaires et interventions à la suite de cette réunion et d'autres activités visant à faire connaître le projet. Le projet sera présenté au Comité et au Conseil pour approbation.

BACKGROUND

In response to the demand for more ice time and recreation space in Alta Vista's communities, an outdoor covered refrigerated rink facility is proposed for the Canterbury Recreation Complex, located at 2185 Arch Street. The concept is based on a similar facility opened in 2013 in the City of Toronto's Greenwood Park.

The Canterbury Recreation Complex is home to the Canterbury Community Centre, Canterbury Pool, Brian Kilrea Arena and Canterbury Park, complete with tennis and basketball courts, wading pool, children's playground, a splash pad, and two baseball diamonds. The integration of these facilities on a single campus central to the Canterbury community offers space for a multitude of recreational and sports programs. These facilities contribute to and support a strong sense of community that is important to Canterbury and the broader population of Alta Vista.

In 2006, the Canterbury Community Centre was expanded in response to growth in the community and the demand for recreational and sports programming. The expansion project was funded using a combination of development charges, contributions by user-groups and a 10-year area specific levy. The levy was discharged in 2015 and the expanded community centre is a thriving hub of activity serving the Canterbury community and far beyond.

The Brian Kilrea Arena is also a well-used recreational asset with numerous users competing for ice time. In 2013, the Canterbury Hockey Association brought forward a proposal to expand the arena to help meet the needs of its increasing enrollment. A high-level assessment by city staff looked at the possibility of twinning the ice pad at the arena; however the proposed expansion would consume a considerable amount of green space and result in the loss of one or both baseball diamonds in the park. Given the age of the existing arena, adding a second ice pad would trigger major upgrades to the building's electrical infrastructure and ice plant and would require additional change rooms and an enlarged common lobby. Based on a review of past city projects, the estimated cost to twin the existing arena was in excess of \$10M. As a result, the twinning proposal was set aside recognizing the financial realities and the longer budget horizon required to accommodate such a request.

In pursuing alternative solutions, the concept of a community outdoor covered refrigerated rink facility emerged as a cost effective opportunity to expand recreation at the Canterbury Recreation Complex. This innovative facility would increase access to hockey and skating during a five month ice-in season, to sports like ball hockey, basketball and lacrosse, as well as a range of community activities and events during the ice-out season.

Initial consultations were held with principal stakeholders (City of Ottawa Canterbury Complex staff, Canterbury Community Association, Canterbury Hockey Association and South End Minor Hockey Association) to seek interest, review priorities and needs and explore potential for programming. Subsequent to the stakeholder feedback, an investigation was undertaken by City of Ottawa Parks and Recreation staff to explore the feasibility of constructing and funding a multi-purpose, year-round outdoor covered refrigerated rink facility at the Canterbury Recreation Complex, similar to Toronto's Greenwood Park skating facility (Document 1, Figure 1).

The facility proposed for Canterbury will be a 70' (21m) x 160' (49m) refrigerated outdoor rink with a roof to protect the surface. The roof structure over the refrigerated outdoor rink will extend the skating season by several weeks by protecting the ice surface from sun exposure and precipitation (Document 1, Figure 2).

The Canterbury Community Association will play a significant role in programming of summer and other seasonal activities in the facility and the City's Parks, Buildings & Grounds Services Branch will assist with maintenance. Perimeter dasher boards, glazing and netting to accommodate hockey will be removable to allow the covered slab to be used to stage all-season community events and youth camps. The dasher boards, glazing and perimeter netting will be stored in a proposed storage building, integrated with a new stand alone-ice plant enclosure. The expanded parking to the west of the Pool will replace parking spaces removed to accommodate the new rink facility and will provide new accessible parking and drop-off area at the entrance to Canterbury Pool.

The project will require a Minor Variance application to the Committee of Adjustment for approval of the height of the roof structure, which is proposed to marginally exceed the zoning's maximum height for accessory structures for the site. An amendment to the existing approved site plan for 2185 Arch Street will be required.

