



City of
Peterborough

To: Members of the General Committee

From: Sheldon Laidman, Commissioner of Community Services

Meeting Date: July 13, 2020

Subject: Report CSAD20-009
Arena Needs Plan and Ice Allocations

Purpose

A report to provide information in response to the March 9, 2020 motion of Council for staff to report back on an arena needs plan no later than July 2020 and to provide an update on ice allocations for the 2020-21 season.

Recommendation

That Council approve the recommendation outlined in Report CSAD20-009 dated July 13, 2020 of the Commissioner of Community Services as follows:

That Report CSAD20-009 be received for information.

Budget and Financial Implications

There are no budgetary or financial implications associated with the recommendation in this report.

Background

At the meeting of Council on March 30, 2020 Council approved the recommendations in Report CSAD20-003 Update Following Ice User Group Engagement - Future of Northcrest Arena dated March 9, 2020, as follows:

- a) That Northcrest Arena permanently close in April 2020 as a municipally operated arena and the net Arena budget be reduced by \$7,476 and General Contingency be increased by \$7,476;
- b) That staff undertake a review of ice allocations at all City arenas for the 2020/21 hockey season and make inquiries regarding the availability of ice time in surrounding county and township arenas.

At the meeting of March 9, 2020 Committee added item c) as follows:

- c) That staff report back on an arena needs plan no later than July 2020.

Based on the discussion at Council regarding this additional item, staff have interpreted this request as providing information from the original 2013/14 Arena Needs Assessment and Feasibility Study. Included in this study was information from the Community Visioning exercise used to inform the characteristics of a replacement arena, complimentary facilities considered for the new arena complex, and how the currently proposed arena complex meets these expectations and needs.

Arena Needs Assessment and Feasibility Study– 2013/14

On January 27, 2014, City Council received and adopted as a planning tool the Arena Needs Assessment Study that investigated the use and functionality of existing arena facilities and determined the specific needs of community ice and floor users currently and in the next 20 years. The study established community arena requirements to move forward.

a) Areas of Study

The Arena Needs Assessment Study encompassed the following streams of research and analysis:

- Prepared a community profile of the City and area (past and current)
- Examined population growth projections to 2041, including anticipated changes in age profile and ethno-cultural composition – and implications for demand for activities that utilize arenas
- Examined where future residential development is planned within the City and the population calculated for each area
- Solicited public feedback and opinion
- Researched arena operating costs and determined possible arena operational efficiencies
- Examined anticipated capital investments to keep facilities safe and in good operating condition
- Researched past and current use of City arenas (fall-winter and spring-summer seasons - hours rented by group/program over the past five years, and percentage utilization in prime and non-prime time per ice surface)
- Researched the current use by Peterborough-based groups of arenas in neighbouring municipalities and hours rented per week

- Examined relevant leisure trends and industry best practices
- Researched current and predicted unmet/underserved demand for prime ice and floor time (quantified and potential – focused on prime time in the fall-winter season, but also researched unmet demand for spring-summer ice and floor time)
- Determined the current need for arena facilities in the City
- Calculated the arena service level to be used to determine the current and future requirement for arenas
- Calculated the current arena shortfall and predicted likely future need for arenas to 2041 and full build-out of the City.

b) Community Vision - Emerging Characteristics of a Community-scale Arena Facility to Replace Northcrest Arena

Based on opinions expressed by user groups and residents during this study, as well as the nature of contemporary arenas being built across Ontario, the following characteristics emerged of a community-scale arena to replace Northcrest Arena.

These characteristics were further refined as key deliverables of the Feasibility Study:

- a twin-pad or triple-pad facility, (NHL size 85' x 200' ice surfaces) with capability for summer ice
- six adult-size, secure dressing rooms per ice surface (with stick holders and white boards), with one dressing room per ice surface dedicated to female customers and at least two dressing rooms associated with one of the ice surfaces 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 300-400 per ice surface - and depending on intended use, more 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
- male and female referee rooms – of sufficient size to accommodate four-person crews – referee's rooms 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)

c) Community Vision - Potential Complementary Facilities

User groups, stakeholders and residents collectively suggested other types of facilities that could be included with the next arena or added later. The following facilities were mentioned most often. There was strong support for a multi-facility complex rather than a stand-alone arena facility:

