



SUBJECT: Central Recreation Centre and Skyway Arena Revitalization Projects

TO: Community and Corporate Services Committee

FROM: Parks & Recreation Department

Report Number: PR-13-16

Wards Affected: All

File Numbers: 925-06

Date to Committee: December 12, 2016

Date to Council: December 19, 2016

Recommendation:

Approve Option 4 for the revitalization of Skyway Arena that was developed by staff as outlined in Report PR-13-16 dated December 12, 2016, subject to Capital Budget approvals; and

Direct staff to use \$500,000 from the existing capital order AA0013 Arena Revitalization for the replacement of bleachers and upgrades to the multi-purpose space at Central Recreation Centre; and

Defer any major revitalization for Central Recreation Centre to outside the ten year Capital Budget Forecast.

Purpose:

The purpose of this report is to provide information related to revitalization plans for both the Central Recreation Centre (Central) and Skyway Arena (Skyway) and seek Council's approval for the preferred option and supporting funding for Skyway.

Both Central and Skyway support active and healthy lifestyle for residents by providing recreational space for over 140,000 participant hours per year.

A Healthy and Greener City

- Healthy Lifestyles
 - Environmental and Energy Leadership
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Background and Discussion:

Past Recommendations:

The following recommendations were approved in report PR-09-15, report providing results of the arena facilities review, dated June 16, 2015.

Direct the service owners of Organized Sport Support Services and Recreation Services to execute the next phase of the arena renewal strategy outlined in report PR-09-15 by developing conceptual design plans for Central Arena, using the approved capital funds for arena revitalization; and

Direct the service owners of Organized Sport Support Services and Recreation Services to execute the next phase of the arena renewal strategy outlined in report PR-09-15 by developing conceptual design plans for Skyway Arena in conjunction with the Lakeside Plaza redevelopment plans, using the approved 2015 capital funds for arena revitalization.

Key Trends:

Report PR-09-15 also identified key trends in arena use including:

- There is sufficient demand for 11 or more pads of ice
- Full size arena surface (200' x 85') is desirable by ice users
- Arenas required larger change rooms than provided by existing older arenas
- Arenas are a key asset in neighbourhoods
- The current mix of multi-pad arenas along with 5 neighbourhood arenas serves broader community interests and also local neighbourhoods

Project Team:

A project team including staff from Parks and Recreation, Capital Works and Planning and Building was developed to work with a consultant through the development of the options, design and costing.

In the fall of 2015, the project team secured the services of ZAS Architects + Interiors to provide design options and costing for both Central and Skyway (CW-72-15).

Overview of Facilities:

Central Recreation Centre:

Central is located at 519 Drury Lane in Central Park. The two-storey building was constructed in 1968, consists of 44,700 square feet and has a seating capacity of 1,300.

The facility has a 185' x 85' ice surface with an auditorium and kitchen, concession, washrooms, 6 change rooms with showers, storage and administrative offices. Mechanical equipment and building systems are located on both floors. The building has expansion constraints because of the north easement, underground utilities and services around the building and the need for parking to support all of the activities and buildings at Central Park.

Central has had a number of upgrades over the last 7 years including a new refrigeration system, building envelop upgrades, roof replacement, new arena boards and glass, lighting retrofits, lobby washroom retrofit, and new entrance doors. The building has a Facility Condition Index (FCI) of .22 which is considered to be in fair to poor condition.

In 2015, the City received funding from Canada 150 for accessibility improvements for Central that are required to be completed by March 2018. It is anticipated this work will commence next year.

Although the facility is well utilized by the community, house league and rep hockey, tournaments, special events, lacrosse, ball hockey and seniors and youth programming, it is deficient in relation to modern arena operations and amenities such as a full size ice surface, natural lighting and comfortable seating. Aesthetically the building needs a refresh in its look and feel as it is our primary spectator sport venue for arena sport.

Skyway Arena:

Skyway is located at 129 Kenwood Avenue in Skyway Park and was built in 1974. Skyway is a single pad arena with no additional amenities. The one-storey building has an area of 22,206 square feet with limited seating. The ice surface is 175' x 75' and there are 4 change rooms, lobby, washrooms, storage, administrative offices; all that do not meet the standards for size established in newer or recently renovated arenas or accessibility requirements.

Skyway currently utilizes Freon, a hydro chlorofluorocarbon (HCFC), as a refrigerant in its refrigeration plant. Under the Canadian Environment Protection Act, there is a schedule to phase out HCFCs due to their environmental impacts.

The phase out of large Freon equipment and manufacturing facilities has already begun. Staff have been advised that in the recreation industry, all Freon plants must have a plan in place by 2017 and that the refrigeration system should be converted to an ammonia system to avoid any penalties, fines or possible shutdowns, by the year 2020.