Location:

Parks, Recreation and Culture Services' initial assessment included the review of three location options for the facility on the site (Document 1, Figure 3):

- Option 3 - in the northeast corner of Canterbury Park, on the current site of an existing small ball diamond;
- Option 2 - to the west of the play structures and wading pool, on the current site of the tennis and basketball courts, and;
- Option 1 - the preferred location, at the southwest corner of the Brian Kilrea Arena, occupying a portion of the existing parking lot.

The preferred location was reviewed and accepted by staff and the Councillor due to the efficiencies of shared electrical power and zamboni services with the adjacent Brian Kilrea Arena. The other location options were rejected given their distance from the Brian Kilrea Arena and their negative impact on existing recreation facilities in the park.

The parking lot spaces that would be lost with the construction of the new facility are proposed to be replaced by the expansion of parking to the west of the Canterbury Pool, and would include additional accessible spaces (per the City's Accessible Design Standards) and a needed vehicle drop off zone at the Pool entrance.

While the existing hydro vault serving the Brian Kilrea has limited capacity for expansion, the feasibility assessment determined that the vault has sufficient electrical capacity to power a stand-alone ice plant to refrigerate the planned size of the outdoor rink.

As part of this project, approximately 25 trees will be removed to accommodate the new facility and relocated parking. The planting of new trees will be included in the landscape plan.

DISCUSSION

The City is looking to new and innovative approaches and practices to counteract financial constraints and address capital needs. The funding formula used to expand the Canterbury Community Centre was premised on a community development model that partners the City with a local community in completing construction projects using various approaches to funding. This community development model responds directly to the needs of a specific community.

A similar partnership is proposed between the City and the communities of Alta Vista Ward for the construction of this project. Some of the primary groups associated with and benefiting from the proposed partnership include the Canterbury Community Association, the Canterbury Hockey and South End Minor Hockey Associations, City Recreation programming and a host of other community-based groups.

The Canterbury Community Association is a major user of the Canterbury Community Centre, delivering a wide variety of recreational programs and activities. All demographics across the ward take advantage of these programs. The hockey associations operate from the Brian Kilrea Arena and deliver competitive and recreational hockey programming to the community. These and other organizations have seen an increase in participation levels and therefore increased demand on community centre space and arena ice time.

The preliminary City assessment provided an initial site plan concept (see Document 1, Figure 4) to determine planning and site requirements and a project budget, based on community programming needs. The estimated capital budget to deliver the project is \$5,850,000. This Class C estimate is in accordance with the Council approved Project Delivery Review and Cost Estimating system.

Should the recommendations in this report be approved, detailed design for the project will begin in summer 2016 and construction will follow. The project is scheduled to be complete in fall 2017.

Funding sources and options that have been explored and presented to the community include:

1. Contributions from principal stakeholders	\$ 150,000
2. Fundraising and Sponsorships	\$ 300,000
3. Development Charges	\$2,500,000
4. Local Area Levy	\$2,900,000

Total	\$5,850,000
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1. The Canterbury Community Association (CCA), a community-based volunteer organization, will commit a minimum of \$150,000 to the project, with a further commitment of 70% of net revenues from programming, for a potential maximum contribution of \$300,000. The CCA has developed a draft business plan for programming of the outdoor covered refrigerated rink facility in the non-ice season (Document 2), which will evolve over the next year as the association continues to consult with the community and fine tune the program plan. The intent of the plan is to provide full access to both formal and informal community-based programs and activities to all residents. Given their progress to date, the CCA is prepared to enter into a new contribution agreement with the city;
2. Fundraising and seeking corporate sponsorships is ongoing, with a goal of raising \$300K from these sources. Several potential sponsors have been actively engaged in the project. Should the recommendations in this report be approved, potential sponsors will be directed to negotiate with City staff the terms of their financial contribution and sponsorship recognition in accordance with the Council approved Sponsorship and Advertising Policy. Revenues from fundraising and corporate

sponsorships will be directed to the capital project, per Recommendation 4 of this report;