- an off-ice training facility/area
- an outdoor turfed area and/or sports fields and a running track for summer training
- a multi-purpose facility to support a variety of floor-based sports, large assemblies, trade shows/exhibitions, etc. – available for year-round use - facility options include:
 - a large gymnasium/gymnasium/assembly hall (double or triple gym in size, with sprung hardwood or rubberized sport floor and retractable bleachers)
 - an arena-style facility without ice - to support year-round floor based activities suitable for that style of facility
 - a field house (100' x 200' playing surface on a concrete floor, with removable artificial turf and possibly retractable bleachers)
- a dedicated gymnastics facility
- an indoor aquatic facility
- a child-minding facility
- a branch library
- an older adult social/recreation centre
- medical services (e.g., physiotherapy/sports injury, chiropractic)
- a restaurant (if the site size and location/exposure is suitable)

d) Consultant Recommendation - The Requirement for Ice Surfaces to Meet Current and Future Needs to 2031

A conservative arena service level of 1 ice surface per 11,000 residents was recommended to be used until around 2031, which would:

- meet most but not all current unmet demand (current and expanded programs, plus growing and emerging interests for ice and floor activities, and reduced scheduled use of the PMC)
- account for the anticipated slight increase in demand over the next 18-20 years
- maintain a role for nearby township facilities
- provide some leeway, in case some of the expressed and anticipated demand does not materialize.

The recommended arena service level would produce the following requirement for ice surfaces to 2031 (based on the upper and lower range of predicted population growth and assumed that Northcrest Arena would be retired, leaving five ice surfaces in the City):

- **2013:** (82,500) 7.5 ice surfaces required **(+2.5)**

- **2018:** (84,775-87,250) 7.7 to 7.9 ice surfaces required **(+2.7 to 2.9)**
- **2021:** (88,775-90,500) 8.1 to 8.2 ice surfaces required **(+3.1 to 3.2)**
- **2031:** (95,500-103,000) 8.7 to 9.4 ice surfaces required **(+ 3.7 to 4.4)**

The Needs Assessment found a projected requirement of two additional ice surfaces by 2021 over and above the replacement of the single pad at Northcrest Arena. A further ice surface is required by 2031, as prescribed by significant population growth forecast to occur over the next 10 years, increasing to 103,000 per the Ontario Provincial Growth Plan for the Greater Golden Horseshoe, 2019 and the City's Official Plan.

Council Recommendations (2015) and New Arena and Aquatics Complex Project

Through Report CSD15-021 New Arena Development Strategy dated October 13, 2015, Council approved the following recommendations:

- a) That the Northcrest replacement facility, containing the following features, be approved:
 - i. A twin pad arena with 500 seats on each pad;
 - ii. An elevated walking/running track;
 - iii. 12 team change rooms and 2 official rooms;
 - iv. A team training centre;
 - v. Office / Administration / Customer Service space for City staff;
 - vi. Office space leased to sport group(s);
 - vii. Commercial space to include a “brand” restaurant and a smaller concession;
 - viii. Three multipurpose rooms;
 - ix. Public washrooms, elevator and storage;
 - x. Landscaping and parking;
 - xi. LEED certified construction standard;
- b) That a competitive pool be included in the schematic design of the arena complex but constructed in a later phase of project development;
- c) That an environmental impact study and schematic design process commence immediately;
- d) That staff report back to Council in spring 2016 with a schematic design plan for Council consideration.

The proposed new Arena and Aquatics Complex has incorporated all the elements and features as expected through the 2015 Council report as well as a Phase 2 eight lane competitive pool and a Phase 3 third ice pad.

On October 30, 2019 Council approved the recommendations in Report CSD19-016 that directed staff to pursue the alternate site for the New Arena and Aquatic Complex at Fleming College and submit an application to the Investing in Canada Infrastructure Program (ICIP) – Community, Culture and Recreation Stream to support the first phase of the New Arena and Aquatic Complex. The location at the Fleming College/City recreation hub will allow for greater efficiencies in program offerings and staffing efficiencies. Council also requested staff to report back following receipt of the

Provincial review of the ICIP application on a plan and timeline for a competitive pool which shall include consideration of a pool being constructed concurrent to the twin pad. A report providing an update on the status of this project will be presented to Council separately.