No mechanical upgrades or building envelop improvements have been made to this arena. The arena has made some interior upgrades in the past five years including

sport flooring in change rooms and new arena lighting. The building has an FCI of 0.60; which is considered poor.

Strategy/Process

The project team developed three (3) revitalization options for each facility to guide the consultant in generating design options and costing. The options are outlined in the chart below:

Table 1: Revitalization Options

Option	Description
Option 1: Like for like replacement	Retain existing arena structure and size to the greatest extent possible and retrofit as required.
Option 2: Like for like replacement with enhancements	Explore expanding the arena surface to 200' x 85' and make improvements where possible. Sustainable and innovative features should be included where possible.
Option 3: New build	Tear down completely and build a LEED® Silver building with a 200' x 85' arena surface. Sustainable and innovative features to be included such as indoor walking track, versatility for other floor sports, etc.

Three (3) options were developed for both facilities in consideration of the following project visions:

- Welcoming for the community
- Enlarged ice surface and amenities
- Multi-functional which includes programming space
- Natural light and views
- Full accessibility for all
- Durable and energy efficient
- Sustainability
- Integration with surrounding developments and facilities.

The project team reviewed options for both facilities in consideration of costs, current state of the facility and the quality of facility based on current and future needs of stakeholders. Through the review process, staff developed Option 4 for Skyway which is similar to Option 3 but with no second floor and indoor walking track.

Options Considered

1.0. Central Recreation Centre

1.1. Overview of Options:

See Appendix A

1.2 Preferred Option:

Staff is recommending the City not proceed with any major revitalization of Central at this time and invest in Option 4 for Skyway for the following reasons:

- Central has had numerous upgrades to the major building systems and the facility is in fair to poor condition considering its age. Most of the major renewal items are interior finishes. Work is required to enhance the user experience i.e. bleachers and larger change rooms.
- Central will be undergoing accessibility improvements through the Canada 150 funding project in 2017.
- Staff are recommending to use \$500,000 in prior approved funding for the replacement of bleachers and upgrades to the multi-purpose space.
- Central should be reviewed within the larger context of a Central Park revitalization.
- There is not sufficient funding in the capital budget for arena renewal to support the revitalization of both Central and Skyway.
- Skyway is the priority due to the current state of the facility, use of Freon as the refrigerant and lack of amenities.
- The revitalization of Skyway will have a similar positive impact on the local community as staff experienced with the City's investment in the Mountainside Recreation Centre.

1.3 Risks:

Based on the current condition of Central, recent renewal initiatives and the accessibility upgrades planned for 2017, staff are confident delaying a major revitalization of the facility until after 2027 will not impact its operation, safety and programming.

2.0. Skyway Arena

2.1. Overview of Options:

Table 2: Overview of Options

	Current	Option 1	Option 2	Option 3	Option 4
Area (sq ft)	22,206	27,900	38,900	58,150	46,741
Arena Size	175'x75'	175'x85' (new slab & ice plant, same size)	200'x85'	200'x85'	200'x85'
Change Rooms	4	6	6	6	6
Viewing Area	Bleachers in cold viewing	Cold Viewing	Cold and Warm Viewing	Cold and Warm Viewing	Cold and Warm Viewing
Accessibility	Currently does not meet OBC or Accessibility design Standards	Improvement throughout per OBC and COB Accessibility Design Standards	Improvement throughout per OBC and COB Accessibility Design Standards	Per OBC and COB Accessibility Design Standards	Per OBC and COB Accessibility Design Standards
Community Space	None	1 room	1 room	1 large room	1-2 rooms
Additional Features	None	None	None	2nd floor perimeter walking track Linked walkable surfaces with Lakeside Development	Outdoor patio and potential community gardens
Class D Cost Estimate		\$6.6M	\$11.8M	\$16.6M	\$13.9M

2.2 Risks:

Skyway will require significant renewal if the facility is not revitalized. Based on Skyway's condition assessment, over \$1.3M will need to be spent in 2019 and 2020 to maintain the integrity of the facility.

Additional risks to the operation include the aging mechanical system and lack of insulation in the building envelop. These risks impact the ability to make ice and therefore Skyway has a shorter operating season than other arenas. Breakdowns result in lost revenue and inconvenience to users.

As well, there are no accessible or universal washrooms or change rooms in the facility.