3. As this new recreation facility is a growth-related project, the City Treasurer has confirmed it is eligible for support from Development Charge funding, based on 50% of the applicable capital costs or to the level of funds available in the account. Currently, \$2.5M has been identified in the Development Charges background study under Recreation Facilities – Area Specific Projects, inside the Greenbelt;
4. The application of a Special Area Levy (under Section 326 of the Ontario Municipal Act) in support of recreation was used to expand and renovate the Canterbury Community Centre in 2006. The Canterbury levy was first applied to Alta Vista property tax bills in 2007. This levy was to be a 10-year annual charge; however, because the project was completed under budget, the levy was discharged in the ninth year (2016). Alta Vista residents are being asked to accept the reinstatement of the 10-year levy to generate \$2.9M to help pay for this facility.

The annual operating costs for the Canterbury Community Outdoor Covered Rink Facility are estimated to be \$90,000. This amount covers staffing (no new FTEs are anticipated), cleaning, maintenance work and utility costs. If approved, the estimated operating costs of \$15,000 for 2017 and \$90,000 for 2018 will be reflected in the annual operating budgets for Parks, Buildings & Grounds Services. Further fundraising and sponsorships will be sought to help defray operating costs.

RURAL IMPLICATIONS

There are no anticipated rural implications to the approval of the recommendations contained in this report.

CONSULTATION

Internal Consultation

Beginning in December 2014, Parks, Recreation and Cultural Services staff have held extensive consultations with staff in Public Works and Infrastructure Services in the preparation of the preliminary assessment and feasibility study for the development of a community outdoor covered refrigerated rink facility in Canterbury Park.

External Consultation

The project concept, preliminary assessment and funding model were shared with the community on several occasions. Meetings and communications with the Canterbury Hockey Association and South End Minor Hockey Association began in December 2014

and have been on-going to this date. The hockey associations are continuing internal discussions to determine their use of the facility.

The Canterbury Community Association (CCA) has focussed efforts on developing a vision and business plan for the use of the facility. Discussions with the CCA produced a draft programming proposal which was incorporated into the design of the facility to ensure programming needs are met. At the October 2015 AGM, the CCA passed a resolution providing support for construction of the facility at Canterbury Park and for the draft programming proposal. A focus group was held in January 2016, which resulted in a CCA resolution and letter of intent indicating their commitment to program the facility and contribute financially to the capital program.

On February 9, 2016, a public meeting was held at the Canterbury Community Centre to present the proposed project and funding model to the Alta Vista community at large. Advertising included flyers, full page ads in the Riverview Park Review and Vistas community newspapers as well as on the Councillor's website, eNewsletter and social media.

Advertising of the project details and proposed special area levy continued in March 2016 in the local papers, the Councillor's website, which was promoted through social media. Recent articles written on the project and the levy were carried in the *Ottawa South News*, *Ottawa Citizen* and *Ottawa Sun*, both online and in hard copy.

Community outreach also included presentations at community association meetings, emails to community leaders and many exchanges with residents by phone or email. Furthermore, conversations occurred with residents during door-to-door canvassing in various neighbourhoods in the ward.

The project is subject to the formal site plan amendment approval process, at which time, another community meeting will be held to present the detailed plans. Plans will also be presented to the Accessibility Advisory Committee.

COMMENTS BY THE WARD COUNCILLOR

This is a Councillor's report.

ADVISORY COMMITTEE(S) COMMENTS

The detailed plans for the Canterbury community covered outdoor refrigerated rink facility will be presented to the Accessibility Advisory Committee and comments received will be considered in the preparation of the final contract documents for implementation.

LEGAL IMPLICATIONS

There are no legal impediments to approving the recommendations in this report. Council holds the authority to impose a levy for special services pursuant to section 326 of the *Municipal Act, 2001*.