Ice Allocation Process – 2020/21 Fall/Winter Season

a) Ice Allocation Policy

On June 3, 2019 Council approved the City's Ice Allocation Policy through Report CSAD19-004. The Ice Allocation Policy sets out the framework for the City of Peterborough to provide for the equitable, reasonable and fair distribution of prime time ice to all user groups in the community. This policy was developed to respond to current demand, projected growth, changing utilization patterns, shifting demographics, market supply and to ensure the successful management of the City's inventory of ice, optimizing facility utilization. This policy reflects a shift in philosophy that is taking place across Canada where allocation practices based on "historical patterns" are shifting to policies based on "fair and equitable distribution" that accounts for gender equity, access for youth and accommodates newer and emerging ice sports and arena uses.

b) Arena User Group Discussions

The practice of holding open user group sessions on an annual basis with all groups began in 2015 with the intent to open new lines of communication between and among user groups and City staff. These sessions provide an opportunity to discuss and review the needs of all user groups and challenges including the impact of the closure of Northcrest Arena, with regular updates provided to the Arenas Parks and Recreation Advisory Committee.

All ice and floor user groups have been limited in the number of members and teams their organizations can accommodate and the number of tournaments and events they can host since the City last expanded arena facilities in 1996 with the opening of the Evinrude Centre. The elimination of the ice pad at Northcrest Arena has impacted the majority of user groups and the existing schedules at other arena facilities have been shifted for the 2020/2021 Fall/Winter Season to ensure City programs continue and that ice is fairly allocated in accordance with the City's Ice Allocation Policy. Further adjustments to this schedule may be required as a result of the ongoing COVID-19 programming restrictions.

The City's Ice Allocation Policy outlines the order of priority in which ice time is allocated with high priority being given to City recreational programs, events and Partner Groups, which are defined as being the main provider of the particular activity in the City of Peterborough. As staff progress through the Order of Priority for requests, any remaining available ice for "seasonal users" and "commercial users" is limited and generally in the non-prime periods. Arena users have been consulted throughout the re-allocation process as a result of the closure of Northcrest Arena and were assured that City staff would cooperate with all groups to find suitable options that exist within

other City facilities and those in the surrounding communities. City staff reviewed all options internally to determine the potential shortfalls and opportunities that existed within other City facilities and engaged with users to find solutions that utilizes all available prime time and expansion of the use of additional non prime availabilities (early morning, early afternoon, later evening) in existing City facilities including Evinrude Centre, Kinsmen Arena and Peterborough Memorial Centre. There are currently 49 organizations and user groups with ice allocated for the full 27-week 2020/21 Fall/Winter Season that runs from September through March. Out of these 49 organizations and user groups, 21 have experienced a shift in time and/or location as a result of the reallocation of ice time from Northcrest Arena. Various organizations and user groups have shown their willingness to cooperate and be flexible to utilize the available early and later ice time in other facilities. 24 of the organizations and user groups are adult and many experienced a shift in day of the week, facility, and allocation of ice time. These groups are the most impacted by this reallocation of ice time. As a result, the majority of ice reallocated from Northcrest Arena has been provided by City facilities, and prospective opportunities exist and will be explored with users and county and township arenas to supplement additional ice for larger tournaments. City staff have continued to update the Arenas Parks and Recreation Advisory Committee throughout this process.

It should be emphasized that due to the Covid emergency, staff are anticipating additional requirements and operational practices which may impact further upon ice time allocations if and when arena use is permitted. Staff are actively monitoring other jurisdictions and industry best practices to be prepared to offer arena uses for 2020-21 ice season but these further requirements (eg cleaning, limitations on number of participants) may impact further how much ice time can be made available. Staff will be working with ice user groups to keep them informed of any further operational changes and the need to amend ice allocations once these details are fully known.

Summary

The Arena Needs Assessment Study adopted by City Council in 2014 as a planning tool, included extensive community consultation and investigated the use and functionality of existing arena facilities and determined the specific needs of community ice users currently and in the next 20 years. The recommended service level projected for the City includes two additional ice surfaces by 2021 over and above the replacement of Northcrest Arena plus another ice surface by 2031. Council approved the 2015 recommendations of the new arena development strategy that set the framework for the New Arena and Aquatic Complex project. Following the closure of Northcrest Arena and guided by the principles of the Ice Allocation Policy, organizations and user groups have shown their willingness to cooperate and be flexible to utilize the available early and later ice time in other facilities.

Submitted by,

Sheldon Laidman
Commissioner of Community Services

Contact Name:

Sue Warrington
Arena Division Manager
Phone: 705-742-7777 Ext. 2421
swarrington@peterborough.ca

Brad Putnam
Community Arena Operations Manager
Phone: 705-742-7777 Ext. 2402
bputnam@peterborough.ca