2.3 Preferred Option:

Staff recommends Council approve Option 4 for Skyway at a cost of \$13.9M for the following reasons:

- Replaces the refrigeration plant so that we are not using Freon and are able to source parts and repairs more easily.
- The cost for Option4 for Skyway is reduced by approximately \$2.8M when compared to Option 3 (includes a second floor track and elevator).
- A new facility with added amenities and upgrades provides the community and users with a facility that meets current standards.
- The facility will be fully accessible with LEED® Silver certification.
- Brings the arena closer to the road for a better streetscape in the neighbourhood but eliminates a baseball diamond.
- It was apparent that single pad arenas are highly valued by local neighbourhoods through the revitalization process of Mountainside Recreation Centre (Mountainside). With the addition of community space and other amenities in this option, Skyway will be a valued recreation facility in the south east area of the city.
- The users expressed their desire for a larger ice surface at Mountainside. Unfortunately the ice surface could not be expanded due to constraints such as the woodlot, grades, parking and close proximity to the pool. In this option the ice surface at Skyway will be expanded which results in 7 of the City's 11 ice pads being 200' x 85'.

Comments on Other Options:

Option 1: Like for Like

This option does not include a larger ice surface, larger dressing rooms or lobby and no community space. Staff do not recommend this option as it does not meet community or user needs and is costly to replace facility components that do not meet community standards.

Option 2: Like for Like with Enhancements

This option is only able to keep one north facing wall of the existing facility and may result in the facility enhancements being closer to the neighbours. Staff do not recommend this type of costly and risky construction.

Option 3: New Build

New Build with a second floor and indoor walking track would be more challenging to fund. This option would be ideal to address the community need for a safe location for seniors to walk and recreate but costly because of the second floor and accessibility requirements.

Financial Matters:

1.0 Overview of Costs for Central

See Appendix A

2.0 Overview of Costs for Skyway

Table 3: Overview of Costs for Skyway

Option	Soft Costs	Hard Costs	TOTAL
Option 1: Like for Like	\$950,000	\$5,671,400	\$6,621,400
Option2: Like for Like with Enhancements	\$1,539,986	\$10,257,300	\$11,797,286
Option 3: New Build – LEED® Silver	\$2,496,051	\$14,137,800*	\$16,633,851
Option 4: New Build – no second floor	\$2,562,200	\$11,337,800	\$13,900,000

*Note: Construction cost includes second floor track at a cost of \$2,800,000.

If a second floor and running track is requested to be added to the Skyway Arena revitalization project, staff estimate that \$2,800,000 in additional funding will be required for design and construction.

3.0 Costs for Central Upgrades

There is currently \$500,000 remaining of approved 2015 funding for arena renewal and conceptual design and costing for Central and Skyway.

Staff recommend using the remaining funds for seating that will replace bleachers and upgrades to the multi-purpose space at Central Recreation Centre.

Total Financial Impact

Operating Forecast:

Operating costs will be higher for Skyway as the facility will be open during the day to accommodate programming needs for the seniors' population. Additional operating cost details will be brought forward to Council for their consideration as programming needs are determined through consultation with the community prior to the revitalization of the facility.

Source of Funding

Funding for arena revitalization and infrastructure renewal for Central and Skyway was included in the approved 2016 capital budget and forecast as outlined in the chart below:

Table 4: 2016 Capital Budget Funding

Year	Amount
2016	\$685,000
2018	\$5,628,032
2021	\$500,000
2022	\$4,989,540
Total	\$11,802,572

Funding has been identified in the 2017 proposed capital budget and forecast for Skyway Arena as outlined below:

Table 5: 2017 Proposed Capital Budget Funding

Year	Amount	Purpose
2018	\$1,500,000	Design
2020	\$12,400,000	Construction
Total:	\$13,900,000	

Other Resource Impacts

Staff from the Capital Works, Planning and Building, and Parks and Recreation will need to commit a considerable amount of time through the planning and construction stages of the Skyway Arena project.

Connections:

Staff and members of Council have met with the owners of the Skyway Plaza to discuss potential synergies between Skyway Arena revitalization and park and the Skyway Plaza re-development. As both projects progress, opportunities to partner and enhance will be explored.

Public Engagement Matters:

Staff have engaged with and continue to provide updates to the Ice Users.

Staff attended the Lakeside Community Visioning Session, Tuesday, November 24, 2015.

Conclusion:

After reviewing options to revitalize both Central and Skyway, staff are recommending some modest, additional upgrades to Central and a new build for Skyway in consideration of facility condition assessments, costs, available funding and programming options to the community. Both facilities are valuable assets to the community and with this investment in Skyway, an enhanced level of service and programming will be available to the neighbourhood and broader community.

Respectfully submitted,

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Appendices:

- a. Overview of Options – Central Recreation Centre

Report Approval:

All reports are reviewed and/or approved by Department Director, Director of Finance and Director of Legal. Final approval is by the City Manager.