RISK MANAGEMENT IMPLICATIONS

Concurrently with the presentation of this report, a Request for Proposals (RFP) has been issued for the retention of architectural services for the design and construction of the proposed rink facility. This is to enable the project to proceed expeditiously to detailed design per the proposed project schedule. Should the proposed project and funding model outlined in this report not be approved, the RFP can be cancelled without penalty to the City.

ASSET MANAGEMENT IMPLICATIONS

The implementation of the City's Comprehensive Asset Management (CAM) Program ([City of Ottawa Comprehensive Asset Management Program](#)) results in timely decisions that minimize lifecycle costs and ensure the long-term affordability of assets. To fulfill its obligation to deliver quality services to the community, the City must ensure that assets supporting City services are managed in a way that balances service levels, risk and affordability.

While the facility construction cost will be covered by a levy, the new facility will add pressure to City operating and capital budgets in terms of ongoing operations, maintenance and lifecycle renewal costs.

FINANCIAL IMPLICATIONS

An average household levy of \$16-20 will be required to fund the capital and operating costs outlined in the report.

ACCESSIBILITY IMPACTS

The design for the Canterbury Community Outdoor Covered Refrigerated Rink Facility and will comply with the Ottawa Accessibility Design Standards and the AODA.

ENVIRONMENTAL IMPLICATIONS

The Real Estate Partnership and Development Office is currently conducting a Phase 1 Environmental Site Assessment (ESA) to determine if the project site is or has been subject to actual or potential contamination. If necessary, Phase 2 and 3 ESA's will be undertaken to identify and remediate any contamination on site.

TERM OF COUNCIL PRIORITIES

The recommendations in this report align to the 2015-2018 Strategic Priority of Healthy and Caring Communities, specifically HC2 – Revitalize recreation services, defined as providing accessible, inclusive, and quality recreation services that respond to demographic trends in population and activity.

SUPPORTING DOCUMENTATION

Document 1 Figure 1: Greenwood Park, City of Toronto

Figure 2: Renderings of proposed Canterbury Facility

Figure 3: Facility Location Options in Canterbury Park

Figure 4: Proposed Concept Site Plan

Document 2 Draft Programming Proposal - Canterbury Community Association

DISPOSITION

Should the recommendations contained in this report be approved by City Council, Parks, Recreation and Cultural Services Department, with the support of the Infrastructure Services and Finance Departments, will ensure project funding is in place, finalise the design, prepare contract documents, tender and manage the construction of the proposed facility.

Document 1

Figure 1: Greenwood Park, City of Toronto

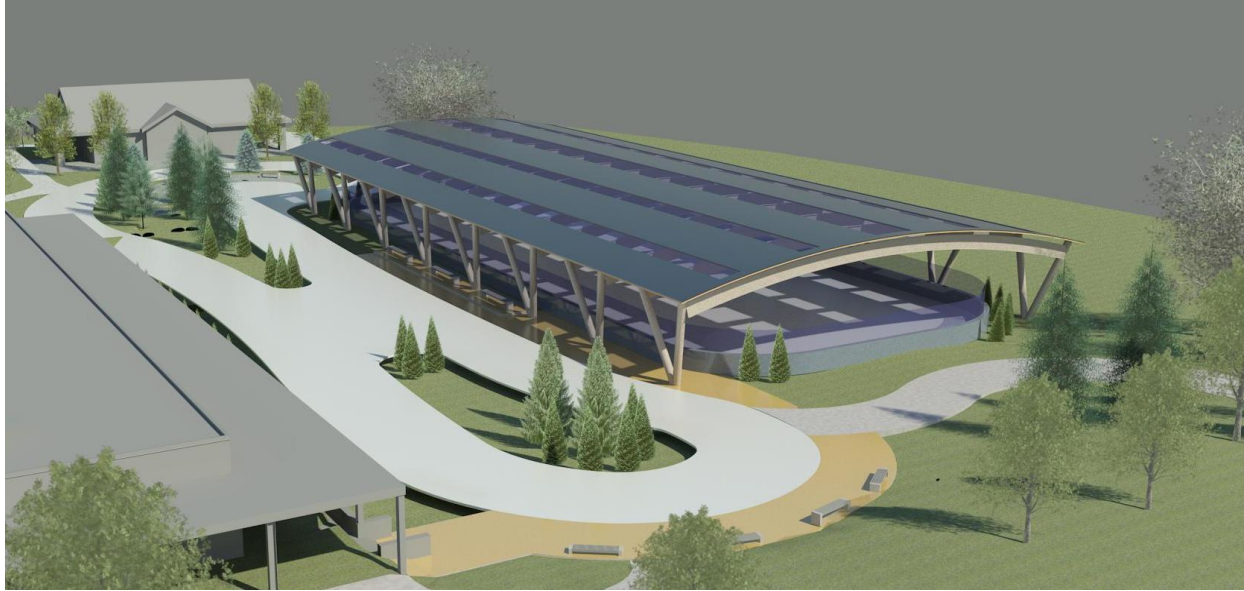


Figure 2: Renderings of proposed Canterbury Facility



 **CANTERBURY COMMUNITY OUTDOOR COVERED RINK FACILITY**
PATINOIRE EXTÉRIEURE COUVERTE DU CENTRE COMMUNAUTAIRE CANTERBURY

Figure 3: Facility Location Options in Canterbury Park

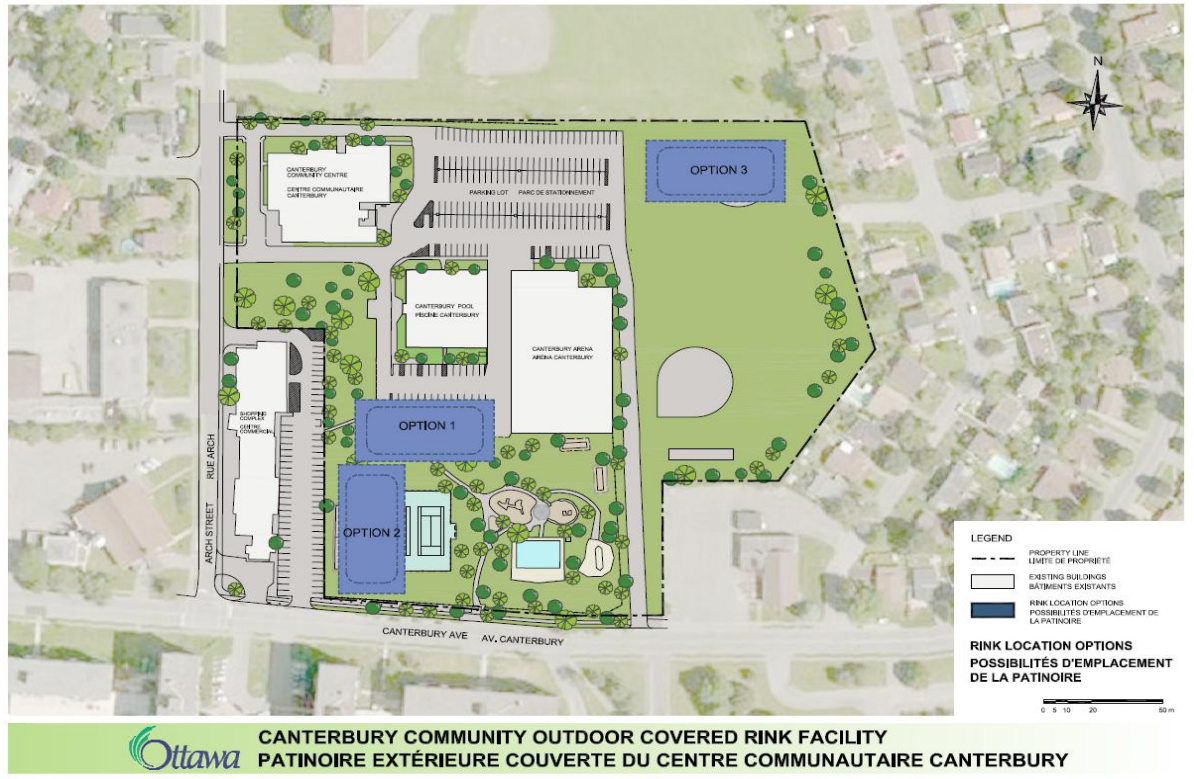
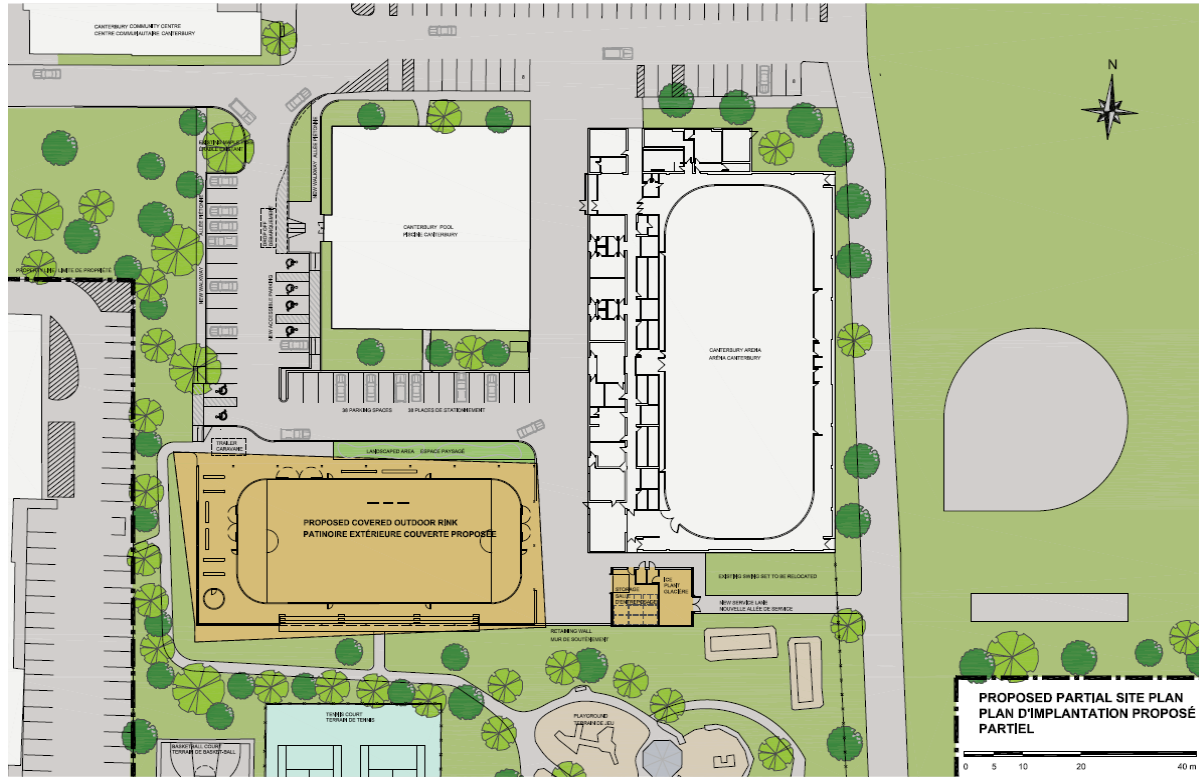



Figure 4: Proposed Concept Site Plan



 **CANTERBURY COMMUNITY OUTDOOR COVERED RINK FACILITY**
PATINOIRE EXTÉRIEURE COUVERTE DU CENTRE COMMUNAUTAIRE CANTERBURY